

A map of Madison County, Tennessee, showing the I-55 corridor. The map features a network of roads including Franklin Ave, Plum Road, Troy Road, East Lake Drive, Center, Grove, Governors Parkway, Goshen Road, Ridgeview Road, W. Mick Rd, Meridian Road, Glen Carbon Rd, Glen Carbon, Crossing, and N. Klenke Rd. Major roads are marked with route numbers 157, 159, and 270. The I-55 corridor is highlighted in yellow. The text "Madison County I-55 Corridor: 5.0 Land Use Strategies" is overlaid on the map.

Madison County I-55 Corridor:
5.0 Land Use Strategies

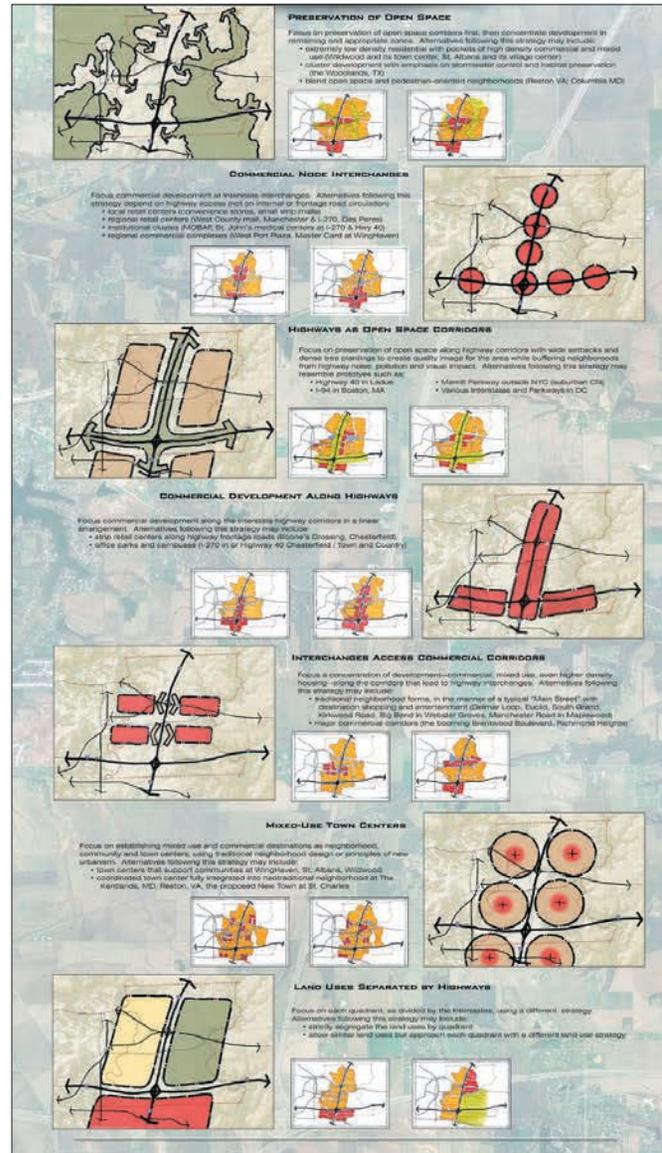
Madison County i55 Corridor

5.1 Introduction

With virtually limitless possibilities for laying out the 30-square miles along the I-55 corridor, the process needs to follow rules and principles to successfully accomplish each of the project goals. Land use strategies establish these rules based on opportunities and constraints identified by the site analysis. Left to its own inertia, development of the I-55 corridor may not fully accomplish all of the project goals—it would most likely assume an ordinary suburban form, indifferent from other highway corridors throughout the Midwest.

An effective plan for the I-55 corridor may be based upon a single strategy or may be a combination of multiple strategies. Although the overall community goals of an expanded economic base, preserved open space, efficient land use and quality development apply to the entire corridor, there are more specific goals for multiple areas. This suggests that a blend of strategies may be the most appropriate approach to ensure development that complements the character of Edwardsville-Glen Carbon.

The following options represent seven distinct strategies the plan could follow to achieve particular project goals. Each would be a framework – or set of rules – by which concept alternatives would be based.



Land Use Strategy - Public Participation Banner Displaying Alternatives

5.2 Preservation of Open Space

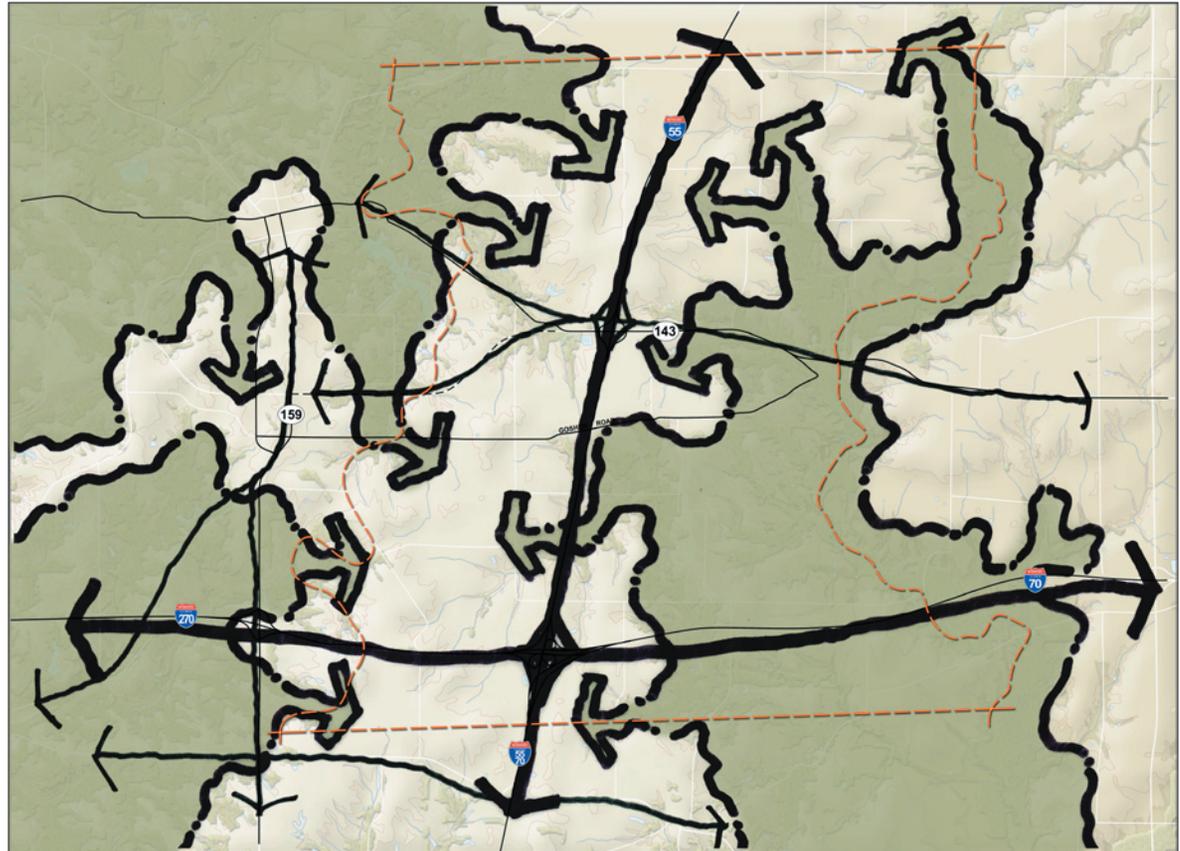
Strategy: Preserve significant areas and corridors of open space to create a network of parks, trails, greenways parkways and boulevards around which development will occur.

Silver Creek is the primary natural feature in the I-55 study area and a regionally significant riparian corridor. Other creeks and valleys are sensitive areas where open space should be preserved. Existing, proposed and abandoned transportation corridors also represent opportunities for linear open space preservation. Large tracts of open space should also be set aside for future municipal parks — while land is available — in areas that are targeted for development.

Large networks of open space raise desirability and property values, particularly for residential communities. In practical measures, they create healthier development environments, reduce stormwater runoff, improve air quality and provide accommodations for bicycle trails, parks and recreation.

Open space preservation precedents include:

- **Wildwood, Missouri** – very low density residential that promotes open space preservation
- **Woodlands, Texas** – cluster development with emphasis on stormwater control and habitat preservation
- **Reston, Virginia and Columbia, Maryland** – utilize open space for bicycle and pedestrian trail network and pedestrian-oriented neighborhoods.



Land Use Strategy - Preservation of Open Space

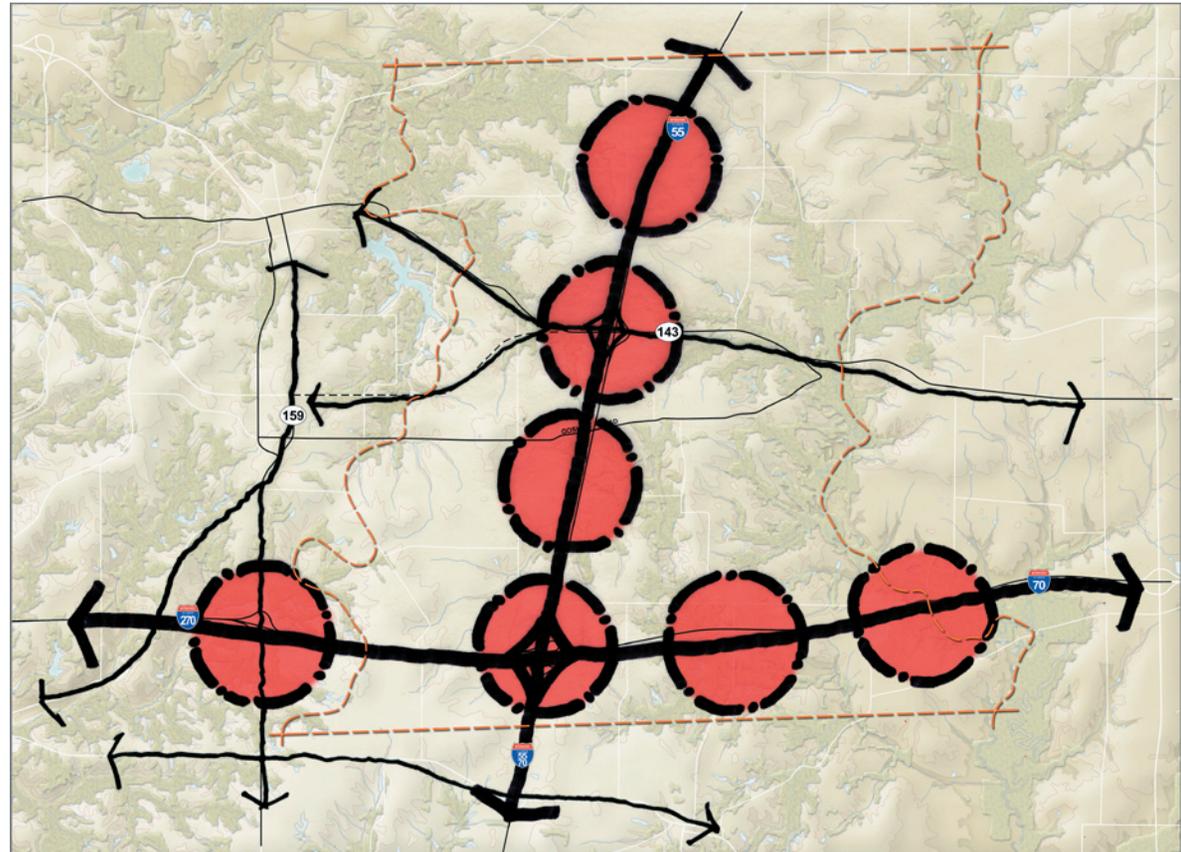
Madison County i55 Corridor

5.3 Commercial Node Interchanges

Strategy: Identify the most ideal locations along the Interstate corridors for commercial development (including office, retail and neighborhood services) and allow lower intensity uses (residential, park, civic and institutional) in other areas.

Recognizing the large volumes of traffic and the high visibility of existing and proposed Interstate interchanges, these areas hold great economic potential for retail commercial activity – and thus, sales tax revenue. The type of development is targeted more toward vehicular access than pedestrian, with ample parking, adequate setbacks and wide turning radii. By targeting these few, strategic locations, this type of “big box” development can be confined to specific, appropriate locations where their inevitable negative impacts (visual, traffic, noise, scale) can be confined, screened and minimized.

Additionally, large institutions and other commercial complexes may also be ideal for this type of location. Facilities of this sort may include hospitals, higher education centers (community college), shopping malls with entertainment, office complexes and other institutional campuses. These types of facilities, located at Interstate interchanges, provide easy access



Land Use Strategy - Commercial Node Interchanges

for workers, visitors, ambulances and patients.

Commercial node precedents include:

- local retail centers – convenience stores, small strip malls
- **St. Clair Square** at I-64 and IL-159 in Fairview Heights – regional retail centers
- **West County Center** at Manchester and I-270,

Des Peres – regional retail centers

- **Missouri Baptist Hospital and St. John’s Medical Center** at I-270 & I-64 in St. Louis County – institutional clusters
- **West Port Plaza** in Maryland Heights; **Master Card** at WingHaven in O’Fallon, Missouri – regional commercial complexes

5.4 Highways as Open Space

Strategy: Protect the visual character along the Interstates by establishing open space easements and landscape standards to create the impression of a wooded, natural environment.

Many highway corridors that pass through affluent communities have deep setbacks with thick vegetation which projects an image of exclusivity and quality. While these are typically in locations within a region that is older and has been urbanized for many years, they maintain a rural, undeveloped, forested appearance – by design. The setback may occur partially within the highway right-of-way, but it is not uncommon for private open space (usually residential) to contribute to the width of the “green corridor”. Prohibiting highway frontage roads is one tool that can help preserve open space while preventing a proliferation of strip retail.

A similar character has been achieved in many suburban areas that have targeted highway corridors for more intensive land uses such as office commercial. By combining reasonable setbacks with deliberate landscape requirements, office buildings or institutions can be clustered together as a campus and sited within a lushly vegetated context to give the corridors the effect of open space. In such a situation it is highly desirable – and a justifiable provision – to maintain a public access easement for bicycle and pedestrian trails through these developments.



Land Use Strategy - Highways as Open Space

Open space highway corridor precedents include:

- **I-64 corridor in Ladue** – affluent residential neighborhoods completely buffered from the interstate
- **I-64 corridor in Chesterfield** (particularly Maryville Center) – office corridor with strict landscape requirements, maintains

a feeling of open space, despite significant density of office buildings and campuses

- **Scenic highways around Washington DC** – Interstate highways and other expressways are buffered almost entirely from adjacent neighborhoods and office parks

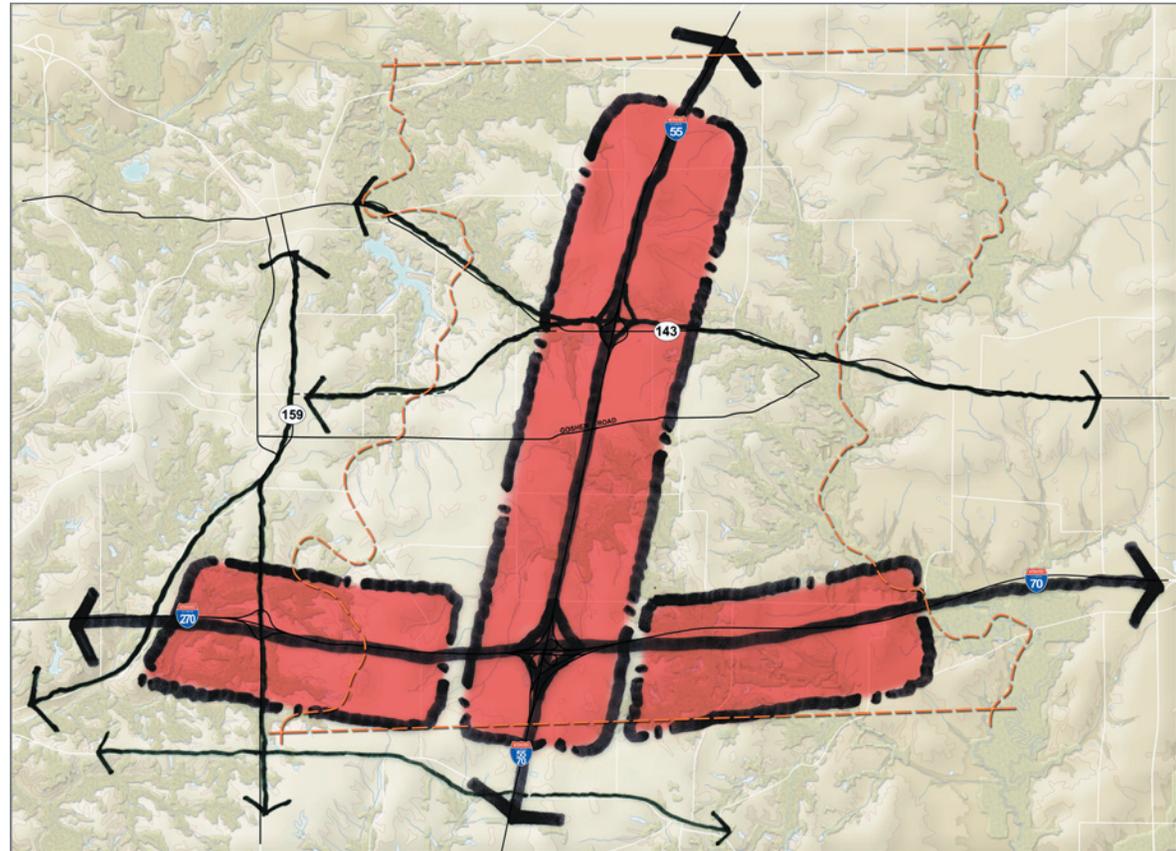
Madison County i55 Corridor

5.5 Commercial Development Along Highways

Strategy: Capitalize on the high visibility and good access of the Interstates with commercial frontage.

Extremely high traffic volumes along both Interstate corridors could provide a justification for major retail commercial development parallel to the rights-of-way. Prominent site location, highway access and good signage visibility are primary benefits from a location fronting the Interstate, and are critical ingredients for successful retail developments. A well-designed outer road – or frontage road – system, ample parking and generous turning radii, each planned for very large volumes of vehicular traffic, are necessary for highway frontage retail development. Although the appearance of this type of land use pattern is inherently unattractive, and the scale immense, it does generate significant retail sales tax revenue and can be screened from adjacent land uses.

A variation of this land use strategy substitutes office campuses for retail centers. Although the land use appears to be similar, the physical design and visual impression could be extremely different. If implemented as a collection of office park campuses, buildings and parking facilities could be clustered together efficiently, preserving large areas for



Land Use Strategy - Commercial Development along Highways

landscaped open space. Such a strategy would need little or no buffering from adjacent land uses and may provide opportunities for recreation easements that would serve nearby neighborhoods.

Commercial highway corridor precedents:

- I-70 in St. Charles County

- **I-64 in Chesterfield Valley** (Boone's Crossing, Chesterfield) – very large retail center with highway frontage
- **office parks and campuses** (I-270 in or Highway 40 Chesterfield / Town and Country)

5.6 Interchange Access Commercial Corridors

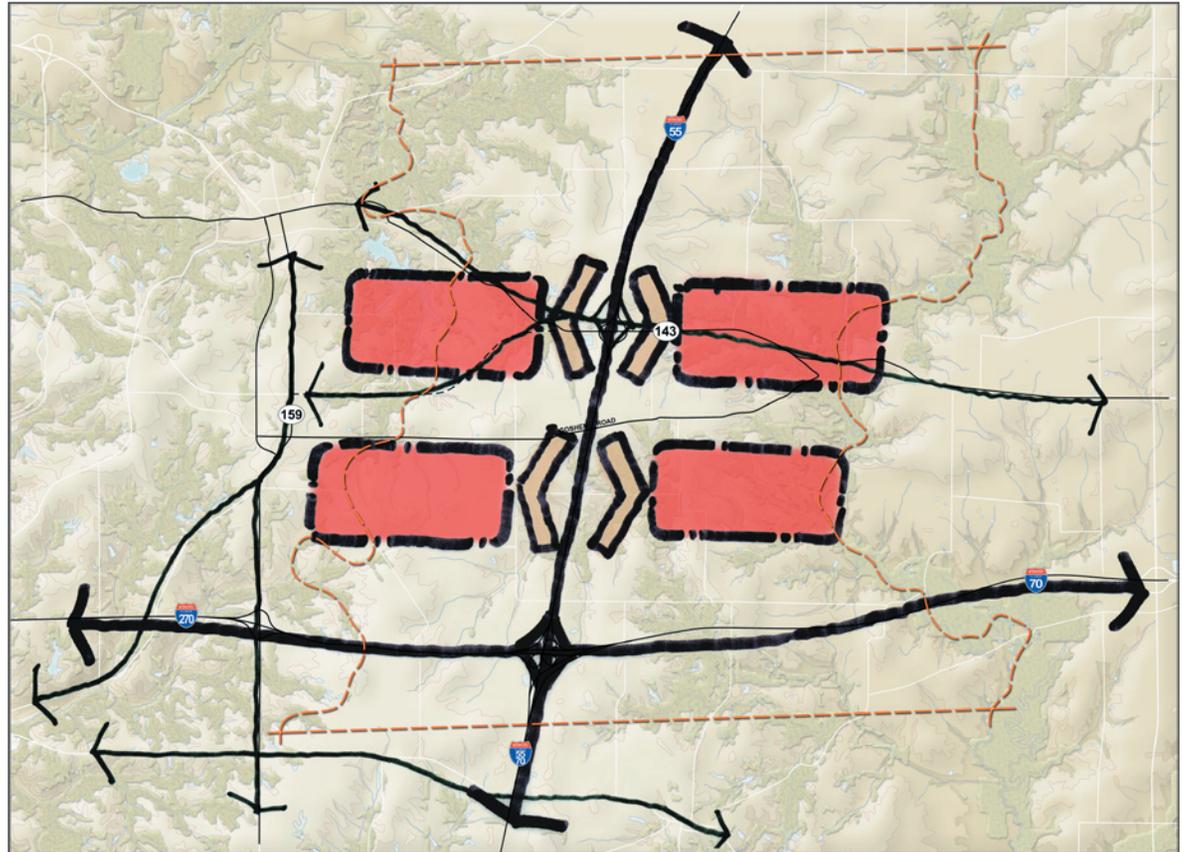
Strategy: Establish major commercial thoroughfares with direct access to the Interstates.

Principal arterials that connect Glen Carbon and Edwardsville to the Interstates could be valuable corridors for commercial development. As with other commercial nodes and corridors, it could be expressed in many different forms. High traffic volumes with convenient access to the Interstates and nearby neighborhoods make these corridors attractive for retail, office, services, and various types of institutions.

The prototypical commercial corridor is a narrow “main street” with a mix of activities, assembled densely to create a pedestrian-oriented urban development. Conversely, a commercial corridor that is designed to prioritize vehicular circulation and access requires much deeper setbacks, large parking areas, segregated uses. Although these types of corridors can be large generators of retail sales tax revenue as near term developments, they are frequently not sustainable over long durations and become susceptible to vacancy and obsolescence.

Commercial corridors with interchange access precedents:

- Brentwood Boulevard from I-64 in St. Louis County – variety of retail centers and offices along one of the most vibrant commercial corridors in the region
- Vandalia Street (Marine Road) (Edwardsville), Delmar Loop (University City), Euclid (Central West End), South Grand (St. Louis City), Kirkwood Road (Kirkwood), Big Bend (Webster Groves), Manchester Road (Maplewood), Main Street (St. Charles) – traditional “Main Street” types with a mix of uses, urban form and scaled for pedestrians
- Troy Road (Glen Carbon, Edwardsville), Manchester Road (Des Peres) – suburban style strip retail centers with large parking lots and deep setbacks



Land Use Strategy - Interchange Access Commercial Corridors

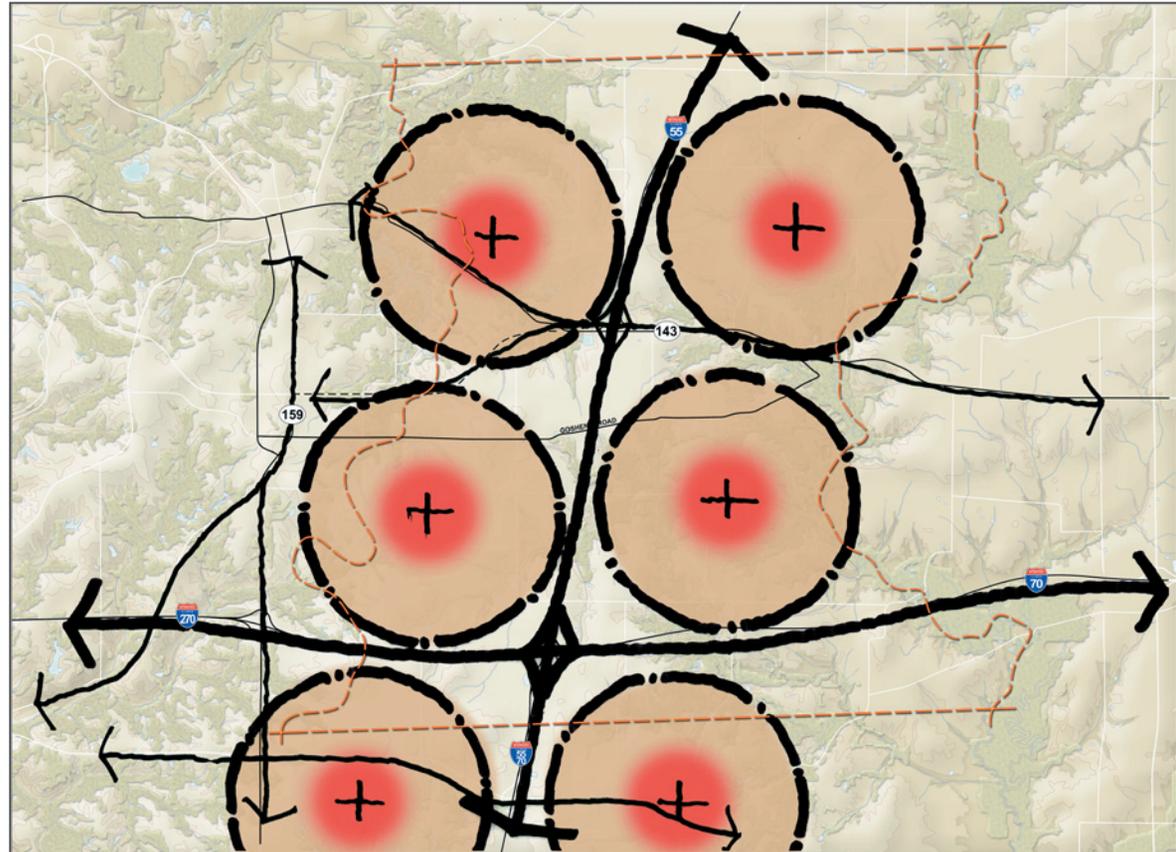
Madison County i55 Corridor

5.7 Mixed Use Town Centers

Strategy: Create neighborhood and town centers that provide commercial and public services to the local communities.

Providing retail, offices and services in smaller scale, pedestrian-oriented developments can fit within a neighborhood structure very effectively and can be a highly desirable amenity that contributes to the character of residential areas. Clustering other appropriate land uses, such as a school, church, post office or community facilities, with commercial enhances these districts as vibrant centers of neighborhood interaction and lifestyle. A variety of moderate to high density residential adds to the sustainability and economic viability of neighborhood centers while providing a transition to surrounding lower density residential.

Contemporary residential developments with mixed use neighborhood centers are becoming more popular and desirable across the country. It is an urban form that is comfortable to homeowners who desire the character, scale and convenience of small towns. Additionally, many homeowners prefer this form of commercial as an alternative to typical suburban strip retail for its ability to foster quality shopping experiences.



Land Use Strategy - Mixed-Use Town Centers

Mixed use center precedents:

- *Historical examples – JC Nichols and Country Club Plaza (Kansas City, Missouri), Market Square (Lake Forest, Illinois)*
- *Planned and recently completed examples -- WingHaven Town Center (O'Fallon, Missouri), Wildwood Town Center (Wildwood, Missouri), St. Albans Town Center (St. Albans, Missouri), New Town Center (St. Charles, Missouri), New Belleville (Belleville, Illinois)*
- *Neighborhood and town centers in successful new urbanist communities of The Kentlands, (Gaithersburg, Maryland); Reston (Virginia), Harbor Town (Memphis, Tennessee) and Celebration (Orlando, Florida)*

5.8 Uses Separated by Highways

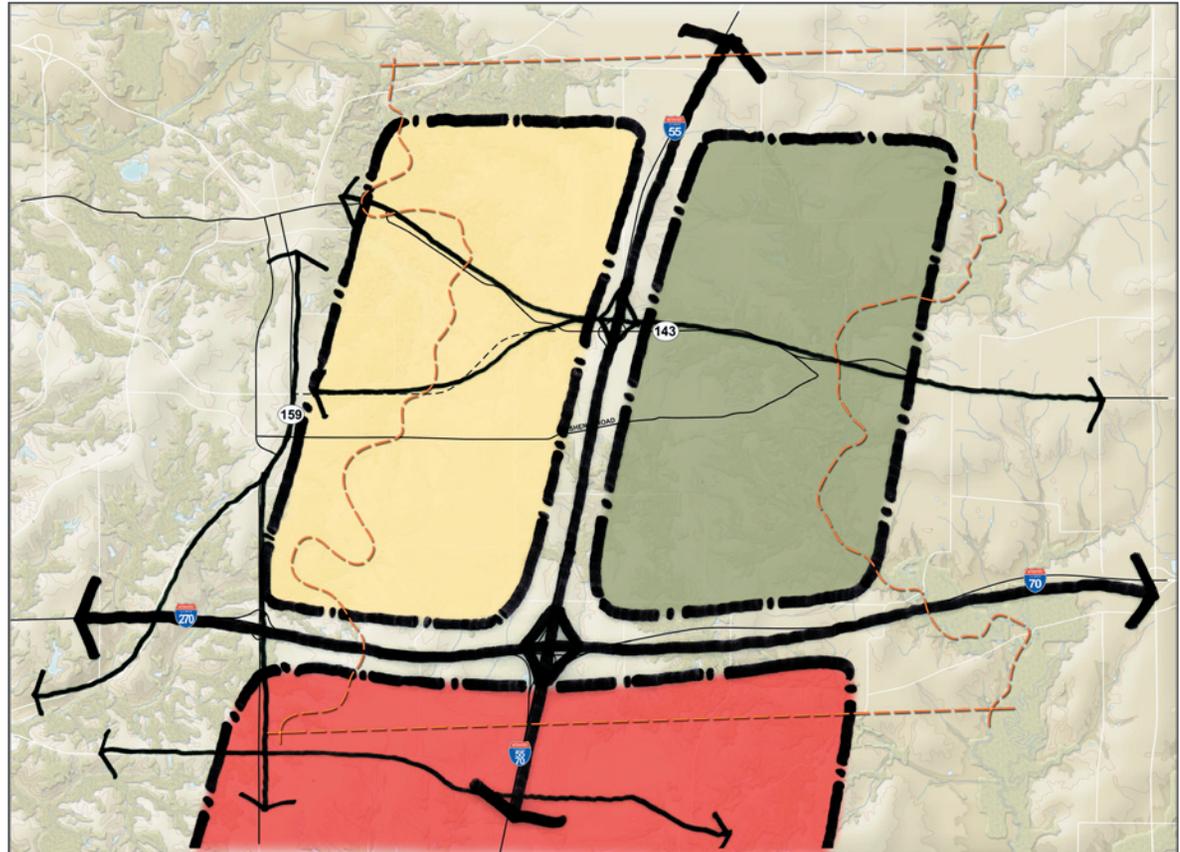
Strategy: Use the wide Interstate rights-of-way to separate major land use types to create a distinct character in each quadrant of the I-55 study area.

Separating land uses by the Interstates is a very drastic measure, but could be interpreted in an effective way. One strategy may strictly divide land uses into specific zones (commercial, residential, institutional, open space) based on the quadrants defined by the interstates. This may be useful if extremely large developments that are incompatible (or undesirable) are located on opposite sides of the highway. For example, a large commercial development that takes advantage of the Interstate highway interchange, such as a trucking center with distribution and hospitality services, may be suitable for one quadrant where it would not adversely affect residential neighborhoods in other quadrants.

A less drastic but potentially effective approach may be to follow a distinct land use pattern for each quadrant (instead of individual land uses). In this manner, each quadrant may have the same mix of land uses but could be arranged in completely different ways to reflect market specific needs, distinct physical site conditions and varying goals of the community.

Precedents:

- **Kirkwood, Missouri** – Interstate 44, between Lindbergh (Kirkwood Road) and the I-270 interchange separates two distinct land use patterns, with very low density residential



Land Use Strategy - Uses Separated by Highways

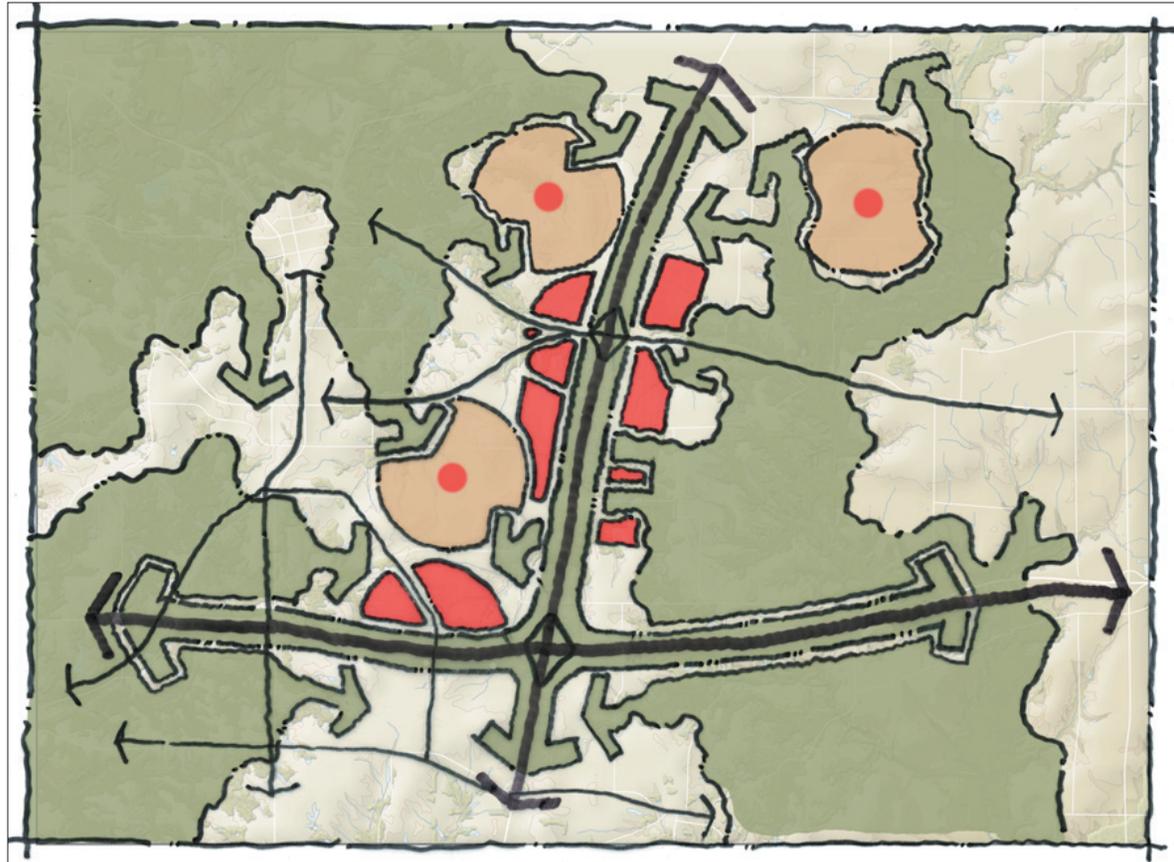
- *north of the highway and a mix of office and retail commercial south of the highway.*
- **St. Charles, Missouri** – Interstate 70, between the Missouri River and First Capital Drive separates the 18th Century historic district north of the highway from contemporary residential areas south of the highway.
- **Overland Park, Kansas** – Interstate 435, between Highway 69 and Nall Road separates residential on the north from prestigious office parks (such as Corporate Woods and the Sprint World Headquarters) on the south.
- Denver, Colorado – Interstate 25, between Park Avenue West and West Colfax, serves as the edge between the Highland Park neighborhoods to the west and the Platte River Greenway and the urban redevelopment areas of Platte Valley and LoDo to the east.

Madison County i55 Corridor

5.9 Recommended Land Use Strategy

Each of the examples given previously represents successfully planned developments that achieved particular results, specific to the needs of the communities where they are located. Economic development, aesthetics, open space conservation, revenue generation, preservation of historic districts, community image and sustainability are among the many goals that these communities have in common with Edwardsville and Glen Carbon. Varying the land use strategy facilitates achieving different goals.

In some of the most successful models, a single land use strategy is not sufficient – or desirable. In fact, these strategies can be combined in various ways, and employed differently throughout the 30-square mile area to realize very different results in site specific locations. Therefore, the recommended land use strategy will likely combine two or more of the concepts above into an alternative that ideally manages the complexity and variety of site conditions, community goals and market opportunities. The land use strategy - recommended combination - diagram in this and in the following chapter incorporates various combinations of the seven land use strategies presented above.



Recommended Land Use Strategy