



DATE: June 15, 2016

ACTION ITEM TITLE: I-55 Corridor
Development Code and Map

RECEIVED

NOV 16 2018

HEALTH FACILITIES &
SERVICES REVIEW BOARD

ORIGIN: Public Works

SUMMARY:

The I-55 Development Code is a zoning/form based code that will apply to an area generally bounded by land east of the Edwardsville and Glen Carbon municipal boundaries, north of I-270/I-70, west of Staunton Road and south of Fruit Road. The Development Code comes as a result of the "I-55 Corridor Plan," which was adopted by the City of Edwardsville and its I-55 Corridor partners Glen Carbon and Madison County in 2006. The attached Timeline shows the subsequent series of milestones and public meetings which have taken place over the intervening years to arrive at the Development Code and Zoning Map.

The I-55 Development Code will protect and promote the Plan area through five (5) Development Districts (Rural Residential, Neighborhood Residential, Town Center, Mixed Use Commercial and General Neighborhood. Through no less than 18 public meetings and public hearings which sought to directly engage property owners and residents in the planning process, each Development District has been carefully designed to retain and/or insure the unique character of each area. This is accomplished via a "Form Based Code" which identifies both allowed "land uses" (similar to a "traditional" zoning code) AND the design, placement, and appearance of each of 16 building types.

Each section of the Development Code is summarized as follows:

- Article 1: General Provisions – Establishes the intent of the Development code, clarifies when it becomes applicable, and identifies other applicable ordinances for each of the participating communities
- Article 2: Regulatory Plan - Identifies the five zoning districts and provides an accompanying map.
- Article 3: Development Regulations – Identifies the 15 Lot and Building Types, identifies Zoning District in which each of the 15 Lot/Building Types are allowed, establishes additional lot standards/bulk regulations, establishes building frontage types and architectural standards, suggests "best practices" for Green Space, Parks, and Civic Space, and clarifies that standards such as Parking, Lighting, Sign, Outdoor Display and Storage and Infrastructure are also applicable per each participating community's existing requirements.
- Article 4: Planned Unit Developments – Establishes standards as to when a PUD within the I-55 Corridor area may be utilized.
- Article 5: Land Uses – Establishes the Land Uses within the I-55 Corridor area. Generally, residential, office and commercial uses are allowed. Manufacturing uses are generally prohibited. Each use must function within one of the 15 Lot/Building Types in Article 3 (or otherwise allowed via an approved PUD consistent with Article 4)

RATIONALE:

City of Edwardsville, the Village of Glen Carbon, Madison County elected and appointed officials, I-55 Corridor residents and property owners, and builders and developers from throughout the region have worked through a collaborative planning process on the I-55 Development Code and Map. While there has been much debate and compromise as to what the Code would eventually include and the parcels of land to which it would apply, it can safely be reported that the need for a plan for this area has been consistently supported.

Although the review and adoption of the I-55 Corridor Plan has taken many years, undergoing routine changes in appointed and elected officials, and decidedly “un-routine” events such as The Great Recession, all of the original “Phase I” principals from of the 2006 I-55 Corridor Plan remain intact. Additionally, while planning for the “population spike” anticipated in the early to mid-2000s has now evolved into a more nuanced approach at demographic and economic trends for the Baby Boom and Millennial generations, planning staff is confident that the core elements of the Development Code will serve Edwardsville exceptionally well for many years.

COMPLIANCE WITH COMPREHENSIVE PLAN OR OTHER PLAN:

Although the I-55 Zoning District Map differs from the 2010 Future Land Use Map, the Development Code is compliant with the goals of the 2010 Comprehensive Plan. Changes to the Map are a result of input at duly noticed I-55 Corridor public meetings and hearings which occurred from 2013-2015 (after the adoption of the Comprehensive Plan in 2010).

SUGGESTED COUNCIL ACTION:

Approval of the I-55 Corridor Development Code and corresponding Zoning District Map.

FOR IMMEDIATE RELEASE

Date: 7/20/2016

Released by City of Edwardsville – Department of Public Works

Phone: 618-692-7535

City of Edwardsville Approves I-55 Corridor Development Code and Map

Following approval by Council on July 19, 2016, the City of Edwardsville adopted the I-55 Corridor Development Code and Map. Planning for the I-55 Corridor area began in 2003 when Edwardsville, Glen Carbon, and Madison County partnered on an Illinois Department of Transportation grant to create a Transportation and Growth Management Plan. By 2006, all three communities had amended their comprehensive plans to reflect the recommendations of the "I-55 Corridor Plan." Planning for future growth of the I-55 corridor area continued between 2007 and 2011 via a community-driven planning initiative to create a comprehensive development code and zoning map. By late 2011, elected and appointed officials were working with I-55 Corridor residents, property owners, builders, developers, business owners and community leaders in review of a draft development code which established zoning districts and architectural standards. Over the intervening years, over 15 public meetings occurred to field comments and concerns from the public. The Development Code adopted on July 19, 2016 is a reflection of this 13 year community planning process. Edwardsville now joins Glen Carbon in having adopted the I-55 Corridor Development Code, with Madison County anticipated to follow in the near future.

The I-55 Corridor Development Code and Map is unique in a number of ways:

1. The I-55 Corridor area is comprised of approximately 7.5 square miles, placing it among the seven largest Form Based Codes (FBCs) in Illinois in area (Source: www.placemakers.com). It is generally bounded by I-70/I-270 (south), Old Troy Road and District Drive (west), Staunton Road (east), and properties ½ mile north of IL 143/Marine Road on both sides of I-55 (north). This area is anticipated to capture a significant percentage of new development in Madison County in the coming years and will serve as an employment hub for new jobs, a recreational destination for residents and visitors to Edwardsville/Glen Carbon area, and "home" to many who will live in the area's variety of housing options. "The Development Code creates opportunities," said Edwardsville Mayor Hal Patton. "The diversity of those opportunities will result in not just 'growth,' but the kind of high quality development that will attract and retain jobs, people and ideas that the I-55 Corridor will depend on for continued success of our communities well into the future."
2. The I-55 Corridor area crosses the jurisdictional boundaries of three units of government: Edwardsville, Glen Carbon and Madison County. While there are a handful of examples in Illinois of two or more communities sharing a common development code, the I-55 Corridor Development Code is far more comprehensive: "The result of the cooperation on the I-55 Development Code between these three governments means a level playing field in the type and quality of development that can be expected in the years to come," said Edwardsville Mayor Hal Patton. "A development environment where there is a predictable outcome is a 'win-win' for current taxpayers and future investors alike."
3. Save for some minor differences, the adopted I-55 Development Code is identical in all Edwardsville, Glen Carbon and Madison County. For example, while Edwardsville has a Form Based Code that addresses "small box retailers" and establishes minimum single family residential requirements, these provisions do not detract from a result which adheres to the original intent of the I-55 Corridor planning effort: To offer development options that are viable, rewarding, and provide a development plan with a clear path to implementation. Commenting on the differences between the development codes, City Administrator Tim Harr noted that "During the development code review process, it was understood that concerns or policies in one community might differ in a partnering community. What is encouraging to me is that the two municipalities and Madison County persevered and didn't lose sight of what we originally set out to do. It is a credit to those involved that we stayed on point and got the big picture right."

Edwardsville's version of the I-55 Corridor Development Code and Map can be found by following the link on the city's homepage at www.cityofedwardsville.com or by visiting the Madison County Planning and Development I-55 page at http://www.co.madison.il.us/departments/planning_and_development/i-55_corridor_plan.php For more information, please contact City Planner Scott Hanson, AICP, at 618-682-7535

City of Edwardsville OK of I-55 Corridor Development Code and Map creates excitement

July 22 2016 9:35 AM



EDWARDSVILLE -There is considerable excitement within City of Edwardsville officials with the recent adoption of the I-55 Corridor Development Code and Map at the Edwardsville Council meeting on July 19.

Planning for the I-55 Corridor area began in 2003 when Edwardsville, Glen Carbon, and Madison County partnered on an Illinois Department of Transportation grant to create a Transportation and Growth Management Plan.

By 2006, all three communities had amended their comprehensive plans to reflect the recommendations of the "I-55 Corridor Plan." Planning for future growth of the I-55 corridor area continued between 2007 and 2011 via a community-driven planning initiative to create a comprehensive development code and zoning map.

Edwardsville Mayor Hal Patton is ecstatic about the new I-55 Corridor Development Code and

Map.

“The Development Code creates opportunities,” Mayor Patton said. “The diversity of those opportunities will result in not just ‘growth,’ but the kind of high quality development that will attract and retain jobs, people and ideas that the I-55 Corridor will depend on for continued success of our communities well into the future.”

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By late 2011, elected and appointed officials were working with I-55 Corridor residents, property owners, builders, developers, business owners and community leaders in review of a draft development code which established zoning districts and architectural standards. Over the intervening years, more than 15 public meetings occurred to field comments and concerns from the public. The Development Code adopted on July 19, 2016, is a reflection of this 13-year community planning process. Edwardsville now joins Glen Carbon and Madison County having adopted the I-55 Corridor Development Code.

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Except for some minor differences, the adopted I-55 Development Code is identical in all Edwardsville, Glen Carbon and Madison County. For example, while Edwardsville has a Form Based Code that addresses “small box retailers” and establishes minimum single family residential requirements, these provisions do not detract from a result which adheres to the original intent of the I-55 Corridor planning effort: To offer development options that are viable, rewarding, and provide a development plan with a clear path to implementation.

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ANDERSON HOSPITAL'S RESPONSE TO NEGATIVE FINDING
OF REASONABLENESS OF PROJECT COSTS
77 Ill. Adm. Code 1120.140(c)

1. "The Applicants have exceeded the State Board Standard for New Construction and Contingencies by \$318,011."

Anderson Surgery Center has extraordinary construction costs because this facility will be subject to the I-55 Corridor Development Code that was adopted in 2016 by both the City of Edwardsville and Madison County.

As detailed below, the requirements of the I-55 Corridor Development Code have increased the costs of Anderson Surgery Center by \$366,200.

This response includes the following documents that describe the provisions of the I-55 Corridor Development Code:

- a. Press Release on I-55 Corridor Development Code;
- b. News article titled "Edwardsville Approves I-55 Corridor Development Code";
- c. City of Edwardsville City Council Action Item for June 15, 2016: Approval of I-55 Corridor Development Code and Map.

The text of the Development Code, which is more than 125 pages in length, is too large to attach to this response, but it may be accessed at www.cityofedwardsville.com.

The architects of Anderson Surgery Center have identified the following construction costs that are required by the I-55 Corridor Development Code as having increased the construction costs for the Surgery Center by \$366,200 beyond construction costs for an Ambulatory Surgical Treatment Center (ASTC) that is not subject to the I-55 Corridor Development Code.

- The I-55 Corridor Development Code states the following: "Transparent windows must cover at least 40% of the wall area on the ground floor and at least 15% of the wall area for each of the floors above the ground level." (Section 3.4.5.1.B.2.b.i.9)

The ASTC meets this code requirement in the following manner: (1) the ASTC has been designed with a staff corridor on the periphery of the building so additional windows could be added to the south façade of the building, which results in a high percentage of space devoted to windows compared to a typical ASTC; and (2) a clerestory was added along the north-south circulation path to increase the percentage of windows in order to meet the code requirements.

Also, the I-55 Corridor Development Code requires the side and rear building facades to have a level of trim and finish compatible with the front façade, particularly if they are visible from streets, adjacent parking areas, or residential buildings.

These requirements add an estimated \$181,000 to the construction costs of the ASTC for the windows and clerestory.

- The I-55 Corridor Development Code includes overhang requirements for buildings.

Buildings without visible roof surfaces and overhanging eaves may satisfy the overhang requirement with a cornice projecting horizontally between 6 and 12 inches beyond the building walls for the initial four stories.

This requirement adds an estimated \$77,000 to the construction costs of the ASTC.

- The I-55 Corridor Development Code requires the principal entry to each ground floor unit to be a direct entrance from the primary abutting street. (Source: Office Building.2.-Access)

As a result, Anderson Surgery Center will have to have a secondary pedestrian access point from the pedestrian path on the south side of the building, which is at the primary abutting street. This requires additional sidewalks, glazing, canopy, signage, a glass vestibule with automatic operated doors, and significantly increased interior circulation space within the building to accommodate the addition of a north-south wide path from the north and south entry points.

This requirement adds an estimated \$37,600 to the construction costs of the ASTC.

- The building exterior is required to be constructed of 75% masonry instead of brick.

Also, the side and rear building facades are required to have a level of trim and finish compatible with the front façade, particularly if they are visible from streets, adjacent parking areas, or residential buildings.

These requirements add an estimated \$28,300 to the construction costs of the ASTC.

- Shading devices will need to be added to the south façade of the building in which the ASTC will be located in order to meet I-55 Corridor Development Code requirements.

This requirement adds an estimated \$26,700 to the construction costs of the ASTC.

- The I-55 Corridor Development Code requires breaking up the façade of the building, as a result of which brick pilasters were added at 50' maximum intervals to soften the building widths. (Section 3.1.4 E)

This requirement adds an estimated \$15,600 to the construction costs of the ASTC.

2. "[The Applicants have exceeded the State Board Standard for] Movable Equipment not in construction contracts by \$1,296,395."

The State Board Standard for Movable Equipment is based upon the number of operating rooms and procedure rooms in an ASTC, irrespective of the number of surgical specialties that will be performed in the ASTC.

Anderson Surgery Center is proposed to have two operating rooms plus one procedure room, totaling three rooms.

This standard does not take into account the differences among ASTCs, even those with the same number of operating and procedure rooms.

One key difference between this CON application and a number of other CON applications to establish ASTCs is that this CON application includes referral letters from 21 physicians and dentists, representing 12 different services (surgical specialties). Of the 21 physicians and dentists, six are pediatric surgeons.

The equipment list submitted for this project, listed on hand-stamped Pages 53 through 61, includes equipment, furnishings, and instruments to perform surgery in 12 different surgical specialties.

Different surgical instruments are required for different surgical specialties and, in addition, different (smaller) instruments are required for pediatric patients as distinct from adult patients undergoing surgery in the same surgical specialties. There are 12 separate lists of surgical instruments by surgical specialty, of which 4 are instruments for pediatric surgeons, which are separate from the lists of surgical instruments for adults for the same specialties.

The surgical instruments totaled \$1,198,657, which is far more than would be budgeted for a comparably-sized ASTC serving one or a small number of specialties. Pediatric instruments are budgeted for \$242,200, and all of the pediatric surgical specialties also have similar instrument lists for adult patients in these specialties.