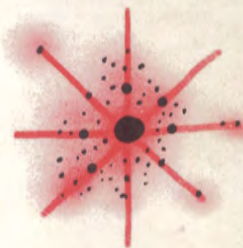
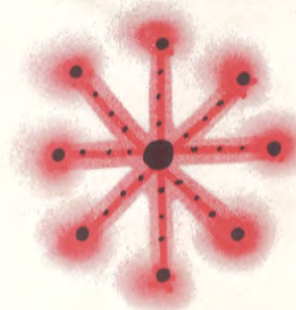
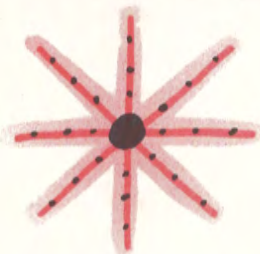
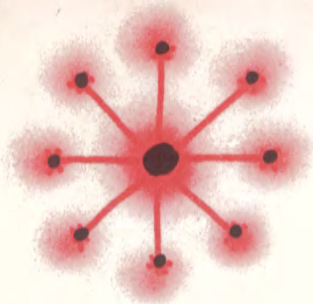
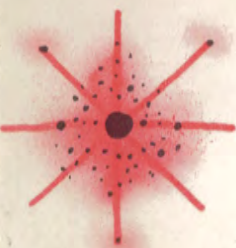


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ALTERNATIVE PATTERNS FOR
GROWTH - THE ST. LOUIS
REGION
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ALTERNATIVE PATTERNS FOR GROWTH

THE ST. LOUIS REGION

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TITLE: Alternative Patterns for Growth - The St. Louis Region

AUTHOR: Thomas G. Tucker with Carl S. Lossau, Ph.D., Consultant

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ABSTRACT

The purpose of this report is to present five alternative conceptual plans for the St. Louis Region to the elected officials, civic leaders and citizenry.

The General Characteristics are presented for each concept along with the characteristics for transportation, activity centers, residential development and recreational and open space areas. The major advantages and disadvantages are cited for each alternative. The alternatives presented in this report are: 1) Present Trends, 2) Multiple Centers, 3) Radial Corridors, 4) Centers and Radial Corridors Combined, and 5) Local Concepts Combined.



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Gentlemen:

We are pleased to submit, herewith, for your consideration this study which presents five alternative conceptual patterns for the St. Louis Metropolitan Area. This report was developed under the Mo. P-140 work program as element 10-3A.

This study is a necessary step in the comprehensive planning for the metropolitan area. The two conceptual alternatives which have the most desirable features should now be selected for a more detailed study prior to final selection of a form for the metropolitan area.

We wish to acknowledge the assistance and cooperation provided by the city and county planning agencies, consultants from the area and other interested parties.

Respectfully submitted,

Eugene G. Moody

Eugene G. Moody
Executive Director

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The Land Use Committee:

Mr. Joseph Bappert - St. Charles County Planning Commission
Mr. Martin Braeske - Southwestern Illinois Metropolitan Area Planning Commission
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Mr. Ulrich Busch - Franklin County Planning Department
Mr. Jamie Cannon - East St. Louis City Plan Commission
Mr. Walter Eschbach - Jefferson County Planning and Zoning Commission
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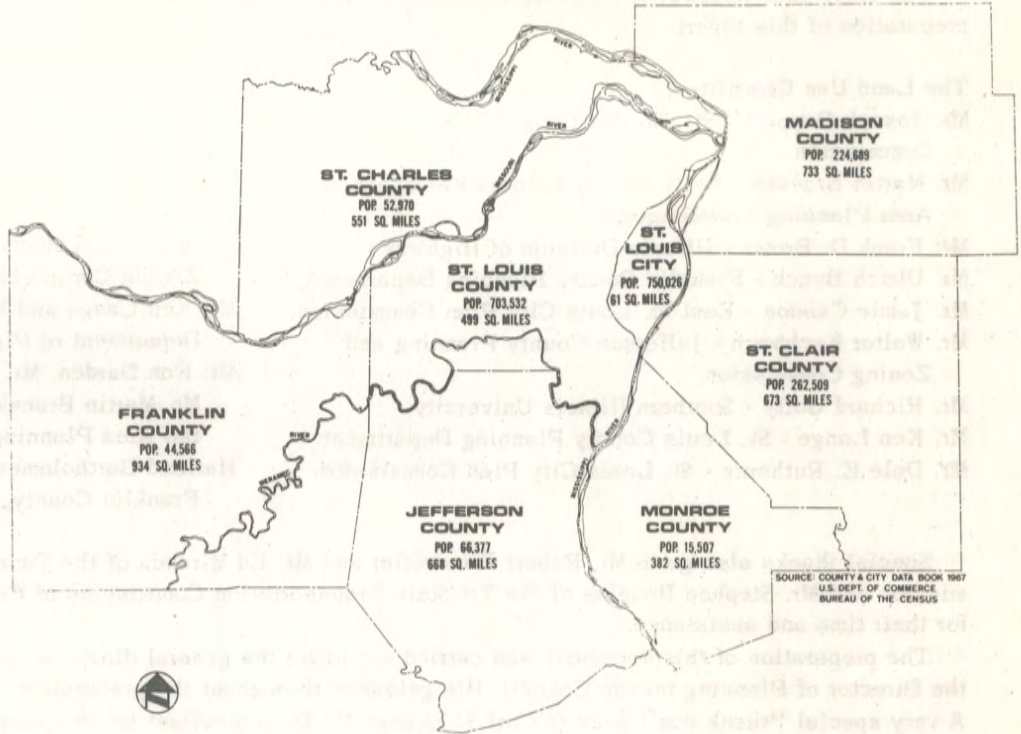
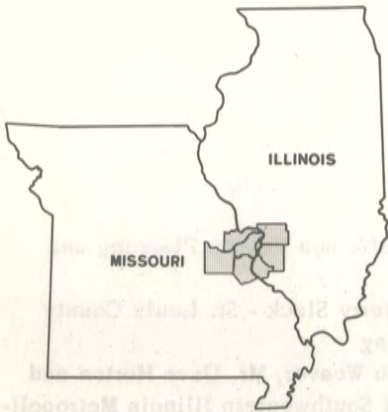
The preparation of this document was carried out under the general direction of Mr. Clyde E. Sweet, Jr. P.E. formerly the Director of Planning for the Council. His guidance throughout the preparation of this document was most helpful. A very special "thank you" goes to Carl S. Lossau Ph.D., consultant for the project. His advise and counsel was most beneficial to the author. Appreciation is also extended to the Council's Graphics Director, Mr. Elmer Davidter for the graphic work in the report, to Ed Marsh for his work on the Physical Relief map, to Sandy Reeder and Elaine Reeves for typing, to Mr. Donald Sokol, Deputy Executive Director, to Mr. Gordon Appell, Director of Planning, for guidance and assistance during the final preparation. Finally, gratitude is extended to all members of the Council staff for their very helpful assistance.

Thomas G. Tucker
Chief of Physical Planning

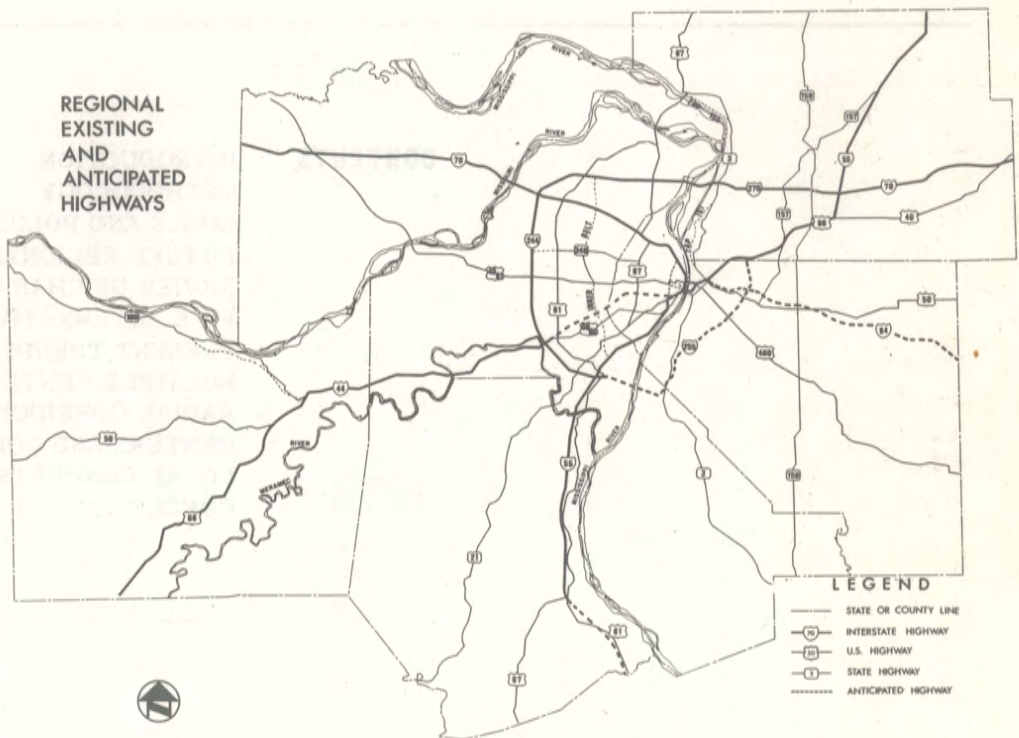
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REGIONAL STUDY AREA



**EAST - WEST GATEWAY
COORDINATING COUNCIL**

INTRODUCTION

The St. Louis Metropolitan Region lies at the confluence of the Mississippi and Missouri Rivers. With its strategic mid-continent position, the St. Louis area is a major transportation focal point for river traffic, rail movements, aircraft operations and truck terminal operations. Numerous Interstate Highways also converge at St. Louis.

In addition to its role as a major transportation center, the St. Louis Metropolitan Area is an industrial center which manufactures a diversity of products including: automobiles, aircraft, electronic equipment, food products, metals, chemicals, electrical and other machinery, clothing and shoes, stone, clay and glass products and printed materials.

The St. Louis Area is also growing as a corporate headquarters, with numerous companies having their world headquarters or major division headquarters in the region. Included in a list of major employers are such organizations as: Anheuser-Busch, Emerson Electric Company, Famous-Barr Company, General Steel Industries, Granite City Steel, Laclede Steel Company, McDonnell-Douglas Corporation, Carter Carburetor Division of A.C.F. Industries, Brown Shoe Company, Conduction Corporation, Fisher Body Division of General Motors, Ford Motor Company, Kroger Company, Laclede Gas Company, Mallinckrodt Chemical Works, Missouri-Pacific Railroad, Owens-Illinois Incorporated, Pet Incorporated, Ralston Purina Company, St. Louis Independent Packing Company, Sears-Roebuck and Company, Shell Oil, Stix, Baer and Fuller Company, Terminal Railroad Association and Western Electric Company. Numerous other organizations also consider the St. Louis region as major headquarters and contribute to the economy of the area.

The future needs of the many industries of the St. Louis region, the citizenry and local governmental units can best be met by working together to solve the many problems which arise in a large urban area.

Recognizing that the coordination of efforts at a regional level is a desirable means for solving mutual local problems, the local elected officials of the St. Louis Metropolitan Area created the East-West Gateway Coordinating Council on December 8, 1965.

DESCRIPTION OF THE AREA

The East-West Gateway Coordinating Council's Planning Area contains 4,499 square miles in the two states. In Missouri the component of the region and their areas are: The City of St. Louis, 61 square miles; St. Louis County, 499 square miles; St. Charles County, 551 square miles; Franklin County, 934 square miles; and Jefferson County, 668 square miles. In Illinois the com-

ponent of the region and their areas are: St. Clair County, 673 square miles; Madison County, 733 square miles; and Monroe County, 380 square miles. Within the planning area there are one-hundred seventy-eight incorporated municipalities. The metropolitan area contains over five-hundred taxing bodies.

THE PURPOSE AND THE FUNCTIONS OF THE COUNCIL

The major purposes and functions of the Council are defined in the Preamble and Article I of the By-laws of the organization:

PREAMBLE

The well-being of the St. Louis Metropolitan Area, its citizens, its business enterprises and its institutions, now and in the future, is dependent upon an orderly development of the entire region. Such development will be possible only as a result of the successful coordination of the policies and activities which are vital to the solution of area-wide problems.

County and city governing bodies are now and should continue to be the top policy makers in local government. This principle has been repeatedly stated and recently reaffirmed in legislative and regulatory acts at all levels of the government. Constructive and workable programs for solving area-wide problems will be most effectively and expeditiously, developed through regular meetings of the members of city and county governing bodies organized into an area-wide voluntary forum dedicated to the solution of these problems.

The East-West Gateway Coordinating Council is an organization through which individual counties and cities can coordinate their efforts. It is not a government nor does it seek to become one. The Council shall consider only those problems which are area-wide in nature and which can be solved effectively by the local governments acting in concert.

The guiding principle under which the East-West Gateway Coordinating Council shall operate is that the elected officials who are closest to the people should exercise their basic leadership and have the primary responsibility for dealing with those problems which require action on an area-wide basis.

ARTICLE I

The functions of the East-West Gateway Coordinating Council shall include:

Section 1. Studies of Metropolitan Area Problems: The identification and study of problems, functions, and services in the St. Louis Metropolitan Area, the collection of data, the coordination and development

of metropolitan plans and programs, and the making of appropriate policy or action recommendations regarding such items.

Section 2. Review of Governmental Proposals: The review of planning proposals for metropolitan, county, or regional governmental units in the St. Louis Metropolitan Area, and the making of appropriate policy or action recommendations relating to such proposals.

Section 3. Administrative Functions: To initiate applications for funds from governmental or private agencies, to contract with regard to such funds and to administer and expend such funds in furthering the functions of the Council.

Section 4. Other Functions: The consideration of such other matters of concern to the St. Louis Metropolitan Area as may come before the Council.

PURPOSE

In line with the stated functions in Section I of Article I, the purpose of this report is to present alternative conceptual plans to the elected officials, civic leaders and citizenry of the St. Louis Metropolitan Region. The various alternative concepts provide possible forms for the physical organization of the East-West Gateway Coordinating Council Region. Each alternative bears some similarity to the other concepts in the graphic form, however the implications of each of the various concepts are quite different.

The presentation of the concepts provides for a more organized way to evaluate the implications of decisions which will affect the structure, life style, efficiency and prosperity of the St. Louis Metropolitan Area.

THE NEED OF THE CONCEPTUAL PLAN IN THE PLANNING PROCESS

Much of the St. Louis Metropolitan Area is relatively undeveloped at this time, however with the rapid urbanization which has occurred in the past two decades and that will occur in future decades, there exists a definite need for coordinated, area-wide planning. The decisions and policies of today will greatly affect the urban form of the region in the future. These decisions should be made within the framework of a long range plan if they are to be coordinated in an awareness of the interdependence of the many components that make up the total region.

THE FUNCTION OF THE CONCEPTUAL PLAN IN THE PLANNING PROCESS

The conceptual alternatives presented in this report will serve several important functions. The major functions are:

- 1) To present alternatives or choices for the future development of the St. Louis Region to the elected officials, civic leaders and the general public.
- 2) To examine and clarify goals and policies as expressed in previous reports.
- 3) To articulate additional regional goals and provide alternative policies for consideration by the region.

- 4) To provide for the coordination and a framework for planning at city, county, regional and state levels.
- 5) To facilitate evaluation and comparison of alternative capital expenditures in recognition of the implications of each alternative.
- 6) To assemble and summarize in one place at one time the long range plans and policies of the many individual governments and agencies that plan and affect development decisions in segments of the total region.
- 7) To provide alternatives for testing various configurations of future major highway alignments by the highway departments as a part of the continuing planning process.
- 8) To aid in the evaluation of the future needs for regional parks, recreational open space and open areas.
- 9) To assist in the selection of a long range plan for the development of the region.
- 10) To comply with standards of the Federal Government's definition of an adequate level of Metropolitan Planning to retain the area's eligibility for grants in aid.
- 11) To serve as a means of communication for the flow of ideas in both the written and graphic modes of ideas between:
 - a) The technicians and the decision makers and;
 - b) The decision makers and the public at large.

METHODOLOGY FOR DEVELOPMENT OF THE CONCEPTUAL ALTERNATIVES

Prior to the formulation of the alternative concepts, it was necessary to identify the parameters within which the concepts would be developed. The parameters which were assumed to have the greatest influence on the development of the region in the future are: 1) existing urbanization, 2) adopted goals, sub-goals, objectives and policies of individual local governments and of the Council, 3) existing and committed major transportation routes, 4) projected population growth, 5) existing and proposed public regional parks and recreational open space areas, 6) existing major commercial and industrial centers in the region, and 7) the physical relief of the area.

GOALS AND POLICIES

In order for planning to be truly effective at the regional level there must be effective two-way communication between the regional Council and the local jurisdictions. A basis for such communication is clearly articulated and mutually agreeable goals and policies, which have been adopted by the regional body and which are feasible for implementation by the governments. To meet this objective the Council staff in consultation with local staffs, prepared a set of preliminary goals and policies, which were adopted by the Board of Directors and published in November of 1968¹. These goals and policies represented an initial step in the formulation of a more detailed set of guidelines for the region. The next logical step was to further develop and refine the goals and policies for the region. To this end the Board of Directors of the Council has approved more detailed goals and policies relative to water and sewerage facilities. Such detailed statements serve two major functions: 1) they allow the citizenry and local officials to know the Council's position concerning various types of proposals and 2) they serve as a guide in the review of local proposals by the Council's staff.

For the purpose of review and evaluating the conceptual alternatives, the adopted goals and policies are restated.

ENVIRONMENTAL GOAL

By 1990, the St. Louis Metropolitan Region will probably have over 3.6 million residents. The environmental goal means that many more housing units will be needed, that new standards of housing quality should be adopted and enforced, that high neighborhood quality should be maintained, that both private and public urban renewal is needed, that public concern for housing may be necessary in order to meet the environmental goal for some groups, that adequate open space and recreation areas closely related to housing should be provided,

that both adequate and balanced local and statewide transportation systems will be needed, that conservation measures must be activated, that air and water quality must be upgraded and then maintained at reasonable levels for health and safety.

Furthermore, the environmental goal for the St. Louis Metropolitan Region has a bearing on the distribution and mix of land uses and public facilities. Both support for and concern with private sector activities are implied; objectives for private sector achievement as well as for government may be included within the means of reaching the goal.

ECONOMIC GOAL

The economic goal applies principally to individuals, but also to corporate enterprises, in that new jobs will not be available to area residents unless business and industry are thriving. This goal implies that the unemployed and under-employed may need special aids, and the means of raising sub-standard incomes to a minimum living standard must be found in order to increase purchasing power and provide necessities.

As in the environmental goal, specific encouragement of private activities also is necessary in order to encourage investment and diversity in the regional economy.

SERVICES GOAL

The services goal applies principally to governmental activities such as education, health, welfare, and correctional or remedial activities. The governmental responsibility is to make these services available to all of the citizens in sufficiently high quality and quantity to meet the needs of all who are required to use them. This also implies concern for the coordination of State and Federal activities so that the activities of local governments can be assisted and complemented.

GENERAL POLICIES

To achieve the general goals for the St. Louis Metropolitan Region, suggested general policies are outlined on the following pages. Some of these are currently operative at the local governmental level.

As the regional planning process develops, periodic public review and re-evaluation of policies and objectives should become an integral part of the procedure. New statements of objectives aimed at specific achievement levels will undoubtedly be formulated, as well as detailed policies, plans and programs.

ENVIRONMENTAL POLICIES

1) LIVING AREAS

Maintain and improve the regional environment generally and;

- a. Develop specific ways to further encourage and assist local government in planning for urban and rural areas, housing, open space, transportation and related programs;

¹. Goals and Policies for the St. Louis Metropolitan Region, EWGCC, November, 1968.

- b. Encourage design excellence in public works, and foster public appreciation of esthetic qualities in the environment;
- c. Assist in the solution of urban and rural environmental problems which are not confined to public agency boundaries, or which cannot find satisfactory solutions within the framework of existing local legislation;
- d. Encourage and upgrade living patterns so that high standards in distribution and quality of public facilities of all kinds can be attained.

2) PUBLIC LANDS

- a. Protect and develop the region's renewable resources by careful environmental control and management, such as sustained yield practices, propagation and management of wildlife, control of erosion, and other safeguards at both ecological and user level;
- b. Maximize the benefits of non-renewable and re-useable resources by encouraging, or developing, the processing, manufacturing, or other use of the product of the resources within the region so that the most efficient and complete use can be made of the resources extracted before their sale and shipment out of the region.

3) TRANSPORTATION

- a. Encourage development of a multi-mode, multi-purpose regional transportation system for the efficient movement of people and goods.
- b. Encourage and assist local government in obtaining a more balanced transportation system, including mass transit.

4) COMPREHENSIVE PLANNING

Maintain the continuing regional and local planning functions as an essential information and policy aid to local, State, and Federal governmental decision-making and action, expressed in legislative recommendations, budgets, and programs.

5) NATURAL BEAUTY

- a. Preserve, protect, and enhance the St. Louis Region's resources of natural beauty to insure provision of adequate, attractive and usable open space for the varied leisure time pursuits of all residents;
- b. Encourage the protection and provision of historic and cultural facilities, and preserve regional or ethnic arts.

6) ENVIRONMENTAL SANITATION

- a. Attain the highest practicable standards of air and water quality for the protection of human life, animal and plant resources, and scenic and economic development;
- b. Coordinate efforts in setting standards for prevention and control of air and water pollution;

- c. Provide coordination where air, water, or solid waste pollution affects multiple jurisdictions;
- d. Develop continuous measures of air and water quality so that public information is constantly available on the levels of pollution, the sources and types of pollutants and their geographic distribution.

ECONOMIC POLICIES

1) BUSINESS AND INDUSTRY

- a. Foster growth and diversification in business and industry;
- b. Guide the location of new industry so as to maintain and protect the existing natural amenities and economic climate.

2) EMPLOYMENT

- a. Maintain maximum levels of employment for all desiring to be in the labor force;
- b. Encourage local areas to develop new activities to provide employment and broaden the economic base of the locality;
- c. Develop a concern for active permanent programs of training, retraining or other aids so that a maximum employment rate for all in the labor force can be obtained.

3) AGRICULTURE AND RELATED RESOURCES

Encourage a healthy agricultural industry in the rural portions of the St. Louis Region by assisting in developing aids to the research and development of quality standards.

4) ECONOMIC EVALUATION

Develop continuing measures of the region's economic progress as guide to programs which foster industrial growth, meet employment problems and develop new sources of employment.

SERVICES POLICIES

1) HEALTH

Preserve, protect, and improve the level of health for all residents by providing the best possible environmental sanitation and health care.

- a. Provide for care, rehabilitation, training or treatment to meet the needs of residents placed under institutional jurisdictions, and to provide that degree of assistance or protection that will best serve the long range needs and potential capabilities of individuals unable to provide for themselves;
- b. Develop coordination between institutional service agencies in order to have the highest level of services for the entire St. Louis Region.

3) COMMUNITY LIFE AND WELFARE

Encourage the development of mechanisms in the

State and community to coordinate private and public welfare and social adjustment efforts, avoid duplication and more adequately meet the unmet, or partially served, social needs of the community.

4) EDUCATION

- a. Provide the highest level and most appropriate kind of education to fit the varying capacities of all residents;
- b. Strengthen and enhance the effectiveness of education at all levels.

5) SOCIAL MEASURES, GROWTH ANALYSIS, AND EVALUATION

Develop continuing measures of social change as a guide to local programs and services in education, health, social services, and correctional services.

6) PUBLIC SAFETY

- a. Develop a program for significantly decreasing the region's rate of crime and delinquency;
- b. Develop improved crime prevention programs;
- c. Develop mechanisms of coordination to increase the effectiveness of criminal justice programs;
- d. Provide a program for producing better trained law enforcement officials;
- e. Develop a program for improving the relations and understanding between citizens and law enforcement agencies.

7) HUMAN AND INTERRACIAL RELATIONS

- a. Provide for housing and other public and private facilities to be open to all citizens, regardless of race;
- b. Develop a better understanding between citizens of the different races;
- c. Develop a greater number of groups working to improve human relations in the metropolitan region.

The refined goal, sub-goals and policy statements for evaluating water and sewerage facilities proposals were adopted by the Board of Directors of the Council in September, 1969.² They are as follows:

GOAL

Reliable and efficient water and sewerage facilities that will provide quality service conducive to the health, welfare and orderly urban development of the St. Louis Metropolitan Region.

SUB-GOALS

- 1) Developmental policies and minimum planning standards which enable the agencies responsible

for providing facilities to give their customers quality services.

- 2) Efficient, economical and responsible administrative practices in areas where they do not exist or are inadequate, so that the operation and maintenance of water and sewerage facilities will accommodate orderly urban development.
- 3) Efforts to modify, upgrade and extend existing water and sewerage facilities so that they will assist in providing an adequate foundation for orderly growth.

POLICY STATEMENTS

- 1) The proliferation of agencies authorized to furnish water and sewerage services should be discouraged when it is determined that conflicts of jurisdictions, areal extent or other physical and financial capabilities will prohibit the economic and efficient administration of services for the citizens of an area.
 - a. An operating agency must provide evidence that it has taken into account the needs of its surrounding area.
 - b. The Council will encourage and promote cooperative endeavors between two or more operating agencies.
- 2) When it is observed that intensive development within a watershed will occur, every effort should be made to encourage communities sharing the same watershed to combine their individual facilities so that more efficient and economical sewerage services can be provided.
- 3) Waste effluent that is discharged into the waterways shall be sufficiently treated in order to comply with the water quality standards of the respective states.
- 4) Comprehensive information on soils and geological conditions shall be utilized as a base for future development of water and sewerage facilities.
- 5) The use of individually operated septic tanks and municipal waste stabilization lagoons should be discouraged where 1) an investigation has demonstrated that an existing nearby sewerage system would adequately provide service or 2) a soils and geological conditions analysis indicates that another type of sewerage treatment facility should be used.
- 6) The development of regional sector programs shall be encouraged to provide the operating agencies with a coordinated approach to obtain funds for the improvement of water and sewerage facilities.

². Water and Sewerage Facilities: Preliminary Regional Plan, EWGCC, September, 1969, pp. 1-2.

FUTURE REGIONAL GROWTH

PROJECTED POPULATION GROWTH

Assuming that no major natural or socio-economic calamities occur in the St. Louis Metropolitan Area, it

will continue to grow as one of the nation's largest centers. The projected population for the EWGCC Region may be seen in Table I.³

TABLE I
REGIONAL SUMMARY

Population and Percentage Increase
By Five-Year Interval

YEAR	LOW SERIES - %	MEDIUM SERIES - %	HIGH SERIES - %
1960	2,120,200	2,120,200	2,120,200
1965	2,199,158 3.7	2,342,097 10.5	2,441,813 15.2
1970	2,298,350 4.5	2,606,620 11.3	2,891,678 18.4
1975	2,410,006 4.8	2,952,396 13.3	3,253,781 12.5
1980	2,558,856 6.2	3,223,824 9.2	3,639,785 11.9
1985	2,683,738 4.9	3,470,800 7.7	4,108,672 12.9
1990	2,803,708 4.5	3,726,644 7.4	4,670,460 13.7

According to projections the total population in 1990 is expected to range from a low of 2.8 million to a high of 4.6 million.

PHYSICAL RELIEF

One of the major limitations on future urbanization in the region is the physical relief. Adequate area apparently exists to accommodate future urbanization without developing those areas with serious physical limitations.

The more rugged areas should be avoided for three major reasons. One, there is increased cost in providing utilities. Because areas of high local relief often have a thin veneer of soil over bedrock, the laying of gas, water and sewerage lines becomes more difficult and expensive. Second, the development of such areas for urban use is accomplished with great difficulty and added expense. Such areas require additional construction precautions such as specially designed building foundations and retaining walls where excavation is required. Third, the rugged areas can serve as open space thus separating our urban centers.

MAJOR TRANSPORTATION CORRIDORS

The major highways of the region radiate like spokes of a wheel from the core outward into the suburban and rural areas. This pattern was developed early in the history of the region when early paths to the City of St. Louis followed terrain which was easily traversed in horse drawn wagons and the shortest distance between two points. Some of these wagon trails exist today in the form of major highways. The region is continuing to develop this radial pattern in the form of additional Interstate highways, thus vehicles can move east and west with reasonable ease (except at peak traffic periods), but movement north and south, especially in the outlying areas, is often difficult.

TIME AS PARAMETER

While there is an implied time parameter for the conceptual plans, which results from population and economic forecasts, no attempt has been made in the preliminary conceptual study to specify a time limit in which to achieve anyone of the conceptual alternatives. The reason for this is that depending upon private investments and public improvements a conceptual alternative may be reached at an earlier or later date.

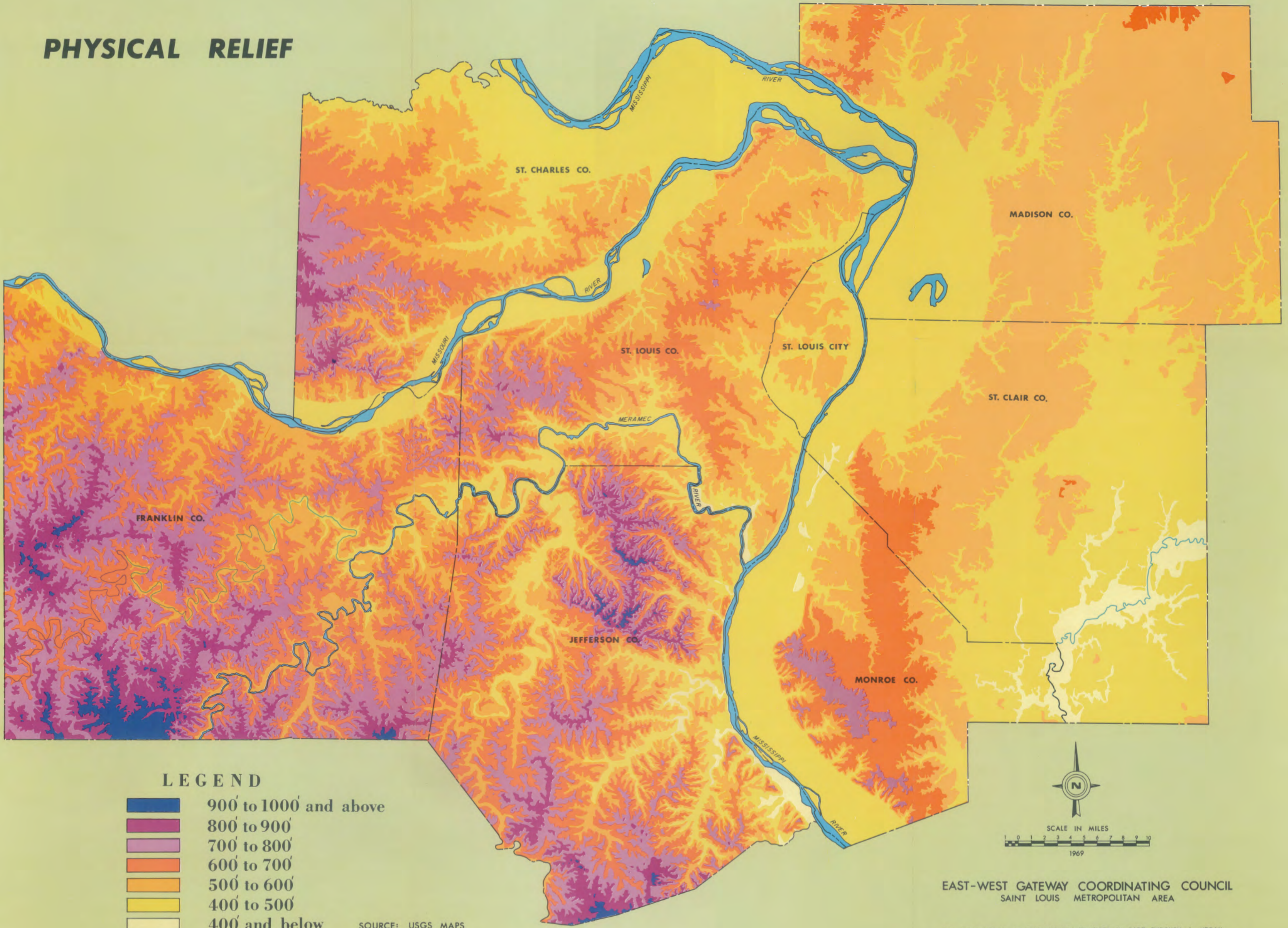
SELECTION OF ALTERNATIVE CONCEPTS FOR THE REGION

In an attempt to present the most applicable set of alternative concepts a number of possible forms were evaluated and discarded because they were in conflict with the parameters of the region. Five concepts or regional patterns of growth are presented at this time. These conceptual alternatives include: 1) Continuation of Present Trends, 2) Multiple Centers, 3) Radial Corridors, 4) Centers and Radial Corridors Combined, 5) Local Concepts Combined. Each of the alternatives has certain advantages and disadvantages which must be considered carefully before a final selection is made.

Since the alternatives are regional in nature they show only general developmental patterns and items of major regional significance. These items include major transportation corridors, general residential densities, major activity centers, major industrial concentrations and regional parks and open space. By dealing at this level of generality it is hoped that consensus can be achieved so that the regional and local efforts as well as public and private programs can be developed in the knowledge and security that the actions and decisions of others will reinforce and support those expenditures in a coordinated, efficient way.

³. Population Projection: Technical Report, EWGCC, January, 1970, p. 9.

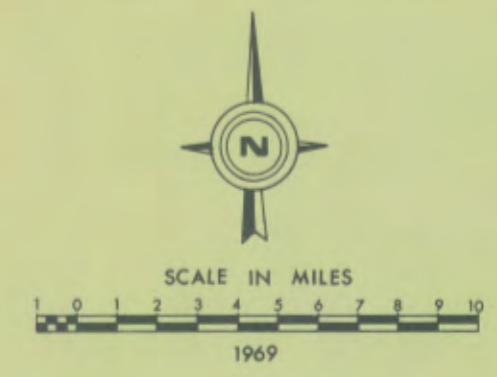
PHYSICAL RELIEF



LEGEND

	900' to 1000' and above
	800' to 900'
	700' to 800'
	600' to 700'
	500' to 600'
	400' to 500'
	400' and below

SOURCE: USGS MAPS



EAST-WEST GATEWAY COORDINATING COUNCIL
SAINT LOUIS METROPOLITAN AREA

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

REVIEW OF CHARACTERISTICS OF THE FIVE ALTERNATIVE CONCEPTS

- A. PRESENT TRENDS**
- B. MULTIPLE CENTERS**
- C. RADIAL CORRIDORS**
- D. CENTERS AND CORRIDORS**
- E. LOCAL CONCEPTS COMBINED**

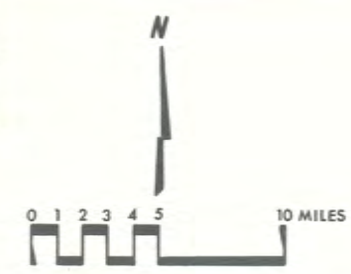
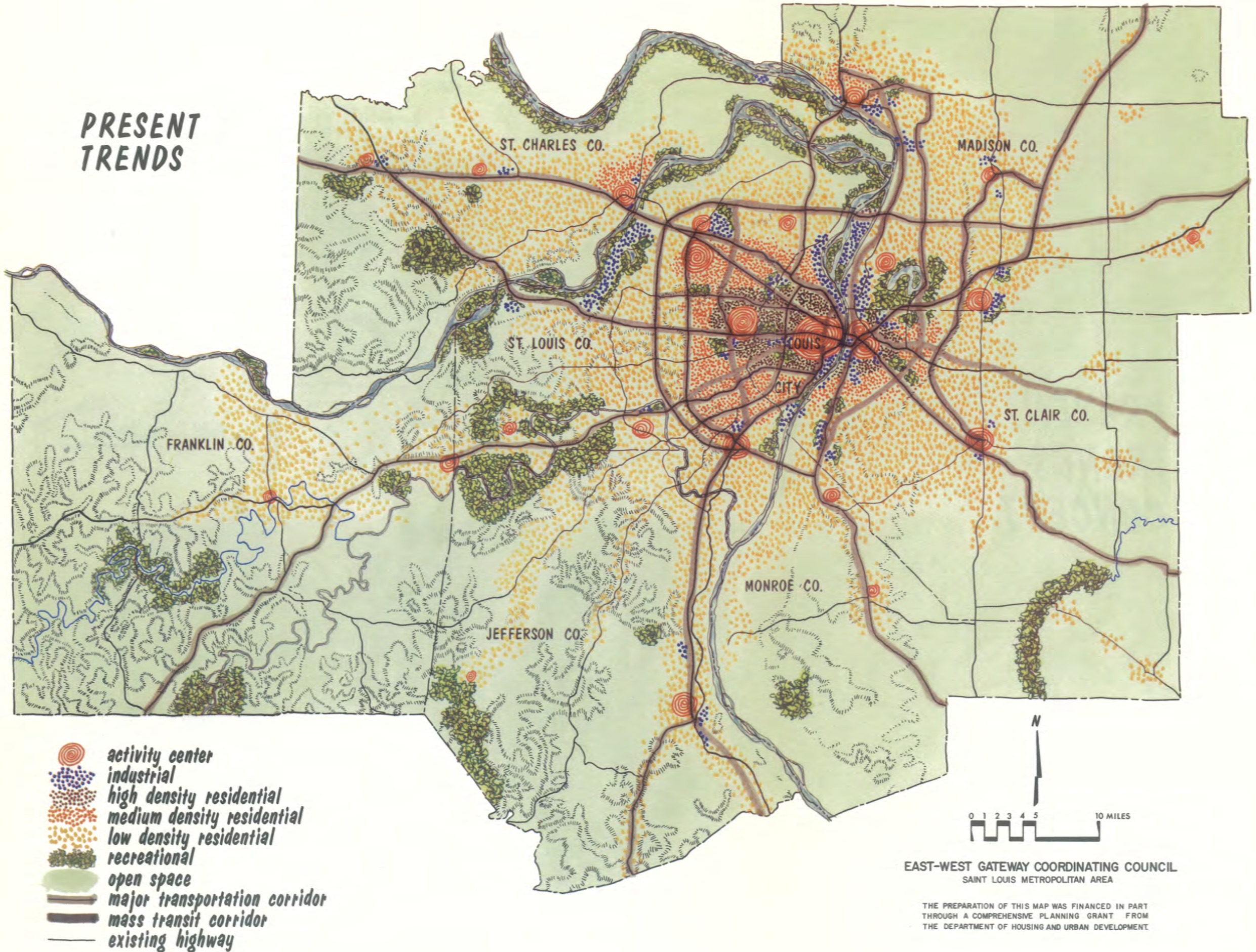
REVIEW OF
CHARACTERISTICS
OF THE FIVE
ALTERNATIVE
CONCEPTS

PRESENT TRENDS

GENERAL CHARACTERISTICS

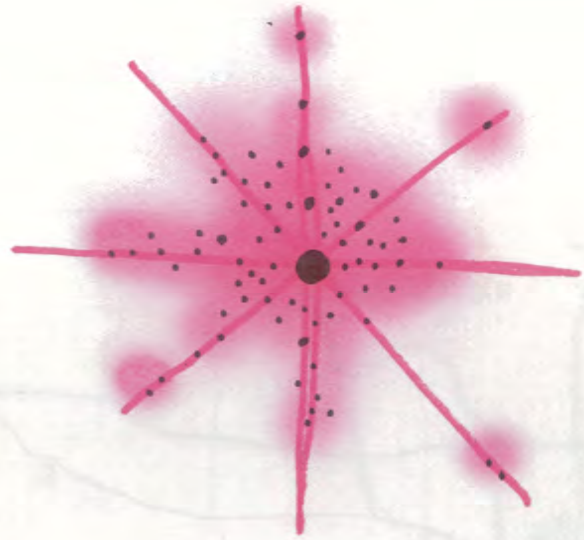
Probably the most obvious alternative is for the region to continue developing as it is presently. Assuming this, the region's present form would be repeated much as it is, but only at an enlarged scale. The present land use patterns would generally be preserved and new growth would not be drastically different, although the appearance of individual structures may change. Fragmentation and low intensity urbanization would occur in the outlying areas while concentrated and more intensive urbanization would occur in the core area. Thus, the region would have a degree of centrality and on the other hand sprawl.

PRESENT TRENDS



EAST-WEST GATEWAY COORDINATING COUNCIL
SAINT LOUIS METROPOLITAN AREA

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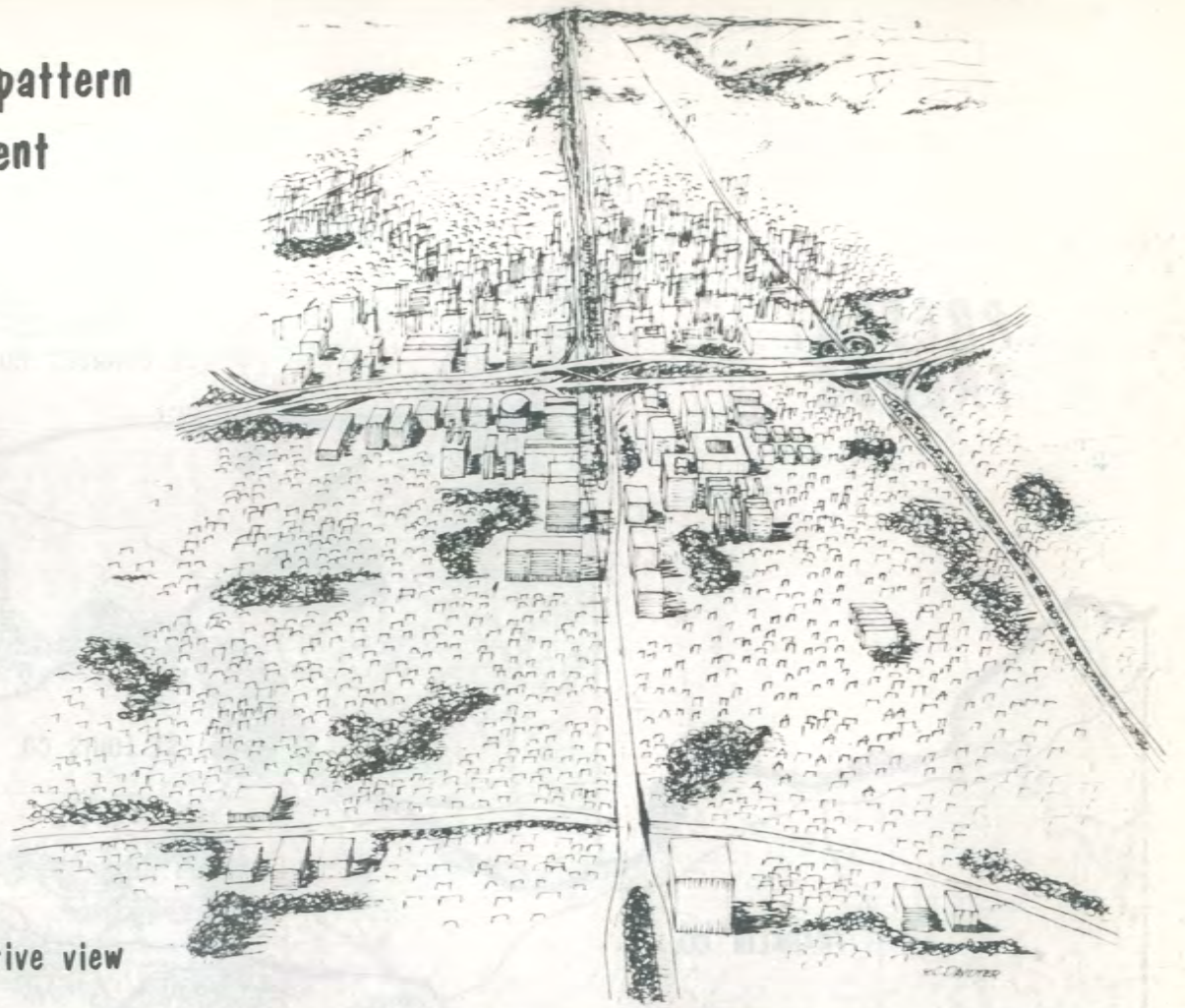


geometric
pattern

PRESENT TRENDS CONCEPT

alternative A

a potential pattern
of development



perspective view



areal view



TRANSPORTATION CHARACTERISTICS

The private automobile would continue to be the principal mode of transportation. To provide access, a tight system of freeways, expressways and arterials would cover the region. These major transportation routes would radiate from the core area and be connected by circumferentials in the outer areas. Since freeways, expressways and arterials radiating from the major centers tend to produce dispersed settlement patterns in the outlying areas, mass transit would be limited to only the more intensely developed core of the region, thus not serving the suburbs as transit needs assurance of a high concentration of ridership to justify the capital expenditures and operating costs.

ACTIVITY CENTER CHARACTERISTICS

Under the Present Trends Alternative a limited hierarchical structure of activity centers would exist. The present urban core area, represented by the central business districts of the Cities of St. Louis and East St. Louis, would exist at the top of the hierarchy. At the second level in the hierarchy would be regional centers such as downtown Clayton, Northwest Plaza and the Lambert Airport complex. The third level of the hierarchy would be made up of numerous small activity centers serving the commercial and service needs of their immediate surroundings. Under this alternative business and service activities would occur in a dispersed spatial pattern.

Major industrial developments would be linked to transportation facilities - freeways, railroads, air terminals and docks. Smaller industrial complexes would tend to develop in and around the activity centers. Other industrial development would be accommodated through the rehabilitation of the older industrial areas. A limited number of new major industrial districts would be developed.

RESIDENTIAL CHARACTERISTICS

Large acreages of vacant land would continue to be subdivided and developed for residential use at the present pattern of densities. The single family detached dwelling would continue to dominate residential construction and, as a result, approximately 55 percent of the population would live in areas of low density. There would be an increase in the construction of the medium density structures, principally townhouse or garden apartments, and about 40 percent of the population would be housed in multiple storied structures at high density.

RECREATIONAL AND OPEN SPACE CHARACTERISTICS

Because of the inherent sprawl in this alternative, the population of the region would have to depend primarily upon private areas for their leisure time pursuits, as few areas are currently being dedicated for the purpose of recreation and open space activities. Recreational space and open space would be distributed irregularly and residents would be required to travel considerable distances to find open rural areas.

ADVANTAGES OF THE PRESENT TRENDS CONCEPT

- 1) No community would be discouraged from seeking industrial development to augment its tax base, and the cost of industrial land would be relatively low due to its availability.
- 2) Public expenditures for acquisition and development of recreation and open space areas would be small due to the disperse pattern of private development with large yards.
- 3) The centers would be smaller, and there would be opportunities for more small businesses and "neighborhood stores".
- 4) This alternative caters to individualism in terms of preference for the single family home and the limited government land use control required.

- 5) Since there would be such dispersion of activity centers, there would tend to be a little congestion except at focal points.

DISADVANTAGES OF THE PRESENT TRENDS CONCEPT

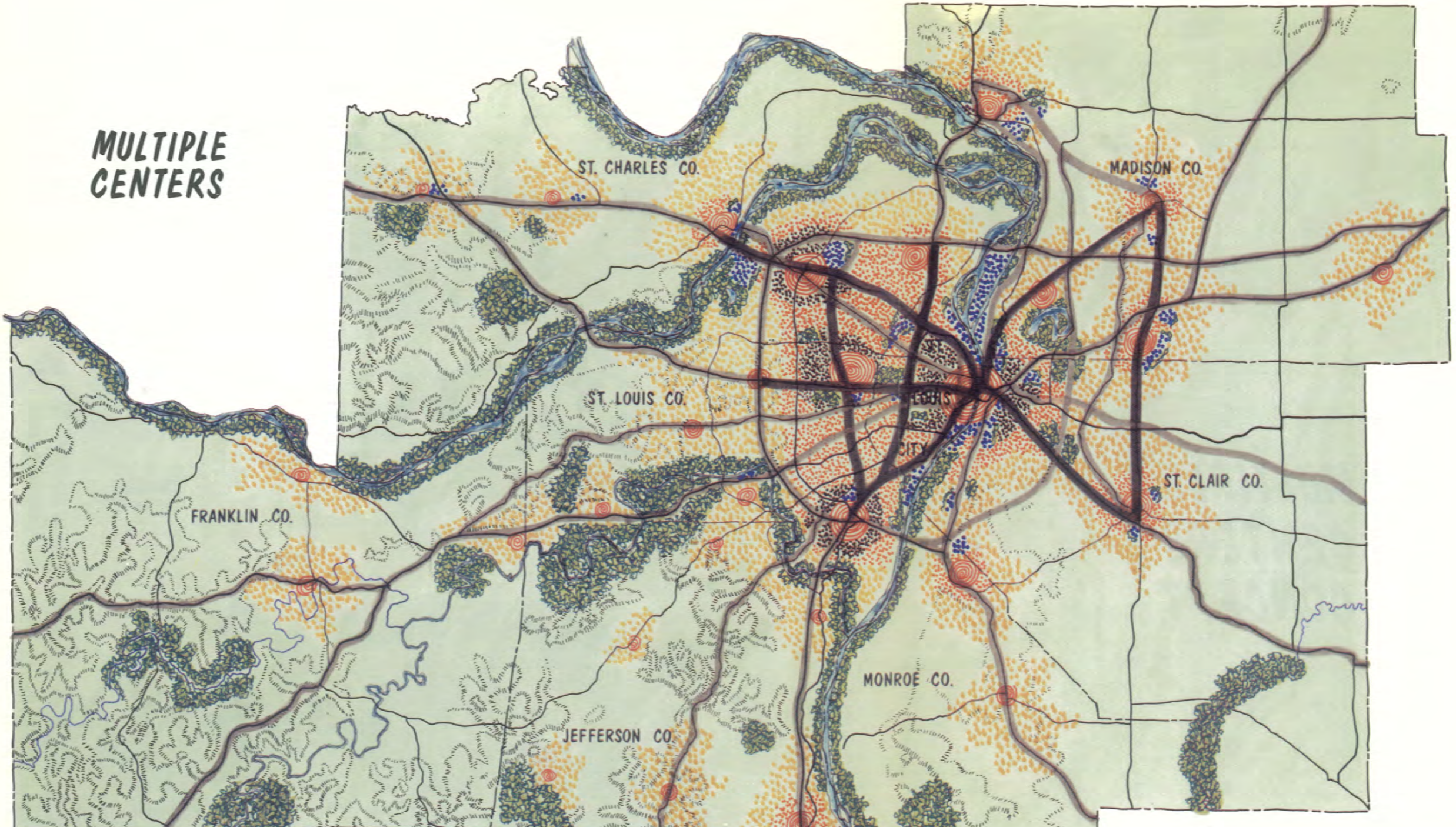
- 1) Most vacant land would be used and required for single family and medium density apartments instead of open space areas or parks.
- 2) There would be an increased per capita cost of utility, street and highway construction and maintenance.
- 3) The construction of a fixed rail rapid transit system would be impractical anywhere but within the central cities.
- 4) It requires increasing the capacity of freeways, highways and local streets.
- 5) Jobs in local business would be accessible only to persons living in surrounding areas.
- 6) The costs of getting to work from the outlying areas, would increase in both money and time.
- 7) Outside the core of the region, no center would offer a complete range of choice of goods and services.
- 8) Utility extension to new sites would be expensive because of sprawl.
- 9) The costs of supplying essential public services, like police, fire and education, would be raised due to the loss of economies of scale found in concentration of service areas.
- 10) The true countryside would be far beyond the easy reach of most area residents.
- 11) Public parks and recreation would either continue to be provided at levels generally below national standards for size and location, or at extreme cost, and little land would remain for new public open space and parks.

MULTIPLE CENTERS

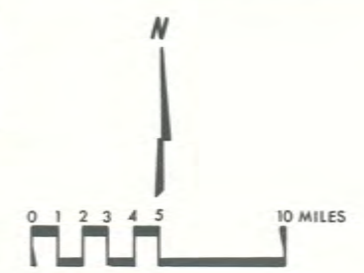
GENERAL CHARACTERISTICS

The Multiple Centers Alternative is a concept which is oriented toward the development of concentrations of business and residential activities in nodes or centers throughout the planning area. Most of the activity centers would develop out of existing major business districts, regional shopping centers and transportation centers. No centers are foreseen in areas which are not presently urbanized. Existing centers are numerous enough so that new towns need not be developed at this time. Local government support and administrative consistency are particularly essential for implementation of this concept since it would require vigorous land use control through zoning, subdivision regulations and possibly newer means like acquisition of development rights on certain strategic parcels of land.

MULTIPLE CENTERS



-  activity center
-  industrial
-  high density residential
-  medium density residential
-  low density residential
-  recreational
-  open space
-  major transportation corridor
-  mass transit corridor
-  existing highway



EAST-WEST GATEWAY COORDINATING COUNCIL
SAINT LOUIS METROPOLITAN AREA

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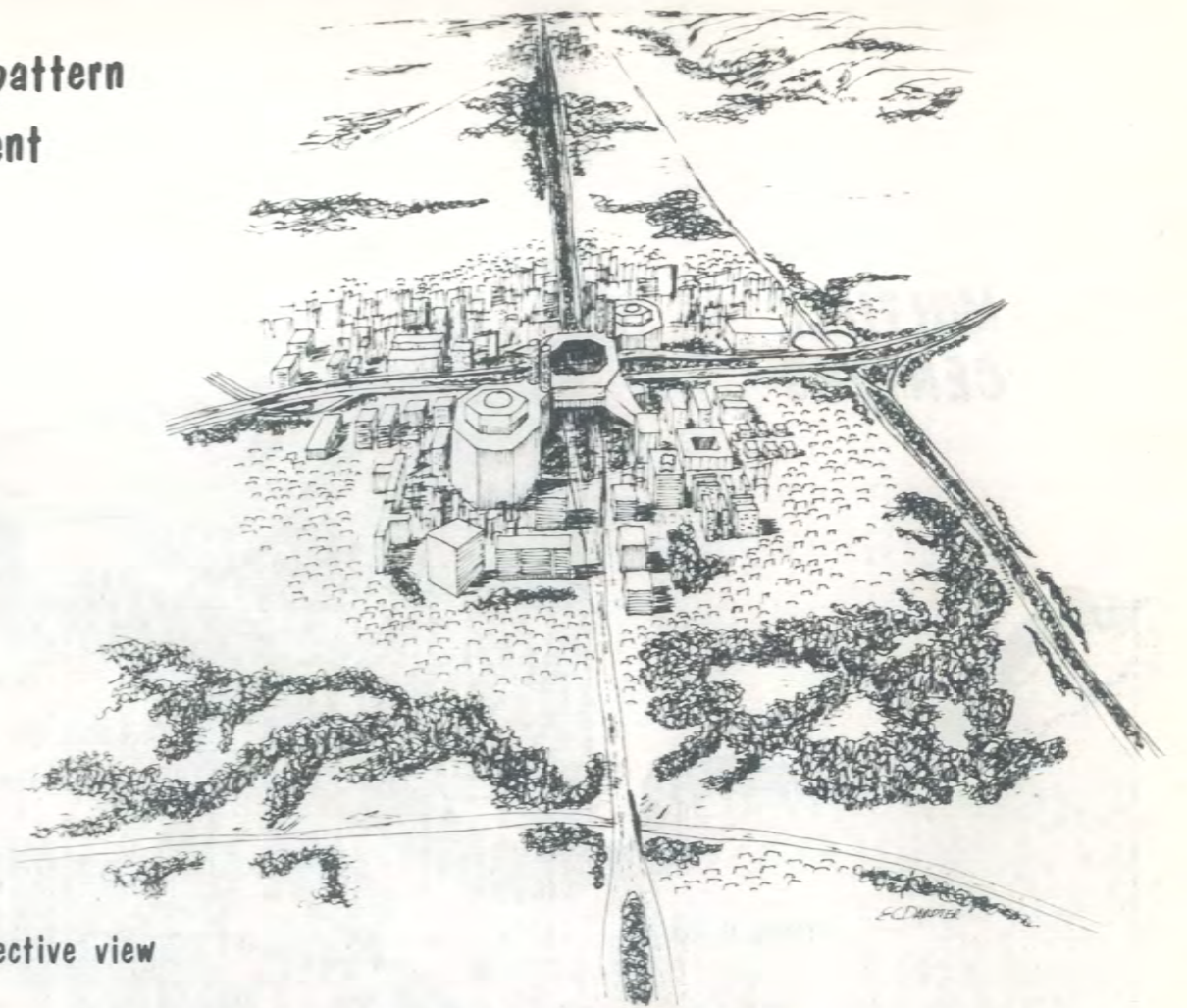


geometric
pattern

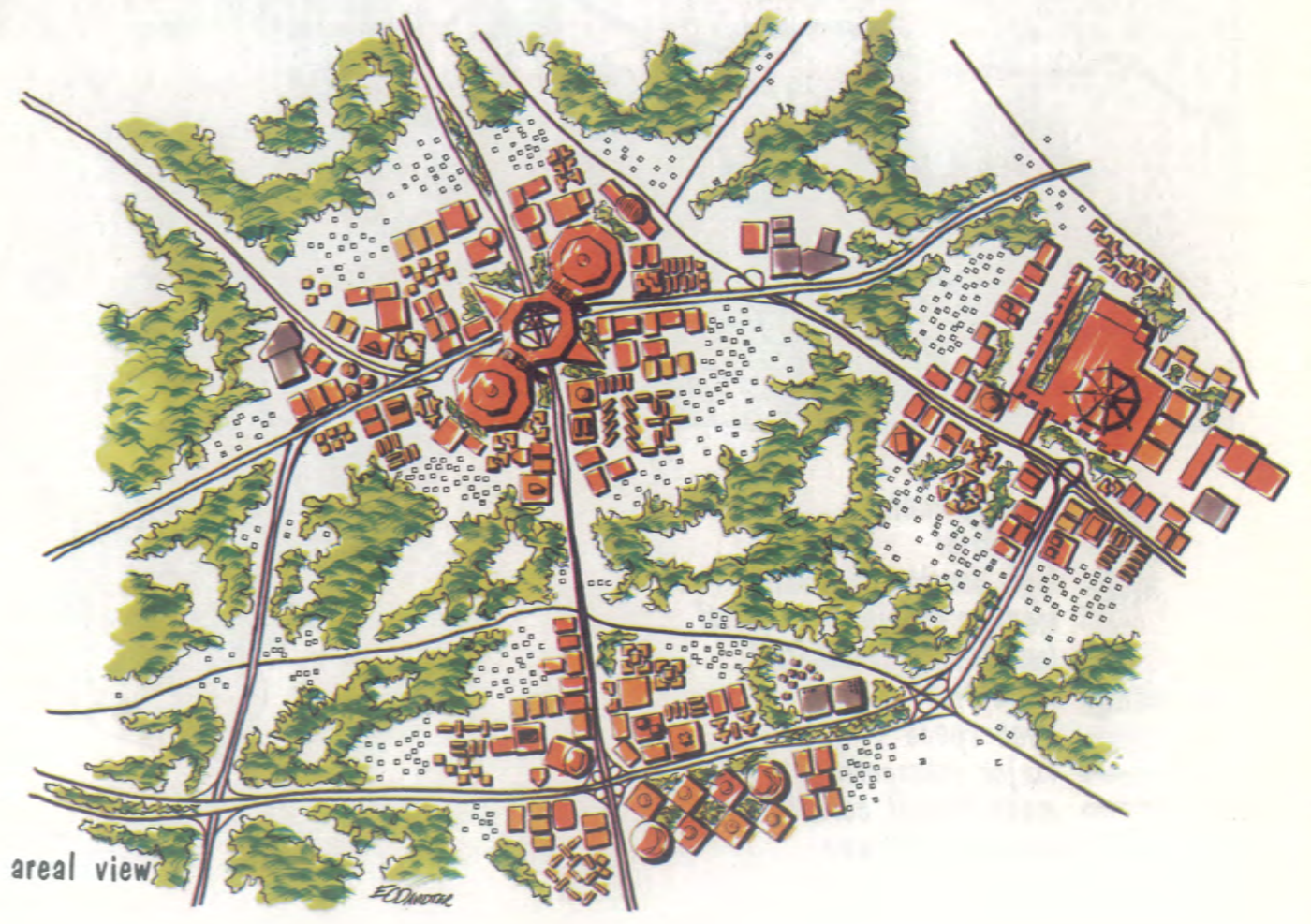
MULTIPLE CENTERS CONCEPT

alternative B

a potential pattern
of development



perspective view



areal view



TRANSPORTATION CHARACTERISTICS

The transportation system would serve three major types of movement: 1) movements within centers, 2) movements between centers, and 3) movements to the low density living areas. A system of arterials within each center would carry the local traffic. Freeways and expressways would be used to connect centers. Bus mass transit would be most practical to provide service within centers. The mass transit operating between centers might operate on its own right of way within the expressway corridors. Low density living areas would rely on private automobiles operating on local street networks. The Multiple Centers Alternative attempts to minimize the travel time and distance between the place of residence and employment.

ACTIVITY CENTERS CHARACTERISTICS

A well defined hierarchy of centers would develop under the Multiple Centers Alternative. Generally the centers would diminish in size and importance proportionate to the distance from the core of the metropolitan area. The largest centers would provide a broader choice in the range of retail goods, educational facilities, entertainment and employment. Each center could develop strong local identity and civic pride. The center would serve as focal points for solidifying new growth in the metropolitan area, and offering more security to business. Employment outside of the centers would be found in existing and presently planned industrial districts and in neighborhood shopping and service facilities. Much of the new industrial development would be distributed among all centers at all levels of the hierarchy of centers, but it would tend to occur in planned industrial districts.

RESIDENTIAL CHARACTERISTICS

Residential developments would be concentrated in and around the centers. In this concept the choice of housing would be divided primarily between high density apartments in the centers and single family residences in the outlying areas, although some mixing would be desirable. Approximately 51 percent of the population would reside in low density areas, while 33 percent of the population would be housed in high density areas. The remaining 16 percent would reside in medium density areas located near the centers and at appropriate nodes in the outlying areas. Residential areas would be highly urban in character, but natural amenities would be preserved.

RECREATIONAL AND OPEN SPACE CHARACTERISTICS

Compared to the Present Trends Alternative, this alternative would offer a more balanced distribution of recreational areas and open space. Small parks, plazas and intensive recreational areas would be found within the centers. Most large parks would be located outside of the centers. Some linear parks would develop along the major transportation routes. Numerous natural areas would be preserved along stream valleys and between the outlying centers. Large areas would remain in a natural state or be retained for agriculture.

ADVANTAGES OF THE MULTIPLE CENTERS CONCEPT

- 1) The metropolitan area would tend to be more highly structured, and thus function more efficiently.

- 2) The structuring would provide more choice than is currently available for good housing and commercial locations within a stable hierarchy of urbanization.
- 3) Much of the metropolitan area would remain in the natural state and could be used for agricultural purposes, and natural recharge areas to purify air and water.
- 4) Most centers would grow from existing focal points.
- 5) A well developed bus type mass transit system would be available for movement within and between centers.
- 6) Trip time and length would be reduced as services and employment would be within a short distance of most residences.
- 7) Open space and recreational facilities would be readily accessible to all residents.
- 8) Utilities would be made efficiently provided to all areas according to plans for development.

DISADVANTAGES OF THE MULTIPLE CENTERS CONCEPT

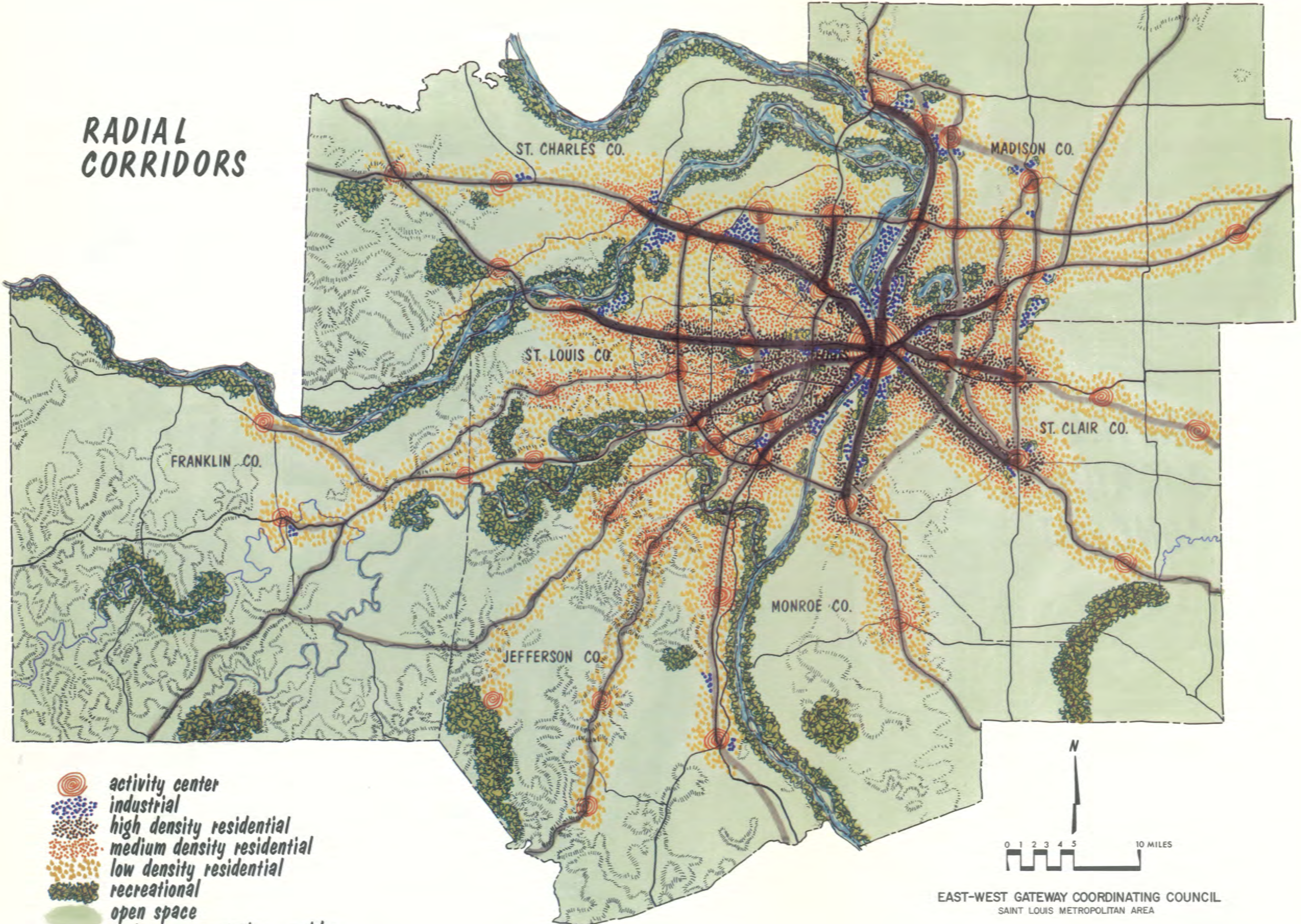
- 1) Local government would have to exercise a tighter control over the development of land.
- 2) In order to accomplish this alternative local government would have to make investments in certain facilities prior to demonstrable need in order to stimulate development centers at desired locations.
- 3) A limited amount of medium density residential areas would be available.
- 4) Because of the heavy concentrations of the development, the value/price of land would rise rapidly within urban centers. As a consequence, heavy pressures would exist to develop open space and natural areas of urban uses.
- 5) Isolationism in outlying centers could develop and competition could lead to ill-afforded duplications.

RADIAL CORRIDORS

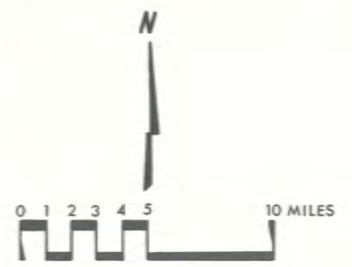
GENERAL CHARACTERISTICS

The Radial Corridors Alternative is oriented toward a highly urbanized region with a very strong central core. The activity centers in this concept would be located at transportation nodes and focal points along major transportation corridors. Although a majority of the activity centers now exist, new activity centers would develop as the transportation system emerges. This concept would provide the "Big City" image which tends to build local pride and a sense of regional identity for all residents. The sense of identity and the "Big City" image would enable the area to compete more effectively with other American metropolises. This concept would require resolute government action to encourage development along the transportation corridors and at selected locations within the corridors, while at the same time discouraging development in other areas.

RADIAL CORRIDORS

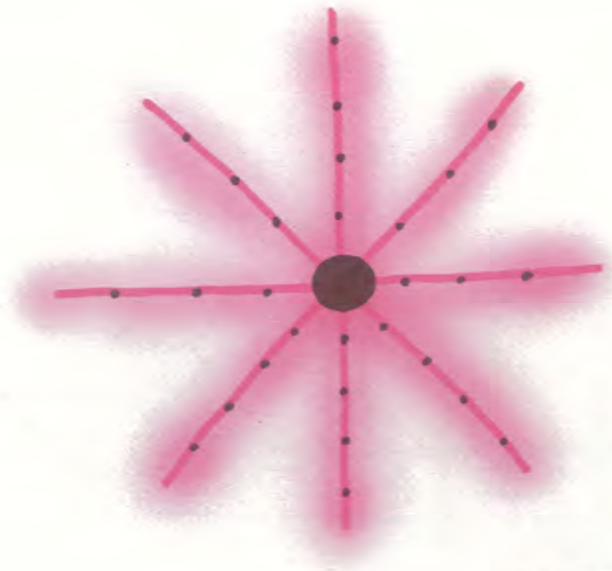


-  activity center
-  industrial
-  high density residential
-  medium density residential
-  low density residential
-  recreational
-  open space
-  major transportation corridor
-  mass transit corridor
-  existing highway



EAST-WEST GATEWAY COORDINATING COUNCIL
SAINT LOUIS METROPOLITAN AREA

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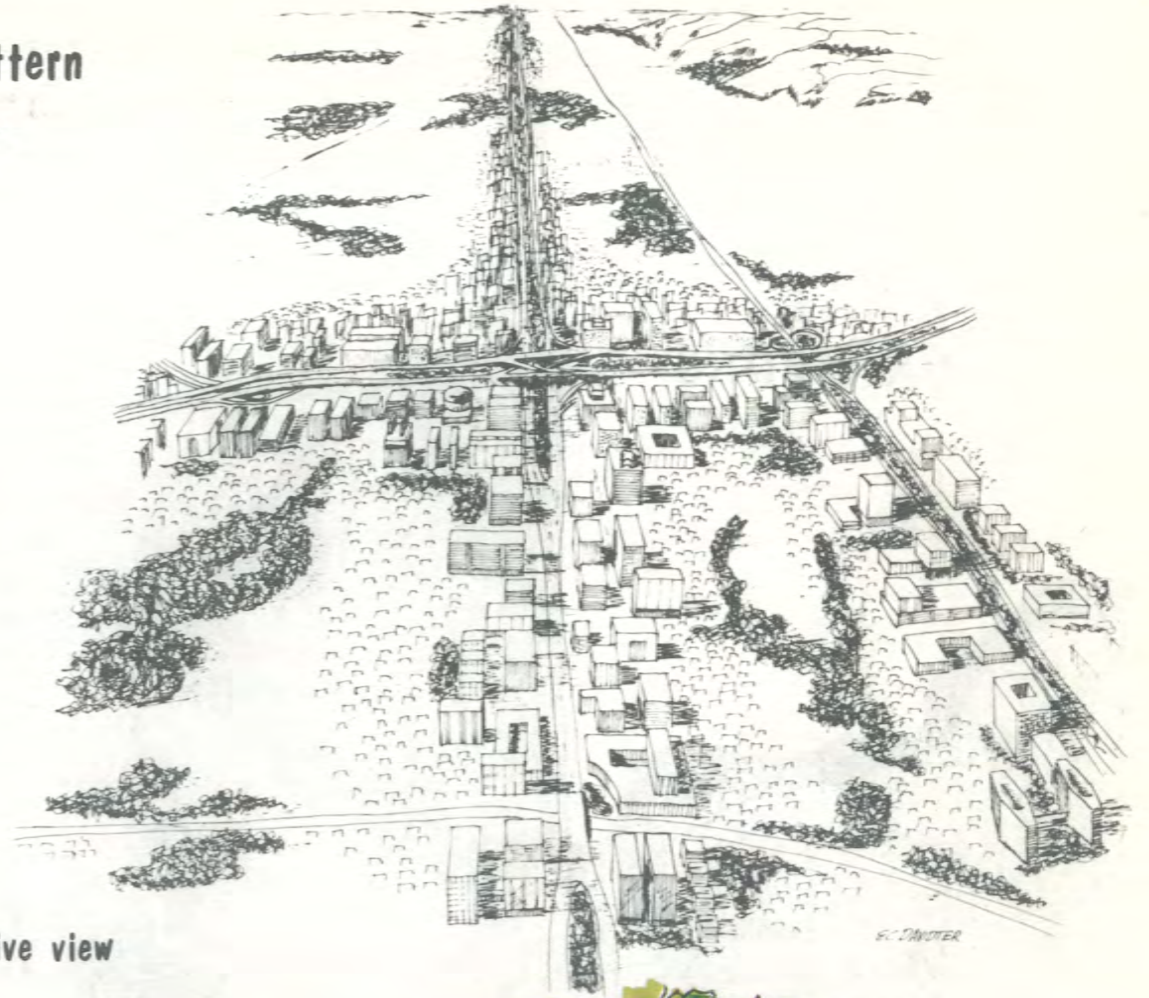


geometric
pattern

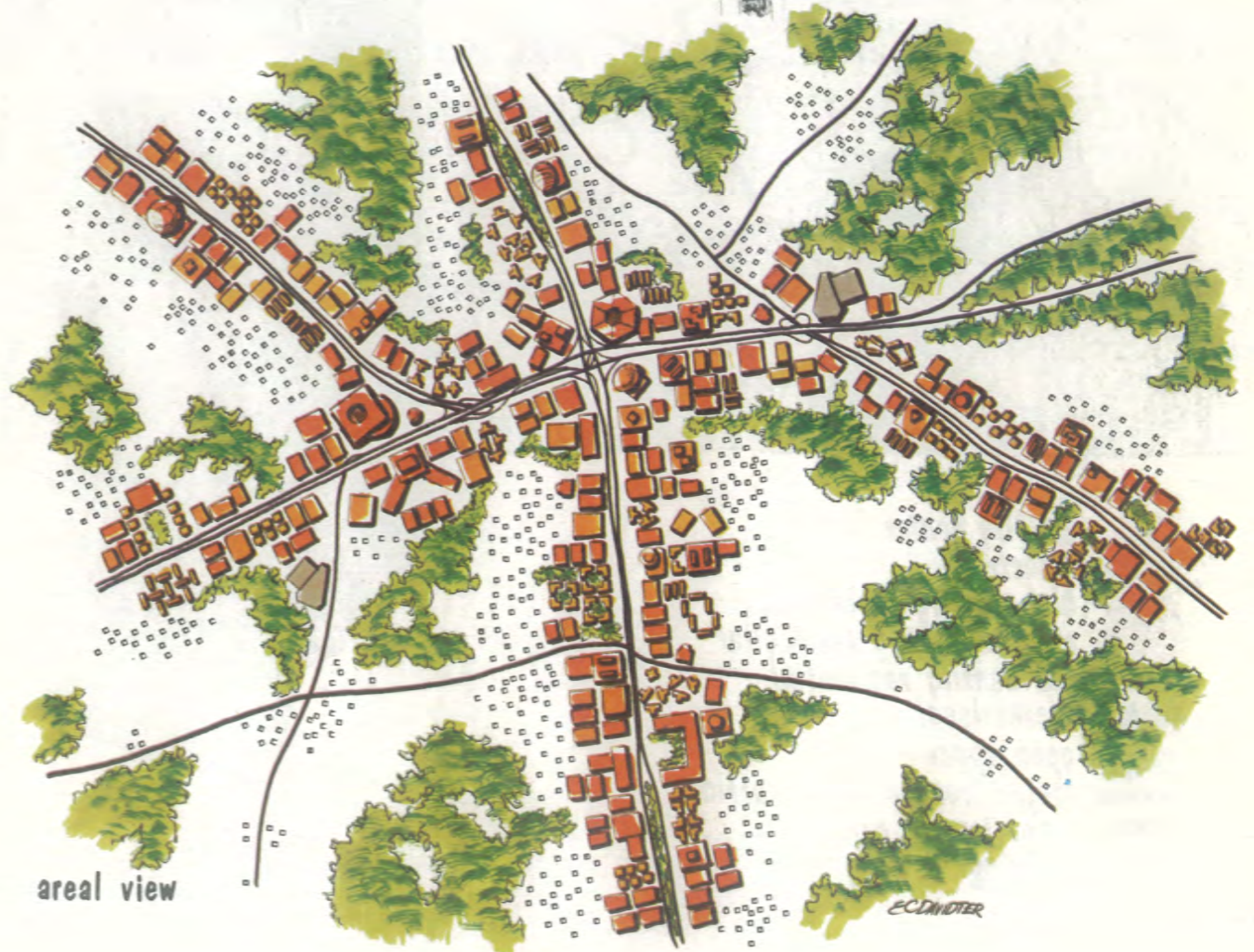
RADIAL CORRIDORS CONCEPT

alternative C

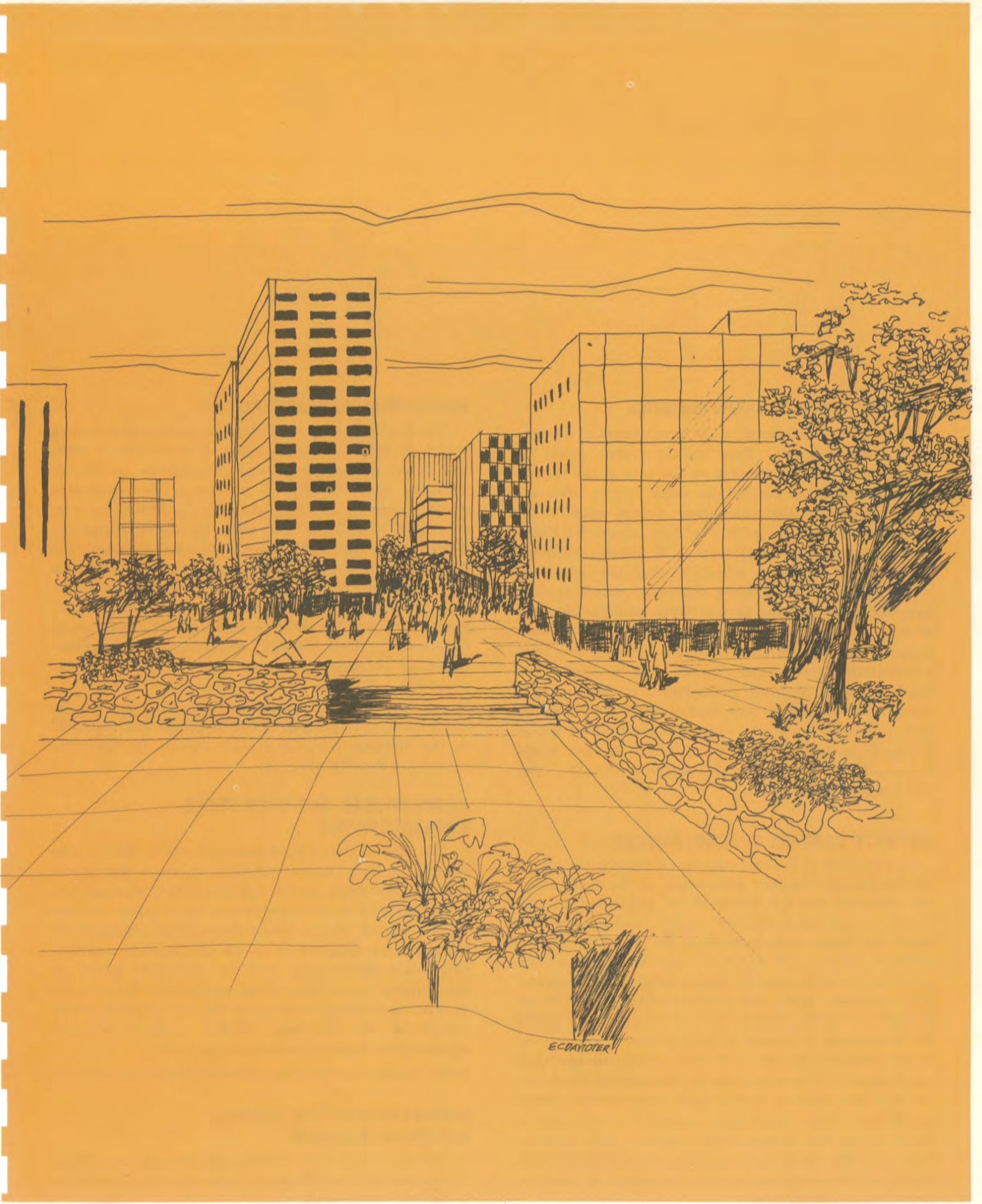
a potential pattern
of development



perspective view



areal view



TRANSPORTATION CHARACTERISTICS

The key to this concept is the development of a mass-rapid transit system. This transit system would be radially oriented and centered on the core of the region. Expressways would parallel the radial system. The primary purpose of the expressway system would be to serve urbanization along the corridors beyond the limits of the mass-rapid transit system. A system of arterial streets would move both private automobiles and feeder buses to transit stops along the radial transit system. Automobile garages and storage areas would be provided at transit stops to encourage patronage of the transit system. This concept recognizes the principle of a total transportation system in which each mode is keyed to the function it best performs. As a result, while mass-rapid transit is the key mode both busses and the private auto have a relationship to the system. Mass-rapid transit is designed to serve high density areas, busses would serve medium density areas and the private automobile the low density areas.

ACTIVITY CENTERS CHARACTERISTICS

A polarization in the hierarchy of centers occurs under the Radial Corridors Alternative. At the upper end of the hierarchy are the Cities of St. Louis and East St. Louis as supersized activity centers, while at the other end of the spectrum we have all of the remaining activity centers which would tend to be equal in size. The latter would be located along the major transit and transportation corridors. Along the transit corridors would be developed a transit station, also serving as focal points for businesses. Corridors of high intensity development would radiate from the core area along transportation corridors served by mass transit. Nucleations would occur near the stations. A true application of this concept would concentrate residential, commercial and light industry in the high accessibility corridors, with provision for heavy industry in outlying areas. The smaller centers would provide convenience and a fair range of choice in merchandise and services.

RESIDENTIAL CHARACTERISTICS

The Radial Corridors Alternative has a more balanced choice of high, medium and low density residential areas than either of the two previous alternatives. In this alternative approximately 35 percent of the population would reside in the high density areas which would be developed in a linear form along the transit routes and concentrically around the transit stations. Approximately 37 percent of the population would live in the medium density areas. The medium density areas would be developed nearer the core. The medium density would reach further out into the outlying area than the high density development. Low density residential developments would be occupied by approximately 28 percent of the population. The low density residential areas would be largely located in the outlying areas surrounding the activity centers. In general, it can be stated that the further the distance from the transit station, the lower the residential density would be.

RECREATIONAL AND OPEN SPACE CHARACTERISTICS

The Radial Corridors Alternative would offer a wide variety of open space, recreational areas and scenic features. Facilities in the urbanized core area and corridors continue to be in the form of small parks and open spaces. Broad transit and transportation rights-of-way and parkways designed to set off and separate communities would additionally serve the community needs. In the outlying areas large linear recreational areas would be developed along the streams thereby providing public access to the waterways. Wedges of open area would separate the corridors in the outlying areas.

ADVANTAGES OF THE RADIAL CORRIDORS CONCEPT

- 1) The area would have a balanced transportation system.
- 2) Commuters would have a choice of mass transit or private automobiles.

- 3) This concept would give low income people access to better employment by placing housing near centers and transit stops.
 - 4) The concentration of activities and high density housing around the transit stops would encourage the use of mass transit.
 - 5) Area residents would be offered the opportunity to work, shop and do business within easy access of home.
 - 6) This concept would provide for an economic boom to the central cities, where most of the low income population lives and the largest concentration of offices and stores would be reinforced.
 - 7) This alternative would minimize the cost of provision of water, sewerage, other utility and governmental services.
 - 8) A better balance among all residential types would provide more choice in the selection of housing.
 - 9) This concept would bring the countryside much closer to the majority of the people due to the lightly developed wedges between corridors.
 - 10) Commuters making regular use of transit would be able to reduce their transportation costs, and the city and its business men would not need to provide as much parking space.
-

DISADVANTAGES OF THE RADIAL CORRIDORS CONCEPT

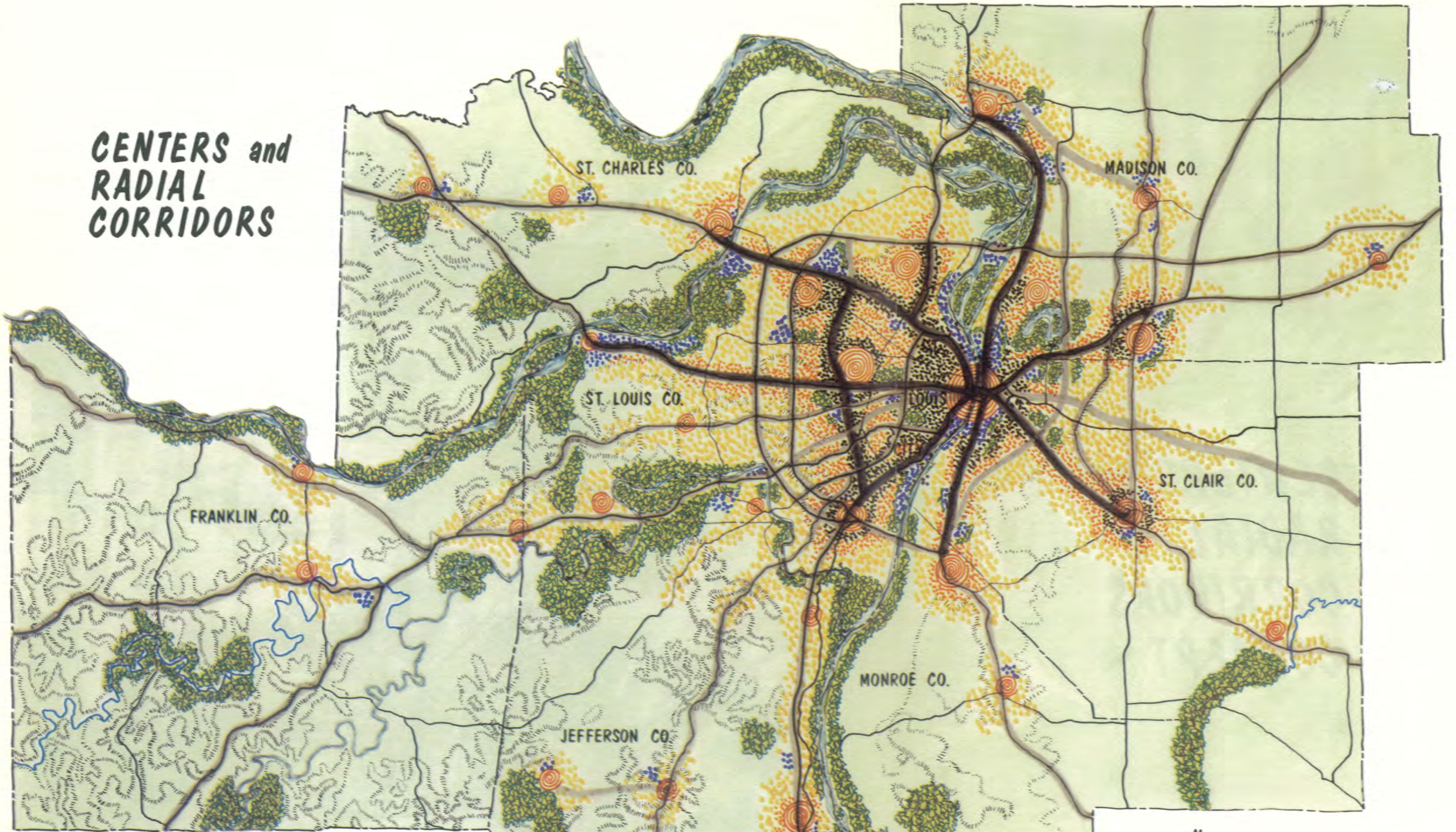
- 1) A strong partnership between the public and private sectors would be required to concentrate development at chosen locations and to limit development elsewhere.
- 2) Major tax collection and distribution changes would be required.
- 3) The requirement that centers be located at transit stops would limit freedom of developers to choose locations.
- 4) Because this concept is the most highly structured, it would require the greatest degree of governmental control and is therefore least assured of implementation.











CENTERS AND CORRIDORS

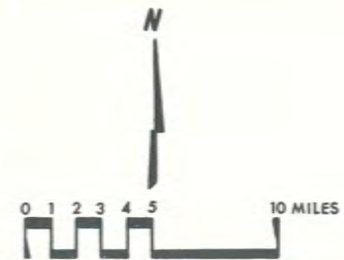
GENERAL CHARACTERISTICS

The Centers and Corridors Alternative, like the previous alternative, is oriented toward a highly structured region. This concept would accommodate a strong central core as well as strong outlying regional centers and employment areas. The Centers and Corridors Alternative provides the greatest range of alternatives for living, business, commercial and industrial enterprise. This concept provides for a highly urbanized atmosphere in the activity centers and core with a more suburban atmosphere elsewhere. Growth would be encouraged around centers which would be connected by mass and rapid transit. This concept offers a balanced transportation system as well as a balance in residential densities and types.

CENTERS and RADIAL CORRIDORS

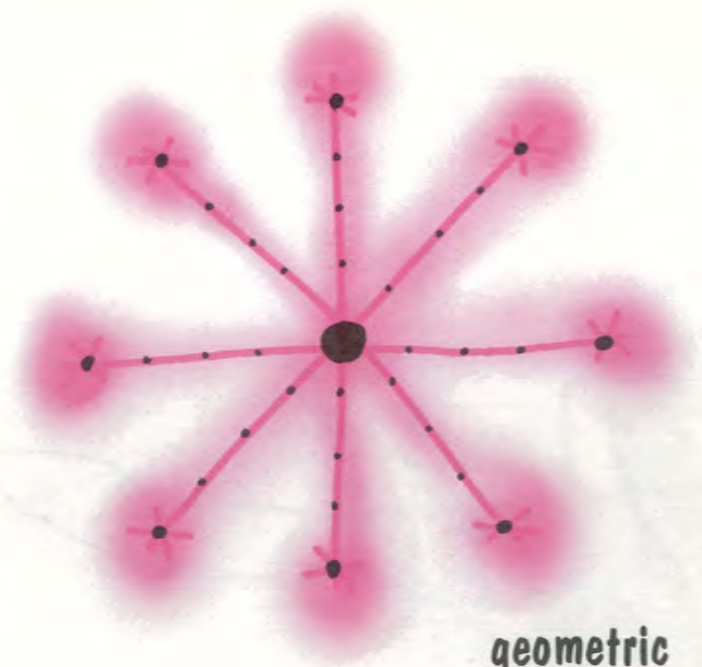


-  activity center
-  industrial
-  high density residential
-  medium density residential
-  low density residential
-  recreational
-  open space
-  major transportation corridor
-  mass transit corridor
-  existing highway



EAST-WEST GATEWAY COORDINATING COUNCIL
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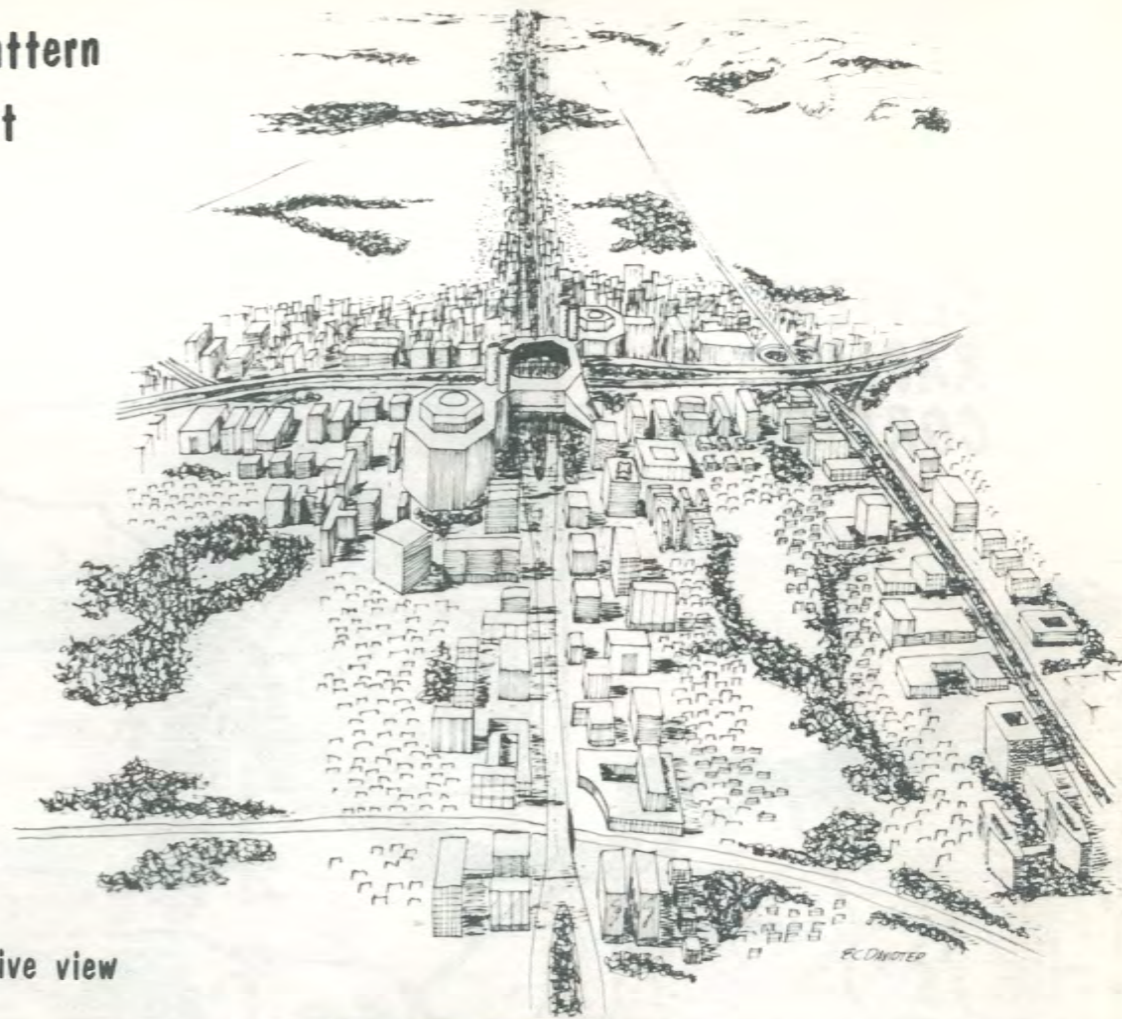


geometric pattern

CENTERS and RADIAL CORRIDORS CONCEPT

alternative D

a potential pattern of development



perspective view



areal view



TRANSPORTATION CHARACTERISTICS

The transportation system would be keyed to the intensity of the land use activities. In the major core of the region the activity centers would be linked by a rapid transit system. Initially the rapid transit system would be limited in scope to the areas with sufficient intensity to support such a system. The outlying centers would be connected by a bus mass transit system which would also serve as a feeder system for the rapid transit system. The private automobile would be of major importance in the outlying and low density areas as well as for movement to mass and rapid transit stations in the activity centers. There would be expressways paralleling the rapid transit system, while arterials would serve the medium and low density areas. A limited system of circumferentials would connect the activity centers.

ACTIVITY CENTERS CHARACTERISTICS

Under this concept there would be a strong hierarchical system of centers developed. The central business districts of St. Louis and East St. Louis would be of key importance to the region. The second level of the hierarchy of activity centers would provide nearly as comprehensive a choice of goods and services as the first level centers, however, they would not be quite as competitive in the area of cultural opportunities. The second level centers would serve as major focal points for new regional growth. Third in the hierarchy would be the outlying centers which would provide a broad variety of goods and services, but specialty needs would have to be acquired in either the second or first level activity centers. Industrial activity would be located in and around the activity centers and in planned industrial dis-

tricts throughout the region. The larger industrial districts would be limited to the more urbanized core which could provide the manpower and materials needed for their activities.

RESIDENTIAL CHARACTERISTICS

Under this alternative there would be a balance among low, medium and high residential densities. This concept would offer the widest range of choice for residential densities and types. The major concentration of high density housing would be located in and around the core of the region. Some high density developments would be located in and around the second level activity centers. Medium density residential developments would be located along the major transportation corridors in the central core of the region. Low density residential areas would be located around the medium density areas and along the major transportation routes in the outlying areas.

RECREATIONAL AND OPEN SPACE CHARACTERISTICS

The Centers and Corridors Alternative would offer a balance of parks, open space areas and open areas. There would be numerous large dedicated recreational areas found throughout the region under this concept. In addition, linear recreation areas would be preserved for public use along the major streams. Wedges of open areas would remain undeveloped between the corridors of intensive development and surrounding the outlying centers. The rural countryside would be within easy reach of most of the region.

ADVANTAGES OF THE CENTERS AND CORRIDORS CONCEPT

- 1) This particular alternative would provide the widest range of choice to the residents of the region in terms of living areas, working areas and transportation.
 - 2) Travel time would be minimized under this concept.
 - 3) Although the cost of providing water and sewerage services, other utilities and governmental services would be somewhat higher in this concept than in the Radial Corridor Concept. The feasibility of implementation seems to be substantially greater.
 - 4) A large amount of open area would be retained under this concept.
 - 5) This concept would give identity to the centers.
 - 6) The existing structure of the region could be readily adapted to this alternative.
-

DISADVANTAGES OF THE CENTERS AND CORRIDORS CONCEPT

- 1) This concept would require a greater exercise of governmental control in order to produce the structuring.
- 2) The intensive development in centers and corridors would cause the cost of land to rise rapidly.
- 3) The concentration of housing in centers and corridors would require extensive renewal in those areas.

LOCAL CONCEPTS COMBINED

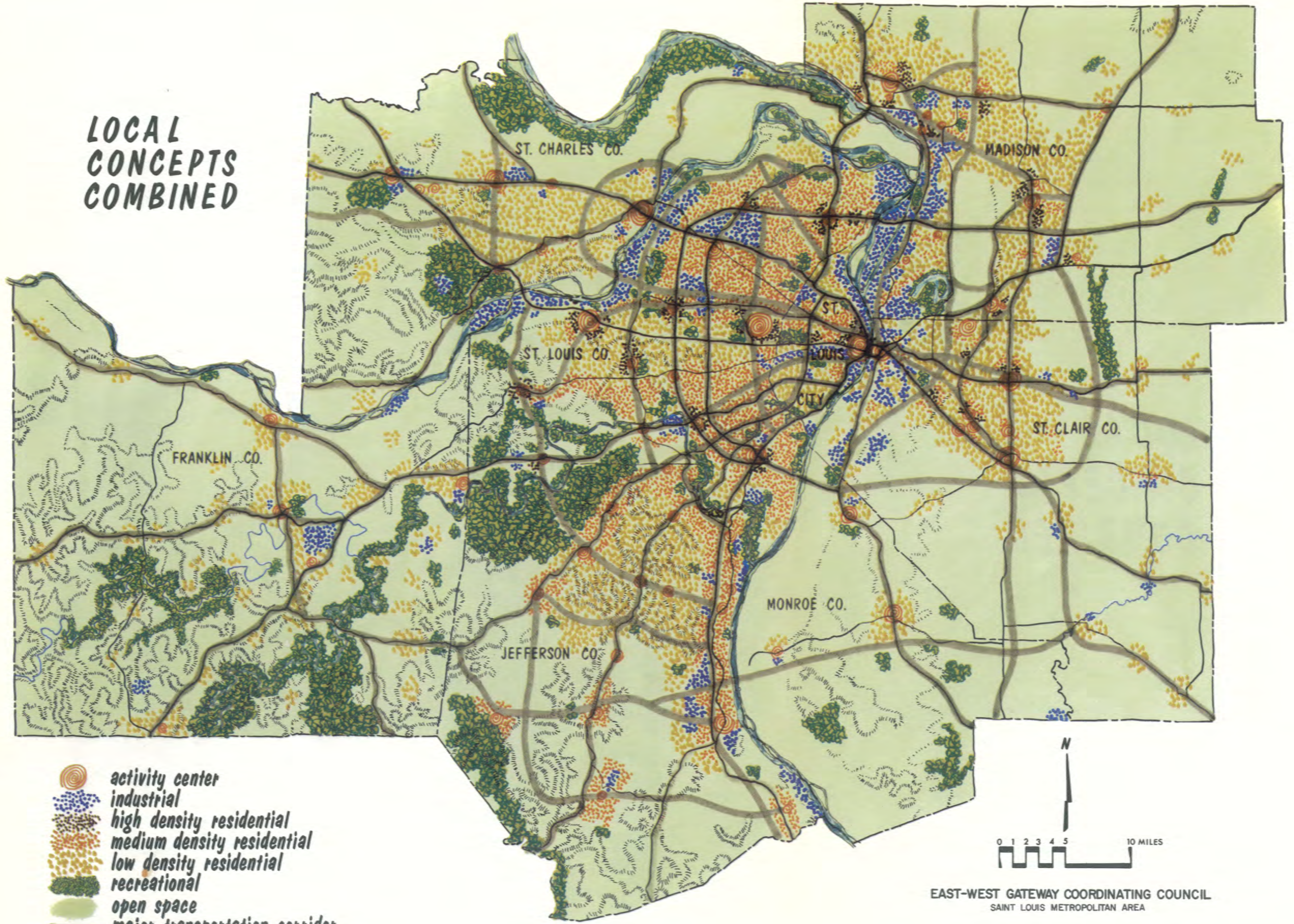
GENERAL CHARACTERISTICS

The Local Concepts Combined Alternative represents a generalization by the Council staff of the more detailed land use plans prepared by the local planning agencies. This concept contains implications of many different concepts, for included in the whole there can be seen elements of the following: linear development, corridor development, sprawl, present trends and multiple centers. This concept reflects the thinking of the local planning agencies and their specific needs.

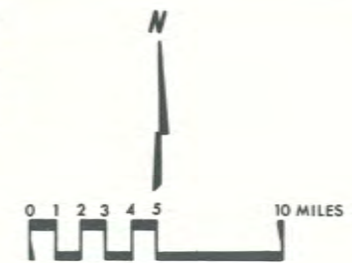
It should be noted that some of the local government inputs to this concept are taken from plans designed to be accomplished by a particular target year. Other local government plans remain unpublished at this time or have not been completed.

The inherent advantage in this alternative is the fact that each jurisdiction has made plans to achieve its own objectives and defined needs. The principal disadvantage is the difficulty in combining the plans of the individual jurisdictions into a true conceptual alternative at the regional level.

LOCAL CONCEPTS COMBINED

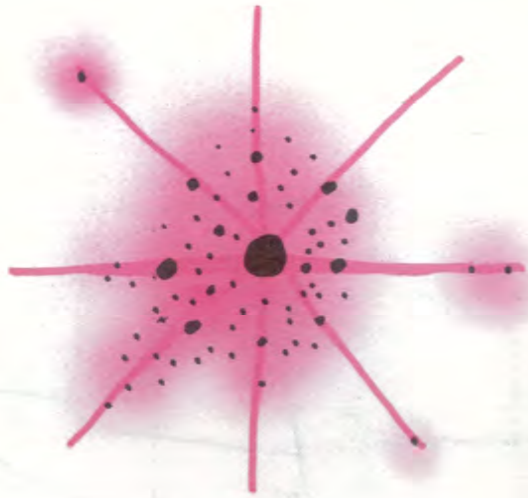


-  activity center
-  industrial
-  high density residential
-  medium density residential
-  low density residential
-  recreational
-  open space
-  major transportation corridor
-  mass transit corridor
-  existing highway



EAST-WEST GATEWAY COORDINATING COUNCIL
SAINT LOUIS METROPOLITAN AREA

THE PREPARATION OF THIS MAP WAS FINANCED IN PART
THROUGH A COMPREHENSIVE PLANNING GRANT FROM
THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

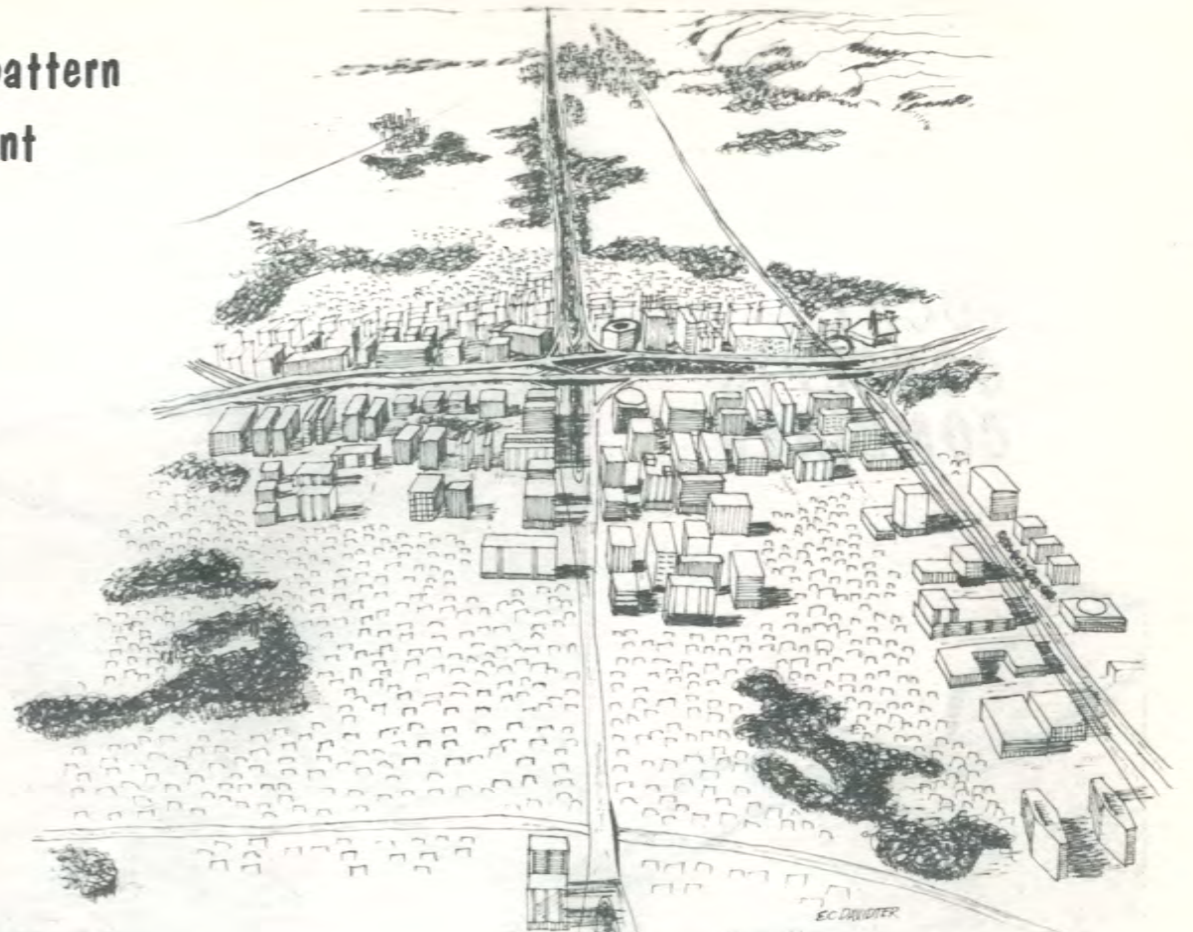


geometric
pattern

LOCAL CONCEPTS COMBINED

alternative E

a potential pattern
of development



perspective view



areal view



E.C. DAVIDER

TRANSPORTATION CHARACTERISTICS

The private automobile would be the prime mover of people in this concept. This is reflected in the numerous additions of major transportation routes throughout the area. Although major highways would still radiate from the urban core, there would be numerous circumferential routes which would make movement much easier in the outlying areas. The automobile would be supplemented by an expanded bus system operating in the urbanized portions of the region.

ACTIVITY CENTERS CHARACTERISTICS

Under this concept there would be large scale dispersion of the activity centers. There would be very little evidence of a hierarchial arrangement of centers although some centers would definitely be of more importance than others. This concept would provide for the greatest number of activity centers, although many would be of local importance only and could not be considered as major regional centers. The central urban core would remain the most important activity center, offering the widest choice of goods and service, but it would not

have the reinforcement offered by a region which is pursuing its common goals within the framework of a true metropolitan plan.

RESIDENTIAL CHARACTERISTICS

Under this concept there would be a balance of low and medium densities. Both low and medium density housing would be in evidence throughout the region with much of the medium density housing being clustered around the centers. High density residential areas would be mainly found in or near major centers. Some high density areas would result from the use of mobile homes as semi-permanent residences.

RECREATIONAL AND OPEN SPACE CHARACTERISTICS

Under this concept the population of the region would depend upon numerous small parks scattered throughout the urbanized portion of the region. Other recreational needs would be served by larger, less intensively developed open space areas in the outlying areas. Many of the larger, outlying open space areas would be linear developments adjacent to streams.

ADVANTAGES OF THE LOCAL CONCEPTS COMBINED

- 1) The concept reflects the detailed objectives and needs of the subregional jurisdictions.
 - 2) Existing and proposed zoning is reflected in this concept.
 - 3) Improved circumferential movement would be possible in the outlying areas.
-

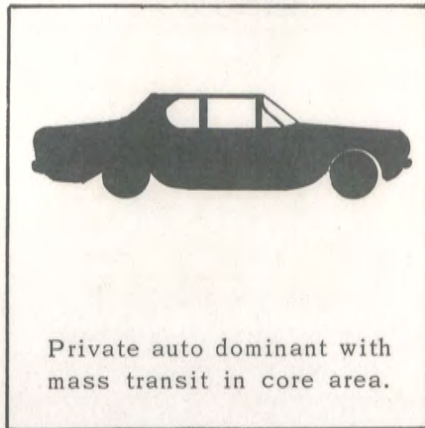
DISADVANTAGES OF THE LOCAL CONCEPTS COMBINED

- 1) The local plans were prepared at different times and for different target dates and without the benefit of a regional plan to relate interjurisdictional needs.
- 2) Although the plans reflect structuring at the local level, when combined the region has little structuring.
- 3) This concept offers the least opportunities for the achievement of economies of scale offered by combined facilities with shared cost.

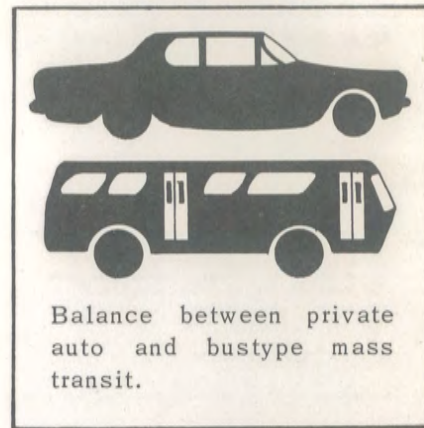
Summarization of Conceptual Alternatives

TRANSPORTATION

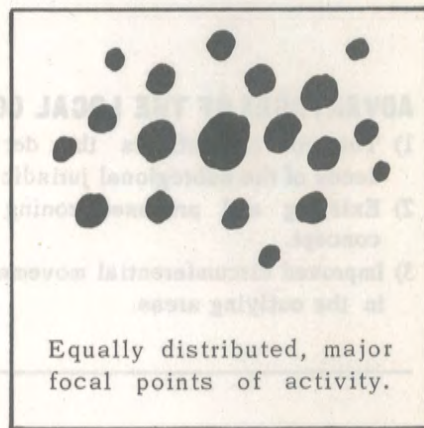
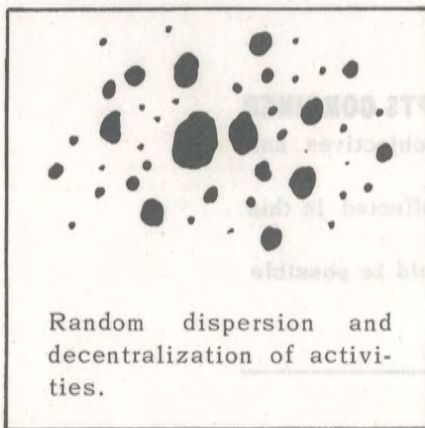
PRESENT TRENDS



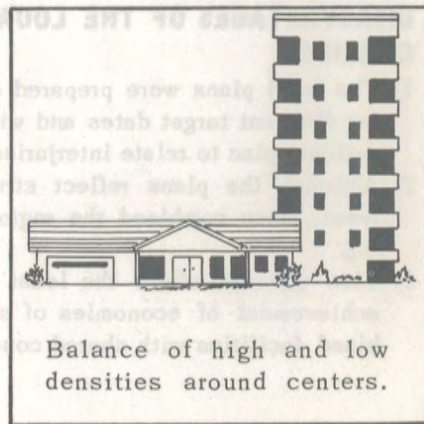
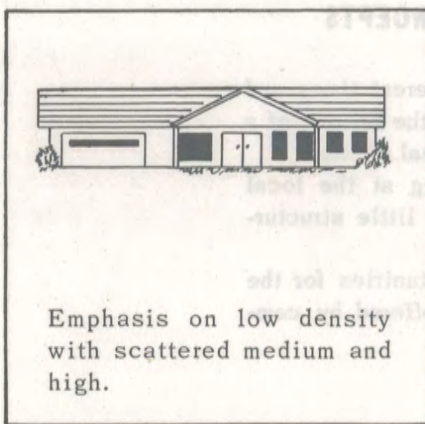
MULTIPLE CENTERS



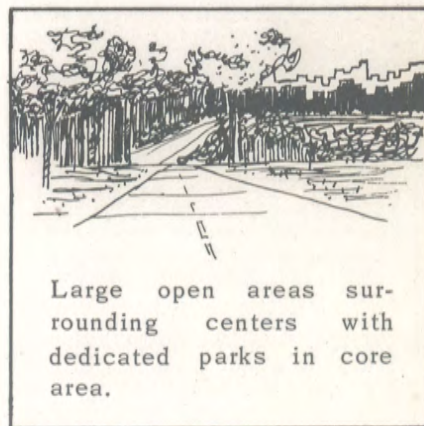
ACTIVITY CENTERS



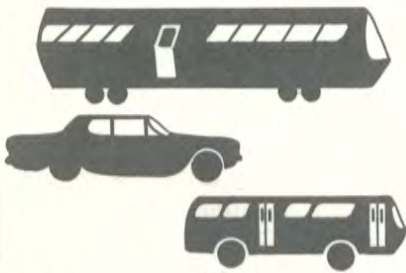
HOUSING



OPEN SPACE



RADIAL CORRIDORS



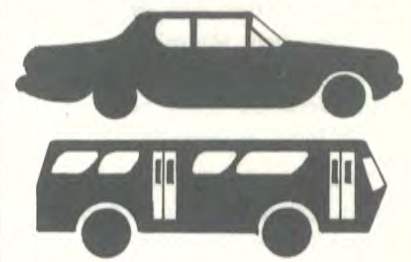
Rapid transit along corridors supported by mass transit and private auto.

CENTERS & CORRIDORS

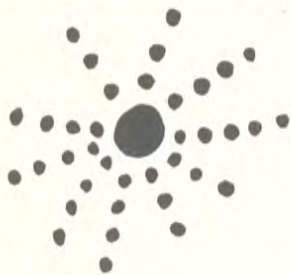


Balance among rapid transit, mass transit and private auto.

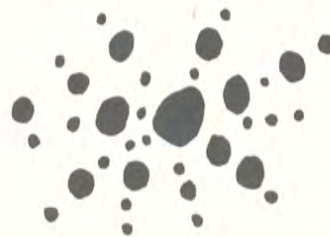
LOCAL CONCEPTS COMBINED



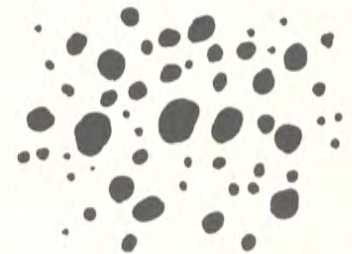
Emphasis on private auto and bus system.



Numerous activity centers along corridors.



Concentrated in central core and along transit and transportation corridors.



Large scale dispersion of activity centers.



High density centralized with medium and low along corridors.



Balance of high, medium and low densities.



Balance between medium and low with scattered high density.



Large scale open areas between corridors.



Large open areas with dedicated parks in core area.



Small parks and recreational open space scattered through urbanized area.

CONCLUSION

The elected officials, civic leaders and citizenry of the St. Louis Metropolitan Region must carefully evaluate the characteristics and implications of each of the concepts. The two alternatives which have the most desirable characteristics for the region should be selected for more detailed study by the Council staff in cooperation with local government staffs.

It is a time for decision for the St. Louis community. If the St. Louis area is to have a livable environment in the future, we are going to have to make some consciously long-range decisions now. The form that the region will eventually take can be a matter of design and choice, rather than accident. Within the next several

years some major decisions will have to be made which would have a major effect upon the future form of the St. Louis Metropolitan Area. Will we elect to have a mass rapid transit system for our area? Will we have a second major airport in our area? If so, where can it be located so as to best serve the entire metropolitan region? How can we best provide for and encourage new industrial and business growth in the area? How can local governments provide for added services being demanded by the citizenry? Can pollution and congestion be controlled and reduced? These and many other important questions must be answered in a relatively short period of time, if our citizenry is to enjoy a safe, convenient and prosperous future.

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