

APPENDIX A  
SUMMARY OF STATE  
REDEVELOPMENT INCENTIVES

## APPENDIX A

### SUMMARY OF STATE REDEVELOPMENT INCENTIVES

Land Clearance for Redevelopment Law - Sections 99.300 to 99.660 RSMo (1986) as amended.

- Incentive powers available are ability to acquire property which is necessary for the implementation of a redevelopment plan by eminent domain, real estate tax abatement for up to 10 years on the improvements made pursuant to the plan, and authority to issue bonds to aid in effectuating plans.
- Requires a finding by the Board of Aldermen that a "blighted" area exists and that the redevelopment of that area is in the interest of the public health, safety, morals or welfare.
- "Blight" is broadly defined to include an area which has defective or inadequate street layout, insanitary or unsafe conditions, deterioration of site improvements, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property, retards the provision of housing accommodations or constitutes an economic or social liability.
- Requires the preparation of a study to establish "blight" and the preparation of a redevelopment plan for the improvement of the blighted area.
- Requires approval by resolution or ordinance by Board of Aldermen to create a Land Clearance Authority to undertake a redevelopment program.
- Land Clearance Authority Board of Commissioners may be composed of any five taxpayers from the city, including members of the Board of Aldermen.
- Authority may undertake project itself or solicit private developer submissions which detail proposed projects
- Authority may, after notice to the Board of Aldermen, designate a private redeveloper it has selected to undertake all or a portion of the project in accordance with the terms of a redevelopment contract between the Authority and the private developer.
- Details of redevelopment powers and developer responsibilities are defined in contract with Authority.

Real Property Tax Increment Allocation Redevelopment Law - Sections 99.80 to 99.865 RSMo (1986) as amended.

- Major incentive available is the utilization of tax increment financing which allows the Board of Aldermen by ordinance to freeze the assessed valuation of the property to be redeveloped and use 100% of the new real estate taxes generated by the project and up to 50% of the other revenues generated from taxes imposed by the city and other taxing districts (e.g. sales and utility taxes) to finance a variety of enumerated project costs (such as site acquisition, infrastructure improvements, professional services, and environmental cleanup).
- Aldermen must adopt a redevelopment plan which describes the program to be undertaken to deal with the problems identified in the area designated as a "blighted", "conservation" or "economic development area."
- Aldermen create a Tax Increment Commission composed of nine persons -- two appointed by the Clayton School Board, one by the other affected taxing subdistricts; and six members appointed by the Mayor with the consent of the Board of Aldermen.
- Aldermen, based on TIF Commission recommendations, must approve the developer's redevelopment proposal which has been submitted to the city in response to city's redevelopment designation including the development plan and the financing incentives to be used.
- Utilization of tax increment financing requires compliance with strict public notice and public hearing rules, particularly relating to the tax subdistricts.
- The power of eminent domain can also be used to implement an approved redevelopment proposal and bond financing also may be authorized.
- Details of redevelopment powers and private developer responsibilities are spelled out in contract.

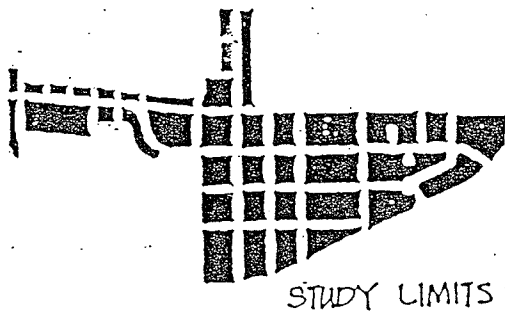
Urban Redevelopment Corporations Law - Sections 353.010 to 353.180 RSMo (1986) as amended.

- Incentives available include delegation to an approved private developer of the power of eminent domain to acquire property within the area to be redeveloped and up to 25 years of real estate tax abatement on the improvements made.
- Requires a blighting study and finding of "blight" by the Board of Aldermen.
- After "blighting" the City requests redevelopment proposals from private developers describing the improvements to be made, staging and the incentives desired.
- Public notice must be given of the Aldermanic hearings regarding the "blighting" of property and its redevelopment as well as the use and impact of eminent domain and tax abatement requested by the private redevelopment corporation which proposes to undertake the project.
- Written notice of the specific impact of proposed tax abatement must be given to each of the taxing subdistricts.
- Approval of the redevelopment project and designation of a private redevelopment corporation must be authorized by ordinance.
- Details of the redevelopment powers and developer obligations are spelled out in a contract between the City and the selected redeveloper.

**APPENDIX B**  
**INVENTORY ANALYSIS**

## *Inventory and Analysis*

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Approach. The following material is organized in three sections:

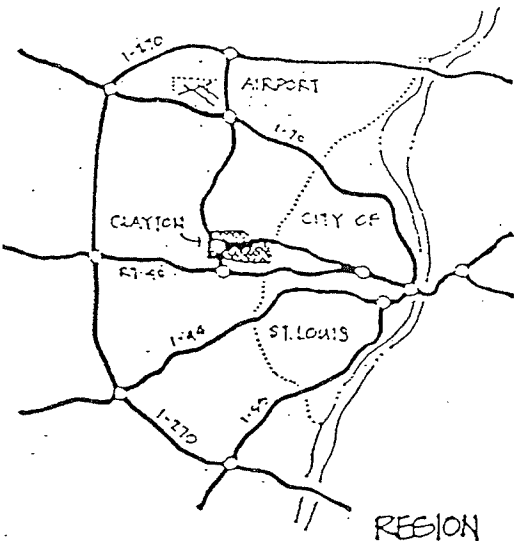
- Summary Impressions, identifies major issues for the City of Clayton and CBD in particular.
- Design Determinants discusses physical constraints which are important to the CBD's regeneration.
- CBD, Local and Regional Context is a summary inventory looking at various scales of review.

### *Summary Impressions*

Established Successful Community. The City of Clayton has a strategic location; close proximity to downtown St. Louis, and a major international airport. The City has immediate access to major east-west and north-south traffic corridors. The City also enjoys access to a variety of major parks, cultural and educational centers. All this occurs within a background of attractive residential neighborhoods.

The City of Clayton has good name recognition within the region; denoting a quality community with excellent schools and a strong corporate employment base. Clayton is the ideal second tier city with all the conveniences of a small town, with access to the world. The City is fertile ground for continuing growth and improvement.

However, Clayton's Central Business District (CBD) does not complement or enhance its larger setting. The visitors expectations when the CBD is seen from afar, a cluster of bright towers surrounded by a mature forest; a modern camelot — its not fulfilled when experienced first-hand. Unless travelling on business there is little reason for a second visit.



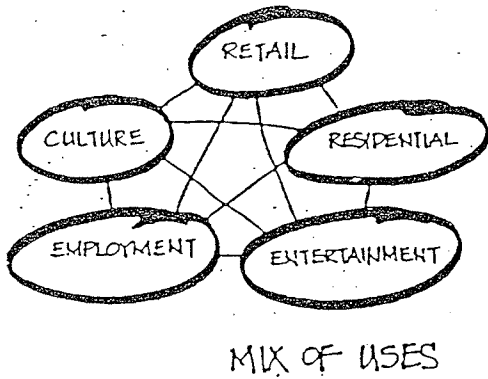
**CBD Lacks Distinction.** The CBD has a "generic" appearance. Its fragmented structure and erratic sense of place detract from Clayton's role as community center. Although street trees exist in several areas, the sidewalk environment is inadequate in its appearance and provisions for pedestrians. Development, especially recent improvements, aggravate this sense of fragmentation in the downtown. Buildings with unanimated ground levels, parking garages adjacent to the walkway, and poor accommodation of grade changes have created an appliance like quality to what should be a rich, architectural environment.

The City is losing its historic heritage of pedestrian-friendly show windows and architectural detailing to sterile corporate towers which appear more like large kitchen appliances than buildings.

**The City Lacks a Heart.** There is no easily accessible public square or plaza, no central gathering place for the City which could accommodate both special events or noontime lunch traffic such as central space would be. A place inviting to the neighborhoods and to out-of-town visitors, compliment the City's position as County seat, and providing a place for workers to relax.

**Inadequate Public Environment.** The rich streetscape and landscape environment that exists in surrounding neighborhoods does not extend into the downtown. The sidewalks are narrow and in need of repair. The roadway dimension is excessive and presents a threatening environment for pedestrians. Newer development is sterile, and public areas encroach on sidewalks. Fortunately, the city's rights-of-way are more than adequate to accommodate traffic and provide additional walkway dimension.

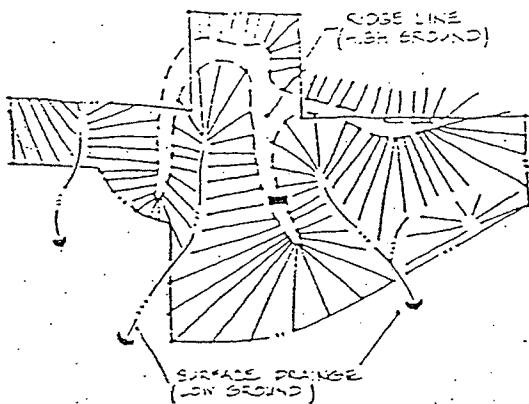
Clayton has the opportunity to reclaim its history as a pedestrian city. Its urban edges could be animated with show windows and activity. The sidewalk areas could be distinctive and uniquely downtown Clayton, capitalizing on the success of street environments in the adjacent neighborhoods.



**Incomplete Mix of Uses.** By many standards the downtown is very successful. It is the county seat for St. Louis County and a major center for office employment. Unfortunately, if uses were color, Clayton would have a limited palette. The downtown needs to expand its role as a community center. Besides being a place to work, downtown needs to become a place where people live and play. It needs to be a place which provides for tourists and can be proudly shown to visitors. People should live in the city center. The life of the City needs to extend into the evening and weekends with entertainment and cultural uses. The City should build on energy that exists elsewhere in the region. The downtown should serve the immediate adjoining neighborhoods. It's hard to be a place that invites an evening stroll to meet neighbors, to browse, explore and enjoy.

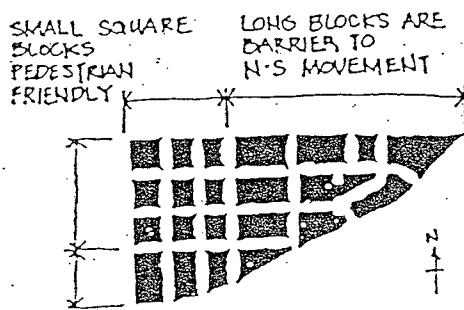
**Development Opportunities.** Clayton's CBD is an area in transition. There are multiple development and redevelopment opportunities and abundant room to accommodate future growth within the study area. Compactness is a virtue in urban centers and should be capitalized on. The existing downtown has adequate room to create several subdistricts which could host the mix of uses vital to a community center.

*Major Design Determinants* (organizing elements)



**Topography.** The CBD is located on high ground with a major ridge line running north-south visually separating the downtown into halves especially in the south. Forsyth Boulevard, the major east-west street, has major portions of relatively level ground but still crests at Brentwood on the west and a minor crest at Bemiston and a major crest at Lee Avenue on the east. These grade changes and their containment of views have a great impact on how the downtown is perceived and should be a major determinant of how the downtown is organized in the future. The rapid grade changes present both opportunities and constraints when siting building and parking and when designing urban edges and streetscapes.





**History.** Clayton's original city center (retail area) was located on high ground, north and east of the Courts building. Several of the older one and two story buildings remain and should provide guidance for future infill development.

**City Blocks.** Within downtown there are two categories of block sizes: small square block configurations in the northwest corner of downtown; and 12 blocks to the east and south which are larger rectangles two square blocks in dimension. The smaller square blocks, approximately 400 foot per side, are pedestrian friendly and allow movement through the urban grid in a "democratic fashion" (to quote Thomas Jefferson). The long blocks constrain movement through the downtown making movement north and southeast of Bemiston more difficult than similar movement west of Bemiston.

### *Regional Context*

**Role.** Clayton has been an address city for major corporations since the Second World War and continues to build on that role. The CBD is centrally located, approximately ten minutes from downtown St. Louis and the Lambert St. Louis International Airport. As a second tier city to St. Louis, it enjoys the best of small town living and the major city resources of an international urban center.

**Transportation.** The city enjoys immediate access to two major transportation corridors within the region. US Route 40 is an east-west expressway linking downtown St. Louis with Clayton, and I-170 provides north-south access to the airport. A light rail system linking downtown St. Louis with the airport is presently under construction. This system will be expanded to parallel the north-south inner beltway I-170 and eventually link Clayton with the airport and St. Louis. There is also an important opportunity to link Clayton directly with downtown St. Louis by light rail in the future.

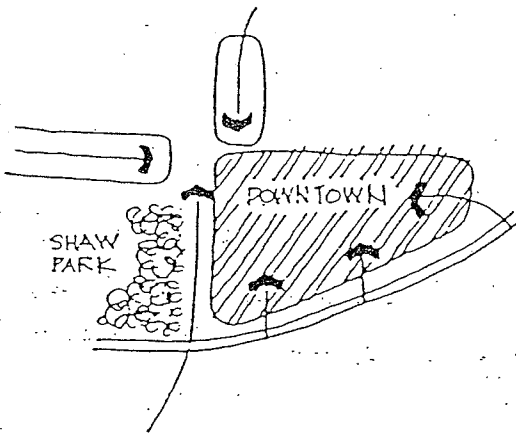
**Land Uses.** The City of Clayton and the surrounding areas are composed of a series of mature upscale residential neighborhoods. The area also enjoys a variety of active and passive parks. The parks vary in size from small neighborhood greens to major regional parks. Forest Park, located immediately east of the city is the largest park in the region with an art museum, zoo, opera house and several hundred acres of mature landscape with rolling topography for the citizens to enjoy. The area's cultural and advanced educational opportunities include Fontbonne College, Christian Brothers High School, Concordia Seminary, and Washington University. The region also has several convenient shopping areas available including downtown Clayton's retail district and the 520,000 square foot Galleria Mall immediately south of the city.

### *Local Context*

**Image.** The City of Clayton has a strong corporate image. When approached from a distance the view is of a cluster of office towers surrounded by mature trees. The CBD has well defined edges surrounded by a variety of low, medium, and in a few instances, high density residential. The transition between commercial and non-commercial uses is well-defined and attractive.

**Neighborhood Commercial.** The City of Clayton also contains three non-CBD commercial areas; the Hanley Wydown area, the Demun area and the Clayton Road corridor. The three areas, because of their location and mix of uses, have three separate purposes and thus three separate relationships with the CBD area.

- *Hanley Wydown Area.* This intimate neighborhood commercial area is the closest to downtown (two blocks away), and consists of a mixed use commercial area which serves the immediate residential neighborhood.
- *Demun Area.* This area, the most distant from the CBD, has become a destination retail area for antiques. The area is intimate in its scale and organization.



- *Clayton Road Corridor.* This half-mile long row of shops and services is located on a major east-west corridor at the southern limits of the city. There is a mix of retail uses including grocery stores, bakeries, gas stations and specialty retail. Several of the businesses have a long history in the area and are regional in their market.

### CBD

**Structure.** The CBD study area can be organized into three distinct areas: downtown and the two commercial roads (Maryland Avenue from Brentwood West and Brentwood Boulevard from Maryland Avenue north) which provide access to the downtown. These two commercial corridors are typically only 1/2 block deep and have issues separate from the downtown.

Within the downtown core there are a variety of architectural periods and densities. The lowest densities and oldest architecture occurs along the hilltop (Maryland and Forsyth Avenues). As you move down the hill toward the south the building densities and heights increase and the architectural styles become more contemporary.

**Land Uses.** The CBD is a mixed-use center with a predominance of office/employment. Up until recently Clayton was a major retail center for the area. The CBD has lost some of its traditional retail shops and a major department store to a nearby shopping center, the Galleria. Existing retail occupies the city's historic high ground and is strung out the length of the Maryland and Forsyth corridors into several small clusters. Clayton is the County Seat for St. Louis County and government occupy two blocks within the core area of downtown. There are plans for expansion of these uses to include a county justice center.

There is limited residential within the CBD study area. Three towers exist along Brentwood in the south-west corner of the downtown and a small number of multi-family development can be found in various locations in the downtown.

Downtown Center. Both the County Courthouse and City Hall have generous setbacks which provide passive green space for the downtown but the City lacks a civic focal point. The County Government Plaza, because of its grade separation, lacks both physical and visual access so important to pedestrian traffic. Shaw Park lies just to the west of the downtown, but fulfills an entirely different role within the area. There is no open space in the downtown that provides a special sense of "place".

Rights-of-Way. All the streets in Clayton are over-generous in size (number and size of lanes) while the sidewalks are, many times, stingy in their dimension, and awkward in their relationship with adjoining architecture. Such a dichotomy is not in keeping with the community that promotes itself as a people place.

Several streets within the downtown act as transition areas. Brentwood Boulevard acts as a transition between the core area and Shaw Park. Maryland Avenue east of Meramec acts as a transition between the core and the residential area to the north.

Other areas have streets as their focus. Maryland Avenue west of Meramec acts as the focus for a commercial corridor which is the gateway to the downtown area. Forsyth Boulevard, and portions of Meramec and Central act as focal points for retail districts.

Parking. Metered on-street parking exists throughout the study area. The meters offer a variety of hours and range of fees necessary. The shortest and most expensive parking occurs near the retail areas; and all day parking is encouraged in the fringe areas of downtown and adjacent areas. There are several public parking lots within the downtown area that are moderately convenient to the retail areas. Almost every office/employment center in downtown has its own parking garage. While readily available parking is advantageous, this abundance of garages negatively impacts the study area through its interruption of the urban edges along the streets.

There is a differing perception of parking issues of adequacy and convenience, especially between retail and office/employment. Another potential issue is encroachment on residential areas. At the moment this does not seem to be a serious point of contention.

**Government Center.** The Government Center plaza is an elevated deck spanning one block of Carondelet Avenue designed to provide a community focal point. The problem with this plaza is that public areas which pedestrians cannot see as they approach them are seldom successful, and this is no exception. This problem can be addressed in a variety of ways, including: providing more visual accessibility; providing more ramps and stairs; replacing the solid wall with transparent picket; providing more enticement through sculpture, landscaping and trellises which are visible from the lower level; or punching more holes in the deck. The possibility of finding an alternative role for the deck should also be explored.

**Urban Edges.** There is a lack of continuity in the urban fabric of the study area. Setbacks vary from buildings sited on the R.O.W. line to buildings with a more campus-like appearance twenty and thirty feet back from the curb edge. While there is consistency of ground level uses in a few locations such as Central Avenue between Maryland Avenue and Forsyth Boulevard, a majority of downtown suffers from major interruptions such as blank walls, severe grade changes with steps, unsuccessful plazas and other problems.

Alleys and service areas are located away from the pedestrian sidewalks and the city should continue to provide these uses within the block interiors.

**Building Shadows.** Clayton enjoys seasonal changes but winter can be inhospitable to the pedestrian. Towers have been built on the northern portion of several city blocks and during the winter season they cast long shadows on the southern portion of adjoining blocks. Consideration should be given in future development to the impact of winter shadows on adjoining development.

Straub's Parking. The importance of a convenient grocery store to residential neighborhoods cannot be overstated. The location of Straub's Grocery Store adjacent to the downtown and adjoining residential areas is a major asset to the community and will be even more so in the future. The right turn lane of Forsyth Avenue in front of Straub's seems wider than necessary (almost three moving lanes in width), and this dimension could be better utilized to provide additional parking spaces for the grocery store.

Ritz Round-about. The round-about which terminates at Carondelet Avenue in front of the new Ritz Carlton Hotel presents a safety hazard. To the visitor, especially the pedestrian, the round-about appears as a portico for the hotel as opposed to an actual roadway with access onto Forest Park Parkway. More cues such as signage and pavement striping should be provided to alert the pedestrian to the volume and speed of traffic moving through this round-about and to reach the parkway.

APPENDIX C  
MARKET CONTEXT

## MARKET CONTEXT - CLAYTON BUSINESS DISTRICT MASTER PLAN

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### Introduction

The following market context component of the study provides an overview of the market factors we have identified which will be important to providing an economic "reality shock" or planning concepts as the study proceeds. The information included in this draft has been distilled from our review and analysis of real estate market data related to the market area within which Clayton is located, from our interviews with real estate professionals active in the local and regional market, and from insights provided by downtown businesses and "stakeholders". The purpose of this effort is to provide an overall market context to assist in formulating and evaluating strategies to guide the uses, design, and management appropriate for the Clayton business district.

### Retail Market

1. The competitive environment for general retail in the Clayton market is intense. Since 1980 the compound annual growth rate for retail sales in the St. Louis region has increased at an annual compound growth rate of 4.5 percent. However, this growth occurred within a region that saw no real net gain in population over that same period. Consequently the competition for retail patronage has risen as existing community and regional shopping centers have attempted to upgrade facilities and retail offerings to maintain or improve their positions within the market.
2. The greatest impact on regional shopping has been the St. Louis Galleria in Richmond Heights which has expanded to 1.2 million square feet and reports retail sales of around \$400 per square foot. Arguably, the Galleria has re-established the mid-Route 40 corridor at Route 170 as the focus of retailing in the St. Louis area. The impacts of this phenomena are still being played out but it appears that some of the effects will include the necessity for Plaza Frontenac to make changes in its marketing strategy, some dampening effect on retail rents for space outside the immediate area of the Galleria, and an ability to draw shoppers and tourists to the Galleria from beyond the St. Louis Metro area. Likewise the effects of the Galleria on retailing in Clayton are still evolving, but the recent softening of retail rents in portions of the CBD may, in part be attributable to the Galleria. On the other hand, the proximity of the retail businesses on Clayton Road suggests that those retailers are likely to benefit from the increased retail traffic generated by the Galleria.
3. The Clayton business district, like most other downtown areas in suburban communities, has experienced an erosion of general merchandise retail establishments over the last two decades. This part of the retail market has increasingly been dominated by discount department stores (K-MART, Venture, etc.), "price-busters", and "category-killers" (Toys R Us, Office Depot, etc.) along with convenience retailers located in strip centers. In Clayton, general merchandise retailing has



primarily been replaced by specialty and destination-oriented retailing, an infusion of restaurants, and an increase of service retail businesses.

4. Retailing in downtown Clayton has evolved to serve three primary market segments:

- Specialty and destination retail serving the resident population and a broader metro-area market (e.g. galleries, gifts, specialized apparel)
- Service and convenience-oriented retail primarily targeted to the concentration of corporate offices and daytime-employment (employment estimated at 25,000 with total downtown daytime population, including visitors being considerably higher) and also to the convenience retail needs of the surrounding neighborhoods (travel agencies, printing/copying, photography, dry cleaners, barber/beauty shops).
- Restaurants and entertainment which focuses on a nighttime market attracting both the residential and broader area market. Lunchtime sales still represent 46.5 percent of overall CBD restaurant sales, however, dinner sales comprise slightly over 39 percent.

5. The restaurant businesses, over the past twenty-four months in particular have been the fastest expanding segment of downtown Clayton retailing. The current inventory of restaurants includes over fifty establishments ranging from fast-food and delis to casual and formal dining.

6. There is an estimated 700,000 to 800,000 square feet of retail and service commercial floor space in the downtown Clayton business district. This space is distributed among approximately 230 to 260 businesses (these represent only the retail businesses, restaurants, and personal service businesses). However this space is primarily comprised of many small businesses, most of which occupy spaces of 3,500 square feet or less.

7. With the exception of the former Famous-Barr and Boyd's spaces, there is very little street level retail space vacant in the downtown business district. The rapid absorption of space by restaurants has been responsible for eliminating a number of formerly vacant retail spaces over the past eighteen months.

8. The downtown retail rent structure has remained fairly stable though some discounting has been occurring that is probably attributable to the recent generalized economic recession and to the increasing competitive retail climate in the regional retail market. Retail rents range from \$11 to \$14 per square foot downtown with some individual locations commanding higher rents (e.g. along Maryland) and some offering lower (e.g. on the east end of Forsyth).

9. Analysis of primary market areas, market "capture" rates, and even to some extent vacancy rates between downtown Clayton retailers and surrounding suburban shopping centers can be misleading, and in some cases meaningless. The reason for

this is that many of downtown's retail and restaurant businesses are destination oriented establishments as contrasted with general retailers that compete for consumers based largely on competitive pricing and convenience. Some Clayton specialty shops (e.g. card/gift shops) may draw from a two mile radius primary market area while other downtown retailers (e.g. galleries and restaurants) may draw from a regional or even national patronage base. This makes coordinated marketing and promotion efforts much more challenging than that required for general comparative retailing.

10. The downtown Clayton business district is presently undergoing a transition period in which restaurants and selected new specialty retailing operations are being established. This is certain to generate a higher level of turnover than has traditionally been the case in Clayton as some of these businesses thrive and others do not for a variety of marketing and management reasons. However, even after this initial "shakeout" period, there is likely to remain a relatively high turnover rate compared to previous experience with Clayton retailing, simply because of the nature of the greater risks involved with the creative, innovative entrepreneurs whose business concepts and markets are constantly subject to the often-changing desires and demands of their target markets.
11. There are few, if any, destination retail markets comparable to Clayton in the metro area. Certainly, the University City Loop area has become a vibrant, interesting destination shopping area with an eclectic mix of shops and restaurants. Likewise, there are selected parts of St. Louis where the concentration of restaurants, antique shops, or other entertainment provides an exciting urban experience. In Westport Plaza, the mix of shopping, dining and entertainment also presents a different type of environment. However, the mix of businesses combined with the setting and security offered in Clayton, is really not duplicated anywhere in the metro area. The distinctions between Clayton and these other areas are clear to those familiar with each. For example, Westport Plaza is still clearly a suburban shopping environment without much of the interesting urban flavor that characterizes Clayton. Likewise, sections of St. Louis such as Cherokee Street offer an interesting selection of antique shops but leave something to be desired in terms of physical environment and sense of security.
12. One of the limitations to the potential expansion of the retail component in downtown is the lack of medium sized space (15,000-20,000 square feet) necessary to accommodate certain types of national retailers which sometimes seek hybrid locations for their operations in markets with demographic and locational profiles similar to those existing in downtown Clayton. Among these retailers are businesses such as The Gap, Keg Crate & Barrel, Limited and a few others who have opted for locations in selected traditional downtown settings in particular upscale markets. Spaces of this size are also sometimes required by local or regional businesses seeking "move-up" locations (e.g. specialized furnishings, outdoor stores, etc.)

13. In considering potential redevelopment sites, the potential for the above-mentioned type of "hybrid" medium sized retail space use should be considered.
14. As we consider future retail uses and potential target retail markets it should be understood that the optimum mix may more appropriately relate to "what works" than to "what would be nice to have downtown." A number of good ideas have been suggested that would complement the present mix. However these are likely to only be attracted to and successful in downtown if they, like the existing establishments, can provide a differentiated product to a market of sufficient market to sustain them. This presents a variety of potential retail opportunities for Clayton in the future as it builds upon the market segments previously discussed and as it capitalizes upon its enhanced position within the regional center for retailing.

### Office Market

1. Clayton presently contains slightly over 5.9 million square feet of office space. Of this total 2.9 million square feet is rated Class A space, 2 million is designated as Class B space, one-half million is Class C space, and another one-half million square feet is "owner-occupied" (e.g. Brown Shoe, etc.).
2. Clayton continues to be a premier office address in the St. Louis region and has traditionally been recognized as a location for corporate headquarters. The 5.9 million square feet of office space in Clayton represents approximately 15 percent of the total office space in the metropolitan area.
3. With the general market conditions for office development being soft in the metro area as is the case in most of the nation, no new multi-tenant office development is currently underway in the Clayton downtown core (Executive Leasing is developing its building in Clayton Corporate Park).
4. At the beginning of the first quarter of 1993, the occupancy rate in Clayton was 85.7% (per Nooney Krombach Company) which is considerably better than the St. Louis CBD (81.4%) and above the metro area as a whole (84.6%). Clayton's occupancy rate at the beginning of the year was slightly lower than the overall suburban occupancy rate of 88.8%. Less encouraging, however, is the fact that over the preceding three quarters Clayton office occupancy rose by only 0.1% while suburban office occupancy increased by 3.0% and the overall metro area and St. Louis CBD rates rose by 1.9% and 1.6% respectively.
5. Though the Clayton office market remains strong, new office development and rehabilitation must continue to occur or Clayton runs the risk of eventually having a large inventory of less desirable Class B and C space that will erode its image and position in the metro area office market.

6. In order to continue to compete effectively, Clayton must differentiate itself from the St. Louis CBD and the suburban office markets which offer some advantages Clayton cannot duplicate (e.g. access to St. Louis CBD and expansive surface parking in suburban locations). This is why the Plan's emphasis on improving Clayton's unique, safe retail core, and introduction of light rail into the core area are critical components for the business community as well as for Clayton's residents.

### Residential Market

1. The Clayton residential market continues to be one of the strongest in the metropolitan area. Sales prices and rental rates on a variety of residential products reflect the consistent demand for units in the community.
2. The variety of unit types and prices in Clayton is really not duplicated within the metro area. Reasonably priced apartment units in the Moorlands and Demun areas are available as are upper-end high rise apartments on Hanley Road and Brentwood Boulevard. Nowhere in the region are residential neighborhoods, including single family detached and attached units, juxtaposed as effectively with a real downtown core with significant densities and building heights. Within the metro area Clayton represents one of only two true condominium markets of note (the other being the Central West End in the City of St. Louis).
3. The success of medium and high density apartments adjacent to the downtown area would suggest the potential demand for additional units developed in the downtown area itself. Units renting in the \$600 to \$900 per month range may represent a product with a potential market including downtown workers, retirees, and others for whom location near the core area's services, retailing, recreation areas, and urban activity would be appealing.
4. Downtown land prices, permitted densities, and adequate parking will present challenges to any developer considering a medium to high density residential project in downtown Clayton. However, the advantages to the City of an increased concentration of residents in and around downtown would suggest that the City should encourage such development. It will provide additional downtown retail patronage and activity that has been suggested as a part of the desired vision for downtown.

PRELIMINARY AGENDA: DOWNTOWN VISION WORKSHOP

CLAYTON, MISSOURI

JANUARY 30, 1993

- 8:30 Welcome; purpose and format
- 8:45 Background briefings - consultant's findings to date
- o LDR International
  - o Development Strategies
- 9:45 Downtown's current strengths and weaknesses
- 10:15 Building a Vision of Downtown Clayton
- o The role of downtown in the community
  - o Uses and activities to fulfill that role
- 11:30 Lunch break
- 12:00 How downtown should look (small group discussions)
- o Where different uses and activities should be located
  - o What streets and parking are needed;
  - o Pedestrian pathways
  - o Other infrastructure implications
  - o Opportunities for special features
  - o Design and appearance considerations
- 1:45 Small group presentations
- 2:15 Synthesis, summary and next steps
- 2:30 Adjourn

**APPENDIX D**  
**WORKSHOP NOTES**

CLAYTON BUSINESS DISTRICTS

VISION WORKSHOP I NOTES

JANUARY 30, 1993

THESE ARE THE STRENGTHS OF CLAYTON'S BUSINESS DISTRICTS

SAFE  
GREAT RESTAURANTS  
CLEAN  
GOOD CITY GOVERNMENT  
CENTRAL LOCATION  
COMPACT  
FRIENDLY  
HAVE STRATEGIC PLAN  
VERY INVOLVED CITIZENS  
CONVENIENT TO AIRPORT  
EDUCATED CITIZENS  
SCHOOLS  
PROXIMITY TO HIGHER EDUCATION  
COUNTY SEAT  
HIGH HOUSEHOLD INCOME  
RICH IN TALENT  
ATTRACTIVE PHYSICAL ENVIRONMENT  
GREAT PARKS  
WYDOWN THE MOST BEAUTIFUL STREET IN THE METRO AREA (THE WORLD)  
BROAD RANGE OF GOODS/SERVICES  
5 HOTELS  
CHURCHES  
GOOD FOOT TRAFFIC: PEOPLE WALK IN DOWNTOWN  
GOOD INTERNAL CIRCULATION  
WIDE STREETS  
VARIETY OF CLASS A,B,C BUILDINGS  
CENTRAL AVENUE BTWN FORSYTH & MARYLAND IS VERY PLEASING  
COUNTY LIBRARY  
VARIETY OF HOUSING COSTS-PROXIMITY TO DOWNTOWN (WALK TO WORK)  
FRONTAGE ON FORSYTH FRONT OF COURTHOUSE (POTENTIAL)  
NOT SMUG  
EDUCATIONAL LEVEL OF CUSTOMERS  
LANDSCAPING - TREES/FLOWERS



THAT THERE ARE NEIGHBORHOOD BUSINESS DISTRICTS (THOUGH VULNERABLE)

CORPORATE HEADQUARTERS

PLEASANT, DIVERSE ARCHITECTURE

ABUNDANCE OF ELECTRICAL POWER

ART WORK/SCULPTURE

UNDEVELOPED PIECES OF LAND-ASSEMBLED?

THESE ARE THE WEAKNESSES/ISSUES FACING  
CLAYTON'S BUSINESS DISTRICTS

PARKING - PERCEIVED, REAL

LACK VISION - WHO DO WE WANT TO BE

MANY AGING PROPERTIES-NEED UPGRADE OR REMOVAL

LOSS OF RETAIL OVER LAST 10-15 YEARS

SOME UNFRIENDLY SIDEWALKS

SCATTERED RETAIL

DESIGN OF NEW RETAIL SPACE

DIDN'T ALWAYS FOLLOW PLANS

DIFFICULTY GETTING IN/OUT OF CITY DURING RUSH HOUR

TRAFFIC INTIMIDATING FOR STRANGERS/NEWCOMERS

NON-COMPETITIVE OFFICE RENTALS COMPARED TO SUBURBS

LARGE LAND AREAS HELD BY OWNERS UNWILLING TO REDEVELOP

FRAGMENTED OWNERSHIP

RESIDENTIAL/BUSINESS CLASH

TOO MUCH COMMERCIAL VACANCY

LACK OF CERTAIN CULTURAL INSTITUTIONS & ENTERTAINMENT

LACK OF CONSENSUS ON VISION

NO SENSE OF HISTORICAL BUILDINGS/ COMMUNITY HISTORY

FIERCELY INDEPENDENT RETAILERS: INADEQUATE COOPERATION SUCH AS FOR  
COMMON HOURS

NOT AS VIBRANT AT NIGHT

LACK OF DIVERSE RESIDENT POPULATION

SIGNAGE CONTROL/DESIGN

CITY-SCAPE OLD/TIRED/NOT ATTRACTIVE

LACK OF COMMUNICATION BETWEEN RESIDENTS AND BUSINESS

MORE COORDINATION NEEDED

INABILITY TO MAKE QUICK DECISIONS-ESPECIALLY ON ECONOMIC DEVELOPMENT-

LACK OF TOOLS

NEED TO TAKE MORE ADVANTAGE OF EDUCATIONAL INSTITUTIONS

NEED ON-GOING COMMUNICATION VEHICLE BETWEEN CITY & BUSINESS

THESE WORDS AND PHRASES DESCRIBE THE ROLE DOWNTOWN CLAYTON  
SHOULD PLAY IN THE COMMUNITY AND THE REGION

PROVIDE STRONG TAX BASE

EMPLOYMENT CENTER

PLACE FOR BUSINESSES TO LOCATE

ALTERNATIVE TO DOWNTOWN ST. LOUIS

PROVIDE NEEDED LOCAL SERVICES TO RESIDENTS AND EMPLOYEES

GOVERNMENT CENTER-RELATED LAW OFFICES

ENTERTAINMENT & RECREATION

PEOPLE WATCHING

SHOPPING

PLACE TO GO & BE

HEART OF THE COMMUNITY

COUNTY SEAT-HEART OF THE COUNTY

MEETING PLACE FOR PEOPLE

FOCAL POINT FOR RESIDENTS

RESTAURANT CENTER FOR THE COUNTY

TRANSPORTATION HUB-LARGEST IN BI-STATE

HUMAN ENVIRONMENT FOR GOVERNMENT EMPLOYEES

STRESS RELIEF

SOURCE OF EPICUREAN & VISUAL ARTS

"WHERE DE ELITE MEET TA EAT"

PREMIER WORKING LOCATION IN THE REGION

DIFFERENTIATED FROM "JUST ANOTHER BEDROOM COMMUNITY"

IMPORTANT REAL ESTATE AREA

RELATE TO UNIVERSITIES-ATTRACT/CAPTURE

NEED TO MEET THE NEEDS OF FAMILIES

RECREATION NEEDS OF BUSINESSES

CENTER FOR DESTINATION BUSINESSES

HI-RISE RESIDENCES

DESTINATION FOR VISITORS TO THE ST. LOUIS AREA

VISITOR RELATED USES-LODGING/EATING

NIGHT-LIFE

TECHNOLOGICALLY SUPERIOR INFRASTRUCTURE

DIVERSE BUSINESS BASE

THESE ARE THE USES/ACTIVITIES THAT SHOULD BE FOUND IN CLAYTON'S BUSINESS DISTRICTS

BETTER RETAIL MIX - DEFINE (ITS AN UN-MALL)

SHOP FOR BASIC DAILY SUPPLIES AND NEEDS

VARIETY

PERFORMING ARTS AREA

DOWNTOWN PARKS/POCKET PARKS

- MORE
- BETTER

MAJOR FOCAL PT./GATHERING PLACE

RECREATIONAL PROGRAMS

MINI TRANSPORT - SHUTTLES, ETC.

MORE OUTDOOR DINING & SHOPPING (INCLUDING VENDOR CARTS IN PLAZA)

MEGA EVENTS

MORE PUBLIC ART-SCULPTURE/FOUNTAINS

LIGHT-RAIL STATION

PEDESTRIAN AMENITIES

- WIDER SIDEWALKS
- NARROW STREETS
- AMBIANCE

UPGRADE OVERALL APPEARANCE OF CBD

SOMETHING WITH WATER

HOTELS

SOMETHING BOLD

BE UNIQUE

COORDINATED COMMUNICATIONS PROGRAM

RESIDENCES IN DOWNTOWN

TIE IN TO HEALTH INTEREST - PROMOTE PHYSICAL WELL BEING

PLACE TO REMAIN IN RETIREMENT YEARS

INDOOR RECREATION COMPLEX

MULTI-PLEX MOVIE THEATER

MIXED USE BUILDINGS

DEVELOPMENT OPPORTUNITIES: FAMOUS-BARR - RITZ CARLTON

WHAT TO DO WITH FAMOUS-BARR BLDG.

- SPECIALIZED HI-END RETAIL COMPLEX
- LOW COST RETAIL ON BOTTOM LEVEL

BAKERY IN HEART OF DOWNTOWN

CHILDREN'S CLOTHING

AUTO REPAIR/DETAILING

TOY STORE

INDOOR SHOOTING RANGE

STORES LIKE PIER ONE

FURNITURE STORE

SPORTING GOODS

INDOOR TENNIS

CRATE & BARREL

FAMILY ATHLETIC CLUB

HEALTH FOOD STORE

"IRVINE RANCH" - TYPE MARKET

UPSCALE VERSION OF MKT IN THE LOOP

INDOOR GOLF RANGE - ETC. (VIRTUAL REALITY CONCEPT)

DEMUN AREA HAS MANY OF THESE USES/QUALITIES

DEMUN NEEDS MORE PEOPLE WALKING AROUND

CLAYTON ROAD & DEMUN - BOTH BECOMING ANTIQUE MAGNETS

VISITORS CENTER

DEMUN IS AN "A+" FOR CLAYTON; SO ARE CLAYTON ROAD & HANLEY/WYDOWN

USE GOVT PLAZA - ONGOING CRAFT FAIR - OPEN AIR MARKET

CENTER FOR FLOWERS/PLANTS - INDOOR & OUTDOOR

GROUP EVALUATION OF WORKSHOP I

PLUS

INVITED PEOPLE WITH TECHNICAL EXPERTISE  
STARTED WITH CAMARADERIE  
INITIAL CONSENSUS ON MAJOR POINTS  
USE OF MAP MADE IT MORE CONCRETE  
APPLAUD OPPORTUNITIES TO DO THIS

NEGATIVE

WANTED TO HEAR MORE OF INITIAL IMPRESSION BY CONSULTANTS  
DISAPPOINTED MORE OF DEMUN AREA NOT ADDRESSED  
NEEDED MORE FACTS AS BACKGROUND  
NEED TO DISCUSS ROLE OF IMPLEMENTATION  
GROUP MAY NOT HAVE BEEN DIVERSE ENOUGH

CLAYTON BUSINESS DISTRICTS

VISION SESSION II NOTES

MARCH 20, 1992

## Clayton, Missouri Workshop II

### Notes on Teams Presentations (3)

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#### Team One

- From a development point of view gap, etc. would be difficult in downtown.
- Promotion of retail in downtown Clayton important.
- Hotel convention opportunity to link with hotel entertainment opportunity in University of Washington building.
- Recommend Clayton Center/Commons (park and parking) north of Forsyth Boulevard between Central and Bemiston Avenues.
- Utilize east portion of famous bar building for art gallery.
- Identify two major areas for redevelopment and T.I.F. funding. First area east of Hanley Road, but does not include Washington University or Ritz Carlton Hotel properties. Second area focuses on Topton and Brighton Way area west of Shaw Park for high rise residential development.
- Recommend plan include Clayton Corporate Park and east side of Brentwood Boulevard south of Forest Park Parkway.
- Recommend light rail along Forsyth Boulevard with stations located at Central Avenue and east of Ritz Carlton Hotel.

#### Team Two

- Encouraged concept of Forsyth Boulevard as Main Street.
- Redesign of County Government Complex. Remove deck and Courts building to introduce park/plaza area for downtown Clayton.
- Encourage light rail into downtown. Shown on Carondelette Avenue, two stations one near Ritz Carlton Hotel, and second in recreation culture center located west end of Clayton near high school and Shaw Park.
- Recommend general merchandising in retail core. Investigate gap, etc. in this location. Recommend retail study.



- Concur with Forsyth Boulevard development concept. Identify park plaza center located on present courts building complex. Recommend entertainment cultural center on current Washington University property at east and a high density residential opportunity in Brighton and Topton Way areas to west.
- Provide access to Shaw Park and recreation center via Carondelette Avenue.

Team Three (did not have a drawing)

- Retention of core area and extend commercial uses along Forsyth Boulevard.
- Recommend concept of light rail within downtown area.
- General merchandising and retail positive for downtown. Look to gap, etc. within retail core area. Recommend retail study.
- Recommend variety of residential within downtown. Look to townhouses in east of Hanley Road development opportunity.
- Develop economic and cultural incentives for downtown.
- Look to courts building area as Heart/Park area.
- If Clayton changes its attitude and brings something to the negotiation table with Washington University, for example a park and streetscape development, then opportunity for redevelopment of famous bar buildings may occur.
- Need to intervene where redevelopment moves against market.

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### KEY POINTS

These are important concepts and recommendations incorporated into the preliminary plan at this point. We need verification of these basic ideas since they will be primary elements around which the plan will continue to evolve and be refined.

1. The physical plan is organized around retention of a core of relatively moderate density retail/service/restaurant uses distinct from the existing and future high density office uses surrounding it.
2. Forsyth represents the prominent pedestrian-oriented corridor where public improvements, streetscaping, and greenspace are focused with major openspace elements defining the eastern and western terminus points.
3. Light rail service is critical to Clayton's remaining a major office and employment center in the metro area. This must be incorporated into the downtown plan now. Potential alignments and station locations are suggested in our preliminary plan. Obviously, this is an issue that will ultimately warrant a detailed study of its own.
4. Opportunities for general merchandise retailing are remote. The City should focus on accomodating the existing and evolving specialty retail, restaurant, and service retail. This can differentiate Clayton in the metro office market while providing retail businesses serving the residential population. The other retail potential that has not been realized yet is the possibility of national retailers such as the Gap, Crate & Barrel, etc. needing 10,000 to 15,000 S.F. The plan indicates how these and other retail uses could be expanded in existing and new spaces of appropriate scale.
5. The Clayton office market is still strong but we have concerns about its long-term ability to compete against suburban markets with access and parking advantages and with the special features and densities offered in downtown St. Louis. This is why the preliminary plan emphasizes light rail, and a safe unique urban retail core to differentiate the Clayton office market. The plan also identifies preferred areas to accomodate future office development/redevelopment.
6. A strong market for a variety of residential products exists in Clayton. The preliminary plan recommends expansion of medium to high density residential development in several general locations. Revision or refinement of the City regulations may be necessary to accomodate some of the types of housing (smaller units) contemplated to meet market demand downtown.
7. Several potential redevelopment areas are shown on the preliminary plan. The opportunity for office and/or medium to

high density residential in these areas is suggested. The extent to which the City may invest in public parking facilities as an inducement for encouraging redevelopment in these areas needs to be determined.

8. One approach for expanding downtown cultural/educational opportunities is to take advantage of Washington University's presence on the east edge. Their investment in this property is long-term in nature, so regardless of what interim uses may be established there, the primary use of the site over the long run is for educational activities. The City should leverage the impact of the University to the advantage of the community and the downtown area.

9. A key unresolved issue is which of the elements suggested in the preliminary plan would warrant the City's committing resources to help bring about? Which are priority items? Are there conditions that should dictate how and to what extent the City should participate in encouraging the desired development/redevelopment?

STRENGTHS

LOCATION

COUNTY SEAT

CORPORATE HQ

CITIZENS - INVOLVED, EDUCATED

CLOSE-IN NEIGHBORHOODS

RESTAURANTS

DEVELOPMENT OPPORTUNITIES

SOME VERY PLEASANT PLACES

NOT SMUG

WEAKNESSES

PARKING

DESIGN - BLDGS, CITYSCAPE, SIGNAGE

RETAIL - MIX, DECLINE, LOCATION

VISION - FOLLOW-THRU, CONSENSUS

TRAFFIC - RUSH HOUR, ORIENTATION

COMMUNICATION/RELATIONSHIPS -

BUSINESS<->RESIDENTIAL

BUSINESS<->CITY

THE ROLE OF DOWNTOWN

ECONOMIC - TAX BASE, JOBS

SERVE THE RESIDENTS

GOVERNMENT CENTER

RECREATION/LEISURE ACTIVITIES

NIGHT-LIFE

HI-RISE RESIDENCES

SHOPPING

RELATE TO UNIVERSITIES

COMMUNITY FOCAL POINT

USES/ACTIVITIES

BETTER RETAIL MIX

PARKS/OPEN SPACE

ARTS - PERFORMING ARTS

- PUBLIC ART

LIGHT-RAIL STATION

PEDESTRIAN AMENITIES

RECREATION

GATHERING PLACE

JAIL

SOMETHING BOLD!

BE UNIQUE!

### KEY DISCUSSION POINTS

CORE OF MODERATE DENSITY RETAIL, RESTAURANT/SERVICE USES

FORSYTH THE PROMINENT PEDESTRIAN CORRIDOR

LIGHT-RAIL ALIGNMENT/STATIONS

FOCUS ON SPECIALTY RETAIL, RESTAURANT, SERVICE USES

PREFERRED AREAS FOR NEW OFFICE DEVELOPMENT

### DISCUSSION POINTS

EXPANSION OF MEDIUM TO HIGH-DENSITY RESIDENTIAL

POTENTIAL REDEVELOPMENT AREAS - HOW TO ENCOURAGE - PARKING

HOW TO BEST LEVERAGE PRESENCE OF WASHINGTON U. AT EAST END

HOW SHOULD THE CITY PARTICIPATE?

WHAT ARE THE PRIORITIES?

CLAYTON BUSINESS DISTRICTS

VISION WORKSHOP

CLAYTON NEIGHBORHOOD BUSINESS DISTRICTS

APRIL 7, 1993

VISION WORKSHOP  
CLAYTON NEIGHBORHOOD BUSINESS DISTRICTS  
April 7, 1993

7:00 P.M. Welcome; introductions; purpose and format

7:15 P.M. Background briefings: physical and market conditions  
(Development Strategies, Inc.)

7:30 P.M. Current strengths and weaknesses of each area

- Demun business district
- Clayton Road business district
- Hanley/Wydown business district

8:30 P.M. Creating a Vision for the neighborhood business districts

- The role of each business district in the neighborhood
- The role of each business district in the community or broader market
- The relationship of each business district to the Clayton CBD
- Physical and design considerations (parking, landscaping, etc.)

9:00 P.M. Synthesis, summary and next steps

9:15 P.M. Adjourn



## STRENGTHS

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COUNTY JAIL

DEMUN - NO VACANCIES

CLAYTON - STRONG RES. SURROUNDING (GEN.)

DEMUN - RES. WEAKNESS

- PASSING TRAFFIC A PLUS
- HOSPITAL PLUS

FOREST PARK - DEMUN

DEMUN (N) RES. NOT AN ASSET

CONVENIENCE (LOCAL) v. DESTINATION RETAIL

DEMUN CORNER - BANK ASSET

- SPIN OFF FROM OTHER BUSINESSES

PARKMOOR - LOCAL RES. GIVE STRONG SUPPORT AND SPINOFF

POTENTIAL FOR ADDITIONAL RES. SUPPORT & DRIVE BY

DEMUN PARKING (NORTH) ASSET

SAFETY AN ASSET

POLICE PROTECTION - EXCELLENT

FIRE DEPT.

BLDG. INSPECTION

PHYSICAL CONDITIONS

- SOME ADDL. PARKING ON DEMUN BY REDUCING LANDSCAPING
- STRIPING OF CURBS COULD BE SHORTER - MORE PARKING
- LIGHTING AT S. DEMUN

GALLERIA A PLUS FOR THOSE CLOSER TO BRENTWOOD

OTHER PHYSICAL CONDITIONS?

- DISCUSSION OF LAKE FOREST PARKING
- DEMUN "LOOK" A PLUS FOR BUS. & RES.

CONCORDIA AN ASSET FOR DEMUN

(DISCUSSION OF RECYCLING BINS)

HIGH VISIBILITY OF BUS. ON CLAYTON ROAD + ACCESS

- DISCUSSION OF IMPROVEMENTS ON CLAYTON RD.

## WEAKNESSES

---

SUPPLY FOR CLAYTON CITY USE

PARKING

- DEMUN: @ CLAYTON RD.

LIGHTING

N. OF ALLEY - ALAMO (narrow median)

ADD SIGN TO DIRECT TO MARKET; ETC. I.D. BUSINESSES

SIGNS /ON BLDGS. (CODE ISSUE)

INEQUITY IN SIGNS DIRECTIONAL/ IN WINDOW, ETC.

DOWNTOWN SHOULD RETURN THE FAVOR

TRAFFIC/ACCESS PROBLEM @ CLAYTON & DEMUN

BIG BEND/CLAYTON PEDESTRIAN SAFETY PROBLEMS

- ISLAND

- WALK ONLY SIGN (COUNTY)

LIGHTING

- DEMUN @ CLAYTON

RISING RENTS PROBLEM

MULTI-FAMILY HOUSING AROUND BUSINESSES A PLUS & MINUS

APT. BLDGS. NEED STRICTER ENF. & MORE UPKEEP

MULTI-FAMILY: ASSESSMENT ISSUE

- CONDOS VS. APTS.

NEED TO BEAUTIFY ENTRY SIGNS INTO CLAYTON

QUESTION OF CLAYTON RD. /DAVIS PL. SIDEWALKS

DEMUN: RES. FOR

DEST. BUS./ANTIQUE

SALONS 50/50

SPECIALTY 50/50

HANLEY: LOCAL CLIENTS

LARGER REGIONAL

WEAKNESSES (cont.)

CLAYTON RD:

"DISAPPEARING LANE" (LEFT LANE)

ISSUE OF CBD VS. NEIGHBORHOOD BUS. DIST:

- MAPS
- PROMOTIONAL ETC.
- SPECIAL TAX
- CLAYTON CHAMBER ROLE

MAP WITH NEIGH. BUS. DIST. SHOWN

STRONGER DOWNTOWN <--> STRONGER NEIGH. BUS. DIST.

SELL "CLAYTON" - NOT JUST CBD OR OTHER PARTS

DEV. NEAR ST. MARY'S/ COORD. W/ DEMUN-CLAYTON

CLAYTON RD./ BIG BEND

## VISION

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CLAYTON PEOPLE PATRONIZE NEIGH. DIST.

DEMUN:

- N. RES. STABLE
- S. MORE TRANS.
- POT. GOOD
- BROADEN PATRONS
- SURVEY OF WHY SHOP WHERE }

CLAYTON RD./ DEMUN GROW TOGETHER

- CONCORDIA
- FOREST PARK
- OTHER ANCHORS

CLAYTON RD. - PARKMOOR, MORE "CRITICAL MASS" --> GOOD  
HOPE/ CONCERN TO GET MORE PEOPLE FROM OUTSIDE AREA

--> MORE RECOGNITION FROM OUTSIDE

VISION WORKSHOP  
CLAYTON NEIGHBORHOOD BUSINESS DISTRICTS  
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