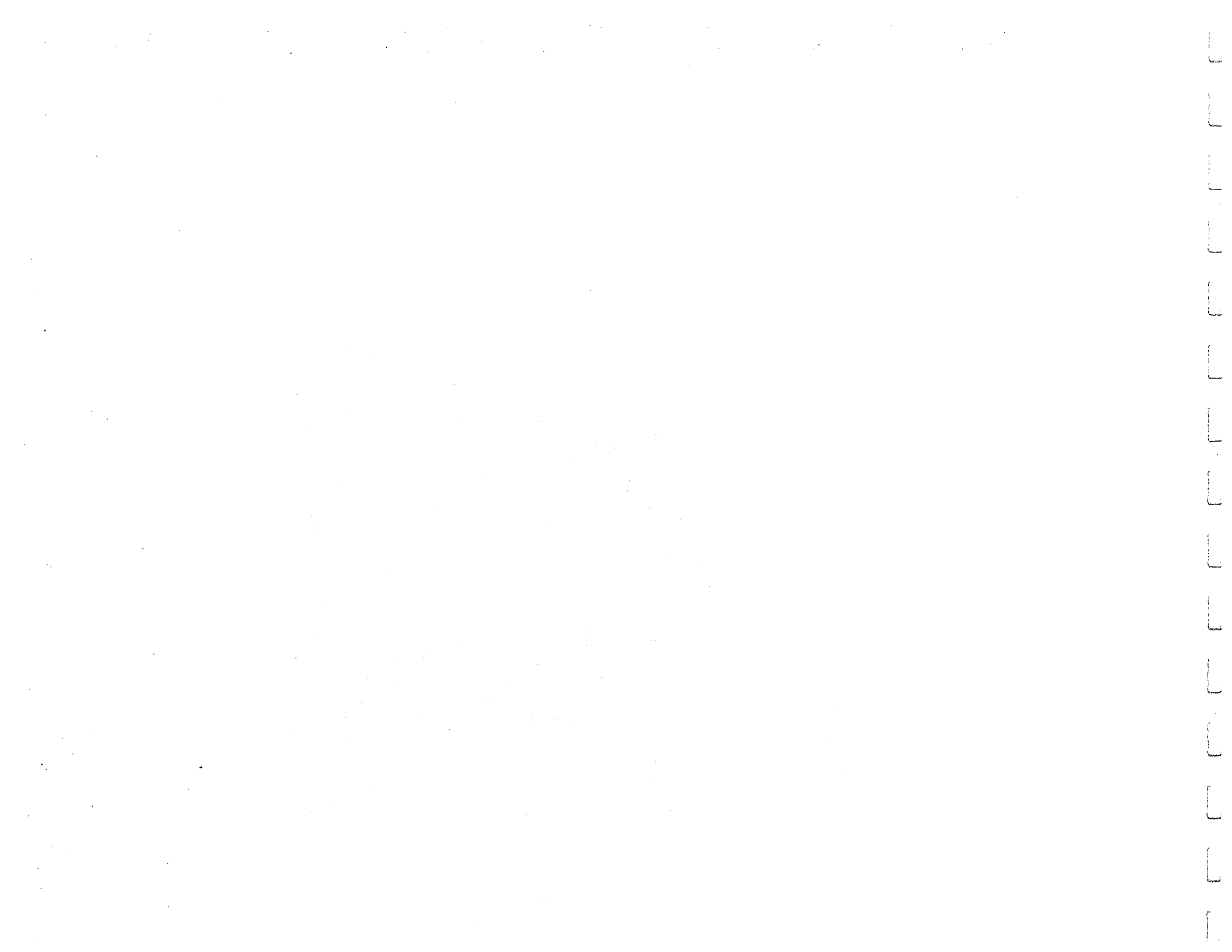


background for planning



History of Development

The growth of the St. Louis Metropolitan area has influenced Clayton's development, largely, indirectly in recent years. Much of this external pressure has resulted in expanded services at all levels of government and as the county seat, Clayton has been the location of large numbers of people devoted to the provision of these services. Clayton's location in the westward corridor of expansion has also partially contributed to its growth.

By 1950, Clayton had reached its threshold of development with nearly all land having been absorbed for urban purposes, with only scattered parcels remaining throughout the City. The peak of resident population had been reached. Clayton had succeeded in being identified throughout the metropolitan areas as a prestige community for living, working and shopping. During this period, Clayton's planning and development was administered by zoning ordinances which were originally adopted in 1929 and periodically revised with advice from a planning consultant.

By 1957, sufficient commercial development pressures occurred that caused a planning study to be made of recent growth and existing development. The plan prepared at that time considered the impact of the increased traffic movements and need for parking. Concentrating largely on these two issues, significant changes resulted. These included plans for arterial routes to serve Clayton and in particular the Central Business District. To meet the parking need, off-street areas were designated and requirements for new buildings included a provision for off-street parking space. To reflect the changing character of Central Business District functions, new land use areas were proposed. To implement the planning effort at that time, the zoning

ordinance was completely modified in 1959. This planning effort signaled the advent of new commercial growth, and for the first time permitted taller structures with landscaped open space in the commercial area heretofore limited to a maximum height of five stories.

The present planning effort directs its attention in the solution of several concerns that include the competition of other areas in the Metropolitan area for a quality location for office and shopping use, the shifting toward an older age population, aging of the housing stock, the intrusion of traffic and the supply of parking. The current plan stresses livability and controls required to maintain a quality environment, a balance of mixed uses, the refinement of trafficways and the provision of off-street parking facilities.

Planning in Clayton

Much of the planning effort since 1944 was directed toward the Central Business District. Finding that these efforts were producing the desired effect, attention was expanded to other areas of Clayton, particularly in the DeMun/Hi-Pointe area. Starting in 1963, a series of three planning proposals had been prepared for the DeMun/Hi-Pointe area. Each one suggested various modifications that proved to be unacceptable for complete adoption. Efforts to resolve the lack of recreation space, circulation and parking have been instituted with modest results.

Other planning studies have been limited to specific facilities, such as Oak Knoll Park with the Museum of Natural Science, the library and City administrative office study.

Keeping abreast with current changes in community development, the City periodically conducts informal studies on specific problems particularly in regard to changes in traffic movements, land use, population composition, parking and utility usage. Recommendations for corrective action are determined in context of the City's Master Plan. This day-to-day analysis has resulted in a determination that the existing 1958 plan may not fully respond to the collective changes needed. The new Master Plan addresses itself to those factors that reflect the needs and desires of the community and provides the vehicle by which the citizens of Clayton can act together to achieve their goals for their community.

History of Growth of Clayton

In 1875 the Legislature of the State of Missouri separated St. Louis County from the City of St. Louis. Two years later the infant County Court selected the area of the present Clayton Central Business District as the location for the County Seat. Subsequently, the Town of Clayton was platted and developed around Courthouse Square.

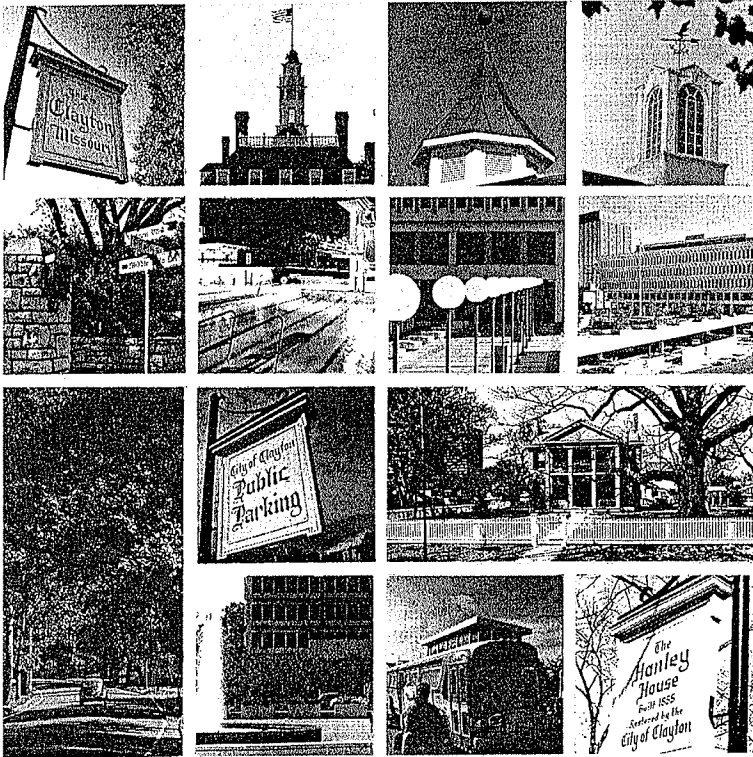
At the turn of the century, following the Louisiana Exposition of 1904, the City of St. Louis' westward expansion had approached its western limits and a series of suburban street-car communities developed bordering the City of St. Louis. The small Clayton community in subsequent years expanded rapidly as a residential community and was incorporated into a city in 1913. Some of the permanent buildings of the World's Fair were utilized by Washington University which moved its school westward. Following Washington University's relocation into the area, other institutions such as Concordia Seminary, Fontbonne College, and Christian Brothers College established their campuses in Clayton. After World War II Clayton developed as a commercial and retail center.

The Physical Characteristics

Clayton is essentially a rectangular shaped city, stretching about two miles in an east-west direction and one mile north-south, containing slightly more than two and one-half square miles.

The topography can be classed as rolling. Practically all the city area is developable, with no prominent subsurface or above surface features.

The City is characterized by a significant amount of open space found in the numerous institutional grounds, the city's park system and further augmented by streets and boulevards handsomely lined with mature trees. Such elements of landscape materials and openness enhance the character of Clayton as an urban area.



Land Use Characteristics

In the 1,578 acres that comprise the total land area within the Clayton corporate limits, only a very small amount is classed as vacant. The largest amount of land is used for residential purposes. When combined with the amount of land reserved for streets, 93 percent of the total city area is devoted to residential use, park and park-like uses. Residential land use is further classified into two categories, single family and multiple family residential land uses. Some 589 acres or 38 percent has been developed for single family purposes while 118 acres or 7 percent of the total land area of Clayton is used for multi-family housing.

	Acreage
RESIDENTIAL	707
COMMERCIAL	113
PUBLIC BUILDINGS	152
PRIVATE SCHOOLS	142
OPEN SPACE, PARKS AND RECREATION	111
RIGHTS-OF-WAY	345
VACANT	<u>8</u>
Total City Area	1,578

Single family land use is sited throughout the City and is heavily interspersed with institutional uses, particularly in the eastern sector of Clayton where higher educational facilities are located. This complementary mixture of land use provides an unparalleled openness and sense of spaciousness. In the western sector of Clayton, the large areas used for educational, institutional and recreational purposes combine to provide a suitable environment for housing in that area.

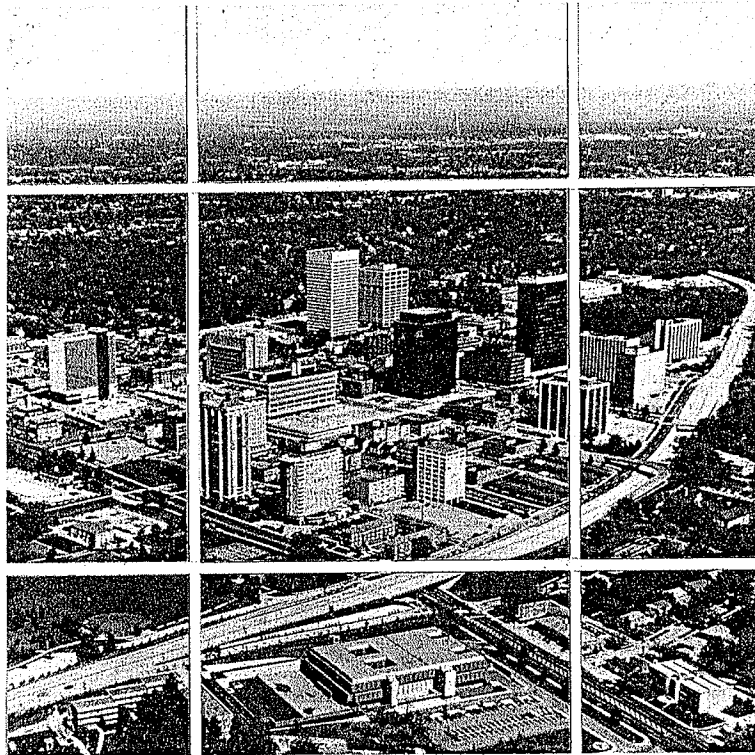
Clayton's single family housing is in excellent condition. Pride in ownership, high property values, and the type of owner attracted by these dwelling units should guarantee that conscientious maintenance and capital repairs are continued for many years to come.

There are areas, however, within Clayton that require monitoring due to the incidence of deterioration in some of the structures. These areas include Old Town north of the Central Business District and the DeMun/Hi-Pointe area in the southeast section of Clayton.

Areas of multiple family land use are located throughout the community, lending variety to housing types.

The quality environment in Clayton becomes evident as shown in the acreages devoted to institutions (294) and open space (111) and a portion of the rights-of-way (345), that make up Clayton's land utilization.

Commercially-used land occupies 113 acres which is further classified into 77 acres of retail, 14 acres of retail services and 22 acres for office purposes. Most of the commercial land use is concentrated between Maryland Avenue, Brentwood Boulevard, Forest Park Parkway, and Hanley Road, with areas radiating from this central area along Meramec Avenue, Forsyth Boulevard and Maryland Avenue. Other commercial uses, linear in form, are along Clayton Road and DeMun Avenue. A small commercial concentration exists at the Hanley Road/Wydown Boulevard intersection.



Transportation

Clayton's location in the central corridor of development in the metropolitan area requires dependence on a good local street system to connect it with other sectors of the metropolitan area and the expressway system. The expressway system together with major streets have become the major means of commercial and personal transportation in the St. Louis area. Recent Clayton surveys revealed that 92 percent of the people traveling to the Clayton Central Business District came by automobile (82 percent as drivers and 10 percent as passengers), the remainder using other forms of travel.

Expressways serving Clayton include the Inner Belt (State Route 725) that serves north-south traffic and the Forest Park Parkway that serves east-west traffic. The Inner Belt, south of Clayton crosses Route 40, a principal east-west expressway in the St. Louis area. Northward, the Inner Belt serves as a future route to Lambert Field, the metropolitan airfield. Principal north-south metropolitan connections in Clayton include Brentwood Boulevard, Hanley Road (both serving the Central Business District), Big Bend Boulevard and immediately east of the Clayton corporate limits, Skinker Boulevard. East-west metropolitan arterials serving Clayton include Maryland, Forsyth and Clayton Road. Maryland and Forsyth serve the Central Business Area while Clayton Road is a major metropolitan street that serves as a dividing line between the cities of Clayton and Richmond Heights.

Population

For the past twenty-five years, the population of Clayton has remained remarkably stable, averaging around 16,000 persons. This is in contrast to other measuring units in St. Louis County and the metropolitan area that have, during the same period, gained substantially in numbers of persons.

This particular phenomenon is characteristic of communities that are nearly all developed, and contain a majority of single family houses.

Clayton's population is weighted toward certain age groups, principally the 15 to 24 year old groups (college age students who, before 1970, were not included in the U.S. census) and the "over 65" age groups. This particular age distribution in Clayton is cause for concern but not alarm. In most areas, turnover of population has occurred, but in some other areas the imbalance of age groups can present some problems. Age distribution in Clayton indicates an aging of the population as a concomitant result of fewer families with school age children. This, with the national trend in the decline of household size, represents the present character of Clayton.

The median age in the City of Clayton in 1970 was 32.6, representing a mature population. This is a slightly lower median age than the Clayton area (includes the cities of Clayton, University City, Richmond Heights and Ladue) (34.9), yet older than found in metropolitan St. Louis (28.2). The present median age is younger than that found in the preceding decades of 1950 (37.8) and 1960 (39.2), indicating the census recording of college age students in the city.

Higher education levels, greater family incomes and employment in professional and managerial positions are also characteristic of Clayton's population when compared with metropolitan statistics and nationally.

Clayton's single family housing market indicates that it will remain strong well into the future. That demand, however, will not be translated into a net addition of new single family units because of the lack of undeveloped land available for single family residential use; the price of land in Clayton, regardless of its availability, limits future single family development.

It is expected that the new housing developments, replacing some of the residential structures, will largely be in apartments. However, the single family home will still be the predominant form of residential land use in Clayton in the future.

The Economy

The economy is the basis on which the community functions. Where people work or trade determines its success. Where the community provides the atmosphere in which business and industry prospers, the community benefits. Clayton has wisely provided the type of environment that has encouraged a highly selective group of activities. These include office and retail uses, hotel accommodations and educational institutions. The success that Clayton's economy enjoys, is also attributable to the market that it serves, the St. Louis metropolitan area, one of the nation's largest.

Clayton can continue to maintain its position as a prestige community in which to work and live. It is centrally located in the St. Louis metropolitan area and is accessible from Highway 40 and Inner Belt 725. It has a strong employment base centered around general office use and the center of governmental activity, St. Louis County Government. It is located in the east-west corridor of high quality development and has a strong tax base to support schools and City services. It has excellent institutions and community facilities. It has concerned residents and City officials.

In the future, Clayton can look forward to a demand for additional office use, a strengthening in its retail operations and an increase in hotel accommodations, provided present regulations are modified and policies adopted to implement the objectives of the Master Plan.

The Central Business District of Clayton performs many functions. It is a downtown for county government, many corporate offices and it has a financial district and a retail center of significant proportions. Clayton also has quality hotels. These strengths that Clayton exhibits as the seat of the county government, its many corporate offices, its financial institutions and the retail activity are the base from which Clayton should continue to work to remain a strong focus of activity.

Clayton continues to be a choice for developers of office space, hotels and retail stores, because of the community's intrinsic attractiveness.

Clayton remains an attractive location for development of hotels, office space, and retail operations. More intensive retail emphasis in areas west of Clayton has not had a significant influence on Clayton's type of development.

Public Utilities, Schools, Parks, Protection Services

The changing complex of national population has affected school enrollments in Clayton. The school district in Clayton is responsible for four elementary, one junior, and one senior high school, all of which offer high quality education for Clayton's residents.

The extensive open space together with the outstanding recreational facilities currently available in Clayton will be complemented with the addition of neighborhood park space distributed uniformly throughout the community. The present office space used for municipal administrative space will be enlarged upon the relocation of the library onto a new site.

Fire facilities are in the City Hall building. The present police facilities on South Central Avenue should continue to serve that City function for the foreseeable future.

The utility system is continually being improved to maintain a high quality of service to Clayton's residents.

Inventories and Surveys

A number of inventories and surveys were completed in Clayton during the Master Plan study. The inventories (land use, housing, building floor space) were designed to classify the kinds of uses and activities that exist in the City. The surveys, by and large (employee, resident, pedestrian), were undertaken to obtain an expression of attitudes on a number of factors that included community facilities and services, shopping, parking and use of vehicles.

Resident Survey

The resident survey was conducted to obtain information on the positive and negative aspects of residing in Clayton. The results indicated that most respondents felt that Clayton has improved in recent years as a place to work and to shop. Half of the respondents indicated that Clayton had changed as a place to live from former years and that its most pressing problems were parking, housing, neighborhood preservation and traffic. A desire was expressed for additional park space near residents' homes. There was strong agreement that the parks, recreation, and public facilities were adequate and that the City's services were satisfactory or better.

Employee Survey

This survey revealed that eighty-six percent of employee respondents live in a portion of St. Louis County other than Clayton. Ten percent were from the City of St. Louis. Sixty-four percent have family incomes over \$10,000. Two of every five non-resident employees who are presently renting expressed interest in moving to Clayton. Eighty-five percent of these are presently living in one or two bedroom apartments. Thirty-nine percent are now paying \$101-\$149 per month, 30 percent are paying \$150-\$199, and 11 percent are paying \$200 or more. About 70 percent of employees said they do most of their Clayton shopping at lunch time or after work, indicating that CBD retail depends heavily on employee daytime shopping. Eighty-one percent of all respondents drive their own car to work. Ten percent are passengers in another's car.

Consumer and Visitor Survey

This survey entailed the questioning of pedestrians in various locations in Clayton and adjoining shopping areas and included consumers, visitors and residents.

In the pedestrian survey, sixty-four percent of the respondents indicated that they shopped at the location of the interview and that they shopped frequently in downtown Clayton. Nearly half of the employee respondents indicated that they shop in Clayton stores and mostly at lunch time. Almost three out of every four employees indicated that they shopped at a time related to their working hours.

Two out of every five non-resident pedestrian respondents who rent, stated they would consider moving to Clayton. Of the two out of five renter respondents living out of Clayton, only 30 percent would be willing to pay more than \$200 per month. Eighty-five percent of the renter respondents were living in one or two bedroom apartments.

Concern by pedestrian respondents was expressed on matters of parking and traffic; the need for improved shopping environment such as walks, integrated and quaint architecture, landscaping, sidewalk cafes and the like; the need for more public recreational facilities and green areas; and the need for after-hours activity. Four out of five persons interviewed lived outside of Clayton.

Business Survey

In this survey, 75 percent of retailers interviewed in the Central Business District, 55 percent in the Famous-Barr to Hanley area and 33 percent in the Maryland-Forsyth triangle thought their area had inadequate parking. The retailers indicated the need for a merchants' association to provide coordinated advertising and special event programs. The retailers stated that the retail area is dispersed and disconnected. The merchants also indicated that the Clayton government showed more concern for office development than retail.

Summary of Issues for the Master Plan

Clayton is a physically attractive and economically prosperous community. To maintain this viability, the City will endeavor to implement actions to maintain these characteristics.

The background studies revealed a number of important existing problems confronting Clayton. The Master Plan focuses on these issues and sets forth the procedures to follow for the City to reach its goals.

Physical Issues

Some housing in Clayton is aging and replacement of this housing with similar types is economically infeasible.

Most of Clayton is developed with only a small amount of vacant land available for development.

The form of new building development in the City will assume a more intensive character.

Social Issues

The average age of Clayton's population is rising.

Recreational space in several neighborhood locations is desirable.

Economic Issues

Additional quality retail activity should be encouraged.

New development in the Central Business District should be stimulated to follow Clayton's quality environment.