



the master plan

## **The Master Plan**

The future course of development for Clayton is the Master Plan. This long-range guide brings together many elements of the City, coordinating them to continue an environment that is attractive, efficient, and pleasing to Clayton citizens. Each element sets a desired developmental direction consistent with the goals and policies that have been established to maintain and enhance the community of quality desired by citizens and officials.

The Master Plan is long range and general in nature, allowing for flexibility. It is comprehensive because it considers many elements and their inherent relationship with each other. The plan is properly balanced and blended, giving emphasis to those characteristics desired.

The plan has evolved through a careful, deliberate process of data collection, analysis of potential alternatives and goal formulation, each stage being a step toward refining the Master Plan. During the course of this process, each point of view has been carefully reviewed for incorporation into the final plan. This participatory process has assured the inclusion of ideas from the citizens of Clayton.

The plan will provide a great service to Clayton if the guidelines promulgated by the plan are followed. The guidelines are important to the City officials as they evaluate the developmental elements during the course of administering the plan. Understanding by private interest groups such as developers will assure conformance with plan objectives.







The Master Plan is a guide. It can accommodate the uses that have been selected to continue and enhance the quality environment for which Clayton has long been noted. Each of the proposed uses has been measured and related to produce a well ordered, functioning community, attractive and satisfying to its citizens. The plan is not a zoning plan, yet it does show optimum uses for certain sectors of the community, that in some instances may be interpreted as zoning proposals. The plan is a guide to be used by officials in initiating changes in zoning to achieve desired land use and as a basis for evaluating requests from individuals.

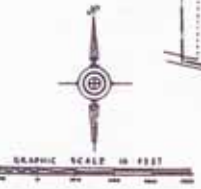
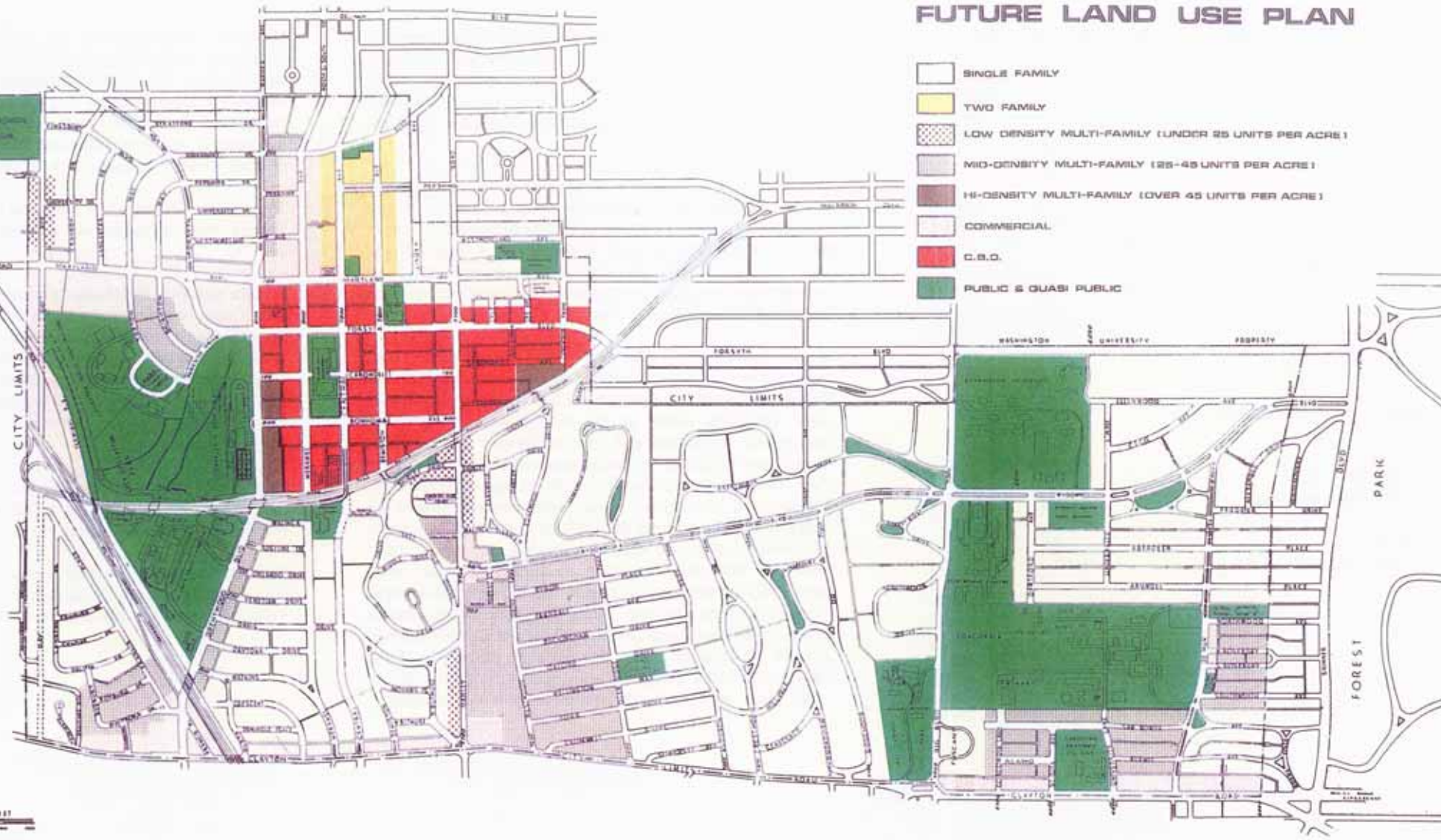
The succeeding describes sections of the Master Plan. These are based upon desired economic objectives indicated by the Preferred Dimension of Development.

### **Land Use**

At present, almost all land in Clayton is occupied by some developed land use, with only a few scattered parcels vacant throughout the City. This Clayton characteristic will prevail in the future, because Clayton is prohibited from expanding its corporate area. Importantly, however, because of community needs and economic factors, there are shifts in the character of land utilization. These shifts in land use will tend to intensify utilization in some instances and in others, open up existing development. It is estimated that land use shifts will amount to 34 acres, or about 2 percent of the total land area of the City. The changes are reflected in the table on present and future land use.

# FUTURE LAND USE PLAN

-  SINGLE FAMILY
-  TWO FAMILY
-  LOW DENSITY MULTI-FAMILY (UNDER 25 UNITS PER ACRE)
-  MID-DENSITY MULTI-FAMILY (25-45 UNITS PER ACRE)
-  HI-DENSITY MULTI-FAMILY (OVER 45 UNITS PER ACRE)
-  COMMERCIAL
-  C.B.D.
-  PUBLIC & QUASI PUBLIC



**PRESENT AND FUTURE  
LAND USE**

**CITY OF CLAYTON**

Category		Present Acreage	Future Acreage
<b>RESIDENTIAL</b>		707	699
Single Family	589 acres		576
Multiple Family	118 acres		123
<b>COMMERCIAL</b>		113	122
Retail	77 acres		80
Retail and other	14 acres		17
Office	22 acres		25
<b>PUBLIC BUILDINGS</b>		152	152
<b>PRIVATE SCHOOLS</b>		142	142
<b>OPEN SPACE, PARKS AND RECREATION</b>		111	117
<b>RIGHT-OF-WAY</b>		345	346
Total Developed Area		1,570	1,578
<b>VACANT</b>		8	0
Total City Area		1,578	1,578

Single family use will remain as the most dominant category of land use in the City even though some single family areas, such as the former residential area east of Hanley and south of Forsyth, will change to higher density residential and commercial uses, as was previously indicated in the 1958 Master Plan.

Commercial uses overall will increase only very slightly. Gains will be made from the reclassification of the Carondelet East area and the extension of commercial uses north of Forsyth from north Lyle to Lee Avenue. These gains may be counterbalanced by the possible losses in commercial uses along Brentwood from Orlando to Walinca and the Wydown-Hanley area.

Within the framework of commercial uses in the central area several apparent concentrations of activities should form. Retail uses should cluster around a Maryland-Forsyth axis with significant nodes at the extremities, i.e., west of Brentwood Boulevard and east of Hanley Road. Office developments should be located south of Maryland to Shaw Park Drive and eastward from Brentwood Boulevard. Interspersed throughout these developments should be hotel buildings. Adjunct facilities to these uses should be convenience specialty uses and parking. Along Meramec, north of Maryland, smaller multi-tenant office uses, principally professional in nature, should be predominant. West of the core activities, along Maryland, single purpose office development and commercial service activities should prevail. Parking off-street should favor the needs of the short-term visitor along the Maryland-Forsyth axis. In the other areas, parking should be directed to long-term needs.

Multi-use developments, i.e., office, retail, transient, residential, and parking uses, are proposed to be selectively permitted in the Central Business District (CBD). The present residential uses, that include high-density along Brentwood Boulevard south of Carondelet and low-rise mid-density north of Maryland along Brentwood, should provide close-in housing to the Central Area.

The quantity of public building use is expected to increase slightly, most of the gain being created primarily by the new library.

Private schools, Fontbonne College, Washington University, Concordia Seminary and Christian Brothers College are expected to use about the same acreage. Each of these institutions provide open space to the adjoining residential uses. Any change to another category of land use of these institutions' properties should recognize this important role in Clayton's continued desire to maintain a quality environment.

Open space and recreation land use will increase. The need for close-in recreation land to serve neighborhoods may require the removal of some residential buildings.

Right-of-way land use will increase slightly through the widening of some arterial streets to aid in the movement of vehicles and to provide a more efficient traffic flow.

**Transportation, Parking, and Mass Transit**

Travel to and from Clayton, and within the confines of the city, is largely by private vehicles. Street development, therefore assumes major importance to facilitate the easy movement of vehicles throughout and through the community. Clayton will continue to look toward the private automobile to take care of most travel requirements, while working toward mass transit as a supplemental transportation mode. With most workers and residents using automobiles, attention is focused on adequate provision of facilities for the storage of vehicles, particularly in the Central Business District.



## The Major Street System

Two expressways serve Clayton, the Inner Belt (State Highway 725) and the Forest Park Parkway. These were constructed to modern design standards with significant input from the city for location, alignment and access points. Although no new expressways are contemplated in the corporate limits of Clayton, the city should work with the State and County officials to further improve the present system.

The arterial street system in Clayton is composed of Maryland, Forsyth and Clayton Road running in an east and west direction and Brentwood-Meramec, Hanley Road and Big Bend in a north and south direction. The streets in the Central Business District, namely, Carondelet, Bonhomme, Bemiston, Central, Jackson, Meramec, Shaw Park Drive and the Carondelet East loop are classified as arterial collector streets. Other streets classified as collector streets are Forsyth north of Maryland, Pershing-Kingsbury, Brentwood north of Maryland, Wydown Boulevard and DeMun-Northwood.

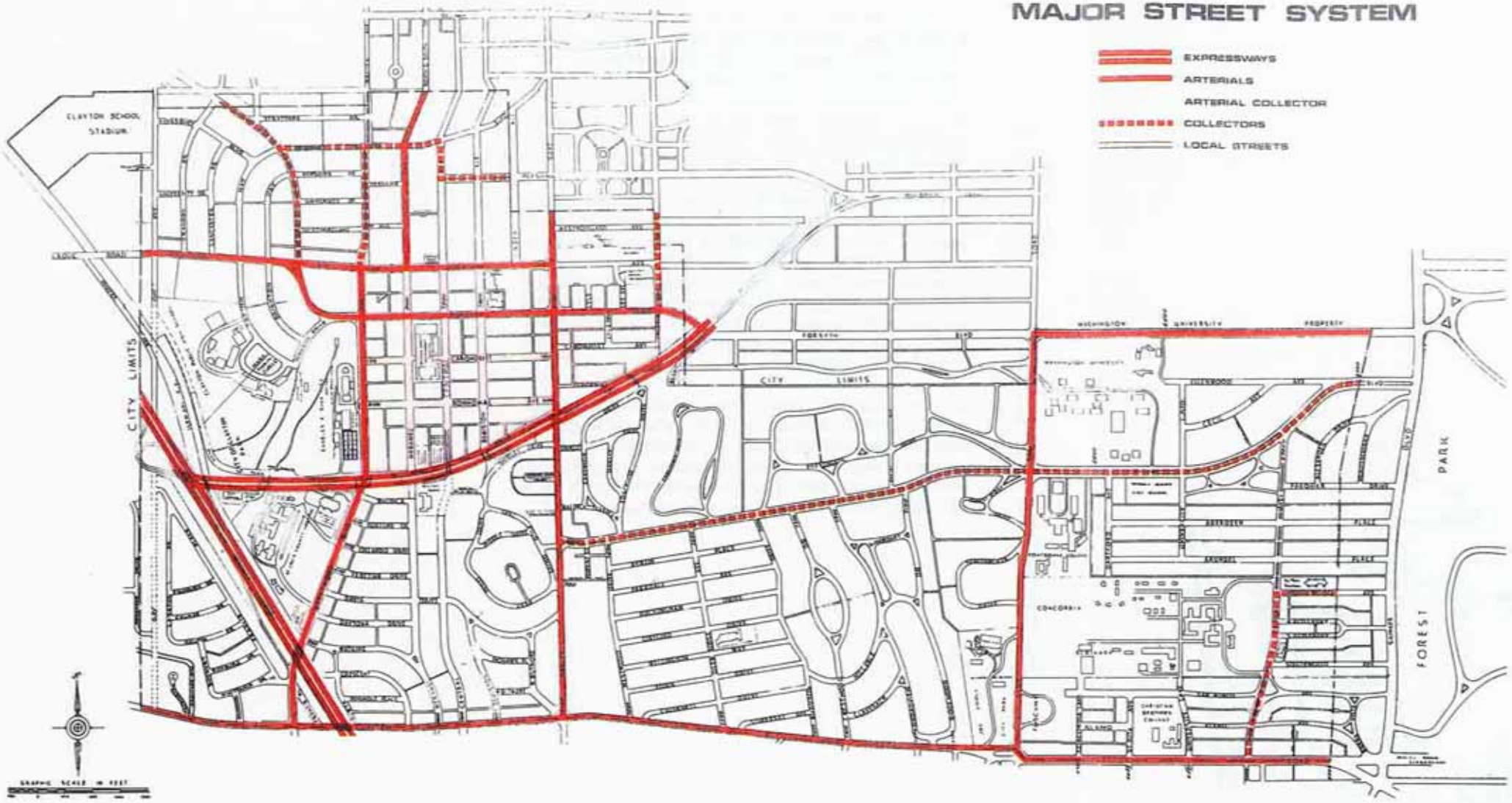
Clayton has concentrated on construction of an expressway, arterial and collector street system and encouraged the use of this system for through and circulation traffic. Continual efforts are made to discourage transient traffic from using residential streets. The proposed system addresses itself to this desired objective by concentrating traffic movements on selected streets.

The Clayton street system must serve two purposes, first to move traffic expeditiously through the community which is accomplished primarily by an arterial road system with synchronized traffic signals, and second, to provide adequate circulation for the residential and business communities within Clayton's city limits. The community itself is a very substantial traffic generator so the prime concern is the expeditious movement of traffic within the community. The City of Clayton has identified one of the major causes of congestion being the incompleteness of the State Highway 725 (Inner Belt) expressway system, particularly to the south of Clayton. As a result, motorists experiencing delays on 725, choose the arterials of Brentwood and Hanley; thus, 725 users clamor for solutions that favor their particular through-traffic needs. This pressure is then concentrated onto Clayton for a system of traffic controls coordinated with adjoining communities.

Ultimate solutions to move traffic through the community must be directed toward the improvement of the expressway system. Some relief will be evident with the planned extension of State Highway 725 northward to Interstate 270; however, the southward extension of State Highway 725 beyond State Highway 40 has received little encouragement. Consideration by St. Louis County and the State Highway Commission of improving the connection of 725 at Highway 40 should be strongly encouraged. It is apparent that the needed extensions and improvements to the expressway system may not be immediately forthcoming; consequently, it would be desirable to extend Clayton's present synchronized system of traffic signals by interconnecting them with adjoining communities to provide interim assistance to arterial traffic.

# MAJOR STREET SYSTEM

-  EXPRESSWAYS
-  ARTERIALS
-  ARTERIAL COLLECTOR
-  COLLECTORS
-  LOCAL STREETS



The City should continue with its present policy of prohibiting parking on both arterial and collector streets where traffic volume warrants the removal of parking. This concept is particularly apropos during rush hours.

Studies of transit bus operations within the City reveal that the volume of bus movements does not justify preferential or exclusive bus lanes at the present time.

The expressways, Forest Park Parkway and State Highway 725, are located on the south and west edges of the Central Business District and aid in molding the shape of the district. These controlled access expressway links tie into the arterial street system of Clayton. With the change of land utilization in the Carondelet East area, additions for ingress and egress are required to the westbound lanes of Forest Park Parkway and an eastbound off-bound ramp to Bland Avenue to aid overall traffic circulation.

Certain physical changes in street development are proposed for the Central Business District. Forsyth Boulevard, from the alley east of Hanley to Lee Avenue, should be widened along the north side. Carondelet, east of Hanley, should be aligned directly with Carondelet west of Hanley; and Jackson should be widened south of Forsyth.





## Parking

There are 17,407 off-street and metered parking spaces in the Central Business District. An additional 626 spaces located on the east side of Famous-Barr are outside the city limits of Clayton but can be considered in the inventory since they are used specifically for Famous-Barr Company which lies primarily within the City of Clayton. This brings the total to 18,033 parking spaces. Of this total, 17,111 spaces are off-street and 922 are on-street, metered, curb spaces.

Parking surveys were conducted to determine the present parking demand. Analysis revealed that each 340 square feet of office space generated one parking space for employees and visitors. Retail and service uses required one space per 300 square feet and hotels required less than one space per room.

The predominant building use in the central area is for offices. Of the total floor area of 6,119,410 square feet in the central area, 3,991,734 is office space, 507,000 public, 1,289,676 retail service, and 331,000 is hotel space. Since office space constitutes the major use, the most comprehensive studies were directed toward this occupancy.

Office buildings with a total floor area of 658,272 square feet with parking for 1,658 cars were studied. Each building was observed prior to the day of the survey to determine how many employees parked on adjacent streets, the number dropped off at the building entrance, those that walked from public transportation, and those that parked on adjacent parking lots. In addition, each office was contacted to determine the specific number of employees that were employed both full-time and part-time.

During the day of the survey, conducted from 7:30 a.m. to 5:30 p.m., each person entering and leaving the building was counted on an hourly basis. Autos entering and leaving the garage facility were also counted on an hourly basis, as were adjacent curb spaces from which occupants visited the studied building. This information established the average car per person each hour of the day, from which the building parking demand was then determined.

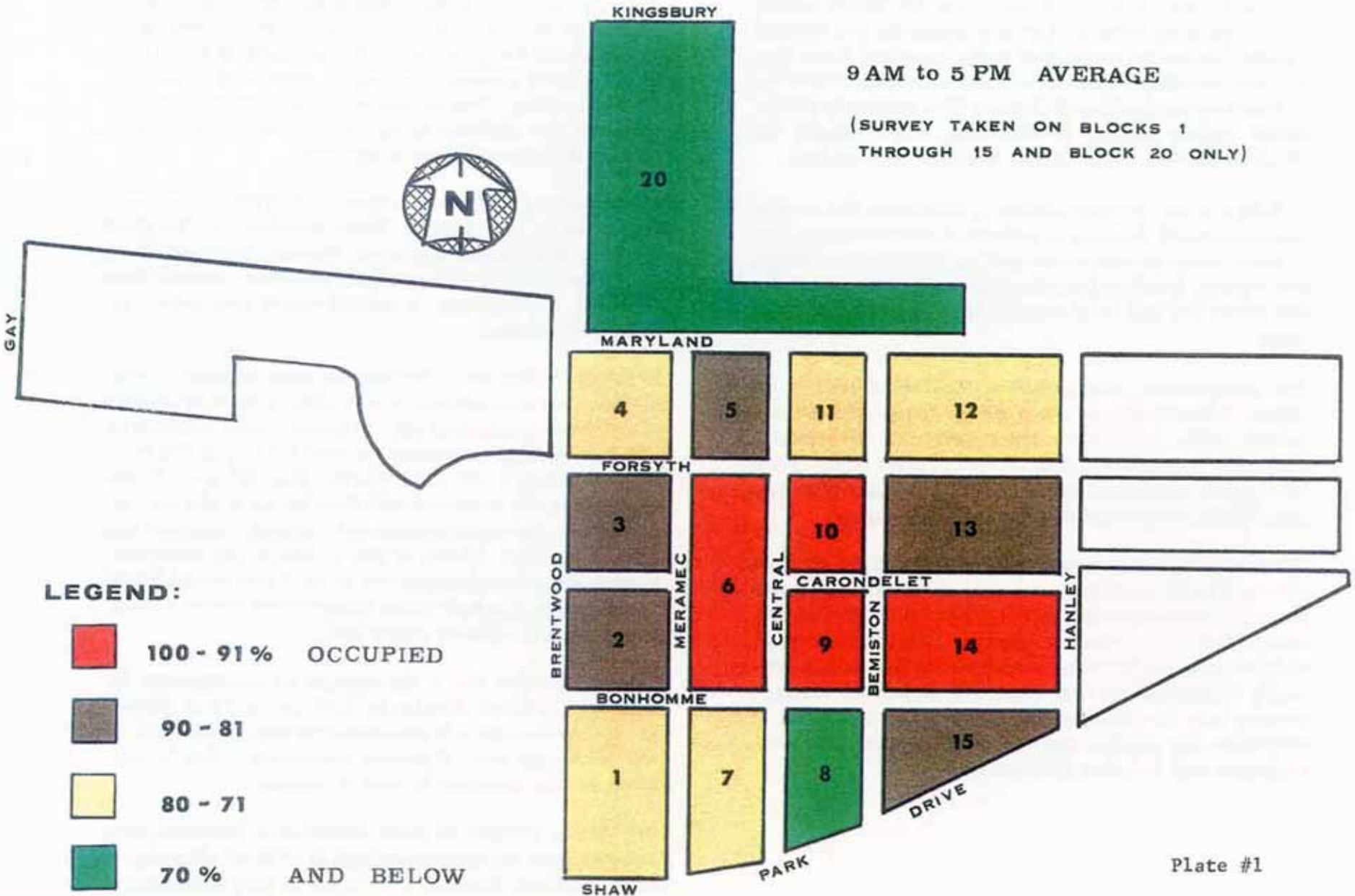
In addition to the off-street surveys, on-street surveys were conducted in the Central Area bounded by Maryland Avenue, Brentwood Boulevard, Hanley Road and Shaw Park Drive, and including North Meramec Avenue from Maryland to Kingsbury. A total of 686 parking meters are located in this area.

Referring to Plate No. 2, the average meter occupancy of all blocks in the area between 9 a.m. and 5 p.m. is 78 percent with 536 spaces occupied and 150 spaces vacant. It should be noted the average occupancy between 9 a.m. and 10 a.m. is only 57 percent and rises sharply after 10 a.m. If this one-hour period were excluded from the daily average, the occupancy rate would increase to 81 percent. There are two blocks, however, Blocks 6 and 9, where the occupancy exceeds 80 percent during the 9 a.m. to 10 a.m. period. Block 6 is the block occupied by the County Government Center, and Block 9 is adjacent on the east.

Referring to Plate No. 1, the average meter occupancy for each block is shown in color for the 9 a.m. to 5 p.m. period. Though the average is 78 percent for the area, Blocks 6, 9, 10 and 14 average over 90 percent occupancy. After 10 a.m. Block 15 also increases to over 90 percent.

The studies indicate the meter spaces are extensively used, although there are spaces available at all hours of the day in some locations. Blocks 2, 4, 7, 11 and 12 have an average of

# OCCUPANCY OF ON-STREET METERS IN CLAYTON CBD



PERCENT OF OCCUPANCY OF METERED PARKING SPACES IN AREA BOUNDED BY MARYLAND AVE., HANLEY ROAD, FOREST PARK  
 PARKWAY AND BRENTWOOD BOULEVARD AND INCLUDING NORTH MERAMEC AVENUE FROM  
 KINGSBURY BOULEVARD TO MARYLAND AVENUE

Block	Metered Spaces	11 A.M.-								9 A.M.-	Avg. Vacant Spaces 9-5	
		9-10A.M.	10-11A.M.	12 NOON	12-1 P.M.	1-2 P.M.	2-3 P.M.	3-4 P.M.	4-5 P.M.	5 P.M. Avg.		
1	33	57%	81%	80%	85%	88%	84%	83%	76%	79%	7	
2	64	62%	85%	85%	94%	89%	90%	73%	69%	81%	12	
3	14	62%	90%	69%	90%	95%	88%	76%	81%	84%	2	
4	49	54%	84%	82%	84%	85%	79%	82%	73%	71%	11	
5	41	58%	87%	94%	88%	95%	95%	89%	89%	87%	5	
6	35	85%	98%	95%	85%	93%	94%	90%	84%	91%	3	
7	45	65%	81%	76%	75%	76%	77%	73%	59%	73%	12	
8	25	39%	79%	77%	85%	84%	76%	67%	56%	70%	7	
9	39	82%	97%	92%	88%	96%	94%	93%	91%	92%	3	
10	45	69%	96%	93%	96%	96%	94%	97%	93%	92%	4	
11	43	50%	74%	81%	82%	83%	86%	83%	84%	77%	10	
12	34	58%	73%	75%	75%	74%	69%	71%	72%	71%	10	
13	42	57%	87%	92%	86%	89%	86%	83%	70%	81%	8	
14	40	72%	97%	93%	95%	96%	93%	91%	88%	91%	4	
15	17	58%	93%	83%	90%	82%	93%	90%	95%	86%	4	
20	110	32%	53%	58%	75%	62%	51%	72%	62%	60%	44	
Total Metered Spaces All Blocks											686	
Avg. Occupancy 11 Blocks		57%	81%	81%	85%	84%	81%	81%	75%	78%		
Avg. Spaces Available 11 Blocks		242	128	130	105	111	130	128	174		150	

11 spaces available each hour during the day.

The following four municipal parking lots are averaging 76 percent occupancy, based on hourly turnover counts.

	Percent Occupied	Average Spaces Available Per Hour
(a) Shaw Park Drive and Central Avenue	74%	47
(b) Central and Maryland	55%	20
(c) 8015 Forsyth (rear)	94%	4
(d) St. Joseph School Lot	79%	13

### Present Parking Deficit

Based on the parking demand determined by the surveys of one space per 340 square feet for office buildings, and one space per 300 square feet for retail service uses, the present parking demand for the entire Central Area was determined. Hotel parking was considered adequate and was not included in the totals (see Plate 3).

The total office and public floor area is 4,498,734 square feet with 13,099 off-street parking spaces. Presently required parking, based on one space per 340 square feet of floor area, is 13,398 spaces, indicating a present deficiency of 299 spaces for office space uses.

At the present time the total retail-service floor area is 1,289,676 square feet with 3,356 off-street spaces, including 626 spaces in University City (Famous-Barr east parking lot). Presently required spaces, based on one space per 300 square feet of floor area, is 3,665, indicating a present deficiency of 309 spaces for retail-service space uses. Thus the total deficit is 608 spaces for the entire Central Area.

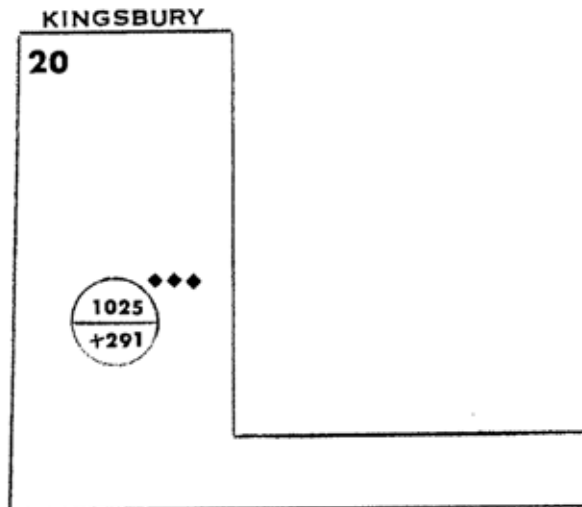
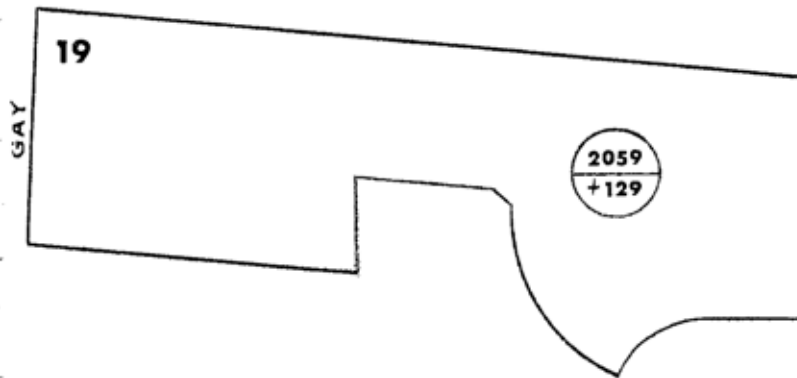
Referring to Plate No. 3, a surplus of 555 off-street spaces is located in Block 18, the block in which the Famous-Barr garage is located. Surplus spaces at this location do not provide relief for blocks with substantial deficiencies around the County Government Center.

There is an additional substantial off-street parking space surplus along North Meramec Avenue which does provide some relief for deficient blocks. It should also be noted that curb spaces in Blocks 4, 11 and 12 along Maryland Avenue average less than 80 percent occupancy.

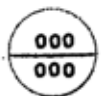
In analyzing the deficient blocks, it is felt the area with the greatest need for additional parking facilities is north of Carondelet Avenue between Brentwood Boulevard and Hanley Road. While Blocks 2, 9 and 14 south of Carondelet have deficiencies, the adjacent blocks to the south have surpluses and parking is available at the southwest end of Shaw Park. Further, if a future parking need developed south of Carondelet, although it is not anticipated, it could be met by adding additional parking levels to the present municipal lot at Central and Shaw Park Drive.

While a substantial deficit (280 spaces) exists in Block 12 it is offset by employees parking in Block 18 which has a surplus of off-street spaces and by Block 12 employees and visitors using curb spaces along Maryland Avenue.

# Off-Street Parking Conditions



## Legend:



EXISTING SPACES  
SURPLUS (+) OR DEFICIENCY (-)

- ◆ DOES NOT INCLUDE COLONY HOTEL
- ◆◆ DOES NOT INCLUDE CLAYTON INN
- ◆◆◆ DOES NOT INCLUDE RAMADA INN
- † INCLUDES 626 SPACES IN UNIVERSITY CITY (FAMOUS-BARR EAST PARKING LOT)

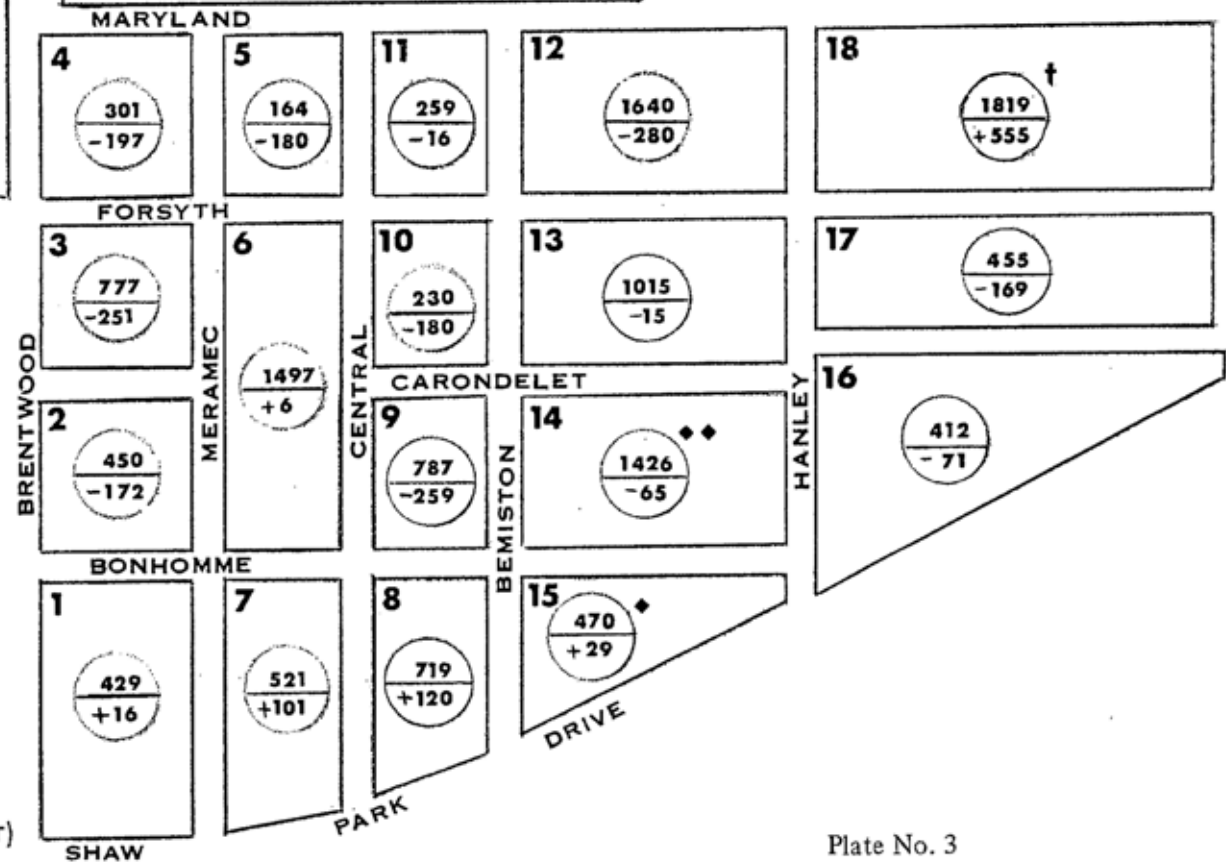


Plate No. 3

The greatest need exists in the blocks east, west and north of the St. Louis County Government Center (Blocks 3, 4, 5, 10 and 11). The total deficit shown for these blocks is 824 spaces, however, surpluses to the north and west, the new St. Joseph parking lot, and the availability of curb spaces as indicated in the on-street survey would reduce this deficit to approximately 400 spaces.

**Long-Range Needs (next 20 years)**

It is anticipated that during the next 20 years a maximum of 2,745,000 square feet of floor area will be constructed which includes 1,150,000 square feet of floor area for the Clayton Center development. 1,963,000 square feet is estimated to be office space and the remaining 782,000 square feet is anticipated to be retail and service space. The parking deficit for the estimated new development, based on the above criteria for the entire Central Area, is 706 spaces. (See Plate No. 4)

The deficit of 169 spaces east of Hanley Road would be absorbed by the multi-use Clayton Center development due to the varied peaks of the parking demand in that development. The deficit for the core area bounded by Maryland Avenue, Hanley Road, Forest Park Parkway and Brentwood Boulevard, is 534 spaces and occurs in the following blocks.

Block 4	100 spaces
Block 5	58 spaces
Block 8	59 spaces
Block 10	53 spaces
Block 11	264 spaces
<b>TOTAL</b>	<b>534 spaces</b>

It is anticipated that Block 11 may become a full block mixed use development with subsequent overlap of parking uses reducing the long-range deficit of Block 11 to only 150 spaces.

Since it can be expected that 100 percent of the future projected building area may not be built, the long-range parking deficit for the future construction can be realistically estimated to be about 400 spaces. This, added to the present deficiency of 400 spaces, would indicate the City should plan now to develop the capability of eventually providing 800 additional parking spaces.

With the exception of Block 8, future deficiencies will occur in the same blocks north of Carondelet, surrounding the County Government Center, where present shortages exist.

A parking facility in any of Blocks 4, 5, 8, 10 or 11, since they are adjacent and within walking distance of each other, would be a reasonable location. Other factors, however, must be considered in the selection of a specific site, such as:

1. Availability of the site
2. Sites large enough to accommodate a parking structure
3. Vehicle and pedestrian access from points outside and inside the City
4. Traffic circulation around the site
5. Cost of the land
6. Topography
7. Effects of traffic on any nearby residential areas

Since the short-range deficit of 400 spaces and the long-range deficit of an additional 400 spaces occur generally in the same area, it would be desirable to acquire sites for surface parking to eliminate the short-range deficit. The same sites could then be used in the future to accommodate parking structures to eliminate the long-range deficiency.

FUTURE CENTRAL AREA PARKING CONDITIONS

Block	Office Area (Sq. Ft.)	Ordinance Parking Spaces	(1/340) Required Parking Spaces	Deficiency	Commercial Area (Sq. Ft.)	Ordinance Parking Spaces	(1/300) Required Parking Spaces	Surplus or Deficiency
Central Area								
1	—				—			
2	—				—			
3	—				—			
4	225,000	562	662	100	20,000	67	67	
5	132,000	330	388	58	12,000	40	40	
6	—				—			
7	—				—			
8	156,700	402	461	59	—			
9	—				—			
10	142,800	367	420	53	—			
11	600,000	1500	1764	264	100,000	333	333	
12	—				—			
13	—				—			
14	—				—			
15	—				—			
Total	1,256,500	3161	3695	534	132,000	440	440	
Area East of Hanley Road								
16	75,000	250	220		60,000	200	200	
17								
18	478,000	1206	1405		580,000	1934	1934	
Total	578,000	1456	1625	169	640,000	2134	2134	
Area West of Forsyth Blvd.								
19	8,000	27	27					
Area North of Maryland Ave.								
20	121,000	400	403	3	10,000	33	33	
Total	1,963,300	5,044	5,750		782,000	2,607	2,607	

TOTAL FUTURE DEFICIT - 706 Spaces

3/25/75

Plate No. 4

The City should expeditiously acquire two sites large enough to accommodate two parking structures capable of providing for a minimum of 800 parking spaces. If an incentive of reduced parking is provided for desired future types of floor use, these parking structures would be required to accommodate up to 1500 parking spaces.

Off-street parking concerns have been identified in the Moorlands Subdivision, in the DeMun area, in the commercial area at the intersection of Hanley and Wydown, on Clayton Road in the Hi-Pointe Subdivision, and on Clayton Road from Hanley Road to the west city limits. Discussion of these parking concerns is included in the section entitled "Special Planning Areas" later in this report.