URBAN DESIGN STUDIES FOR
THE DELMAR LOOP

URBAN RENEWAL AREA • UNIVERSITY CITY, MO.
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September, 1964

Mr. R. Tinsley Parke, Executive Director
Land Clearance for Redevelopment Authority
6500 Delmar Boulevard
University City 30, Missouri

Re: University City - Delmar Loop

Dear Mr. Parke:

Please find enclosed our report, "Urban Design Studies for the Delmar Loop", which summarizes our principal design recommendations for the proposed new Delmar Loop shopping area.

This report with its urban design recommendations is one of the several Consultants' studies of the proposed new shopping center. In our report we have drawn extensively upon the findings of these other studies, particularly the market analysis and engineering studies, as well as the resources of the Redevelopment Authority. While this summary report confines itself to just the proposed Loop shopping center, we have already forwarded to you our recommendations for the Metcalfe neighborhood, Metcalfe Park, the Shoppers Haven area, and have prepared and forwarded preliminary cost estimates for all public improvements in the project area.

The feasibility of the Delmar Loop project and its planning background was developed by the Authority in its General Neighborhood Renewal Plan (GNRP) in 1962. General design objectives for the Loop were established in our October report of last year. A market feasibility study for the proposed new shopping center and engineering analyses of building conditions and subsurface soils condition were completed this year.

Except for a few structurally sound buildings, the present Loop is scheduled to be cleared of existing buildings. The market analysis indicates that a new modern neighborhood community shopping center, containing approximately 100,000 to 125,000 sq. ft. of retail space and 75,000 sq. ft. of office space, can be supported in the proposed new shopping center.
The greater part of the development of the new center will be undertaken by private developers. The City will seek to attract developers for the new center by clearing the area of existing deteriorated buildings and constructing public improvements, such as new roads and open spaces.

In order to give the Redevelopment Authority the maximum opportunity to account for changing market conditions in the time lapse between the present Planning phase of the project and the selection of developers in the Execution phase, and in order to give developers the maximum flexibility to develop an integrated center, an "open" plan has been developed for the proposed shopping center. In an "open" plan, only a basic land use-circulation pattern and overall design objectives are established.

The purpose of our study, therefore, has been to dimension and locate a new physical framework for the Delmar Loop, within which private redevelopment can take place. The design plan and illustrative sketch show our principal land use, circulation and open space recommendations and also illustrate how a new Loop shopping center might look.

In the next phase of the Delmar Loop project, the Execution phase, the actual design of the new center will be planned with the developers, based on the planning and design objectives established in the urban renewal plan as summarized in this report. Detailed studies and construction drawings, such as the drawings for the reconstruction of Delmar Boulevard, will also be done for all public improvements.

Within the proposed framework of new land use, circulation and open space, a very modest or vigorous new retail program for the shopping center can be accommodated. The illustrative sketch shows what a vigorous new center might look like. While the center shown on this sketch represents a larger volume of space than the market estimate, two factors regarding the future Delmar Loop escape even the most advanced estimating techniques: the role of unusual entrepreneurship on the part of either the City or private individuals, and the role that a growing Washington University will play in the forthcoming development.

Three to five years will probably be required to bring about the plan's realization. Some delays and disappointments can be expected. However, the concerted and persistent action on the part of all concerned, can bring the plan to fruition and bring back to University City a vigorous and beautiful new center.

Very truly yours,

Sasaki, Walker and Associates, Inc.

Richard F. Galehouse
Masao Kinoshita
Don H. Olson
INTRODUCTION

The Delmar Loop urban renewal area contains University City's oldest business district, the Loop; a high density residential area, the Metcalfe neighborhood; a neighborhood park, Metcalfe Park; some light industrial uses; and a small shopping center, Shoppers Haven.

Within the urban renewal area, the existing Loop shopping area was constructed shortly after the turn of the century around the terminus of the trolley line from St. Louis. In its form and organization of uses, the Loop was designed to function with the streetcar. Shops faced the streetcar tracks on both sides of Delmar and along Enright from Kingsland to Leland, where the tracks loop back on themselves. This arrangement of shops provided the most convenient possible daily relationship between the commuter-shopper and his principal means of transportation. In addition to drawing upon the commuters and the surrounding neighborhoods, the location of the Loop as a transportation node made it one of the most accessible shopping areas in the metropolitan area.

The present business decline and pattern of deterioration in the Loop began with the demise of the trolley and the use of mass transportation in general. Today, the physical pattern of the Delmar Loop shopping center is functionally obsolete. Existing shops are not easily accessible to the prime mode of transportation, the automobile. Shop sizes are generally too small, and their organization in long lines facing the streets is not compatible with the organization and size of shops in a modern retail center.

The existing Loop contains approximately 136,000 sq. ft. of ground floor space. Of this, approximately 88,500 sq. ft. is used for retail facilities. 6,500 sq. ft. is now vacant and 41,000 sq. ft. is used for business offices and other uses. Approximately one half of the retail space is in convenience facilities and the remaining is split between service establishments and shoppers goods stores.

An estimated 100,000 to 125,000 sq. ft. of retail floor area can be supported in a new retail center in the Loop. Approximately 52,000 to 70,000 sq. ft. of this space is estimated to be shoppers goods space and the remaining space, convenience facilities. The market analysis also suggests that 75,000 sq. ft. of office space can be supported in the new center.

The role of the proposed new center has been identified as a "community shopping center", to serve the convenience goods and some shoppers goods requirements of the surrounding neighborhoods, the larger University City community, and the specialized shoppers goods requirements of the Washington University community.
University City looking south showing the General Neighborhood Renewal Plan Area, the first project area Eastgate-Westgate, the second project area Delmar Loop, the Civic Center, and Washington University.
Analysis of the potential development of the Loop as estimated in the market analysis shows that the anticipated new development will probably be one of relatively low buildings. The only structures that are expected to exceed two to three floors in height are an office building, parking garage(s), and an apartment building.

Therefore, the design form of the Loop will originate not from the play of large architectural volumes, but from the form of spaces and their articulation by the facades of lower buildings, trees, lights and other public improvements.

The most significant existing spaces in the Loop area are the long channel-like space of Delmar Blvd. from the eastern limits of University City to Kingsland Avenue, the existing playground of the Delmar Harvard School and the campus-like setting of the Civic Center.

The existing Civic Center and Loop are seen and experienced in several ways from the principal approaches through these street spaces. When approaching University City along Delmar Boulevard from St. Louis, University City first comes into view from the top of the bridge over the Wabash Railroad. From this position, a panoramic view is obtained of the green residential districts of the City, with the familiar form of the City Hall forming a focal point at the end of Delmar Boulevard. Once the Wabash tracks are crossed, moving west, Delmar Boulevard descends into a channel and the City Hall disappears from view. At Kingsland Avenue, the City Hall reappears and is seen in full view across the Delmar Harvard School playground.

Approaching the Civic Center and the Loop from the western part of University City along Delmar Blvd., neither the Civic Center nor the Loop are perceptible until passage through the Lion Gates. At the Lion Gates, Delmar Blvd. descends quickly to Kingsland Avenue opening a panoramic view with the Loop in the foreground, the roofs of Eastgate-Westgate in the background and St. Louis still farther to the east.

Approaching the Civic Center and the Loop from the north along Kingsland Avenue, there is a continued awareness of the Civic Center through glimpses of the upper portions of the City Hall. From the north, Kingsland Avenue visually terminates at a gas station on Delmar Blvd.

The strong visual impression of the channel-like space of Delmar which leads like a corridor to the Civic Center is presently weakened by the fragmentation along its edges at the Delmar Bank, the gas station at Kingsland Avenue and Delmar Boulevard and the service yard of the Post Office at Kingsland Avenue and Delmar Boulevard.
The Delmar Loop urban renewal area looking north showing: the area to be cleared and the buildings scheduled to remain in the existing Loop shopping area, the Metcalfe neighborhood north of the shopping area, Metcalfe Park, the Shoppers Haven Area, the proposed Greenway, and the existing Civic Center.
Along Delmar Blvd. the architectural grouping, monumental scale, and unique siting of the Civic Center make the Civic Center the design focus in the Loop area. The City Hall is the existing dominant architectural volume and is seen from long distances to the east and to a lesser extent from the north. The existing bleak appearing Delmar Harvard School playground is the dominant open space in the existing Loop - Civic Center complex. To the north of the Loop area, the Metcalfe neighborhood is joined closely to the existing Loop by a strong regular pattern of streets which intersect Enright Avenue in the Loop at right angles. Residential and commercial uses meet at these street corners. This street pattern encourages a continuous and direct pedestrian flow into and out of the Loop along Heman, Syracuse and Leland Avenues. The parallel pattern of streets and grade changes south of Delmar Blvd. does not encourage as close a neighborhood relationship to the Loop.

Therefore, the two principal determinates in developing a design form for the Loop are: first, the size and nature of the anticipated new development program as estimated by the market analysis; and second, the design relationships of the proposed new development to the existing Civic Center and surrounding neighborhoods.

Four overall design objectives have been established for the development of a new retail shopping center in Delmar Loop:

1. An intensively developed neighborhood community shopping center which satisfies modern retailing requirements of arrangement and size of shops, access, parking and general amenities.

2. A Center in which staging of development does not prematurely displace existing uses and does permit the new center to work equally well at all of its principal stages of development.

3. A new Center which is urban in character and which fits into the context of its urban environment in such a manner that the major design elements in the surrounding environment, including the existing Civic Center, adjoining neighborhoods and the proposed Greenway, become an integral part of the new development.

4. A Center which creates a new "image" for University City and makes a significant contribution to the beauty of the City.
View of a Loop shopping center across a new public plaza showing two level retail development. A pedestrian bridge links the second level over the new public walkway on the existing Heman Avenue right-of-way.
DESIGN PLAN RECOMMENDATIONS

LAND USE

The existing Loop shopping area between Kingsland Avenue and Melville Avenue occupies approximately 11 acres of land. Eight of the eleven acres are actually developed in buildings, parking areas and open space uses. The remaining three acres are developed in public ways including Delmar Blvd. through the Loop, Enright Avenue and portions of Heman and Leland Avenues. Delmar Blvd. splits the existing 11 acres into two nearly equal size parcels. Though nearly equal in overall size, the area south of Delmar is long and relatively shallow in depth and the land area north of Delmar, more compact and deeper.

If the estimated new program for the Loop (125,000 sq. ft. of retail, 75,000 sq. ft. of office space, approximately 1,300 car spaces and appropriate new roads) were sited on a single level, a minimum acreage of approximately 18 acres would be required. This minimum requirement would not include any significant open spaces.

The existing eleven acre Loop development is tightly bound to the north and south by existing residential areas which are scheduled for rehabilitation. The Civic Center and Delmar Harvard School lie to the west and the proposed new Greenway and the Eastgate-Westgate neighborhood lie to the east.

Substantial expansion of the Loop beyond its present land area can only take place in the surrounding residential areas. These neighborhoods have an average of six to eight multi-family residential structures per acre and a value of $160,000 to $240,000 per acre.

Existing development, for the most part, is urban in character, with nearly 100% building coverage on the north side of Delmar Boulevard. Building coverage on the south side is lower with many of the buildings having on-grade parking facilities in the alley to the rear. The new Delmar Bank is an example of the typical new suburban type development of low building coverage with the large open parking areas which surround it.
In view of the site location, its surrounding environment and the anticipated program of new development, we recommend the following land use objectives for the new center:

1. Develop an intensive, integrated center, urban in character, with a maximum building coverage.

The design plan allocates a total of 12 acres for the proposed new Loop development. Of this, approximately 8 acres are generally assigned for building space and parking requirements and a major public open space. Approximately 4 acres will be required for existing and proposed new roads and abutting sidewalk areas. A 1.3 acre site along the Greenway has been allocated for residential use. An additional 1.0 acre parcel includes the Varsity Theater on the south side of Delmar.

Rather than cutting deeply into adjoining neighborhoods for additional acreage at high capital and human cost, we strongly recommend that the various uses be stacked vertically with priority given to retail uses at the ground level contact with pedestrians. Parking, office and residential space can be developed above the ground level retail space.

The illustrative sketch shows how this program can be accommodated in a new development. Except for some grade level parking, retail uses are given priority on the ground levels. Additional parking is accommodated on roof decks and in parking structures. Office space uses are shown in taller buildings above both retail and parking levels. The parcel between Leland and the new Greenway is shown in residential use with the ground level assigned to convenience shops.

Allocate the area on the north side of Delmar Blvd. to pedestrian oriented shoppers goods stores and the area to the south of Delmar to automobile related convenience facilities.

The shape of the parcel on the north side of Delmar with its greater depth affords much greater flexibility and opportunity for the development of a modern retail center with an interior pedestrian mall. The shallower parcel to the south of Delmar can accommodate a single depth of convenience facilities such as drive-in banks and cleaners.

The design plan and illustrative sketches show how the pedestrian oriented shoppers goods facilities could be placed on the north side of Delmar and how automobile oriented convenience facilities could be placed on the south side of Delmar with on-grade parking to the rear for quick access and egress for the convenience shopping stop of 5-15 minutes.
Section through Loop showing how a two level retail center, with office and parking spaces above, could be developed between Kingsland and Heman Avenues.

Land use-circulation plan of a new center showing arrangement of shopping goods facilities to the north and service-commercial facilities to the south side of Delmar.

The area on the north side of Delmar Blvd. lends itself to the development of a typical "dumbbell" shaped center where key generators of activity are placed at either end of the center or to a development where a single large generator is placed near the center and surrounded by smaller shops.

The design plan and illustrative sketches show the development of a "dumbbell" shaped center. The Delmar Garden Apartments at the corner of Kingsland Avenue and Delmar Boulevard is shown rehabilitated for lower level use as a variety store or large drug store. A large portion of the block between Heman and Leland Avenues is shown reserved for a second large generator such as a junior department store, and between the two generating facilities, an interior air conditioned mall faced with smaller shops has been developed. The change in grade between Kingsland and Leland Avenues permits development of a two level retail center. A pedestrian bridge is shown linking the second level of retail activity to the junior department store across a broad new public walk on the existing Heman R.O.W.
REHABILITATION AND CLEARANCE OF EXISTING STRUCTURES

For the most part, existing buildings in the Loop are badly deteriorated and structurally unsound. Engineering and rehabilitation surveys show that six buildings: The Delmar Garden Apartments, The American National Insurance, the University City Building, the Varsity Theater, and the office structures at Mellville Avenue and Delmar Boulevard are structurally sound and capable of rehabilitation. The Delmar Bank is a new modern structure.

For the rehabilitation and clearance program, we recommend that the City:

3. Retain those buildings which are structurally sound and that can individually be rehabilitated to meet the minimum property and design standards of the Plan, and that can be integrated into a total new development of the Loop. Remove the remaining structures for redevelopment.

In addition to their generally sound condition, these buildings are currently valued in excess of three quarters of a million dollars on the tax rolls. Various alternative design studies of the Loop have also shown that these existing buildings can be integrated into a total new development of the Loop. If care is taken in the exterior renovation of these buildings, their age and existing architectural expression can lend interest and variety to a contemporary new center.

The illustrative perspective sketch shows how the architectural mass of the existing buildings can be fitted into a new center. In the Execution Phase of the Loop project, a careful architectural evaluation will have to be made of each of these buildings, not only to insure an individual redesign of merit, but redesign that meets the overall design objectives of the new Center.

The University City Building, for example, is basically a handsome building. It has overall good proportions and has been carefully detailed. Its major weakness on the exterior is the change of material from warm light color cut stone on the upper floors to the heavy appearing black composition glass facing materials on the ground floor and the poor proportions and detailing of the windows and doors on the first floor.

The illustrative sketch shows how this existing building might be rehabilitated. The first floor facade is stripped of the existing black surfacing materials and the bays between the vertical structural members on the first floor are opened to develop an arcade. The architectural expression and surfacing materials of the upper floors are carried to the ground level. The sketch suggests the development of a restaurant on the first floor with outdoor dining under the arcade facing the public plaza.
4. Reuse first floor office space and open parking areas in the Loop for more intensive retail and service commercial development.

With the exception of the American National Life Insurance Company, existing buildings to remain could continue to be used as they are now. The American National Life Insurance Company building, however, will occupy a central position in any scheme for the redeveloped Loop. Its present office function on the ground floor would create a void in the activity of an intensively developed new retail center. This structure on the ground floor, at least, should be reused for retail or commercial use or some intensive public use such as a library or community center.

The new Delmar Bank is a handsome building and a visual asset to the Loop. However, surrounded as it is by open parking, it will also create a serious architectural and activity void in the overall development of the south side of Delmar. The bank and side parking areas now occupy a 300 foot frontage along the south side of Delmar or over 40% of the potential frontage on the south side in the proposed new center. While parking to the rear should remain, we recommend that the parking areas on either side of the bank facing Delmar be reused for new retail or service commercial building development.

good overall proportions and detailing

\[\text{stone facing material lends appearance of quality and permanence}\]

\[\text{disrupting change of material and color}\]

Sketch showing how the existing University City Building could be rehabilitated.
The existing Delmar Blvd. through the Loop will continue to function as an important City and metropolitan traffic carrier. Although the present avenue through the Loop is approximately 54 feet wide, traffic is essentially limited to a single moving lane in each direction by the movement of cars in and out of curbside parking spaces and by the presence of numerous curb cuts.

The existing jogged intersections at Kingsland Avenue and Delmar Boulevard make north-south movement through the Loop and left turn movements onto Delmar difficult. Vehicles shortcut through the Metcalfe neighborhood immediately north of the Loop and through the Eastgate-Westgate neighborhood to avoid the Kingsland-Delmar intersection.

We recommend the following remedial actions and new road improvements in the Loop:

5. Re-plan the entire length of Delmar Blvd., including the intersections, from the Civic Center through the Loop and Eastgate-Westgate to the St. Louis city limits.

Two overall objectives should be met in the re-planning of Delmar: First, the street should be re-planned to serve its primary function as a major arterial street in University City; second, the design articulation of the improvements through the use of paving materials, street trees and street lights should contribute substantially to the beauty and new "image" of the Loop and Civic Center.

The coordinated re-planning of Delmar Boulevard should include physical improvements such as the provision of left turn lanes and bus pull-offs; the development of synchronized traffic controls at the intersections; and the development of safe and convenient new pedestrian crossings.
The present 54 foot width of Delmar Boulevard through the Loop coupled with the removal of all on-street parking will permit the provision of two moving lanes of traffic in each direction as well as left turn lanes at Kingsland and Leland. Additional bus pull-offs can be provided on either side of Delmar by selectively placing new buildings behind the existing building setback lines.

6. Place a perimeter street around the shopping center to maximize the opportunity for vehicle access and to help establish the identity of the new Delmar Loop through a clear, strong, and perceptible pattern of vehicular access.

With Delmar Boulevard returned to its primary function as a major arterial street, important new access is required for movement of cars in and out of parking areas and for the movement of trucks servicing the center. The Loop will also continue to function as a transportation node in the metropolitan areas. Five bus lines will terminate or originate from the new center. The proposed new perimeter street will easily accommodate the direction changes of the bus lines and provide space for the "stacking" of waiting buses.

7. Establish a residential precinct north of the shopping center by maintaining a clear separation of traffic generated by the new center from the neighborhood.

This neighborhood along with Eastgate-Westgate neighborhood is the most densely populated area of the City. Yard spaces are the smallest in the City requiring most children and adults to move to either Metcalfe Park or the center islands on Heman and Syracuse for outdoor recreation. The large volumes of traffic generated by a successful redevelopment of the Loop are incompatible with the desirable qualities of safety, quiet and general freedom from traffic nuisances in any residential neighborhood, particularly such a densely developed neighborhood as the Metcalfe neighborhood. For the convenience of the neighborhood, a one-way link to the new center is recommended from Syracuse Avenue or Heman Avenue.
PARKING

Parking spaces for 1200 - 1400 cars will be required should the proposed new center develop as anticipated in the market program. Over 10 acres of parking space would be needed if the entire parking requirement were placed on a single level.

Residential land values adjacent to the Loop average $160,000 to $240,000 per acre. Land costs, therefore, exclusive of demolition and construction cost to produce an on-grade parking space, would average $1,300 to $2,000 per car space. A roof can be strengthened for parking for an additional $500 per car space. Space in parking structures can be provided at a cost of approximately $1,600 to $2,000 per car space.

Parking requirements will generally fall into three categories: all day parking for employees, one to three hour parking for shoppers and five to fifteen minute parking requirements adjacent to convenience facilities. The first two requirements, for employees and for shoppers, can conveniently be met in roof decks and in parking structures. Parking for short stops at convenience facilities is best met in closely related on-grade lots because of their more apparent ease of access and egress.

In order to meet the parking program requirements, we recommend that the City:

8. Develop a structurally integrated parking system of on-grade, roof deck, and structure parking.

Parking requirements can be conveniently met in a program which combines on-grade, roof deck and structure parking. In contrast to suburban centers which are developed on relatively inexpensive land, the cost of land in the Loop does not justify extensive on-grade parking. In addition, a new center in the Loop surrounded by on-grade parking facilities would create insurmountable design problems in knitting the proposed center to its surrounding neighborhoods.

The design plan and illustrative drawings show how an integrated system could be developed in a new center: seventy (70) on-grade parking spaces are shown on the north face of the proposed center and eighty (80) to the rear of shops on the south side. Over 300 spaces are shown on roof decks and the remaining requirement is accommodated in parking structures.

In order to leave Delmar through the Loop unencumbered by turning movement into and out of parking areas, parking access and egress should be tied directly to the proposed new perimeter road on the north and south faces of the new center.
9. Utilize the Delmar Harvard playground for on-grade parking at peak hours.

A successful redevelopment of the Loop might make the existing Delmar Harvard School and playground very attractive to private development for some commercial use and the City might eventually consider relocating the school and selling the land.

Until such time that the existing school site and playground is completely redeveloped, the existing playground should be re-planned: first, to provide a fire access lane to Kingsland Avenue; second, to improve its overall appearance through extensive landscape development; and third, to permit parking at peak shopping periods after school hours and at periods of the year when the playground is not in use. 140 parking spaces could be provided on the playground.

Parking on the playground, however, will create some additional maintenance problems with the collection of oil spots and other automobile dirt.

10. Develop a coordinated parking program for the entire retail area including Eastgate-Westgate.

Unless the entire new center or a very large portion of it is constructed by a single developer, it is unlikely that parking structure(s) can be privately financed. Publicly financed garages could be placed at a disadvantage with developer-provided free parking.

The following alternatives are available:

First, the City could develop a coordinated program of structure and on-grade parking for the entire retail area, including the lots to be constructed by the City in Eastgate-Westgate. Such a program would eliminate the possibility of competition and permit the entire program, structure and on-grade facilities, to be financed as a single package. The lots which are cheaper to construct could help subsidize the more expensive structures, since revenues from both could be coordinated. The capital cost of this program to the City might be balanced by a higher land cost to developers.

A second alternative would be for the City to build all structure parking and let private developers provide on-grade and deck facilities. This second alternative might place revenue producing public facilities at a disadvantage with free on-grade and deck parking provided by developers.

A third alternative would be for the City to construct parking structures, provide free parking, and obtain credits to the project for the structures under existing urban renewal legislation.
PEDESTRIAN ACCESS AND CIRCULATION

The relatively high density of development and the pattern of public ways to the north and east of the Loop will place the largest movements of pedestrian traffic on Leland, Heman and Kingsland Avenues from the north and on a proposed new pedestrian way from the Eastgate-Westgate neighborhood along Enright Avenue extension. Some movement will take place from the Civic Center along Delmar and considerable foot traffic can be expected all along Delmar.

The market analysis in defining the role of the new center as a "neighborhood community shopping center" anticipates that a significant portion of the center's sales volume will come from the surrounding neighborhoods.

In order to knit surrounding neighborhoods to the proposed new center and to provide safe and convenient pedestrian access, we recommend the following criteria for development of pedestrian ways to the new center:

11. Place public pedestrian ways into the center along major desire lines of movement.

Clear and direct pedestrian access into the center should be maintained along Heman and Leland Avenues to the north; from the Eastgate-Westgate neighborhood and across the Greenway along a new pedestrian way, Enright Avenue extension; and along the "ends" of the center at Kingsland and Melville. The long parcel on the south side of Delmar should have a minimum of two throughways.

The illustrative drawings show how these access points to the center are knit by a wide sidewalk along the entire periphery and along both sides of Delmar. A public walkway along the existing Heman right-of-way leads to a broad new public plaza.

Internally on the north side of Delmar, the illustrative drawings show movement along an east-west axis from a retail generator at Kingsland Avenue and Delmar Boulevard through an interior mall to the public plaza and another large retail generator in the block between Heman and Leland Avenues. On the south side of Delmar, major pedestrian movement is expected to occur between parking facilities at the rear and individual shops and across the faces of the row of shops.
12. Develop an active retail building face along the major pedestrian ways into the center.

In order to minimize apparent walking distances, to present an apparently vital and active center to shoppers arriving by foot and car, and finally to take advantage of heavy pedestrian movement for the display and sale of merchandise, active architectural faces should be maintained on Kingsland and Leland Avenues and Delmar Boulevard, and on the northern face of the center between Heman and Leland at the juncture of what will probably be the heaviest neighborhood pedestrian movement into the new center.

The illustrative sketches show the arrangement of architectural volumes and uses in relationship to the proposed major pedestrian ways. On the south side of Delmar Boulevard, parking areas and parking structures have been placed to the rear where little pedestrian movement is anticipated. The major parking structure on the north side of the center has been placed between Heman and Kingsland Avenues where the least pedestrian movement into the center from the north is anticipated.

Drawing the architectural volumes of these buildings as close as possible to the Metcalfe neighborhood and to the principal walkways, as shown on the illustrative sketches, will also help reduce apparent walking distances to the center.

PUBLIC IMPROVEMENTS

The present "image" of University City approaching the Civic Center along Delmar Boulevard from St. Louis is poor. The boulevard through the Eastgate-Westgate neighborhood and the Loop is wide and rough, the sidewalks alongside are cracked and patched and but a single street tree remains to give some visual relief. The broad paved playground at the corner of Delmar and Kingsland is bare and cheerless. In sharp contrast to this portion of Delmar, stands the handsome and carefully composed Civic Center and the beautiful tree lined boulevard west of the Lion Gates.

13. Initiate a comprehensive program of public improvements for the Loop shopping area, including new streets, walks and a public plaza. This program should be developed for Delmar Boulevard and the Loop from the Lion Gates east to St. Louis. Public improvements for the Loop shopping area will include improvements to the existing streets such as Delmar and Kingsland, construction of new sidewalks along public ways, landscape development of the public ways including lighting and the placement of street trees, provisions of open spaces such as the proposed public plaza and possibly some parking.

Outside of the Loop shopping center, public improvements will include small sitting areas in the center islands on Heman, Leland and Clemens Avenues, street and alley improvements in the Metcalfe neighborhood, and the development of Metcalfe Park.
The design plan shows a comprehensive program of new streets, open space and landscape development from the Lion Gates east through the Loop. Because of their single purpose and their ability to be directly controlled by the City, the public improvements afford the City the single best opportunity to create a new "image" at the gateway to the City through the Delmar Loop.

The existing Loop shopping area is not in any way identified from the "strip" commercial development that lines Delmar Boulevard through St. Louis and University City. Delmar Boulevard through Eastgate-Westgate is presently a continuous channel-like space to the Civic Center and the present focus, the City Hall.

The design plan and illustrative sketches show how a new spatial sequence and focus could be developed to help identify the new Loop. In the design plan, Delmar Boulevard through Eastgate-Westgate continues to be treated as a corridor by maintaining the existing building setbacks and filling in voids in the continuous facades where they occur and by a consistent use of paving materials, plant materials and street lighting.

Within the proposed new center, the "corridor" through Eastgate-Westgate opens dramatically to a broad public plaza. At Kingsland at Delmar the boulevard again is narrowed spatially only to open again at the City Hall. The spatial sequence is articulated and emphasized at the new center by placing the buildings facing Delmar at Kingsland and Leland Avenues, as close to the street as possible. The spatial focus of the public plaza within the new center is strengthened by a change in the paving material of Delmar Boulevard, and by a change in the scale of lighting and plant materials. The proposed plaza with its fountain is intended to serve as the visual and activity focus of the new center.

Around the new Center, the regular form of the proposed new perimeter road and its articulation with regularly spaced street trees and lights is intended not only to provide the required access, but to clearly identify the edges of the new Loop.

Pedestrian ways from the Metcalfe neighborhood are identified spatially and with changes in pavement texture where they cross the perimeter road. Greenway is linked to the Center at Leland and the island which separates automobile traffic in the Metcalfe neighborhood from the new Center will provide an unobstructed new pathway from the surrounding neighborhoods to Kingsland Avenue and the Delmar Harvard School.
DESIGN CONTROLS

Under the "open" Plan, the City and Redevelopment Authority have three principal means available for achieving design of quality in the Delmar Loop project: First, through the design form of the land use, circulation and open space pattern established in the official Plan; second, through the design of public improvements; and third, through review of developers' proposals in the Execution Phase of the project. Developers' proposals will be reviewed for the design objectives outlined in this report and illustrated on the design plan, as well as some supplementary zoning controls and building requirements.

A. Design Objectives and Recommendations, Summary

Land Use

1. Develop an intensive, integrated center, urban in character, with a maximum building coverage.
2. Allocate the area on the north side of Delmar Boulevard to pedestrian-oriented shoppers goods stores and the area to the south of Delmar Boulevard to automobile related convenience facilities.

Rehabilitation and Clearance

3. Retain those buildings which are structurally sound and that can individually be rehabilitated to meet the minimum property and design standard of the Plan, and that can be integrated into a total new development for the Loop. Remove the remaining structures for redevelopment.
4. Reuse first floor office space and open parking areas in the Loop for more intensive retail and service-commercial development.

Vehicular Circulation

5. Re-plan the entire length of Delmar Boulevard, including the intersections, from the Civic Center through the Loop and Eastgate-Westgate to the St. Louis city limits.
6. Place a perimeter street around the shopping center to maximize the opportunity for vehicle access and to help establish the identity of the Delmar Loop through a clear, strong and perceptible pattern of vehicular access.
7. Establish a residential precinct north of the shopping center by maintaining a clear separation of traffic generated by the new center from the neighborhood.

Parking

8. Develop a structurally integrated parking system of on-grade, roof deck, and structure parking.
9. Utilize the Delmar Harvard playground for on-grade parking at peak shopping hours.
10. Develop a coordinated parking program for the entire retail area including Eastgate-Westgate.
Pedestrian Access and Circulation

11. Place public pedestrian ways into the new Center along major desire lines of movement.
12. Develop an active retail building face along the major pedestrian way into the Center.

Public Improvements

13. Initiate a comprehensive program of public improvements for the Loop shopping area including new streets, walks and a new public plaza.

B. Design Controls

Zoning

In order to give both the potential developers and the Redevelopment Authority the maximum flexibility to develop an integrated new Center, we recommend that the entire Loop shopping area be placed in a new Planned Development District with the following permitted uses:

Parcel 1 - Primary: retail  
Secondary: service-commercial, office, public institution, parking, residential (upper levels only)

Parcel 2 - Primary: retail  
Secondary: service-commercial, office, public institution, parking and residential

Parcel 3 - Primary: office, service-commercial, residential, public institution  
Secondary: parking

Parcel 4 - Primary: service-commercial  
Secondary: retail, office, public institution, parking, residential (above the first floor only)

Parcel 5 - Primary: service-commercial or office  
Secondary: retail, public institution, parking

Parcel 6 - Primary: residential  
Secondary: retail, service-commercial, office, public institution, parking

Within the general limits outlined in the report and illustrated on the design plan, the range of permitted uses from retail to residential will permit an intensively integrated development and will also give to the Authority sufficient flexibility in adapting to the particular needs of developers and the size of the new program.
C. Disposition of Parcels

In the disposition of Parcels 1 through 6, the permitted uses on the various parcels are intended to meet the overall design objectives outlined in the report and illustrated on the design plan.

For example, in Parcels 1 and 2, the design intention is that this land be reserved primarily for pedestrian oriented retail uses. Automobile oriented service-commercial uses, office, public institution, and parking should occupy only a portion of the ground level contact space. Parking is omitted from the primary permitted uses on Parcel 3 in order to encourage the development of a building volume on this important corner. On Parcel 5, the objective is to fill the void between the Varsity Theatre and the office structure at the corner of Delmar Blvd. and Millbrook. Parcel 6 is reserved primarily for an urban housing site for high density development because of its desirable location next to the Greenway and the proposed new shopping center.

D. Staging of Development

Staging of new development is particularly critical in the disposition of Parcels 1, 2 and 4 because of their size and the number of tenants that currently occupy space in buildings on these parcels.

Staging should generally meet two objectives: First, new development should be staged in such a way that existing tenants are not prematurely displaced; second, new development should be staged so that large areas of cleared buildings do not remain undeveloped for long periods of time.

Unless a total new development is undertaken all at once for Parcels 1 and 2, clearance and new development in these Parcels should begin in Parcel 1 north of the existing Enright Avenue. Clearance on Parcels 3, 5 and 6 can be staged as each parcel is disposed. Parcel 4 lends itself to disposition to a number of developers and clearance should be staged to the disposition of each parcel.

E. Other Controls

1. Signs

The objectives of sign controls for the proposed new center are: First, to keep the gross areas of signs to a reasonable size and number; and second, to keep sign illumination at a reasonable level. The recently revised University City sign ordinance provides good general criteria for Authority review of development proposals regarding the number, size and lighting of signs.

All proposed signs in the project area, however, should be made subject to the design review and approval of the Redevelopment Authority. The developers' proposals should be reviewed for their individual merit within the overall design objectives for the center. As contrasted to the Eastgate-Westgate area, some flashing and animated signs may be appropriate, as well as the use of colored light.
2. Building Requirements

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<thead>
<tr>
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<tbody>
<tr>
<td></td>
<td>Front</td>
<td>Side</td>
<td>Rear</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Delmar-20' 1st fl., 12'2nd fl. &amp; above</td>
<td>Kingsland 20'</td>
<td>perimeter street-15'</td>
<td>45' for 1st 120' depth from Delmar 140' for remaining</td>
</tr>
<tr>
<td>2</td>
<td>Delmar-20' 1st fl., 12'2nd fl. &amp; above</td>
<td>Leland 15'</td>
<td>perimeter street-40'</td>
<td>45' for 1st 120' depth from Delmar 140' for remaining</td>
</tr>
<tr>
<td>3</td>
<td>Delmar-30'</td>
<td>Kingsland &amp; property line 15'</td>
<td>15'</td>
<td>140'</td>
</tr>
<tr>
<td>4</td>
<td>Delmar-1st 110' either end of parcel-12'; remainder of parcel-33'</td>
<td>Kingsland 15'</td>
<td>perimeter street-10'</td>
<td>140'</td>
</tr>
<tr>
<td>5</td>
<td>Delmar-30'</td>
<td>N.A.</td>
<td>10'</td>
<td>140'</td>
</tr>
<tr>
<td>6</td>
<td>Delmar-30'</td>
<td>Leland 15'</td>
<td>Greenway 15'</td>
<td>140'</td>
</tr>
</tbody>
</table>

a. Dimensions are from curb lines of existing or proposed streets.

b. In addition to setbacks, developers should demonstrate that off-street loading space for commercial activity is adequate in number, size, location, access and arrangement.

Plan showing building requirements

3. Open Space

The proposed public open space should contain a minimum of 18,000 sq. ft. with a 100 ft. minimum frontage along Delmar Avenue. The design plan shows this space between the existing University City Building and the American National Insurance Company Building. Should the retail program not develop as anticipated this space should probably be located between the American National Insurance Company and the Delmar Gardens Apartments.

The existing Heman right-of-way should be kept by the City to provide a broad new public walkway into the new Center.

Additional pedestrian ways should be required of developers in the general locations shown in order to insure good interior access and movement.