REDEVELOPMENT PLAN AND PROJECT AND QUALIFICATIONS ANALYSIS

JAMESTOWN MALL LAND CLEARANCE PROJECT AREA
St. Louis County, Missouri

Approved by LCRA on September 21, 2016
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SECTION 1

INTRODUCTION AND AREA DESCRIPTION

INTRODUCTION

The State of Missouri provides various statutory tools that a community may utilize in order to facilitate private or public development or redevelopment in a declining area or to induce the development of an area that has been deficient in growth and development. One such tool is provided for in the Land Clearance for Redevelopment Authority Law (R.S. MO Sections 99.300 to 99.715, as amended) (the “LCRA Law” or the “Law”). The LCRA Law provides for the creation of a Land Clearance for Redevelopment Authority, which is granted various powers of authority to carry out a redevelopment or urban renewal plan for land clearance and urban renewal projects, as defined within the LCRA Law.

The purpose of this report is to provide the findings and conditions supporting establishment of an area within St. Louis County, Missouri (the “County”), shown in Exhibit A – Area Boundary and Parcel Locator Numbers and Exhibit B – Aerial Photo in Appendix A, for the purposes of declaring that area a “Blighted” or “Insanitary” area under the LCRA Law. In addition, following the establishment of the conditions which qualify the area, subsequent sections of this report will serve as the “Redevelopment Plan” or “Urban Renewal Plan” for a “Land Clearance Project” of an “Urban Renewal Project” undertaken within the Area.

As outlined in Section 99.430 of the R.S. MO the initial step in establishing an area under the Law is for the governing body of the community to declare, by resolution or ordinance, that the area is a “Blighted area” or “Insanitary area” in need of redevelopment or in need of rehabilitation. Section 99.320 of the Law sets out the definitions of these two areas as follows:

“Blighted area”, an area which, by reason of the predominance of defective or inadequate street layout, insanitary or unsafe conditions, deterioration of site improvements, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, retards the provision of housing accommodations or constitutes an economic or social liability or a menace to the public health, safety, morals, or welfare in its present condition and use;

“Insanitary area”, an area in which there is a predominance of buildings and improvements which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air sanitation or open spaces, high density of population and overcrowding of buildings, overcrowding of land, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission
of disease, infant mortality, juvenile delinquency and crime or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare;

Based on the findings of this analysis, as outlined in Section 2, the area to be known as the Jamestown Mall Land Clearance Project Area (the “Area” or “Jamestown Mall”) and shown on Exhibit A in Appendix A, exhibits the conditions that warrant the Area being declared both a “Blighted Area” and, as outlined in Section 3, as an “Insanitary Area” under the terms and conditions of the Law. The following sections of this report outline these findings as analyzed by PGAV PLANNERS, retained on behalf of the St. Louis County Land Clearance for Redevelopment Authority (the “Authority”) to document the conditions of the Area and prepare the accompanying redevelopment plan.

AREA DESCRIPTION AND BACKGROUND

The Jamestown Mall Land Clearance Project Area is located within the County of St. Louis, Missouri, and is generally bordered by Lindbergh Boulevard to the north, Old Jamestown Road to the west, and Coldwater Creek and the Fox Manor Subdivision to the south and east. The Area is located in an unincorporated area of far north St. Louis County, just east of the City of Black Jack. The Area consists of thirteen parcels, including a parcel containing the inline portion of the Jamestown Mall and outlots, a parcel for each of the four former anchor department stores, three undeveloped (and farmed) outlot parcels, and five unused and undeveloped parcels to the south of the mall building.

The Area contains approximately 144.7 acres of land. The Area consists of the now-vacant mall, two related outlot buildings, undeveloped parcels, and parking. The Area has approximately 1.2 million square feet of retail space. As of October 4, 2016, there are no tenants/uses in the primary retail anchor and mall buildings. Only two uses remain: an auto center located in the formerly Sears auto-center building at the northwest corner of the property; and a mortuary-related use located in a former bank building on an outparcel lot along the western side of the area.

The area around Jamestown Mall was first settled in the early 1800s, but remained sparsely populated until after World War II when the first residential subdivisions began to be platted. Fox Manor, to the immediate east and south of the Area was built in 1970. Jamestown Mall was built shortly after and opened to the public in 1973. The mall was built on the urban fringe under the assumption that residential development would continue pushing north and that shoppers would cross the river south from Illinois to patronize the mall. Unfortunately, the expansion of residential development around the mall never materialized, largely due to the area’s karst topography and abundance of sinkholes. In addition, the Alton Square Mall was built across the river in Illinois to the north in 1978, removing a significant

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1 Page 3-1, Jamestown Mall Briefing Book, September 2009 for Urban Land Institute Advisory Services Panel.
portion of the mall’s prospective clientele from the Illinois portion of its market area. The mall originally had two anchor department store tenants – Sears and Stix Baer & Fuller (later Dillard’s). In 1994, the JC Penney and Famous Barr (later Macy’s) were added as part of a mall expansion. At that time, the movie theatre was also moved and expanded and the food court was expanded and centralized.

The lack of nearby residents and competition from other regional retail centers sent sales at the mall on a downward trend and depressed the market for the adjacent parcels and outlots that were intended for development. In terms of outlots and adjacent commercial development, Jamestown was one of the smallest regional indoor shopping centers in the St. Louis region while at the same time the square footage of the mall and anchor buildings made it among the larger regional mall properties. The outlots were never developed, despite various proposals over the years and today remain soybean and corn fields. The mall began to steadily lose national tenants and its department store anchors. By 2008, occupancy was at forty-four percent (44%), dropping to twenty-five percent (25%) by 2013, with many of the leased spaces occupied by B and C class tenants and professional service providers. Dillard’s closed in 2006 and Sears in 2009. JC Penney was converted to a JCPenney Outlet store and then ultimately closed in 2013. The movie theater had previously closed in late 2013. The last of the four department store anchors, Macy’s, closed in the spring of 2014 leaving the mall without an anchor store and without a single national retailer.

The mall, which had only a few tenants in the spring of 2014 (most of which were professional services, churches, or re-sale establishments) is now completely vacant and boarded up. Deferred maintenance and neglect have continued to take a serious toll on the structure itself. Deterioration, evident throughout 2014, is accelerating now that there is no heating or cooling within the buildings and extensive water damage has accelerated and promote further mold growth. Prior to the 2014 field review of the property, the mall had been closed on occasion over the past two years due to lack of heat in the inline portion of the mall. A water main break in the winter of 2013/2014 caused a sinkhole to form in the Macy’s parking lot. An elderly woman accidentally drove into the sinkhole and had to be rescued. The mall, which had been a solid source of retail sales tax for St. Louis County, is now a major eyesore along Lindbergh Boulevard and an economic drain. Without complete redevelopment of the Area, likely including the large-scale demolition of many of the site improvements, the Area will continue to negatively impact its surroundings and fail to contribute to the generation of tax revenue and jobs for the County and its residents.

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St. Louis County has taken an active role in working with the mall’s various owners over the years to see a redevelopment of the Area, albeit with little success to date. After Carlyle Development Group acquired the mall from the original developer, Richard E. Jacobs Companies, in 2003, Carlyle Development had been in talks with the County to redevelop the Area. In 2008, Carlyle announced its intention to redevelop the mall into a mixed use center at a cost of $120 million. This redevelopment proposal ultimately fell through.

The County commissioned the Urban Land Institute to study the mall and present recommendations in 2009. The report recommended that the County create a vision plan and engage a master developer to create a detailed development plan. The authors noted: “Moving forward requires planning, a new approach to economic development, building a social infrastructure, and a commitment to creating a bold vision for the site.” Consequently, the County commissioned Dover, Kohl & Partners to create a conceptual plan for the redevelopment of the Area. The conceptual plan document included four plan scenarios and alternatives. According to the plan, “The proposed development scenarios allow for phasing that permits the Jamestown Mall site to develop incrementally. Single or multiple parcels may be redeveloped while others may remain in operation.” Unfortunately, redevelopment of one or multiple parcels in the Area has proven elusive. The County continues to encourage the redevelopment of the Area and the Authority has commissioned this report to determine if the Area qualifies as a “Blighted Area” or “Insanitary Area” under the Law as well as serve as the “Redevelopment Plan” and “Urban Renewal Plan” for a “Land Clearance Project” or an “Urban Renewal Project” undertaken within the Area.

**Exhibit C – Existing Land Use** in Appendix A shows the current land use within the Area, which is primarily commercial, with the three outlots being agricultural and the undeveloped five parcels to the south remaining vacant. As previously noted, however, nearly all (98%) of the commercial building square footage in the Area (totaling approximately 1,227,000 square feet) is currently vacant or greatly underutilized. **Exhibit D – Surrounding Land Uses** demonstrates the abundance of undeveloped land surrounding the Area, largely the result of the limitations of the karst topography. **Exhibit E – Existing Zoning** shows that the majority of the Area is currently zoned C8 – Planned Commercial District, with the undeveloped parcels in the southern portion of the Area zoned R2 – Residence District. The zoning of the southern parcels is also impacted by an existing flood plain associated with Coldwater Creek.

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The permitted uses and requirements applicable to property within each zoning type are outlined in Chapter 1003 of the Municipal Code of St. Louis County. As the majority of the Area is zoned C8 – Planned Commercial District, these portions are under specific zoning ordinances which relate to the development, either existing or planned but never built. The entire mall structure and most of the parking area has its zoning set by Amending Ordinance 7315, approved May 13, 2009. A small portion of the parking area along Lindbergh Boulevard has its zoning governed by Ordinance 15,881. Lastly, a portion of the area now currently under agricultural use in the easternmost portion of the Area has its zoning governed by Ordinance 15,880.

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8 St. Louis County, Missouri Zoning Ordinance: [http://www.stlouisco.com/PropertyandRoads/PlanningZoningandSubdivisionInformation/ZoningOrdinance](http://www.stlouisco.com/PropertyandRoads/PlanningZoningandSubdivisionInformation/ZoningOrdinance)
SECTION 2

BLIGHTED AREA

BASIS FOR AREA DESIGNATION

In order for the Authority to prepare a redevelopment or an urban renewal plan under the Law, the area in question must meet the definition of a “Blighted Area” or “Insanitary Area” (or in the alternative, the Law provides that the Authority may simultaneously prepare a plan and find the area in question to be a “Blighted Area” or “Insanitary Area”). As determined by field investigations and analyses undertaken for this Plan, the Area was found to exhibit the requirements necessary for designation under the Law as a Blighted Area. The analysis of existing conditions and evidence of the factors present in the Area are described in detail in this section. The Blighted Area qualification factors present in the Area include the following:

- Defective or Inadequate Street Layout;
- Insanitary or Unsafe Conditions;
- Deterioration of Site Improvements;
- Improper Subdivision or Obsolete Platting; and the
- Existence of Conditions Which Endanger Life or Property by Fire and Other Causes.

The Law, in 99.310 R.S. MO gives the following declaration of policy:

*It is hereby found and declared that there exists in municipalities of the state insanitary, blighted, deteriorated and deteriorating areas which constitute a serious and growing menace injurious to the public health, safety, morals and welfare of the residents of the state; that the existence of such areas contributes substantially and increasingly to the spread of disease and crime, necessitating excessive and disproportionate expenditures of public funds for the preservation of the public health and safety, for crime prevention, correction, prosecution, punishment and the treatment of juvenile delinquency and for the maintenance of adequate police, fire and accident protection and other public services and facilities, constitutes an economic and social liability, substantially impairs or arrests the sound growth of communities and retards the provision of housing accommodations; that this menace is beyond remedy and control solely by regulatory process in the exercise of the police power and cannot be dealt with effectively by the ordinary operations of private enterprise without the aids herein provided; that the elimination or prevention of the detrimental conditions in such areas, the acquisition and preparation of land in or necessary to the development, renewal or rehabilitation of such areas and its sale or lease for development, renewal or rehabilitation in accordance with general plans and redevelopment or urban renewal plans of communities and any assistance which may be given by any public body in connection therewith.*
are public uses and purposes for which public money may be expended and private property acquired; and that the necessity in the public interest for the provisions hereinafter enacted is hereby declared as a matter of legislative determination; and that certain insanitary, blighted, deteriorated or deteriorating areas, or portions thereof, may require acquisition and clearance, as provided in this law, since the prevailing condition of decay may make impracticable the reclamation of the area by conservation or rehabilitation, but other areas or portions thereof, through the means provided in this law may be susceptible of conservation or rehabilitation in such a manner that the conditions and evils hereinbefore enumerated may be eliminated, remedied or prevented, and to the extent feasible, salvable, insanitary and blighted areas should be conserved and rehabilitated through voluntary action and the regulatory process. A municipality, to the greatest extent it determines to be feasible in carrying out the provisions of this law, shall afford maximum opportunity, consistent with the sound needs of the municipality as a whole, to the rehabilitation or redevelopment or renewal of areas by private enterprise.

The underlined portion of the declaration of policy emphasizes that the use of the aids provided with the Law should be used when the menace of a “Blighted Area” or “Insanitary Area” cannot be dealt with by the regulatory process of the community and the ordinary operations of private enterprise. The following are a number of factors that have led us to conclude that the conditions menacing the Area are not likely to be remediated through the redevelopment of the Area without the aids provided within the Law:

- The cost of demolition of existing site improvements;
- The cost of construction of various buildings and site improvements, including site preparation;
- Vacant parcels and deteriorated commercial buildings and parking lots, which have been in the same condition for many years indicating a lack of development in the Area;
- The cost of potentially required environmental remediation activities;
- The difficulty of assembling the parcels for redevelopment;
- The cost of removal of obsolete utilities; and
- The cost required to construct utilities and other public infrastructure capable of supporting redevelopment.

The Area is hampered by significant additional costs associated with removing and/or renovating the remaining building and site infrastructure and coping with the site work that will be necessary to accommodate new, modern development of virtually any type. Given the factors impacting the site and
the inability in the current real estate economic environment to absorb the redevelopment costs in new
development, it is clear that without the aids provided to the Authority by the Law, the Area is not
likely to experience growth and development through investment by private enterprise.

This Section documents the conditions that were found to be present in the Area and contains the anal-
ysis of how such conditions cause the Area to be a “Blighted Area” according to Section 99.320 of the
Law. The Law defines a “Blighted Area” as follows:

“Blighted area”, an area which, by reason of the predominance of defective or inadequate street
layout, insanitary or unsafe conditions, deterioration of site improvements, improper subdivision
or obsolete platting, or the existence of conditions which endanger life or property by fire and
other causes, or any combination of such factors, retards the provision of housing accommoda-
tions or constitutes an economic or social liability or a menace to the public health, safety, morals,
or welfare in its present condition and use;

As such, blight conditions may be physical, such as “insanitary or unsafe conditions,” “deterioration of
site improvements” or “the existence of conditions which endanger life or property by fire and other
causes,” or functional, such as “defective or inadequate street layout” or “improper subdivision or ob-
solate platting.”

This analysis is based upon on-site investigations of the Area conducted by PGAV PLANNERS staff
on February 28, 2014, March 1, 2014, March 19, 2014 and October 4, 2016. Staff of the County and
staff of the St. Louis Economic Development Partnership also provided information used in this anal-
ysis. PGAV PLANNERS staff relied upon its extensive experience, knowledge of the real estate mar-
ket, and professional expertise in the preparation of the analysis. Photographs illustrating representative
blighting conditions were taken during the site visits cited above and are displayed in Appendix B –
Existing Conditions Photos. Exhibit F – Existing Conditions in Appendix A is a map depicting the
parcels where blighted conditions were observed by PGAV PLANNERS staff. This report will not
reflect changes in conditions or events that have occurred subsequent to the date of the site visits or
publication of this report.

As indicated above, PGAV PLANNERS staff conducted field investigations of observable conditions
in the Area. During these field investigations, physical and functional blight conditions were observed.

DEFECTIVE OR INADEQUATE STREET LAYOUT

For a site to be served by a proper and adequate street layout it should be easily accessible from nearby
streets and, for an area of the size of the Area, should have an adequate internal network of streets to
serve all businesses or residences within the Area. This street network should provide for vehicular
access, public transit, pedestrians, bicyclists, service and delivery vehicles, as well as emergency
vehicles and equipment. Proper planning for an intuitive flow of automobile traffic decreases the frequency and severity of accidents. In addition, a proper internal street layout allows for pedestrians to move about safely. The design of effective and adequate street layouts must account for both the automobile and the pedestrian and decrease the conflict points between each.

**Summary of Findings Regarding Defective and Inadequate Street Layout:**

During each of the site visits, PGAV PLANNERS staff both drove and walked the Area and surroundings to determine if the street layout was defective or inadequate. The streets and roadways throughout the Area suffer from a number of deficiencies. The following are the defective and inadequate conditions observed:

- With the exception of a portion of the Area along Old Jamestown Road, there are not adequate pedestrian facilities associated with the roadways or interior vehicular circulation within the Area. Lack of provisions for pedestrian movement is indicative of defective street layout that has not been adequately planned or laid out. The lack of sidewalks throughout the site also presents a menace to the safety of both motorists and pedestrians. It also makes the site difficult and dangerous to access for persons with disabilities, the elderly, the young, and anyone without access to a personal vehicle.

- The layout of the site’s parking lots and internal roadways is completely outdated and inadequate for future use of the site. The site was designed to be a massive regional mall, with a staggering amount of parking. While the design of the autocentric and curvilinear access roads may have been standard at the time, both the pattern and design of the street layout will need to be completely reworked to support future development of the site. In addition, there is no street access for the four southernmost parcels in the Area. These parcels are essentially unusable with the current street layout for the Area.

- As the successor to the town center or main street shopping areas prior to the advent of the automobile, the interior design of a shopping mall may be viewed in terms of having a street (interior corridors) and platted parcels (the storefronts), much like a main street that has been converted to a pedestrian mall, or historically, the outdoor market or bazaar. From a code enforcement and fire safety standpoint, shopping centers are seen having an interior street layout, requiring safe ingress and egress. As will be further described later, the Jamestown Mall lacks sufficient entrances and exits to the inline portion of the mall. This can be seen as a defective and inadequate street layout in the Area.
INSANITARY OR UNSAFE CONDITIONS

Insanitary or unsafe conditions are evidenced by a lack of proper public infrastructure adequate for ensuring the public’s health and safety and the presence of harmful substances and conditions which threaten the health and safety of the public.

Summary of Findings Regarding Insanitary or Unsafe Conditions:

The Area has a host of insanitary or unsafe conditions as described in detail below.

- The vacant mall property and outlots represent an unsafe condition within the Area. Presently, there are motion detectors in the interior mall area to alert the security officer to intruders. However, the enormous amount of acreage and building square feet makes it difficult to properly monitor illegal activities. The anchor structures have multiple access points to the outside. Locations with glass doors or windows have been boarded up, but other door access points are vulnerable and have been broken into in spite of being locked. During the earlier site visits, PGAV PLANNERS staff noted unsecured access to service corridors from the outside of the building. The difficulty of properly securing the site is a safety issue for the County (who now owns two of the anchor buildings) and a liability for the all of the property owners.

- The Area is subject to various insanitary or unsafe conditions. Among these is the lack of adequate exterior lighting. During a 2014 visit to the Area after dark, PGAV PLANNERS staff noted at least 33 light standards in the parking areas were not lit. Those areas not illuminated included the entire parking areas associated with the former Sears and the former Dillard’s anchors. In the case of these two sections, the lights may have been intentionally unlit to conserve electricity. During the most recent visit to the site in October of 2016, its was noted by County and PGAV staff that the parking areas are now completely unlit after dark. The maintenance of adequate parking lot lighting is necessary for the safety of anyone accessing the Area after dark including the existing security staff of the property owners of the buildings and property (not owned by the County) and the County police. The existing inadequate lighting creates a perception of a lack of security and provides an opportunity for illicit activities. In addition, the lack of lighting at night is a greater safety hazard given the sinkholes that are developing in the parking areas and the fact that there is still one way to access the property. Given the sparse development around the Area, there is no benefit from spillover lighting from adjacent properties and thus the properties are particularly dark at night.

- As of the October 4, 2016 site visit, vehicular access to the mall has now been blocked at all but one location. The parking areas are becoming significantly overgrown with large weeds growing up through the developing cracks in the pavement. In addition, while the Area is outside the primary area of karst topography prone to sinkholes based on the geologic mapping
acquired by PGAV, additional instances of sinkholes having developed in the parking lots were noted. Some of these have been filled with gravel, while others have not and are simply marked with traffic cones. To the extent sinkholes continue to develop and these areas are not lighted at night and otherwise well-marked, a significant safety hazard is present, particularly so long as there is uncontrolled vehicular access to the property.

- The mall has not been properly heated for portions of the last three winters, as the utility had shut off natural gas to inline portions of the mall on more than one occasion and for periods of time. According to the Amended and Restated Easement, Restriction and Operating Agreement, in order for any of these spaces to be occupied, the mall owner is supposed to maintain “a prevailing minimum temperature of 68 degrees Fahrenheit with outside temperature ranging to 0 degrees during the heating season.” During one of the earlier site visits to the Area PGAV PLANNERS staff noted a temperatures below this threshold, and as low as 62 degrees. The St. Louis County building inspectors closed the mall on more than one occasion over the 2011/2012 and 2012/2013 winters, as temperatures were recorded in the 40 degrees Fahrenheit range. Since the mall area and all of the anchor stores are now vacant, the property is not properly heated or cooled. Because there are many areas of water infiltration to the buildings, without heating or cooling this is contributing to the production of mold.

- The plumbing system in the shopping center facility is deteriorated, and in some instances, has been completely removed or blocked off from the public. The men’s restroom near the former movie theater is completely inoperable and blocked off by what appears to be a table top. From the site visit, it is clear that there are significant plumbing issues and deterioration through the Area. One aspect of this deterioration is that a water line to the property has broken at least once, causing a large sinkhole to develop in the Macy’s portion of the parking lot. As was previously noted, an elderly woman accidently drove into the sinkhole and had to be rescued. The sinkhole was filled with gravel, but it is unclear if it will reappear since, as noted previously, other sinkholes have appeared in the parking areas since this incident occurred. As is depicted on Exhibit H – Sinkhole Map & Karst Topography in Appendix A, the Area is bordered by karst topography, leaving the distinct possibility that the water main break could have caused a permanent sinkhole. Some of the issues with the plumbing may also be resultant from the lack of heat to the mall during portions of the last three winters. It is entirely possible that the pipes have been permanently damaged in portions due to being exposed to freezing temperatures.

9 Amended and Restated Easement, Restriction and Operating Agreement, 1993, Page 56.
11 During the most recent site visit (10/04/2016), it was noted that additional sink holes have developed in the parking areas.
• Plumbing issues in the food court area of the Area produce a putrid smell that pervades that portion of the mall and indicates that there are, at minimum, issues with disconnected water traps in the sinks at vacant restaurants, or at worst, raw sewage leaking into this portion of the building. In any case, the situation is clearly insanitary.

• Water damage was observed throughout the mall, which encourages the growth of mold and mildew. In earlier field visits, at least one spot where the floor was still wet, despite there not having been a recent precipitation event. On the most recent field visit, there are various locations where buckets and tarps have been used to collect or channel the water. The abandoned Dillard’s wing of the mall has portions of its ceiling that have collapsed due to the water damage and the ceilings are black in areas. The widespread presence of unchecked mold throughout the building’s walls, floors, and ceilings is both insanitary and unsafe. During the most recent October 2016 site visit, it was apparent that water damage continues to occur in both the anchor buildings and the interior mall area. The appearance of mold is now more prevalent and the odor produced by mold production now permeates nearly all of the interior spaces.

• As discussed previously, due to the widespread presence of water damage, it seems clear that portions of the roof of the mall are failing. This has allowed extensive water damage to permeate the structures. There are very many instances of water damage, mold, collapsed roofs, and water stains which were observed during the visits to the site. Severe deterioration to internal walls and ceilings and their collapse is a safety concern. In fact, during the most recent site visit, further instances of ceiling collapse were observed and the lack of heat and air conditioning are causing wide spread drop-ceiling tile areas to bow which will ultimate lead to further collapse. The broken skylights observed during the earlier site visits were allowing birds into the building. Bird droppings and birds were observed in the mall, including one that was clearly not well, yet could not find its way out of the structure.

• Due to the age of the mall structure and two of the former department stores (Dillard’s and Sears), it is likely that environmentally hazardous asbestos-containing materials and potentially lead based paint are present. If confirmed, these will need to be properly mitigated and disposed of for any redevelopment of the Area to occur. The failure of the roof and other structural components of the buildings make it even more important that any environmental issues are properly dealt with. This presence of environmentally hazardous materials, combined with the severe deterioration of the buildings is a potentially unsafe condition. Also, the pervasive and growing mold is a hazardous condition for anyone inside the structures and will require special handling by workers that may be involved in building demolition.

• Prior to the closure of the mall and anchor stores, there are multiple conditions in the Area noted by the Black Jack Fire Protection District as being violations of fire code and unsafe.
PGAV PLANNERS reviewed the Black Jack Fire Protection District’s recent inspection records for Jamestown, revealing issues in the Area. These include a lack of fire extinguishers in designated areas and exit signs that were not illuminated. Since the mall was not properly lit in the evening and there were several churches and nursing classes that met in some of the spaces, there was a very real danger of patrons not being able to find the emergency exits were there to be a fire. The fire district limited building occupancy for some assembly-type uses (i.e., a church that was in the mall in 2014) such as a funeral home (located on an outlot and still operating) to 49 or 50 people. This scenario is among the many reasons that the property and buildings have limited ability to support uses of any type under current conditions. PGAV PLANNERS noted multiple places in the mall where refuse, equipment, and access panels for utility boxes are partially blocking exit corridors in violation of fire code.

- In 2014, the former Dillard’s building had multiple unsafe fire code violations and concerns that were identified by the Black Jack Fire Protection District, some which were related to the tenant occupying the building at that time. However, the building is still not safe for occupancy for the ground floor, second floor, or third floor. The building is missing ceiling tiles in the first floor and the loading dock area, making the fire suppression system not compliant. The building is now vacant but the code issues that make it unfit for occupancy remain.

- The vacancy of Jamestown Mall has left it unsafe and susceptible to crime. A ten year review of crime data, including calls for service and “Part 1” and “Part 2” crimes was provided by the St. Louis County Police Department for the period through 2013. After a decrease in calls for service and crimes committed, corresponding to the exodus of tenants (and their patrons) over the years, crime was starting to increase in the Area. In fact, despite the general lack of people patronizing the mall, there were 536 calls for service in 2013 (an average of 1.5 per day), 58 “Part 1” crimes committed (these included a rape, two robberies, one burglary, and 54 counts of larceny), and 19 “Part 2” crimes committed (these included bad checks, fraud, destruction of property, a weapons law violation, two drug/narcotic violations, one family offense, one count of disorderly conduct, one count of counterfeiting, and one count of trespassing). The fact that such a small number of businesses were open, and yet this many crimes were committed, including a rape, is very disturbing and demonstrates that the Area in its current condition is unsafe. Updated crime data provided by the County Police Department for the period from 2014 through October 11, 2016 reveals that Part I and Part II crimes have continued to occur but have slowed with the complete closure of the mall. Over this period, Part I and II crimes have totaled 27 primarily constituting vandalism, trespassing, burglary, auto theft, and larceny. Now that the Area is virtually abandoned and exterior lighting is non-existent, it is likely that this crime pattern will continue. Other crimes related to drug-dealing may begin to increase as is often the case with large abandoned properties.
• PGAV PLANNERS was provided with St. Louis County Health Department inspections for Jamestown Mall. A review of these shows a few concerns. The former theater space had interior wall damage in the food service area, to the extent that it had to be remediated for the theater to continue serving concessions. Similarly, there were structural violations at some of the restaurants in the food court. While all but one of these establishments is now closed, the issues associated with the vacant food service spaces have not been addressed.

• The County provided a history of code violations in the Area. While there are a range of code violations on the site, some have been abated. As previously mentioned, the mall was closed repeatedly over the last two winters due to a lack of heat. The Dillard’s wing of the mall has been deemed unsafe for use. The mall operator allowed the space to be used at least twice, in violation of this – once for a church (which was moved to another portion of the mall) and once for a Halloween party. These infractions resulted in the area being posted with a stop work/use order. When the theater was operating, it was cited for a range of code violations, including electrical issues. The former Sears space has been cited for abandoned cars and a lack of railings. The former Dillard’s space has also been cited for a range of code violations and fire code violations, some of which are detailed further below.

• PGAV PLANNERS had Paul Turner of SST Architects, a registered architect and noted building code specialist, assess the Area from a safety and building code standpoint. Mr. Turner notes that the original mall structure was built in 1973, based on St. Louis County Tax records. Historical records indicate that St. Louis County adopted the 1970 Building Code in 1970. The County adopted the 1975 BOCA National Building Code in 1975. It is assumed that the Mall structure was built based on the 1970 code, which at that time did not incorporate the exceptions allowed for Covered Malls which were adopted in 1975. The mall was built at the beginning of the indoor mall concept. The original leniencies of the building code are progressing to stricter requirements. The current lot layout and ownership arrangement of the mall structure and anchors prevents analyzing the development as a mixed use unlimited area structure. The building code does not allow for openings in adjacent buildings with a “0” lot line separation as is allowed in the special use section. From this perspective, Paul Turner identified the following code issues:
• Occupancy: Covered Malls are addressed under Chapter 4 Special Uses and Occupancy in the current 2009 building code, currently in use by the County. Building codes currently address Covered Malls as a special use and treat the common pedestrian area as similar to a street for exiting purposes and are considered to provide similar benefits to street layouts for improved safety. A brief analysis of the inline mall portion of the structure using the current code indicates the following would be required:

- The mall has 309,000 square feet of Gross Leasable Area, which divided by 50 square feet per person yields a 6,180 person occupant load (see adjacent figure of gross area for the mall)

- 6,180 persons multiplied by 0.2” per person yields 1,236” of exiting capacity, or a quantity of 35 typical 36 inch doors.

- Exits are to be distributed evenly throughout the mall at a maximum distance of 200’.

- Despite these requirements, the following exiting capacity was noted: 14 doors at two primary entrances and 12 doors to exit corridors are provided, for a total exiting capacity of 26 doors (36” doors assumed).

- The above calculations do not include the additional occupant load of the food court currently required in the 2009 IBC. Anchor stores are not typically classified as a primary entrance. Jamestown consists of two primary entrances one of which enters through the food court.

In short, the above demonstrates that the mall in the Area is not in compliance with current building code requirements.

• Exiting: The existing structure presumably was built under the 1970 National Building Code. Exiting trends in the late 1970s and early 1980s indicated a fire exit corridor with a 1 hour rating and 66” (or 3 units of exit width – 66” according to the first edition life safety code). Exiting within the mall is allowed a maximum of 200 feet to the exit corridor or door. Exit corridors are similar in concept to a rated stair enclosure and maintain similar requirements. No storage is allowed in an exit corridor. Electric and mechanical systems are currently not
allowed within the exiting enclosure as is located in the Jamestown mall facility. The 60” inch corridors widths located in the Jamestown mall are typically reduced by the encroachment of electric panels and meters which are not currently allowed within the means of exiting. A special exception for Malls meeting the requirements allows equipment rooms to be accessed through a rated opening directly off of the corridor. The site visit conducted by PGAV PLANNERS and Paul Turner in 2014 found that the mall space is in violation of the above building code requirements.

DETERIORATION OF SITE IMPROVEMENTS

Deterioration may be evident in buildings with defects in the primary and secondary building components, where the defects cannot be cured in the course of normal maintenance. Primary building components include the foundation, exterior walls, floors, roofs, wiring, plumbing, etc. Secondary building components include the doors, windows, frames, fire escapes, gutters, downspouts, siding, fascia materials, etc. Deterioration may also be evident in buildings with sound primary and secondary components, due to such things as a lack of painting, loose or missing roof tiles, floor or ceiling plates, or holes and cracks over limited areas.

Summary of Findings Regarding Deterioration of Site Improvements:

During field investigation, many instances of deterioration to primary and secondary building components, as well as to utilities and paved surfaces (e.g., roadways and parking areas) were observed to be affecting the vast majority of the structures in the Area. As there were significant occurrences of deteriorated site improvements, only some of those observed are listed below as examples:

- Large sections of the expansive surface parking lot are in an extremely deteriorated condition. Significant cracking, potholes, and crumbling of asphalt was observed. Every site visit revealed very poor parking lot conditions and the need to completely rebuild significant portions of the asphalt pavement and its base. In addition, the portions of the Macy’s parking lot which were affected by the sinkhole are still in extremely poor condition. The pavement in this portion of the parking lot undulates and buckles, indicating subsurface issues. As noted previously, the October 2016 field visit revealed that the deterioration of the parking lots is accelerating with large weeds growing through the large cracks in the pavement and additional sinkholes have appeared.

- The mall’s plumbing systems are much deteriorated, as was previously noted. Urinals, toilets, drinking fountains, and sinks were all observed in various stages of deterioration. At least one restroom is completely blocked off from public access. During the 2014 field visits, the mall’s one working fountain was full of algae and the other full of dead plants. The most recent field
visit revealed that the one fountain had been drained and the dead plants removed from the other one, but a long planter box area is still full of dying vegetation.

- Roofing surfaces throughout the Area are clearly in a state of deterioration. Whether through deterioration of the roof, or a failure of the gutters, the roof appears to hold standing water after rain events. The emergency overflow gutters are clearly used on a regular basis, meaning water regularly remains for periods on the roof. In many instances, roofing systems showed signs of failure, based on interior inspections, resulting in water infiltration into the interior of the mall, causing further deterioration to the improvements and structure.

- In places exterior walls exhibit various signs of deterioration throughout the Area. Bricks and mortar showed signs of step-cracking, indicating structural deficiencies. In several cases, particularly in the Sears and Dillard’s portions of the mall, the building walls appear to be pulling away from the structure at the expansion joints. In places where there was a welded steel bracket to hold the concrete exterior cladding, these have rusted and there is spalling concrete at the attachment points.

- The skylights throughout the mall are severely deteriorated, and in 2014 had holes which were allowing birds to enter the mall area. While there had been some attempt made to place duct tape over these holes, birds and rainwater are getting into the mall and causing further damage. The birds had spread excrement throughout the mall, which is both hazardous to health and insanitary. In addition, during the 2014 site visit a sick or injured bird was noted, which clearly could not get out of the building – meaning animals are likely dying inside the mall. In some corridor locations there was evidence of mouse droppings indicating that vermin are gaining access. During the 2016 site visit it appeared that some of the damaged skylight pains had had a temporary fix again applied. This may prevent bird access but is not likely to be watertight over time.

- Various exterior improvements are deteriorated such as entrance signs, railings, stairs, loading areas, and the like. These present a negative impression of the Area to any visitor and are, in many cases, dangerous to patrons.

**IMPROPER SUBDIVISION OR OBSOLETE PLATTING**

Improper subdivision can consist of the platting of a lot or lots with irregular shapes which renders construction of appropriate land uses difficult or impossible or renders the lot or lots in violation of the County’s subdivision code. Obsolete platting is where the shapes of lots or the arrangement or organization of lots is no longer suited for current, modern, land use and development.
Summary of Findings Regarding Improper Subdivision or Obsolete Platting:

- The platting of the entire Area has become obsolete. The parcels that the mall occupies are oversized for its intended use. When the shopping center was first designed, the amount of parking that was required for the facility was overestimated. Contemporary parking standards for super-regional shopping centers, as determined by the International Council of Shopping Centers, is approximately 4.5 spaces per 1,000 square feet of Gross Leasable Area (GLA). Even when it was fully operational, the mall had more than the required amount of parking, especially considering its limited trade / market area. The result was a massive amount of surface parking spaces that was infrequently and often never used when the mall was operational. More recent PGAV experience has shown that parking standards for retail development can be further reduced. With much more shopping now occurring online, retailers have discovered that they need less merchandise space. And the store now becomes more like a “showroom” and/or a place to pick up merchandise to be ordered online. Therefore, the need for parking ratios greater than 3.5 to 4 per thousand square feet is unnecessary and store sizes will become smaller.

Review of the parcel boundaries for the Area will reveal a labyrinth of bizarre parcel shapes, in some instances with extended appendages that look like rights-of-way. In the world of shopping center development (and more so with regional shopping centers) the property layouts are designed to relate to the building footprints, their associated parking areas, and requirements for loading dock or other access. This is done to placate the demand on the part of the anchor retailers, and in some instances mall tenants, to have control over their building, space, parking, and/or access. In most instances, the anchor tenants own at least their building and, in many instances, their primary parking areas. These parcel maps do not often reflect the array of cross-access or other property rights easements that may also be present. The parcel configurations become immediately obsolete for any other uses.

Now that the mall is essentially vacant and will need to be repurposed, the entire site will need to be replatted and subdivided to meet contemporary design standards for any future use or combination of uses. In addition to this fact, the super-regional shopping mall concept itself is obsolete according to current retail market trends. The four southernmost parcels in the Area are completely isolated from roadway access and are essentially unusable with the current improper subdivision and obsolete platting. For these parcels to be used, and for the outlot parcels to the north and east of the mall to be redeveloped, the entire Area will need to be re-platted.

- The virtual absence of landscaping within the vast paved area also contributes to increased runoff, thereby contributing to the flooding discussed earlier. The cost of maintaining such parking lots is expensive. The ownership of the mall has neglected maintenance and allowed
the parking lots to deteriorate to the point that they need to be replaced. At a contemporary shopping center of this type, the parking ratios would be at lower levels and the resulting “excess” land would be subdivided for development of “out parcel” uses or a mixed use development that would complement the retail center.

EXISTENCE OF CONDITIONS WHICH ENDANGER LIFE OR PROPERTY BY FIRE AND OTHER CAUSES

The existence of conditions which endanger life or property by fire and other causes includes such circumstances as structures in danger of collapse, the lack of modern life safety measures, physical deficiencies which could cause harm, the existence of hazardous conditions that could cause a fire or hinder the suppression of a fire, or potential flooding conditions which could threaten life or property.

Summary of Findings:

- The physical deficiencies in the mall have led to chronic, systemic roof leaks which wear away roofing material and interior ceiling material, damage floor and other surfaces in the building and, in general, menace the building’s function, utility and structural soundness. The vacant buildings, the predominance of building deterioration, deterioration of pavement and other site improvements within the Area represent conditions which endanger life or property by fire and other causes. Ceilings and walls are severely water damaged and, in some cases collapsing. There is regularly water infiltrating parts of the buildings serving as a breeding ground for mold and mildew. These conditions endanger life or property.

- The extremely deteriorated conditions in portions of the mall’s exterior and the parking lot also endanger life or property. The sinkholes in the parking lot that have been filled may need to be evaluated and addressed further to prevent additional property damage or personal injury. Other sinkholes have developed and have not been filled.

- A detailed review in 2014 of the Black Jack Fire Protection District’s recent inspection records for Jamestown showed some violations, including a lack of fire extinguishers and exit signs that were not operable. There are places in the mall where refuse, equipment, and access panels for utility boxes are partially blocking exit corridors. The former Dillard’s building contains serious fire code violations, per the fire department. A review of the structure and documents by SST Architects, as described previously, indicated a plethora of building code issues. Fire sprinklers in at least some portions of the Area are shut off. These issues represent conditions which endanger life or property by fire.
Due to their age and design, the mall structures potentially contain environmentally hazardous asbestos-containing materials, and lead paint. Both lead paint and asbestos, if not properly identified and disposed of, can be harmful or even fatal to persons improperly exposed to them.

**SUMMARY OF BLIGHTED AREA**

**ECONOMIC LIABILITY**

The Area, by reason of both a predominance of each of, as well as a combination of, defective and inadequate street layout, insanitary or unsafe conditions, deterioration of site improvements, improper subdivision and obsolete platting constitutes an economic liability. The Area, in its present condition and use, is severely underutilized. The conditions described herein are a deterrent to future investment and development in the area. There are only a handful of businesses still operating in the Area. The Area does not generate a reasonable level of revenue for the County or the other taxing districts involved, considering its zoning and use. In 2014, the estimated annual retail sales for the entire census tract where the Area is located was $7 million\(^\text{12}\). This figure included Macy’s while it was still open and what little was being generated from those few small businesses that still occupied mall spaces and the Dillard’s building at that time. As of the October 2016 field visit, it appears that the only operating business is the Auto Center in the north end of the property; and therefore, nearly all retail sales have evaporated. This will result in yet additional decrease in tax revenues for the local taxing districts.

In addition, the presence of a large, vacant shopping mall in a visible location creates a negative image of the County that discourages private investment, thus it is not likely that the property and buildings as they exist will ever be leased or reused in their present form. As such, the Area does not generate the level of revenue for the County and the other taxing districts proportionate to the level of services provided by such taxing districts, compared either to the revenue of similarly situated commercial properties or to its recent historical performance. For example, the St. Louis County Assessor’s assessed value for the Area declined from approximately $12.0 million in 2004 to $1.25 million in 2016. This approximately 90% reduction in value means that property taxes generated by the Area have also declined by the same amount. This decline in value clearly indicated that the Area’s present condition and use have hampered its economic performance and have resulted in its being an economic liability.

The outlot parcels to the north and east of the mall were never used for their intended purpose as supporting retail outlot uses. These parcels have been temporarily planted with crops, since all proposals for developing these to a higher use have failed over the years. Similarly, the southern parcels in the Area have never been developed. These parcels are disconnected from the road network through improper street layout and subdivision, making them landlocked and undevelopable under the existing

\(^\text{12}\) ESRI estimates for previous year, by census tract.
conditions. A portion of these parcels also is located in the floodplain, which further complicates their development.

The Area, on the whole, has not been subject to growth and development through investment by private enterprise and is not reasonably anticipated to be redeveloped without public assistance. The costs associated with rehabilitating and reconfiguring the mall are extraordinary and are not likely to occur without the use of the tools offered through the Authority (and possibly other incentives). This fact is evidenced by the failure of multiple developers to rehabilitate the facility into a more productive use.

As was previously discussed, regional malls are declining nationwide, and St. Louis is no exception. Exhibit G – St. Louis Area Indoor Shopping Malls in Appendix A shows the number of failed indoor malls in the region. The region has lost seven of its indoor malls, leaving nine remaining. Even those remaining have had difficulties as the retail market was overbuilt in the 1980s and 1990s, which was demonstrated during the Great Recession as commercial space vacancies skyrocketed. Since then, unemployment has been slowly coming down, making consumers more conscientious on price. Similarly, wages have remained relatively stagnant, keeping retail spending anemic. Lastly, the increase in online sales has severely impacted traditional brick and mortar stores, such as shopping malls. All of these factors demonstrate how difficult it is to use the mall, making it an economic liability for the County. The combination of factors means the St. Louis region and St. Louis County is overbuilt with retail space and older obsolete properties are the most difficult to fill with new retailers, particularly those new to the market. In addition, many retailers have reduced the space required for brick and mortar stores. Large regional malls like Jamestown are among the most obsolete of retail spaces.

The existing design and use of the Area as a regional shopping mall does not make sense from a market perspective. Jamestown is located in one of the least dense portions of St. Louis County. The ULI analysis of the Area noted that typical regional malls need between 200,000 and 250,000 residents to draw customers from, whereas the North County area has only 135,000.\(^\text{13}\) As the Jamestown Mall Area Plan by Dover Kohl & Partners notes: “Although Jamestown Mall is located a half mile from Highway 367, it is not in the regionally preferred high traffic corridor of Route 40 (I-64)…Area retail professionals have suggested that the center of gravity for retail in the North County area is closer to Lindbergh Boulevard and New Halls Ferry Road, 3 miles to the west of the site. Discussions with local development consultants revealed that the Jamestown Mall site is better suited to neighborhood type uses because regional draws would not likely locate, or be adequately supported, in this location.”\(^\text{14}\) Similarly, the traffic on the portion of Lindbergh Boulevard that borders the Area is approximately 17,500 trips per day, while competing shopping centers in North County have between 30,000 and 50,000 trips per day.

\(^{13}\) Urban Land Institute Advisory Services Panel Report – Jamestown Mall, St. Louis County, Missouri, September 2009, page 14

\(^{14}\) Jamestown Mall Area Plan, Dover Kohl & Partners, May 2011, page 1.15.
An appraisal of the mall conducted in August 2011 listed five competitive properties (Northwest Plaza Mall, Crestwood Court Mall, Mayfair Shopping Center, Flower Valley Shopping Center, and the Crossings Shopping Center), all of which are in much more desirable locations for retail development. All of this points to a reuse of the site that will likely not be a regional shopping center, but more of a mixed use or residential development. In this respect, the current mall structure is an economic liability, rather than an asset.

**SOCIAL LIABILITY**

By reason of the predominance of the above mentioned blighting factors, the Area constitutes a social liability to the County and the taxing districts that collect certain taxes in the Area generated by the shopping center. The Area contains insanitary conditions, unsafe conditions, potentially has hazardous substances, and various fire and building code violations, all of which constitute a social liability.

In addition, the negative trend in sales tax collection and property tax collection has an adverse effect on the governmental entities that provide services to the community. The County, which is entrusted with providing police protection, snow removal, and other public services, faces a challenge due to the decline of Jamestown Mall and, correspondingly, the quantity of County taxes that are being generated.

Also, districts which levy property taxes in the Area such as the Hazelwood School District, County Health Fund, Sheltered Workshop, Community College, MO Blind Pension Fund, Black Jack Fire District, and the Special School District all provide social services such as education and disease prevention that are integral to a functional society. These districts, which constitute approximately 90% of the total property tax levy in the Area, are adversely affected by the decline in property taxes within the Area. The Area constitutes a social liability due to the decreasing amounts of tax revenue that are being produced by the Area, and the corresponding negative effect that this decrease in taxes has on taxing jurisdictions which provide essential social services.

**MENACE TO THE PUBLIC HEALTH, SAFETY, MORALS OR WELFARE**

The Area, by reason of both a predominance of each of, as well as a combination of, defective and inadequate street layout, insanitary or unsafe conditions, deterioration of site improvements, improper subdivision and obsolete platting constitutes a menace to the public health, safety, morals or welfare. The lack of compliance with existing codes, the insufficient interior and exterior lighting and the other insanitary or unsafe conditions observed throughout the Area reinforce the conclusion that the Area is a menace to public health, safety, morals and welfare in its current condition and use.

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15 Ibid, page 1.20.
16 Appraisal of Jamestown Mall, Integra Realty Resources, August 2011.
SUMMARY

After consideration and examination of each individual parcel in the Area, the Area, on the whole, is a “Blighted Area,” as such term is defined in the Law. The Area meets the requirements for a Blighted Area, exhibiting factors including, but not limited to:

- Defective or Inadequate Street Layout;
- Insanitary or Unsafe Conditions;
- Deterioration of Site Improvements;
- Improper Subdivision or Obsolete Platting; and
- Existence of Conditions Which Endanger Life or Property by Fire and Other Causes.

The Area is a portion of the County which by reason of the predominance of: defective or inadequate street layout; insanitary or unsafe conditions; deterioration of site improvements; improper subdivision or obsolete platting; or the existence of such conditions which endanger life or property by fire and other causes, or any combination of such factors, constitutes an economic or social liability or a menace to the public health, safety, morals, or welfare in its present condition and use.
SECTION 3

INSANITARY AREA

BASIS FOR AREA DESIGNATION

In order for the Authority to prepare a redevelopment or an urban renewal plan under the Law, the area in question must meet the definition of a “Blighted Area” or “Insanitary Area” (or in the alternative, the Law provides that the Authority may simultaneously prepare a plan and find the area in question to be a “Blighted Area” or “Insanitary Area”). As determined by field investigations and analyses undertaken for this Plan, the Area was found to exhibit the requirements necessary for designation under the Law as an Insanitary Area. The analysis of existing conditions and evidence of the factors present in the Area are described in detail in this section. The Insanitary Area qualification factors present in the Area include the following:

- Deterioration of Buildings and Improvements;
- Age or Obsolescence;
- Inadequate Provision for Ventilation, Light, Air Sanitation or Open Spaces;
- Existence of Conditions Which Endanger Life or Property by Fire and Other Causes.

This Section documents the conditions that were found to be present in the Area and contains the analysis of how such conditions cause the Area to be an “Insanitary Area” according to Section 99.320 of the Law. The Law defines an “Insanitary Area” as follows:

“Insanitary area”, an area in which there is a predominance of buildings and improvements which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air sanitation or open spaces, high density of population and overcrowding of buildings, overcrowding of land, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare;

This analysis is based upon on-site investigations of the Area conducted by PGAV PLANNERS staff on February 28, 2014, March 1, 2014, March 19, 2014 and October 4, 2016. Staff of the County and staff of the St. Louis Economic Development Partnership also provided information used in this analysis. PGAV PLANNERS staff relied upon its extensive experience, knowledge of the real estate market, and professional expertise in the preparation of the analysis. Photographs illustrating representative insanitary conditions were taken during the site visit and are displayed in Appendix B – Existing Conditions Photos. Exhibit F – Existing Conditions in Appendix A is a map depicting the parcels where insanitary conditions were observed by PGAV PLANNERS staff. This report will not reflect changes...
in conditions or events that have occurred subsequent to the date of the site visits or publication of this report. As indicated above, PGAV PLANNERS staff conducted field investigations of observable conditions in the Area. During these field investigations, insanitary conditions were observed.

**DETERIORATION OF BUILDINGS AND IMPROVEMENTS**

Deterioration may be evident in buildings with defects in the primary and secondary building components, where the defects cannot be cured in the course of normal maintenance. Primary building components include the foundation, exterior walls, floors, roofs, wiring, plumbing, etc. Secondary building components include the doors, windows, frames, fire escapes, gutters, downspouts, siding, fascia materials, etc. Deterioration may also be evident in buildings with sound primary and secondary components, due to such things as a lack of painting, loose or missing roof tiles, floor or ceiling plates, or holes and cracks over limited areas.

**Summary of Findings Regarding Deterioration of Buildings and Improvements:**

During field investigations, many instances of deterioration to primary and secondary building components, as well as to utilities and paved surfaces (e.g., roadways and parking areas) were observed to be affecting the vast majority of the structures in the Area. As there were significant occurrences of deteriorated site improvements, only some of those observed are listed below as examples:

- Large sections of the expansive surface parking lot are in an extremely deteriorated condition. Significant cracking, potholes, and crumbling of asphalt was observed. The site visit revealed very poor parking lot conditions and the need to completely rebuild significant portions of the asphalt pavement and its base. In addition, the portions of the Macy’s parking lot which were affected by the sinkhole are still in extremely poor condition and the most recent site visit revealed that additional sink holes have occurred. The pavement in this portion of the parking lot undulates and buckles, indicating subsurface issues. As the cracking and surface deterioration has accelerated, major areas of weed growth has occurred throughout the various parking areas. Any reuse of these parking areas would require complete replacement. Some of these conditions present a safety hazard to vehicular movement and pedestrian access.

- The mall’s plumbing systems are much deteriorated, as was previously noted. Urinals, toilets, drinking fountains, and sinks were all observed in various stages of deterioration. At least one restroom is completely blocked off from public access.

- Roofing surfaces throughout the Area are clearly in a state of deterioration. Whether through deterioration of the roof, or a failure of the gutters, the roof appears to hold standing water after rain events. The emergency overflow gutters are clearly used on a regular basis, meaning water regularly remains for periods on the roof. In many instances, roofing systems showed signs of
failure, based on interior inspections, resulting in water infiltration into the interior of the mall, causing further deterioration to the improvements and structure.

- In places exterior walls exhibited various signs of deterioration throughout the Area. Bricks and mortar showed signs of step-cracking, indicating structural deficiencies. In several cases, particularly in the Sears and Dillard’s portions of the mall, the building walls appeared to be pulling away from the structure at the expansion joints. In places where there was a welded steel bracket to hold the concrete exterior cladding, these have rusted and there is spalling concrete at the attachment points.

- The skylights throughout the mall are severely deteriorated, have had holes, in the past, and the temporary fixes which have been made will not hold for an extended period of time. If the temporary fixes that have been made to the mall area skylights do not hold, birds will again gain access to the mall area (as was evident during the field visits in 2014) and rainwater infiltration into the mall will accelerate. During the 2014 site visit a sick or injured bird was noted, which clearly could not get out of the building. In the most recent October 2016 site visit, there was evidence of mice droppings at two locations indicating that vermin are accessing the building.

- Various exterior improvements are deteriorated such as entrance signs, railings, stairs, loading areas, and the like. These present a negative impression of the Area to any visitor.

**AGE OR OBsolescence**

The ability of structures to continue as viable land uses, based on the manner in which they were built and/or placed on the land, is relevant in determining if they have long-term value in the real estate marketplace. Obsolescence takes many forms, including the following: functional obsolescence, economic obsolescence, obsolete plating, and obsolete site improvements. The Area is obsolete in all four of these forms in its current condition. The lack of tenants or redevelopment of the commercial parcels in the Area up to this point is due to this obsolescence.

The functional obsolescence of buildings in the Area is directly related to the age of the buildings and their construction for entirely different market realities. A majority of the structures in the Area were constructed in 1973 (43 years ago), with some being constructed in 1994 (22 years ago) with the remodeling of the mall and the addition of JC Penney and Famous Barr (later Macy’s).

The buildings in the Area represent an obsolete design that, because of changing market conditions and the physical design of the structures have significantly decreased value in the real estate market. As a result of changing markets, a number of the buildings are now functionally obsolete. In order to overcome the functional and economic obsolescence of the buildings and improve the overall viability of
the Area, the Area must be redeveloped so as to accommodate new uses in line with appropriate contemporary development standards. In addition, portions of the Area cannot be redeveloped unless parcels in the Area are re-platted or consolidated. Therefore, these parcels are unlikely to be subject to growth and development by private enterprise without a comprehensive redevelopment of the entire Area.

**Summary of Findings Regarding Age or Obsolescence:**

- The platting of the Area has become obsolete. The parcels that the mall occupies are oversized for its intended use. When the shopping center was first designed, the amount of parking that was required for the facility was overestimated. Contemporary parking standards for super-regional shopping centers, as determined by the International Council of Shopping Centers, is approximately 4.5 spaces per 1,000 square feet of Gross Leasable Area (GLA). Even when it was fully operational, the mall had more than the required amount of parking, especially considering its limited trade / market area. The result was a massive amount of surface parking spaces that was infrequently and often never used when the mall was operational. Also, as noted in Section 2 of this report, the need for the parking ratios typically demanded by retail tenants in the past are now being reduced. This is because store sizes are becoming smaller and less holiday shopping is being done in the stores compared to online. In other words, the need for parking ratios that are only needed on approximately 10 days a year are now obsolete. Now that the mall is vacant and will need to be repurposed, the entire site will need to be re-platted and subdivided to meet contemporary design standards for any future use or combination of uses. In addition, the southern parcels in the Area are completely cutoff from the existing street network with the current obsolete platting of the Area. Because the parcels suffer from a lack of access and are partially located within a floodplain, they have never been developed. The Area will need to be completely re-platted in order to see all parcels used for their intended purposes.

- In addition to this fact, as is discussed at other points in this document, the super-regional shopping mall concept itself is obsolete according to current retail market trends. Exhibit G – St. Louis Area Indoor Shopping Malls in Appendix A demonstrates that of the indoor malls that were built during the heyday of the regional indoor shopping mall concept, seven have failed and nine are still open. Not only is the retail real estate market still overbuilt, but with the lingering effects of the Great Recession and the e-commerce revolution, it is unlikely that there will be need for another indoor shopping mall in the Area. According to a recent report, “Green Street Advisor, an analysis firm that tracks [Real Estate Investment Trusts] REITs, has forecast that 10 percent of the roughly 1,000 large malls in the U.S. will fail within the next 10
years and be converted into something with far less retail.”\textsuperscript{17} Another report from Co-Star says “there are more than 200 malls with over 250,000 square feet that have vacancy rates of 35 percent or higher.”\textsuperscript{18} Crain’s Chicago Business recently published a story detailing the challenges major retailers face regarding brick and mortar stores: “Demand for store space is slumping as major retailers such as JC Penney Co. and Best Buy Co. close stores and others curtail expansion plans. Real estate tracker REIS Inc. in New York says regional mall vacancy rates have edged down from recessionary highs but still are up to 41 percent over the past 10 years.”\textsuperscript{19} These statistics and news stories merely serve to underscore the fact that the Area, in its current design and use is aging and obsolete.

- The virtual absence of landscaping within the vast paved area also contributes to increased runoff, thereby contributing to the flooding discussed earlier. The cost of maintaining such parking lots is expensive. The ownership of the mall has neglected maintenance and allowed the parking lots to deteriorate to the point that they need to be replaced. At a contemporary shopping center of this type, the parking ratios would be at lower levels and the resulting “excess” land would be subdivided for development of “out parcel” uses or a mixed use development that would complement the retail center.

**INADEQUATE PROVISION FOR VENTILATION, LIGHT, AIR SANITATION OR OPEN SPACES**

The Area has inadequate provision for ventilation, light, and air sanitation, which allows the presence of harmful substances and conditions that threaten the health and safety of the public.

*Summary of Findings Regarding Inadequate Provision for Ventilation, Light, Air Sanitation or Open Spaces:*

The Area has the following conditions as described in detail below.

- The Area is subject to various insanitary conditions. Among these is the lack of adequate exterior lighting. During the 2014 site visits to the Area after dark, PGAV PLANNERS staff noted at least 33 light standards in the parking areas were not lit. Those areas not illuminated included the entire parking areas associated with the former Sears and the former Dillard’s anchors. With the closure of Penney’s and Macy’s and vacation of all of the mall area (in essence now complete closure of the Mall), the lot is now not lit at all; however, the maintenance of adequate

\textsuperscript{17} “The Death of the American Shopping Mall”, Atlantic Cities, December 26, 2012, retrieved February 26, 2014.
\textsuperscript{18} Ibid.
\textsuperscript{19} “Real Estate Won’t Save Sears Shareholders”, Crain’s Chicago Business, April 12, 2014, retrieved April 16, 2014.
parking lot lighting is necessary for the safety of existing security staff and County staff and police that must monitor the property. The existing inadequate lighting creates a perception of a lack of security and thus invites break-ins to the buildings and illicit activity on the parking lots. In addition, given the condition of the parking areas, the lack of any lighting provides a safety hazard to vehicular traffic.

- In 2013 and 2014, the mall HVAC system had not worked properly and, at times, the owner had not paid their utility bills. This caused a lack of ventilation and air circulation in the mall. The mall has not been properly heated for portions of the last three winters, as the utility has shut off natural gas to the inline portion of the mall on more than one occasion for periods of time and, more recently, as virtually all of the buildings have been vacated. The lack of heating and air conditioning in the mall area and the anchor buildings coupled with the rainwater infiltration and growth of mold, has made the air inside the buildings unhealthy.

EXISTENCE OF CONDITIONS WHICH ENDANGER LIFE OR PROPERTY BY FIRE AND OTHER CAUSES

The existence of conditions which endanger life or property by fire and other causes includes such circumstances as structures in danger of collapse, the lack of modern life safety measures, physical deficiencies which could cause harm, the existence of hazardous conditions that could cause a fire or hinder the suppression of a fire, or potential flooding conditions which could threaten life or property.

Summary of Findings:

- The physical deficiencies in the mall have led to chronic, systemic roof leaks which wear away roofing material and interior ceiling material, damage floor and other surfaces in the building and, in general, menace the building’s function, utility and structural soundness. The vacant buildings, the predominance of building deterioration, deterioration of pavement and other site improvements within the Area represent conditions which endanger life or property by fire and other causes. Ceilings and walls are severely water damaged and, in some cases collapsing. There is regularly water infiltrating parts of the buildings serving as a breeding ground for mold and mildew. These conditions endanger life or property.

- The extremely deteriorated conditions in portions of the mall’s exterior and the parking lot also endanger life or property. The sinkholes in the parking lot that have been filled may need to be evaluated and addressed further to prevent additional property damage or personal injury. New sinkholes have appeared (and have not been filled) and thus present a further vehicular and pedestrian safety hazard.
• A detailed review of the Black Jack Fire Protection District’s 2013/2014 inspection records for Jamestown showed some violations, including a lack of fire extinguishers and exit signs that were not operable. There are places in the mall where refuse, equipment, and access panels for utility boxes are partially blocking exit corridors. The former Dillard’s building contains serious fire code violations, per the fire department. A review of the structure and documents by SST Architects, as described previously, indicated a plethora of building code issues. The fire district limited building occupancy for some assembly-type uses (i.e., a church that was in the mall in 2014 and a funeral home – located on an outlot and still operating) to 49 or 50 people. These issues represent conditions which endanger life or property by fire.

• The plumbing system in the shopping center facility is deteriorated, and in some instances, has been completely removed or blocked off from the public. The men’s restroom near the former movie theater is completely inoperable and blocked off by what appears to be a table top. From the site visit, it is clear that there are significant plumbing issues and deterioration through the Area. One aspect of this deterioration is that the water line has broken at least once, causing a large sinkhole to develop in the Macy’s portion of the parking lot. As was previously noted, an elderly woman accidently drove into the sinkhole and had to be rescued. The sinkhole has since been filled with gravel, but it is unclear if it will reappear. Since other sinkholes have appeared more recently, its is unknown whether these have impacted other water mains or sewer lines in the Area. As is depicted on Exhibit H – Sinkhole Map & Karst Topography in Appendix A, the Area is bordered by karst topography, leaving the distinct possibility that the water main break could have caused a permanent sinkhole related to this incident. Some of the issues with the plumbing may also be resultant from the lack of heat to the mall during portions of the last three winters. It is entirely possible that the pipes have been permanently damaged in portions due to being exposed to freezing temperatures.

• Plumbing issues in the food court area of the Area produce a putrid smell that pervades that portion of the mall and indicates that there are, at minimum, issues with disconnected water traps in the sinks at vacant restaurants, or at worst, raw sewage leaking into this portion of the building. In any case, the situation is clearly insanitary.

• Water damage was observed throughout the mall, which encourages the growth of mold and mildew. There was at least one spot where the floor was still wet, despite there not have been a recent precipitation event. The abandoned Dillard’s wing of the mall has portions of its ceiling that have collapsed due to the water damage and the ceilings are black in areas. The widespread presence of unchecked mold throughout the building’s walls, floors, and ceilings is insanitary.

• Due to the widespread presence of water damage, it seems clear that portions of the roof of the mall are failing. This has allowed extensive water damage to permeate the structures. There are very many instances of water damage, mold, collapsed roofs, and water stains which were observed during the visits to the site. Severe deterioration to internal walls and ceilings and their collapse is a safety concern. In addition, birds have gotten into the building and left excrement throughout.

• Due to the age of the mall structure and two of the former department stores (Dillard’s and Sears), it is likely that environmentally hazardous asbestos-containing materials and potentially lead based paint are present. If confirmed, these will need to be properly mitigated and disposed of for any redevelopment of the Area to occur. The failure of the roof and other structural components of the buildings make it even more important that any environmental issues are properly dealt with. This presence of environmentally hazardous materials, combined with the severe deterioration of the buildings is a potentially unsafe condition.

• There are multiple conditions in the Area noted by the Black Jack Fire Protection District as being violations of fire code and unsafe. PGAV PLANNERS reviewed the Black Jack Fire Protection District’s recent inspection records for Jamestown, revealing issues in the Area. These include a lack of fire extinguishers in designated areas and exit signs that were not illuminated. PGAV PLANNERS noted multiple places in the mall where refuse, equipment, and access panels for utility boxes are partially blocking exit corridors in violation of fire code.

• The former Dillard’s building has multiple unsafe fire code violations and concerns that have been identified by the Black Jack Fire Protection District. The building is not safe for occupancy for the ground floor, second floor, or third floor.

• The general vacancy and underutilization of Jamestown Mall has left it unsafe and susceptible to crime. A ten year review of crime data through the end of 2013, including calls for service and “Part I” and “Part II” crimes was provided by the St. Louis County Police Department. After a decrease in calls for service and crimes committed, corresponding to the exodus of tenants (and their patrons) over the past nine years, crime is starting to increase in the Area. In fact, despite the general lack of people patronizing the mall, there were 536 calls for service in 2013 (an average of 1.5 per day), 58 “Part I” crimes committed (these included a rape, two robberies, one burglary, and 54 counts of larceny), and 19 “Part II” crimes committed (these included bad checks, fraud, destruction of property, a weapons law violation, two drug/narcotic violations, one family offense, one count of disorderly conduct, one count of counterfeiting, and one count of trespassing). The fact that such a small number of businesses were open, and yet this many crimes were committed, including a rape, is very disturbing and demonstrates that the Area in its current condition is unsafe.
Updated data provided by the County Police Department for the period from 2014 through October 11, 2016 reveals that Part I and Part II have continued to occur but have slowed with the complete closure of the mall. Over this period, Part I and II crimes have totaled 27 primarily constituting vandalism, trespassing, burgulary, auto theft, and larceny. Now that the Area is virtually abandoned and exterior lighting is non-existent, it is likely that this crime pattern will continue. Other crimes related to drug-dealing may begin to increase as is often the case with large abandoned properties.

- PGAV PLANNERS was provided with St. Louis County Health Department inspections for Jamestown Mall. A review of these shows a few concerns. The former theater space had interior wall damage in the food service area, to the extent that it had to be remediated for the theater to continue serving concessions. Similarly, there were structural violations at some of the restaurants in the food court. While all of these establishments are now closed, the issues associated with the vacant food service spaces have not been addressed.

- The County provided a history of code violations in the Area. While there are a range of code violations on the site, some have been abated. As previously mentioned, the mall was closed repeatedly over the last two winters due to a lack of heat. The Dillard’s wing of the mall has been deemed unsafe for use. The mall operator has allowed the space to be used at least twice, in violation of this – once for a church (which was moved to another portion of the mall), and once for a Halloween party. These infractions have resulted in the area being posted with a stop work/use order. When the theater was operating, it was cited for a range of code violations, including electrical issues. The former Sears space has been cited for abandoned cars and a lack of railings. The former Dillard’s space has also been cited for a range of code violations and fire code violations, some of which are detailed further below.

PGAV PLANNERS had Paul Turner of SST Architects, a registered architect and noted building code specialist, assess the Area from a safety and building code standpoint. Mr. Turner notes that the original mall structure was built in 1973, based on St. Louis County Tax records. Historical records indicate that St. Louis County adopted the 1970 Building Code in 1970. The County adopted the 1975 BOCA National Building Code in 1975. It is assumed that the Mall structure was built based on the 1970 code, which at that time did not incorporate the exceptions allowed for Covered Malls which were adopted in 1975. The mall was built at the beginning of
the indoor mall concept. The original leniencies of the building code are progressing to stricter requirements. The current lot layout and ownership arrangement of the mall structure and anchors prevents analyzing the development as a mixed use unlimited area structure. The building code does not allow for openings in adjacent buildings with a “0” lot line separation as is allowed in the special use section. From this perspective, Paul Turner identified the following code issues:

- Occupancy: Covered Malls are addressed under Chapter 4 Special Uses and Occupancy in the current 2009 building code, currently in use by the County. Building codes currently address Covered Malls as a special use and treat the common pedestrian area as similar to a street for exiting purposes and are considered to provide similar benefits to street layouts for improved safety. A brief analysis of the inline mall portion of the structure using the current code indicates the following would be required:

  - The mall has 309,000 square feet, Gross Leasable Area, which divided by 50 square feet per person yields a 6,180 person occupant load (see adjacent figure of gross area for the mall)
  
  - 6,180 persons multiplied by 0.2” per person yields 1,236’’ of exiting capacity, or a quantity of 35 typical 36 inch doors.
  
  - Exits are to be distributed evenly throughout the mall at a maximum distance of 200’.
  
  - Despite these requirements, the following exiting capacity was noted: 14 doors at two primary entrances and 12 doors to exit corridors are provided, for a total existing exiting capacity of 26 doors (36” doors assumed).
  
  - The above calculations do not include the additional occupant load of the food court currently required in the 2009 IBC. Anchor stores are not typically classified as a primary entrance. Jamestown consists of two primary entrances one of which enters through the food court.

In short, the above demonstrates that the mall in the Area is not in compliance with current building code requirements.

- Exiting: The existing structure presumably was built under the 1970 National Building Code. Exiting trends in the late 1970s and early 1980s indicated a fire exit corridor with a 1 hour rating and 66” (or 3 units of exit width – 66” according to the first edition life safety code). Exiting within the mall is allowed a maximum of 200 feet to the exit corridor or door. Exit corridors are similar in concept to a rated stair enclosure and maintain similar requirements.
No storage is allowed in an exit corridor. Electric and mechanical systems are currently not allowed within the exiting enclosure as is located in the Jamestown mall facility. The 60” inch corridors widths located in the Jamestown mall are typically reduced by the encroachment of electric panels and meters which are not currently allowed within the means of exiting. A special exception for Malls meeting the requirements allows equipment rooms to be accessed through a rated opening directly off of the corridor. The site visit conducted by PGAV PLANNERS and Paul Turner found that the mall space is in violation of the above building code requirements.

- Due to their age and design, the mall structures potentially contain environmentally hazardous asbestos-containing materials, and lead paint. Both lead paint and asbestos, if not properly identified and disposed of, can be harmful or even fatal to persons improperly exposed to them.

**SUMMARY OF AN INSANITARY AREA**

**ILL HEALTH AND TRANSMISSION OF DISEASE**

The conditions identified above are conducive to ill health and transmission of disease, particularly the presence of vermin and bird excrement, lack of working ventilation systems and heating, potential presence of hazardous substances, and unchlorinated water in the fountain. All of these contribute to the Area being conducive to ill health and transmission of disease to those who work at, and patronize Jamestown Mall.

**JUVENILE DELINQUENCY AND CRIME**

The Area, in its largely vacant and deteriorated condition, with unsecured access points, and an apparent lack of security, is conducive to juvenile delinquency and crime. Crime reports obtained by PGAV PLANNERS indicated a recent increase in crime at Jamestown Mall through 2013, despite its increased abandonment by patrons. More recent data covering 2013 through October 11 of 2016 show continuing crime activity even through the mall is now completely closed. Over this more recent period, Part I and II crimes have totaled 27 primarily constituting vandalism, trespassing, burglary, auto theft, and larceny. Now that the Area is virtually abandoned and exterior lighting is non-existent, it is likely that this crime pattern will continue. Other crimes related to drug-dealing may begin to increase as is often the case with large abandoned properties. The outside of some of the buildings has been subject to vandalism and graffiti. If left in its current state, it is likely that the Area will continue to be a drain on the police protection of the County. In addition, there has already been one rape and several other serious crimes committed in the Area – demonstrating that the existing conditions are providing an opportunity for violent criminals to prey on the innocent.
ECONOMIC LIABILITY

The Area, by reason of both the predominance, as well as a combination of buildings and improvements which, by reason of deterioration, age or obsolescence, inadequate provision for ventilation, light, and air sanitation is an economic liability. The Area, in its present condition and use, is severely underutilized. The conditions described herein are a deterrent to future investment and development in the area. There are only a handful of businesses still operating in the Area. The Area does not generate a reasonable level of revenue for the County, considering its zoning and use. Estimated annual retail sales for the entire census tract where the Area is located are $7 million. This figure includes Macy’s while it was still open. Now that Macy’s has closed and all other uses (other than the Auto Center) have vacated the space, it is likely that most of these sales have disappeared. This has resulted in continued decrease in tax revenues for the local taxing districts.

In addition, the presence of a large, vacant shopping mall in a visible location creates a negative image of the County that discourages private investment, thus it is likely that the property and buildings as they exist will ever be leased in their present form. As such, the Area does not generate the level of revenue for the County and the other taxing districts proportionate to the level of services provided by such taxing districts, compared either to the revenue of similarly situated commercial properties or to its recent historical performance. For example, the St. Louis County Assessor’s assessed value for the Area declined from approximately $12.0 million in 2003 to $1.25 million in 2016. This approximately 90% reduction in value means that property taxes generated by the Area have also declined by the same amount. This decline in value clearly indicated that the Area’s present condition and use have hampered its economic performance and have resulted in its being an economic liability.

The outlot parcels to the north and east of the mall were never used for their intended purpose as supporting retail outlot uses. These parcels have been planted with crops, since all proposals for developing these to a higher use have failed over the years. Similarly, the southern parcels in the Area have never been developed. These parcels are disconnected from the road network through improper street layout and subdivision, making them landlocked and undevelopable under the existing conditions. A portion of these parcels also is located in the floodplain, which further complicates their development.

The Area, on the whole, has not been subject to growth and development through investment by private enterprise and is not reasonably anticipated to be redeveloped without public assistance. The costs associated with rehabilitating and reconfiguring the mall are extraordinary and are not likely to occur without the use of the tools offered through the Authority (and possibly other incentives). This fact is evidenced by the failure of multiple developers to rehabilitate the facility into a more productive use. As was previously discussed, regional malls are declining nationwide, and St. Louis is no exception.

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21 ESRI estimates for previous year, by census tract.
Exhibit G – St. Louis Area Indoor Shopping Malls in Appendix A shows the number of failed indoor malls in the region. The region has lost seven of its indoor malls, leaving nine remaining. Even those remaining have had difficulties as the retail market was overbuilt in the 1980s and 1990s which was demonstrated during the Great Recession as commercial space vacancies skyrocketed. Since then, unemployment has been slowly coming down, making consumers more conscientious on price. Similarly, wages have remained relatively stagnant, keeping retail spending anemic. Lastly, the increase in online sales has severely impacted traditional brick and mortar stores, such as those found in shopping malls and strip retail locations. All of these factors demonstrate how difficult it is to use the mall, making it an economic liability for the County. The combination of factors means the St. Louis region and St. Louis County is overbuilt with retail space and older obsolete properties are the most difficult to fill with new retailers, particularly those new to the market. In addition, many retailers have reduced the space required for brick and mortar stores. Large regional malls like Jamestown are among the most obsolete of retail spaces.

The existing design and use of the Area as a regional shopping mall does not make sense from a market perspective. Jamestown is located in one of the least dense portions of St. Louis County. The ULI analysis of the Area noted that typical regional malls need between 200,000 and 250,000 residents to draw customers from, whereas the North County area has only 135,000.22 As the Jamestown Mall Area Plan by Dover Kohl & Partners notes: “Although Jamestown Mall is located a half mile from Highway 367, it is not in the regionally preferred high traffic corridor of Route 40 (I-64)…Area retail professionals have suggested that the center of gravity for retail in the North County area is closer to Lindbergh Boulevard and New Halls Ferry Road, 3 miles to the west of the site. Discussions with local development consultants revealed that the Jamestown Mall site is better suited to neighborhood type uses because regional draws would not likely locate, or be adequately supported, in this location.”23 Similarly, the traffic on the portion of Lindbergh Boulevard that borders the Area is approximately 17,500 trips per day, while competing shopping centers in North County have between 30,000 and 50,000 trips per day.24 An appraisal of the mall conducted in August 2011 listed five competitive properties (Northwest Plaza Mall, Crestwood Court Mall, Mayfair Shopping Center, Flower Valley Shopping Center, and the Crossings Shopping Center), all of which are in much more desirable locations for retail development.25 All of this points to a reuse of the site that will likely not be a regional shopping center, but more of a mixed use or residential development. In this respect, the current mall structure is an economic liability, rather than an asset.

22 Urban Land Institute Advisory Services Panel Report – Jamestown Mall, St. Louis County, Missouri, September 2009, page 14
24 Ibid, page 1.20.
SOcial Liability

By reason of the predominance of the above mentioned factors, the Area constitutes a social liability to the County and the taxing districts that collect certain taxes in the Area generated by the shopping center. The Area contains insanitary conditions, deterioration, inadequate provision for ventilation, light, and air sanitation, potentially has hazardous substances, and various fire and building code violations, all of which constitute a social liability.

In addition, the negative trend in sales tax collection and property tax collection has an adverse effect on the governmental entities that provide services to the community. The County, which is entrusted with providing police protection, snow removal, and other public services, faces a challenge due to the decline of Jamestown Mall and, correspondingly, the quantity of County taxes that are being generated.

Also, districts which levy property taxes in the Area such as the Hazelwood School District, County Health Fund, Sheltered Workshop, Community College, MO Blind Pension Fund, Black Jack Fire District, and the Special School District all provide social services such as education and disease prevention that are integral to a functional society. These districts, which constitute approximately 90% of the total property tax levy in the Area, are adversely affected by the decline in property taxes within the Area. The Area constitutes a social liability due to the decreasing amounts of tax revenue that are being produced by the Area, and the corresponding negative effect that this decrease in taxes has on taxing jurisdictions which provide essential social services.

Detrimental To The Public Health, Safety, Morals or Welfare

The Area, by reason of a predominance of each of, as well as a combination of, defective and inadequate street layout, insanitary or unsafe conditions, deterioration of site improvements, improper subdivision and obsolete platting as well as the other factors discussed above, constitutes a menace to the public health, safety, morals or welfare. The lack of compliance with existing codes, the insufficient interior and exterior lighting and the other insanitary or unsafe conditions observed throughout the Area reinforce the conclusion that the Area is detrimental to public health, safety, morals and welfare in its current condition and use.

Summary

After consideration and examination of each individual parcel in the Area, the Area, on the whole, is an “Insanitary Area,” as such term is defined in the Law. The Area meets the requirements for an Insanitary Area, exhibiting factors including, but not limited to:

- Deterioration of Buildings and Improvements;
- Age or Obsolescence;
Inadequate Provision for Ventilation, Light, Air Sanitation or Open Spaces;
Existence of Conditions Which Endanger Life or Property by Fire and Other Causes.

The Area is a portion of the County in which there is a predominance of buildings and improvements, which, by reason of, deterioration, age or obsolescence, inadequate provision for ventilation, light, air sanitation or open spaces and the existence of conditions which endanger life or property by fire and other causes, is conducive to ill health, transmission of disease, juvenile delinquency and crime and also constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare in its present condition and use.
SECTION 4

REDEVELOPMENT PLAN AND PROJECT

INTRODUCTION

This Redevelopment Plan (the “Redevelopment Plan” or “Plan”) sets forth below the general description of the plan of action and the program that the Authority proposes to undertake to accomplish the objectives for the Area. These objectives are to effectively deal with the problem of insanitary, blighted, deteriorated or deteriorating areas within the community for the establishment and preservation of a well-planned community with well-organized residential neighborhoods of decent homes and suitable living environment for adequate family life, for utilizing appropriate private and public resources to eliminate and prevent the development or spread of insanitary, blighted, deteriorated, or deteriorating areas, to encourage needed urban rehabilitation, to provide for the redevelopment of blighted, insanitary, deteriorated and deteriorating areas, or to undertake such of the aforesaid activities or other feasible community activities as may be suitably employed to achieve the objectives of such a program. The Project outlined below is the plan of action to be employed to effectively deal with the blighted or insanitary conditions of the Area. In addition, the Jamestown Mall Area Plan by Dover Kohl & Partners as discussed herein is also a plan of action for effectively dealing with the problem in insanitary or blighted areas within the community and for the establishment and preservation of a well-planned community.

It should be noted that within the overall Area additional redevelopment plans may be submitted by or to the Authority or others to further the goal of eliminating the conditions which qualify the Area under the Law.

QUALIFICATION OF THE AREA

As is detailed in Section 2 and Section 3 of this document, the Area meets the requirement of the Law that the Area qualifies as a Blighted Area or Insanitary Area, as defined in the Law.

CONFORMANCE WITH THE GENERAL PLAN, PROPOSED LAND USE PLAN, AND PROPOSED ZONING CHANGES

This Redevelopment Plan encourages growth and the strengthening of the economic health and quality of life in the area of operation of the Authority and in the part of the County in proximity to the Area. The Project described in this Plan is designed to assist the Authority through redevelopment to alleviate the blighted or insanitary conditions which currently exist in the Area. This Plan conforms to the General Plan of St. Louis County approved by the County Planning Commission and approved by the County Council by Ordinance 15,317 on January 3, 1991, as amended by the Jamestown Mall Area Plan.
Plan adopted as part of the St. Louis County General Plan and approved by Ordinance 24,830 on August 10, 2011. This 2011 ordinance reads: “the General Plan of St. Louis County is amended including therein the Jamestown Mall Area Plan recommended by the Planning Commission in its communication dated July 12, 2011.” The Jamestown Mall Area Plan is that plan drafted by Dover, Kohl & Partners, and is discussed in more detail below.

During the proposed land clearance activities, the initial land use plan for the Area will remain as it is today as shown on Exhibit C – Existing Land Use in Appendix A unless otherwise permitted by the existing zoning. This map should be considered the land use plan showing the proposed uses of the Area as contemplated under this Plan. After the Plan is implemented, population densities, land coverage and building intensities in the Area will remain the same or be reduced until further projects are approved, and initially there are no proposed changes to zoning, street layouts, street levels or grades, building codes and ordinances.

The goal of the Plan is to eliminate the conditions that qualify the Area under the Law and prepare the site for future development, which future development will be in substantial conformance with the options set out in the Jamestown Mall Area Plan as market conditions dictate. First, the land clearance for redevelopment activities described below will be undertaken, and once a redeveloper is selected for the all or a portion of the Area, additional redevelopment plans or proposals may be submitted by or to the Authority or others to supplement this Plan and to further the redevelopment of the Area. The land uses for the Area ultimately may consist of only one type of land use but will likely result in a combination of several uses or mixed uses, which uses may include residential, commercial, industrial, recreational or public use, or the Authority may retain such land for its own use, or any combination of the foregoing, consistent with the objectives of the Plan and the Jamestown Mall Area Plan.

The Jamestown Mall Area Plan details the County’s future land use plan for the Area and outlines a vision for future redevelopment in the Area. The future land use plan concepts from this document are included as Appendix C. These maps provide a land use plan showing the proposed uses of the Area in the future. These maps also detail the standards of population densities, land coverage and building intensities in the Area after redevelopment or urban renewal. Any use or development of any parcels in the Area that is inconsistent with the current zoning will require the re-zoning of all or a portion of the Area to the applicable zoning district classification for the County consistent with such use, including but not limited to a planned development district or mixed use district.

The transmittal letter for the Jamestown Mall Area Plan, from the St. Louis County Planning Commission to the St. Louis County Council, dated July 12, 2011, best describes the future land use plan and the timetable for redevelopment of the Jamestown Mall site:

Alternatives for the best use and form of development for each parcel, based on its location on the site and its proximity to surrounding uses and roadways are illustrated in this plan. The plan areas
also illustrate four main plan scenarios, that represent varying redevelopment strategies for the entire site. Different aspects of each of the plan strategies can be mixed leaving maximum flexibility while maintaining a cohesive plan for the site. All plans create a village center for the surrounding community. The proposed development scenarios allow for phasing that permits the Jamestown Mall site to develop incrementally. Single or multiple parcels maybe be redeveloped while others may remain in operation. The end result of incremental development is that each new construction project helps to add to a cohesive, complete village. The plan works equally well should the property come under single ownership and be redeveloped all at once.

Expectations for this project need to be placed in a realistic context. Depending on market and credit conditions it will take time to produce substantive change on this site. Redevelopment of the property will not happen overnight, but there are steps that can be taken now to set the stage for development. As the economy recovers it will become more economically viable for development to occur at this location. Some steps toward implementation will set the stage for development of the site while also enhancing the retail and community environment throughout North County. Following this long-range, phased plan for redevelopment, the Jamestown Mall site promises to become a memorable part of the North County Community once again.

Subsequent to the adoption of the Jamestown Mall Area Plan, the Planning Commission anticipates consideration of rezoning the property to mixed use, ideally with the concurrence of the property owners.

All proposed land uses and building requirements in the Area are designed with the general purpose of accomplishing, in conformance with the general plan, a coordinated, adjusted and harmonious development of the community and its environs which, in accordance with present and future needs, will promote health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development. The Authority will consider, as applicable in connection with the Project or additional redevelopment, adequate provision for traffic, vehicular parking, the promotion of safety from fire, panic and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the provision of adequate transportation, water, sewerage, and other public utilities, schools, parks, recreational and community facilities and other public requirements, the promotion of sound design and arrangement, the wise and efficient expenditure of public funds, the prevention of the recurrence of insanitary or unsafe dwelling accommodations, or insanitary areas, or conditions of blight or deterioration, and the provision of adequate, safe and sanitary dwelling accommodations. The initial land clearance projects undertaken in accordance with this Plan will have the effect of eliminating the conditions that qualify the Area under the Law and will pave the way for the Area to be part of a coordinated, adjusted and harmonious development of the community.
In addition to the Jamestown Mall Area Plan, the County adopted the 2013 Strategic Plan Update entitled *Imagining Tomorrow for St. Louis County*. In the policy framework of this document under “Revitalize Commercial Areas for Changing Markets” on page 126, one of the enumerated goals includes the redevelopment of obsolete commercial areas and one of the stated objectives reads, “Facilitate coordination of expertise and capital to focus on large redevelopment sites: Jamestown, Northwest Plaza, former Chrysler site.” Also, page 167 of the 2013 Strategic Plan Update states a desired outcome is the targeted use of incentives and greater collaboration among local governments to redevelop large commercial nodes and corridors, and lists the focus on the Jamestown Mall site as one tactic to achieve this goal. Page 167 also indicates that the St. Louis Economic Development Partnership (“Partnership”) will take the lead on implementing these tactics, and the Authority has been working with the Partnership in the preparation of this Plan. This Plan is also consistent with the 2013 Strategic Plan Update.

REDEVELOPMENT PLAN AND PROJECT

The Plan being considered by the Authority is discussed in more detail below. This Plan consists of several land clearance and urban renewal projects (collectively, the “Project”), which can be grouped as follows:

1. **Acquisition of Property and Preparation for Redevelopment**

   Land clearance for the redevelopment of the Area is at the core of the Plan. As necessary or incidental to the proper clearance, development or redevelopment of the blighted or insanitary areas or to the prevention of the spread or recurrence of substandard or insanitary conditions or conditions of blight, the Authority will acquire property within the Area as it becomes available from time to time due to tax sales and other opportunities for acquisition whether by purchase, lease, options, gift, grant, bequest, devise, eminent domain or otherwise. The acquisition may include some or all of the property in the Area and may include any real or personal property or any interest therein, including fee simple absolute title, together with any improvements thereon.

   The Authority will consider the acquisition of any or all of the property in the Area. Acquisition will be undertaken in accordance with the provisions of the Law, including but not limited to the exercise of the power of eminent domain to acquire any real property which the Authority may deem necessary for a land clearance project or for its purposes under the Law.

   The Authority will also clear any property by demolishing structures within the Area that are dilapidated and deteriorated as necessary or will remove existing buildings, structures, streets, utilities or other improvements within the Area essential to the preparation of Area for development consistent with this Plan. The clearance of the Area will be undertaken in accordance with the provisions of the Law. The Authority may also hold, improve, clear or otherwise prepare the acquired property for redevelopment or urban renewal. In addition, where necessary, the Authority will acquire property within the Area for the purposes of land consolidation and public improvements.
In addition, the Authority may also make or have made all surveys, studies and plans necessary to the carrying out of the Plan and this Project, and in connection therewith may enter into or upon any land, building, or improvement thereon for such purposes and to make soundings, test borings, surveys, appraisals and other preliminary studies and investigations necessary to carry out its powers. The Authority may contract or cooperate with any and all persons or agencies, public or private, in the making and carrying out of the surveys, appraisals, studies and plans.

2. Rehabilitation of the Area and Construction of needed public infrastructure and facilities

The Authority may, from time to time, rehabilitate or repair existing buildings, structures or other facilities in the Area or undertake any rehabilitation or conservation work to eliminate conditions that qualify the Area under the Law. The Authority may also, from time to time, reconstruct and construct new public improvements throughout the Area. These public improvements may include the construction and re-construction of new sidewalks, streets, and public parking areas throughout the Area on an as needed basis consistent with the land use plan. In addition, the Authority may construct or cause to be constructed needed public infrastructure including but not limited to storm and sanitary sewers and other utilities for the purposes of facilitating redevelopment. Sidewalk, street layout, and other infrastructure reconstruction will be undertaken throughout the Area as needed in order to improve traffic flow, safety, and service. Within the Area the Authority also may construct any public building or facility for the purposes of improving County services or public safety.

In connection with the undertaking of the land clearance projects set out herein, the Authority may arrange or contract for the furnishing or repair, by any person or agency, public or private, of services, privileges, works, streets, roads, public utilities or other facilities for or in connection with the land clearance projects, and may take any other actions as permitted under the Law as it deems necessary to fulfill the purposes of this Plan and Project. The Authority may also delegate to the County or other public body any of the powers or functions of the Authority with respect to the planning or undertaking of this Plan or any land clearance projects contained herein, and the County or public body is hereby authorized to carry out or perform such powers or functions for the Authority.

3. Consolidation of Property and Disposal of Property

As the Authority acquires property, the Authority will consider whether to sell, lease, transfer or otherwise make available to developers tracts of land for redevelopment. The Authority will facilitate the complete redevelopment of the Area to address the blighted or insanitary conditions currently existing. The Authority will work with the County and use the means at its disposal to consolidate property in order to provide a catalyst for complete redevelopment and urban renewal of the Area.

Upon property assembly, the Authority may, from time to time, advertise for additional redevelopment proposals for specific redevelopment sites within the Area. Disposition of the property by the Authority will be in accordance with the provisions of the Law.
4. Leveraging Additional Funding for Redevelopment

The Authority will consider using any funding sources in order to eliminate the conditions that qualify the Area under the Law. To initiate the complete redevelopment of the Area, the Authority will consider development within the Area using any funding sources available. The Authority will work with the County to utilize provisions under the Law or other development or incentive programs to leverage additional funding for the redevelopment of the Area. Such sources may be public or private and may include additional economic development mechanisms and tools as allowed under local, State, and Federal laws.

As regards the method of financing, the Redevelopment Plan and Project will be financed through a combination of public and private financing methods, to be determined in greater detail as it is implemented. The Authority may make such expenditures as may be necessary to carry out the purposes of this Plan and Project or otherwise carry out the purposes of the Law, including but limited to loaning the proceeds of bonds or temporary notes that may be hereinafter authorized to provide for the purchase, construction, extension and improvement of a project by a private or public developer pursuant to a development contract approved by the Authority.

Once the Project is complete and the Authority has undertaken the land clearance projects, the Authority will have eliminated the conditions that qualify the Area under the Law. At that time, the site will be ready for future development in substantial conformance with the local objectives and options for development as set out in the Jamestown Mall Area Plan. Additional redevelopment plans or project proposals may be submitted by or to the Authority or others for further redevelopment of the Area.

ESTIMATED DATES OF COMPLETION

The estimated time for completion of the foregoing Plan and Project is 10 years from the date of adoption of the Ordinance approving this Plan. Should the Authority determine that additional activities are required, this time frame may be extended.

RELOCATION ASSISTANCE

If any relocation is necessary due to the implementation of this Plan and Project, relocation assistance will be provided per the Authority’s relocation assistance plan as adopted by the Authority from time to time or the County’s relocation assistance plan as detailed in its Relocation Brochure, dated November 8, 2013. A feasible method will be provided for those requiring relocation, in compliance with R.S. MO 523.200 - 523.215 and any applicable county or State statute or ordinance that may apply.
APPENDIX A – SUPPORTING EXHIBITS
Exhibit E
Existing Zoning

Legend
- Study Area Boundary
- "R2" Residence District
- "C8" Planned Commercial District
- "KP" Karst Preservation District
- "FPC8" Flood Plain - Planned Commercial
- "FPR2" Flood Plain - Residence

October 2016
Exhibit F
Existing Conditions

Legend
- Study Area Boundary
- Deterioration of Site Improvements
- Economic Liability
- Existence of Such Conditions Which Endanger Life or Property by Fire and Other Causes
- Unsanitary or Unsafe Conditions
- Age or Obsolescence
- Inadequate Provision for Ventilation, Light, Air Sanitation or Open Space

October 2016
Exhibit G
St. Louis Area Indoor Shopping Malls

Legend
- Operational Malls
- Failed Malls

October 2016
APPENDIX B – PHOTO APPENDIX
On February 28th, March 1st, March 19th, 2014, and October 4, 2016, PGAV PLANNERS staff conducted a field review of Jamestown Mall Land Clearance Project Area (the “Area” or “Jamestown Mall”). The following pages contain a series of photos taken which are representative of the interior and exterior conditions. These photos are grouped according to various categories that correspond with criteria for designation of a “Blighted area” or “Insanitary Area” as defined in Chapter 99.320 of the Revised Statutes of Missouri. “Blighted Area” An area which, by reason of the predominance of defective or inadequate street layout, insanitary or unsafe conditions, deterioration of site improvements, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, retards the provision of housing accommodations or constitutes an economic or social liability or a menace to the public health, safety, morals, or welfare in its present condition and use. “Insanitary Area”, an area in which there is a predominance of buildings and improvements which, by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air sanitation or open spaces, high density of population and overcrowding of buildings, overcrowding of land, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime or constitutes an economic or social liability and is detrimental to the public health, safety, morals, or welfare.

Overview
Jamestown Mall is located along Lindbergh Boulevard, east of Old Jamestown Road and west of Lewis and Clark Boulevard (Highway 367) in St. Louis County, Missouri. Jamestown Mall was built in 1973 and was once a regional retail center in the St. Louis region. Over the years Jamestown Mall began to suffer from lack of investment and a rising vacancy rate. Currently the mall is close to fully vacant, has insanitary and unsafe conditions, deteriorated site improvements, and contains conditions which endanger life or property by fire or other causes which constitutes an economic and social liability.

The Existence of Conditions which Endanger Life or Property by Fire or Other Causes
Factors such as missing fire extinguishers, removed fire houses and non backlight exit signs are found throughout the mall. These are all factors that serious issues in the event of an emergency

Insanitary or Unsafe Conditions
Insanitary or unsafe conditions were observed in and around the mall. These conditions include: improper wiring, missing railings, mold, and unsecured entrances.

Photos taken February 28th, March 1st, and March 19th, 2014
APPENDIX B - EXISTING CONDITIONS PHOTOS
BLIGHTING ANALYSIS - JAMESTOWN MALL LAND CLEARANCE PROJECT AREA

ST. LOUIS COUNTY, MISSOURI

Insanitary or Unsafe Conditions (cont’d)

Above and to the Right: Broken thermostats and shut off utilities have contributed to the mall not being able to maintain the minimum 68 degrees required by St. Louis County. Temperatures as low as 45 degrees have been recorded inside of Jamestown Mall leading to the mall being temporarily closed at times. PGAV observed temperatures as low as 62 degrees.

Above: Exposed wiring located at mall kiosks inside of Jamestown Mall.

Above: An extension cord along the floor of Jamestown Mall covered in duct tape is a tripping hazard. The store directory light is not functioning.

Photos taken February 28th, March 1st, and March 19th, 2014
APPENDIX B - EXISTING CONDITIONS PHOTOS
BLIGHTING ANALYSIS - JAMESTOWN MALL LAND CLEARANCE PROJECT AREA

ST. LOUIS COUNTY, MISSOURI

Insanitary or Unsafe Conditions (cont’d)

Left: One of many water stains in the carpet from the leaking roof.

Right: One of the fountains was converted into a planter and the plants have been left un-managed.

Left: The debris on the floor is due to ceiling tiles collapsing caused by excessive water damage.

Right: This fountain in Jamestown Mall is green from algae growth, indicating a lack of chlorination and a potential for disease.

Left: Duct tape is being used to stop the spread of cracks in the sky light.

Right: The glass mullion providing lateral support is missing.

Photos taken February 28th, March 1st, and March 19th, 2014
Insanitary or Unsafe Conditions (cont’d)

Left: A door accessing the movie theatre opens to a access platform without a railing.

Right: Overgrown vegetation in the closed down wing of Jamestown Mall.

Left: Broken glass at the serving area of one of the vacant restaurants in the mall.

Right: An unsecured access door into the internal corridors of the mall.

Left: The fence/railing along this retaining wall has fallen over.

Right: A pile of water damaged ceiling tiles and debris located on the mall property.

Photos taken February 28th, March 1st, and March 19th, 2014
Insanitary or Unsafe Conditions (cont’d)

Left: A vacant restaurant in the mall.
Right: Water running out of the trash can that is being used to collect water leaking from the ceiling.

Deterioration of Site Improvements

Jamestown Mall contains both building and site deterioration. Instances of deterioration observed affect the following: pavement, step cracking, tuck-pointing, roofing, sky lights, windows, doors, walls, plumbing, electrical, ceiling tiles and water damage.

Starting to the Left and moving counterclockwise: Toilets in the public rest room are out of service.
A boarded up men’s room near the closed movie theater.
Drinking fountains that were partially disassembled (Below).

Above: The overflow roof drains on the outside of the mall are being used, indicating a clog in the primary drainage system.
Deterioration (cont’d)

Above: Deteriorated pavement located in the Macy’s parking lot covers a sink hole which partially swallowed a car two months ago.

Below: Cracks in the glass in one of the skylights, are typical of those throughout the mall.

The pictures above contain water damage to the ceiling inside of the mall.
Deterioration (cont’d)

This page illustrates various images of the severe water damage occurring inside of Jamestown Mall.

Photos taken February 28th, March 1st, and March 19th, 2014
Deterioration (cont’d)

Deteriorated pavement in the parking lot around Jamestown Mall.

A missing door and loading door have been removed and boarded up.

Deteriorated pavement and exposed rebar around this storm drain pose a danger to cars driving through the parking lot.

Cracking in a screening wall at a loading dock.

These two walls are separating at the expansion joint.

A missing window on the exterior of the former Dillard’s has been boarded up.

Far Left: Step cracking in the brick wall on the exterior wall of the former Dillard’s.

Left: Water and wind has dislodged many of the ceiling tiles in the loading / trash area at the mall. The ceiling tiles are a part of the fire assembly system and their deterioration creates a fire hazard.
Deterioration (cont’d)

Step cracking in an exterior wall of one of the vacant outlot buildings.

The entrance to Jamestown Mall is poorly maintained.

Deterioration in the foundation of this wall is causing the wall to separate at the expansion joint.

The Existence of Conditions which Endanger Life or Property by Fire or Other Causes

Factors such as missing fire extinguishers, removed fire houses and non backlit exit signs are found throughout the mall. These are all conditions that would be serious issues in the event of an emergency.

Photos taken February 28th, March 1st, and March 19th, 2014
The Existence of Conditions which Endanger Life or Property by Fire or Other Causes (cont’d)

Above: A view of the interior at night, showing the lack of interior lighting.

Above and to the Left: Several of the exit signs located throughout the mall are no longer illuminated.

Above: A view of an events stage, in front of closed off wing, that is not approved for occupancy.

Photos taken February 28th, March 1st, and March 19th, 2014
The Existence of Conditions which Endanger Life or Property by Fire or Other Causes (cont’d)

Upper Right: Exit corridor is also used for an electrical system, and for storage in violation of building code.

Upper Left and Center Left: Assembly use is problematic due to the lack of primary entrances and current building code requirements. Note: This portion of the Mall no longer has access to the exterior through Macy’s.

Center Right: The masonry and railing along this stairwell are crumbling and a danger.

Lower Right: Door has been removed from hall, creating a dead end condition.

Lower Left: Electric panels located in the exit corridor encroach on exit width.

Photos taken February 28th, March 1st, and March 19th, 2014
Economic Liability

The majority of the retail stores inside of Jamestown Mall have closed, including all of the anchors.

Left: The movie theater inside of Jamestown Mall is vacant.

Right: A vacant retail store inside of Jamestown Mall.

Left and Right: Pictures of the inside of the Macy’s store that was preparing to close for business (now closed).

Left and Right: Pictures of the inside of the Macy’s store that was preparing to close for business (now closed).

Photos taken February 28th, March 1st, and March 19th, 2014
Economic Liability (cont'd)

Left: The exterior entrance to the vacant Dillard’s.

Right: The interior entrance to the vacant Dillard’s.

Left: The vacant JC Penny store.

Right: The vacant Sears store at the mall.

Left and Right: Vacant retail spaces inside of the mall.

Photos taken February 28th, March 1st, and March 19th, 2014
Economic Liability (cont’d)

Left and Right: These retail spaces have been converted into store front churches (now vacant).

Left: A retail store that is open by appointment only (now vacant).

Right: A vacant and damaged kiosk in the mall.

Left: Several of the out lots at Jamestown Mall were never developed and are being used for agricultural purposes.

Right: A vacant bank on an outlot at the mall.

Photos taken February 28th, March 1st, and March 19th, 2014
The following photos were taken October 4, 2016

The parking areas are uneven with new sinkholes appearing. Vehicular travel in these areas is a safety hazard.
Left: Sidewalks and entry ways have become overgrown.

Right and Below: The water damage continues, Ceilings are collapsing, and Mold growth is accelerating.

Photos taken October 4, 2016
APPENDIX B - EXISTING CONDITIONS PHOTOS
BLIGHTING ANALYSIS - JAMESTOWN MALL LAND CLEARANCE PROJECT AREA

17

Photos taken October 4, 2016

Left: Typical mold growth in the former JC Penney.

Right: This is typical of the "repairs" to the skylights. It keeps out the birds, but not the water, and is temporary at best.

Left: A tarp and bucket "water collection system".

Right: Buckets set up to catch water leaking form the roof.
Left & Right: Dead vegetation and leaves left behind after the removal of the dead trees.

Left: Dead vegetation standing in the mall.

Right: Graffiti on the exterior walls of the mall.

Photos taken October 4, 2016
Below: Graffiti on the exterior walls of the mall.

Photos taken October 4, 2016
APPENDIX C – FUTURE LAND USE PLAN PER THE "JAMESTOWN MALL AREA PLAN"
WHY MULTIPLE PLANS?

The Jamestown Mall Area Plan is centered on one main idea – transforming the single-use, large footprint building of Jamestown Mall into a mixed-use village center that can easily adapt to changing economic needs and pressures.

Due to many variables and unknown factors, the physical layout of the plan must remain flexible to accommodate changing economic forces, developers’ pro-forma, and unforeseen needs or uses. While the built-in flexibility leaves some uncertainty about the exact form, layout, and use of the property, the First Principles, detailed in Chapter 3, help to create stability and certainty about future development.

The variety of proposed development scenarios allows for phasing that permits the Jamestown Mall site to develop incrementally. Single or multiple parcels may be redeveloped while others may remain as they are.

The overall plan integrates the geometries of the existing buildings and main roadways so that access to parcels and businesses is not hindered. The end result of incremental development is that each new construction project helps to add to a cohesive, complete village. The plan works equally well should the property come under single ownership and is redeveloped all at once.

The conceptual plan scenarios and alternatives look at each large parcel and illustrate the best use and form of development for that parcel based on its location on the site and its proximity to surrounding uses and roadways. Redevelopment can begin with any of the plan areas.

The different plan areas are:

- Northwest (Sears) Parcel
- Existing Anchor Parcels
- Central Parcel
- Southern Parcel
- Eastern Outparcels

In this chapter, potential development scenarios will be described for each of the plan areas. The plan areas are then stitched together to illustrate overall plans that represent development strategies for the entire site. The plan areas can be mixed and matched with one another leaving maximum flexibility while maintaining a cohesive plan for the site.

Economic development strategies are described in detail in Chapter 5: Economics and implementation strategies and funding mechanisms are detailed in Chapter 6: Next Steps.
In addition to following the First Principles (see Chapter 3), each plan scenario also adheres to four basic urban design principles that are common in historic and new mixed-use communities and suburban villages.

1. There is an identifiable center and edge,
2. Special places are reserved for civic purposes
3. Each is of a walkable size so that residences are within a five to ten minute walk from daily needs
4. There is a connected network of walkable streets.
The Traditional Neighborhood Development Plan balances the costs of development with the community's desires for the site. The plan features a block and street network throughout the site creating a complete village neighborhood. A diverse village center is focused on the northwest parcel and continues down to the plaza at the center of the neighborhood. A diversity of housing is offered in addition to the single family lots prevalent in North County that include townhomes, live/work units, duplexes, multi-family buildings and small homes on private lots.

Additional detail on the Traditional Neighborhood Development Plan scenario including an extended development is on page 4.22.

The Garden Suburb Plan has more curvilinear streets, center median boulevards, and larger parks and retention areas throughout the village neighborhood than the Traditional Neighborhood Development Plan. Neighborhoods are planned around a network of connected natural systems that connect throughout the site and to the natural flowways to Coldwater Creek preserved in the Fox Manor neighborhood. The retail is contained within the northwest parcel, resulting in a focused amount of neighborhood retail. The plan identifies a potential location for a sports complex prominently on Lindbergh Boulevard.

Additional detail on the Garden Suburb Plan scenario including an extended development is on page 4.28.
The Central Common Plan starts with the premise that all of the mall property comes under single ownership of a master developer. This scenario allows the property to be developed in a manner irrespective of the existing property lines, roadways, underlying infrastructure, and buildings. With more freedom to form different geometries, a larger central gathering space surrounded by shops and townhomes, similar to Lafayette Square, would be possible. It should be stated that any of the scenarios would benefit from and could be implemented under single ownership and a master developer.

Additional detail on the Central Common Plan scenario is on page 4.30.

The Park & Village Plan scenario is one in which portions of the site are transformed into a park while others are cleared of their existing conditions to reduce blight, but are held until economic conditions are more favorable to development. This scenario could be considered an interim stage to the other development scenarios.

Additional detail on the Park & Village Plan scenario is on page 4.32.