

# Jamestown Mall St. Louis County, Missouri



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Institute**

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# Jamestown Mall St. Louis County, Missouri

Strategies for Transforming and Reinventing the Jamestown Mall

September 20–25, 2009  
An Advisory Services Program Report

Urban Land Institute  
1025 Thomas Jefferson Street, NW  
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# About the Urban Land Institute

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**T**he mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and

- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 30,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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St. Louis County Economic Council

# About ULI Advisory Services

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The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a panel assignment is intensive. It includes an in-depth briefing composed of a tour of the site and meetings with sponsor representatives; hour-long interviews of key community representatives; and a day of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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# Background and the Panel's Assignment

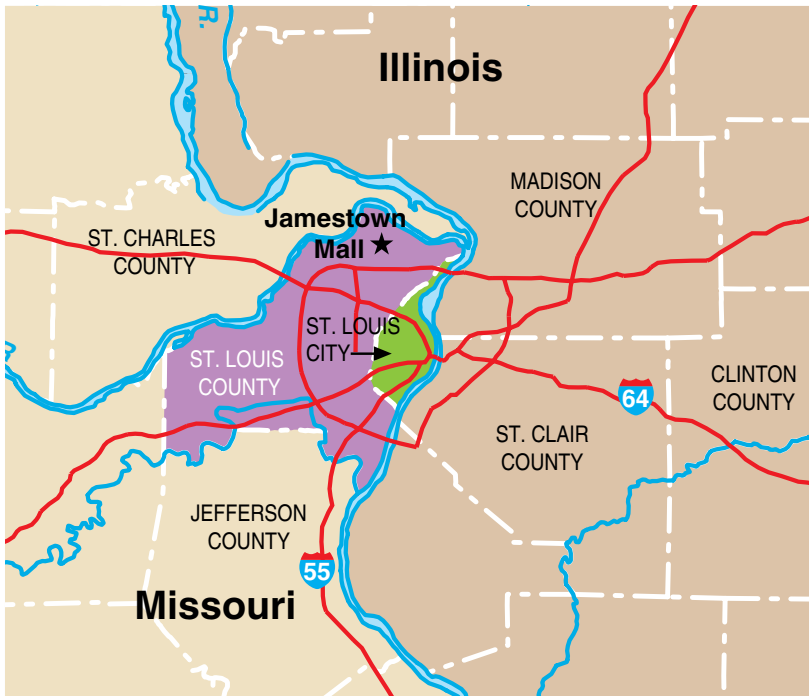
**A**t the invitation of St. Louis County and the St. Louis County Economic Council, the panel convened from September 20 to September 25, 2009, to examine opportunities for the future of Jamestown Mall. The mall is located in the far northern part of St. Louis County (North County), at the intersection of Old Jamestown Road and North Lindbergh Boulevard (U.S. Highway 67) in the unincorporated community known as Old Jamestown. The mall lies approximately three miles from I-270, the nearest interstate, and one mile west of Highway 367. The site covers approximately 142 acres; buildings and parking use 90 acres. Following an intense week of briefings, site visits, stakeholder and citizen interviews, and planning discussions, the panel

suggested a complete transformation of the mall site from its current outdated form into a lively, walkable, human-scaled, and memorable town center.

St. Louis is the home of big, audacious ideas, matched only by the deeds and accomplishments of her people. One legendary favorite son, Charles Lindbergh, captured the attention and imagination of the entire world by daring to dream and having the courage and fortitude to make that dream a reality. In honor of that illustrious history, the ULI Advisory Services panel suggests naming the new, authentic town center “Lindbergh Place”—a place where new histories can begin. Note that this name is simply one the panel used in discussing the redevelopment; the community should select the ultimate name.



Regional map.



Location map.

## The Panel's Assignment

The sponsors asked the panel to evaluate the current North County marketplace to determine whether it has the capacity to support the million-square-foot Jamestown Mall, even if it were fully renovated, and on the basis of that evaluation, to recommend a future configuration that the market could support, if any. Should retail alone prove an unsustainable use, the sponsors requested that the panel suggest alternative site development strategies that could create the greatest quality of life and economic benefits for North County citizens. Such strategies might include partially or completely demolishing the existing structures and reconfiguring the site into more useful development parcels.

During its deliberations, the panel addressed the following questions from the sponsor:

- How much commercial/clothing retail does the panel believe the North County area market can support? Does the panel believe that the North County area is underserved by any particular segment of the retail market? Can the market support a million-square-foot, fully renovated mall and with what level of merchandise? As an alternative, can the North County area support a smaller mall with high-quality merchandise at a different location? If so, what size should that be and what will it take to attract retailers to the site?
- Given the existing buildings' conditions, ownership, and tenants, what is the panel's assessment of the highest and best use for the Jamestown Mall site?
- Does the panel recommend that the existing structures be reused or demolished, or some combination of each? If so, which buildings does the panel recommend keeping and demolishing?
- What recommendations can the panel make to improve the management, operations, or leasing at the mall on a short-term and long-term basis? Is there anything that can be done immediately to reverse the declining fortunes of the mall? Are there more viable retail tenants for this market, for alternative uses for retail spaces and anchor stores? Are there uses (tenant types) the panel would recommend prohibiting?
- What can the public sector do to encourage the mall owners to work together to adopt a comprehensive plan for the mall and commit to implementing the plan?
- Does the panel think that the mall site is a viable location for an alternative mixed-use development? Does the panel believe that Jamestown Mall can be redeveloped with some combination of retail, office, entertainment, housing, and community uses? Under this scenario, how much retail, office, and residential space could the site support? What period of time would it take to accomplish the development?
- Given financial and market conditions, what role should the public sector play to positively affect and stop the downward trend of Jamestown Mall? Is public assistance necessary to ensure redevelopment of the mall? If so, when should it be applied? For example, should resources be applied before a comprehensive plan is in place?
- From the perspective of best practices, what is the range of public assistance that similar "mall turnaround" projects have received? What are those projects?
- What are the future trends in retail and how will they affect North St. Louis County?



The intense five-day panel includes an in-depth briefing and a tour of the site and community.



The panel's assignment included offering a vision of how a redevelopment could look when completed and a program of potential uses that would enliven and animate the redevelopment. The sponsors asked the panel to provide exemplars for officials to visit and learn from, and to catalog some of the strategies required and the tools available to achieve the vision. The panel also considered strategies for public co-investment—through private/public partnerships—to address the challenging economic and infrastructural needs. Finally, the panel was charged with formulating implementation strategies for achieving its recommendations.

## The Panel's Findings

Even with a 1995 expansion that added an anchor and additional in-line stores (stores between the major anchors), the mall has steadily declined in both the quality and the diversity of its tenant retailers—a phenomenon not uncommon throughout the nation, even before the contraction of the economy. During its visit to the site, the panel found cracked and weedy parking lots with few cars and a main building in desperate need of substantial maintenance. Two of the four major anchor stores have closed. The mall contains an almost empty food court

Mall customer traffic has waned, especially in the past few years, as shown in these photographs taken at midday.



and virtually deserted concourses. At lunchtime on a weekday, the panel observed fewer than half a dozen shoppers in all.

The mall contains more than a million square feet on 142 acres. It is a typical center-oriented regional shopping mall. Center-oriented malls are characterized by large anchor stores surrounding a core of smaller, in-line retail stores. As is typical, three of

the four original anchor retailers own their buildings and the adjacent parking. One owner-developer acquired an anchor store and out parcels (land around the perimeter of the mall) and recently sold all the in-line store space and some of the out parcels to another developer.

The community perspective is that Jamestown Mall has joined the ranks of “dead” shopping malls. Jamestown is one of many malls across the nation characterized by high vacancy rates, low consumer traffic, a dated configuration, and deteriorating facilities. The county has, in the past several years, worked with one of the developer-owners to redevelop the mall but has been unable to obtain a comprehensive, viable plan that addresses the whole mall. An obsolete retailing configuration, fragmented ownership, limited shoppers, and significant over-retailing of the area have proven to be formidable obstacles for the mall.

Multiple factors have contributed to the mall’s deteriorated condition. The original developers were counting on explosive residential development like that which was then occurring in west St. Louis County, which never happened because the karst terrain (in particular, the sinkholes) to the north prevented building in those areas. The original site selected for the



mall was poor: it is located one mile from a major intersection, at the edge of the residential population concentration, and in a topographical bowl. Without accessibility, visibility, or sufficient traffic (daytime shoppers) and with increased competition over the years, the mall has steadily declined. In addition, the current perception that retailers have misjudged the preferences of shoppers in North County, the general misperception that the environment at the mall is unsafe and that management gives inadequate attention to customer service, and the decline in the quality and selection of retailers are contributing to the demise of Jamestown Mall.

In the past several years, the popularity of the suburban shopping mall as a retail destination has waned nationwide. More and more regional malls are failing. Given the widespread availability of shopping on the Internet, baby boomers and their children (the so-called Generation Y) are seeking more active, urbane, vibrant, and dynamic environments in which to shop—environments that are tied to lively public places filled with things to see, do, and experience.

Some, especially the young and talented, have chosen to move into the city in search of the kinds of experiences that reflect great place making, exemplified in such St. Louis neighborhoods as the Central West End or the Loop. Many would seek such experiences closer to home, if they were available. Lindbergh Place can plant the seeds from which such a place can grow in North County.



These kinds of places do not spring into existence but grow incrementally over time as people build memories with them, thus developing attachments for them and merging the identity of the place with their own. That emotional connection is the concept called “sense of place” that characterizes special places and draws people to them. And where people gather, business and opportunity follow. The major concept behind the panel’s plan is to create a place that becomes the place in the community where everyone wants to be. When people think of North County they should tie their identities to this place. It should be a place that they are proud of and that represents their community values.

St. Louis neighborhoods like Central West End and the Delmar Loop present examples of great place making.



## A Vision for Lindbergh Place

The panel recognized the significant strengths and opportunities inherent in North County and its residents. The recommendations set forth in this report envision a mixed-use, active, vibrant center that can bring North Countians together to celebrate both their diversity and their shared sense of community in a walkable, green, clean, safe, and vibrant environment.

Built around a great central square, Lindbergh Place will offer opportunities to experience entertainment, shopping, living, culture, education, and recreation. It will provide convenient community services and both entrepreneurial and employment opportunities for the people of North County. People will enjoy being there, in part simply because they will feel that it belongs to them. It will be a place that exemplifies the authentic identity of North County, both restoring and reflecting the pride of residents.

The mix of retail space, streetscape improvements, and walkability along the Delmar Street corridor contribute to making it a great place.



Lindbergh Place will be scaled to be comfortable. The scale will encourage walking between destinations along streets filled with entertaining things to see and do. Programmed events such as art shows, concerts, holiday celebrations, civic events, and festivals will continually enliven and animate the central square or green space, which will become North County's town square.

Forward-looking and future oriented, Lindbergh Place will be designed to boost the quality of life for every member of the North County community, regardless of age, race, or income. It will combine specialty retail that responds to the true needs and desires of residents with other uses of civic importance or for personal need, such as health care offices. Sidewalk cafés and art galleries will overlook the central square, adding to the sense of safety and security. High-quality residences that respond to the community's needs and tastes will add to the liveliness of Lindbergh Place. The development will respect the natural environment, incorporating sustainable strategies into design and construction.

Highly visible and easily accessed, well lit and beautifully landscaped, defined by high-quality architecture, and professionally and responsively managed, Lindbergh Place will become known for its quality. That will engender a sense of pride and civic identity among North Countians, who will come to regard it as their own special place.

The rest of this report expands on these ideas and offers recommendations on how to revitalize the community's core and reinvent the mall as a place that expresses the compelling character of North County.



# Market Potential

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To assess the market potential of Jamestown Mall, the panel reviewed and analyzed a variety of uses. Given the size of the site, the long-term success of the redevelopment project will demand multiple uses that feed on and support each other, enabling the project to change over time as market support for different uses ebbs and flows. Around the country, strong developments and communities—those that attract and retain users, tenants, and residents over several years—benefit from combining commercial, residential, arts, and other uses in a high-quality environment that encourages pedestrian activity and interaction. Based on its market review, the panel believes that the Jamestown Mall site is well suited to sustain a mix of uses that both captures current market interests and builds on potential markets. This mix mitigates the risk of failure for any one use.

## The Mall's Current Challenges

St. Louis County and its metropolitan statistical area (MSA) of 17 counties have grown modestly in recent decades. Since 2000, population growth has averaged 2 percent annually in the county (with a recent decline) and 4.4 percent annually in the MSA. According to Claritas, in 2009 the estimated population within five miles of Jamestown Mall was 135,000.

### Growth at the Fringe

Over the next decade, population and employment growth in the St. Louis region is expected to remain stable, with declines in some of the urban and first-ring suburban areas. In particular, the North County area of St. Louis County will make only modest gains in numbers of households and may even decline. Suburban sprawl has tended to move west to St. Charles County and beyond. This direction may shift slightly as some new development occurs east of the Mississippi River along I-270 and south in St. Clair, in conjunction with plans for increased employment at Scott Air Force Base. The commercial development pat-

terns in St. Louis County and the MSA have echoed much of the residential growth patterns over the past 30 years, expanding into the western suburbs of St. Louis County and St. Charles County.

### Underlying Fundamentals Weak

Overall economic conditions in the national and regional markets are affecting spending and development opportunities. In the first six months of 2009, the region lost 50,000 jobs. From September 2008 to September 2009, the median household income dropped 10.4 percent over the preceding 12 months and unemployment rates rose. The national credit crisis has halted much of the St. Louis region's new commercial development activity, because of the lack of financing and the weakening in the underlying economic fundamentals.

During the 12 months from March 2008 to March 2009, the nation's malls lost approximately 6.5 percent of their tenants. On average, retailers reported a decline in sales of approximately 7.3 percent in 2009. Many older malls are experiencing lagging or declining sales; those with sales per square feet of less than \$250 are likely to continue to decline.

In the St. Louis MSA, retail continues to suffer from the weakening in economic conditions. Retail vacancy rates in the North County subarea reached 11.8 percent in the third quarter of 2009, with rents holding steady at a relatively low \$10.25 per square foot. Brokerage reports from CoStar, Marcus & Millichap, and real estate professionals in the area indicated declines that reflect both the state of the economy and a major oversupply of retail space.

### The Issue of Density

Density refers to the number of structures per acre in a category—residential, commercial, or retail. The area immediately surrounding the Jamestown Mall site is characterized by low-density, single-family housing. Because of the natural features of the Missouri and Mississippi rivers and the karst area to

the north, density in this subarea will not increase significantly in the future. At most it may rise to one dwelling unit per three acres in the karst area, not enough to substantially increase density across North County. This low density is intrinsically linked to the economic viability of Jamestown Mall—or rather its inability to generate enough in receipts for businesses that locate there. Density translates directly into more residents, shoppers, and visitors.

The panel received feedback from members of the North County community who are concerned about the effects on community safety of medium- and high-density developments. Density, in and of itself, is often not a driver of crime and other illicit activities; as a matter of fact, high-density cities often have lower crime rates than smaller, lower-density cities. In the panel’s experience, quality design strategies (such as incorporating pedestrian networks with an appropriate mix of product types) and the relationships between buildings and sight lines have more to do with making an area unattractive to crime than density does.

In the case of the Jamestown Mall, the panel wholeheartedly recommends increasing the density of future redevelopment in order to make viable economic development possible. Regional malls typically draw from a base of 200,000 to 250,000 standard customers within their primary trade areas. Within North County, 2009 estimates suggest that the 135,000 residents who live within five miles of the mall site have an average household income of \$55,131. Although that is slightly less than the desired income level, it does suggest sufficient disposable spending potential (approximately \$16,500).

Although the trade area has a sufficient level of disposable income to support retail, the mall has failed to attract and retain enough retailers to satisfy the needs and wants of local residents (figure 1). As a result, local residents often travel elsewhere to meet their retail demand, choosing more competitive locations throughout North County as well as elsewhere in St. Louis County.

### Strong Competition, Weak Merchandise Mix

Another challenge that faces Jamestown Mall is competition from the abundance of retailers, not only in North County but in the entire MSA. CoStar’s “Mid-Year 2009 Retail Report” identifies total retail commercial offerings in excess of 123 million square feet in the MSA, including 12 million square feet in regional malls. The market is saturated with all types of retail, from super regional malls to grocery store-anchored neighborhood centers to unanchored strip shopping centers. Most notably, the Jamestown Mall competes for apparel and department store customers with St. Louis Mills, Saint Louis Galleria, West County Center, Mid Rivers Mall, and Chesterfield Mall because of their depth of selection and amenities. These larger malls, with their wider range of retail tenants, continue to draw more customers and dominate the marketplace.

The panel repeatedly heard that the merchandise mix at the Jamestown Mall is aimed at the wrong target market; however, simply adjusting the merchandise mix is not the answer to the current challenges in this market. The market influences that created the decline at Jamestown Mall are still in place. Competition is getting stronger as the existing malls fight for the North County customer base, which is not growing. New re-

**Figure 1**  
Supply: Typical Regional Mall Needs and North County Supply

	Standard Needs	North County
Residents	200,000–250,000	135,000
Area Workers	180,000	Less than 80,000
Traffic (ADT)	30,000+	20,000

Note: ADT refers to average daily traffic.

tail development, encouraged by local jurisdictions that seek higher sales tax revenues and provide incentives and support for new retailers, has created a significant oversupply of retail space. As a result, Jamestown Mall—on the outskirts of a low-density trade area—continually struggles against the newer competition.

## Online Shopping

Like catalog shopping in the 1990s, the Internet and e-commerce are affecting the built retail environment and the potential for new retail construction in this decade. Over the past several years, Internet and e-commerce sales have increased at an estimated annual rate of 13.7 percent, according to data prepared by Development Metrics Consulting. Although this increase has little to no impact on restaurants and drugstores, the expansion of e-commerce is undermining the success of standard retail models such as regional malls, lifestyle centers, and power centers. In particular, Internet and e-commerce most affect retail stores that stock apparel and accessories; electronics and appliances; and books, music, and sporting goods. In summary, Jamestown Mall currently faces these challenges:

- A location on the northern edge of residential development, in an area that has natural barriers to additional development to the north;
- A lack of quality retail space;
- Better-located shopping centers with stronger anchors and market draw;
- A market base that is not growing with new residential development; and
- Competition from online shopping.

## Potential Demand

The panel reviewed and analyzed a variety of information to help it determine and set the context for viable retail and other uses at the Jamestown Mall location.

### Retail

An understanding of these conditions and challenges provides the backdrop for the panel's analysis of the realistic potential for future retail. Demand for retail space relates to a number of factors, including household density, household incomes, site location,

accessibility, visibility, and the competitive environment. Retailers also choose sites by evaluating several factors that characterize their target market, including the number of households in proximity, household income, retail expenditures, the value of housing stock, education levels, and family composition.

These factors are meaningful only in the context of the competitive environment. Retailers have to think like consumers in considering whether in competing with existing and planned retailers they can capture an adequate share of consumer spending to be successful. Among the reasons consumers choose between shopping alternatives are atmosphere and safety, convenience, variety of goods offered, and familiarity with the store and product. Retailers need to understand existing shopping patterns and how a site measures up to the competition. Jamestown Mall does not successfully draw expenditures from area residents or from customers from outside the area.

Currently, retail trends indicate that retail supply in the nation as a whole is contracting and development is clustering in a small number of highly competitive locations (those with accessibility, visibility, and transit service). North County has an oversupply of retail space. Based on the performance of comparable projects in similar types of markets, the panel has identified the following mix of uses as sustainable:

- Up to six new sit-down restaurants;
- One or two furniture or home furnishings stores;
- One stand-alone or center-operated pharmacy with urgent care medical services; and
- One specialty grocer with beer and wine sales or a year-round farmers market.

The site should not be used for a regional shopping center but rather for an environmentally sustainable, mixed-use town center with a focus on community retail and dining establishments. This redevelopment would be augmented by other uses, discussed later.

### Entertainment and Food

Entertainment uses occupy retail space and include establishments that allow users to participate in recreational activity. For this reason, food and beverage sales associated with restaurants serving food or alcohol that is consumed on site may be one compo-

ment of the demand for food. Typical entertainment tenants include sit-down restaurants, live-music venues, bowling alleys, movie theaters, performance theaters, sandwich shops, cafés, ice cream shops, fast-food restaurants, bars, recreational rental facilities (bikes, skates, etc.), and other similar uses.

The Jamestown Mall site has a theater with 14 screens, stadium seating, and digital surround sound that offers up to five main showings a day. The existing facility could remain viable in the short term, with proper management of the complex to attract local residents. In recent years, a theater as an anchor to lifestyle centers has made financial sense. Trends in 2008, however, showed stagnation in the theater market as customers stayed home to watch movies on flat-screen, high-definition systems.

The ability to capture customer spending on food and beverages away from home depends on the density of the customer base, customer spending capac-

ity, the quality of the environment, and the number and character of other area restaurants. Clusters of restaurants can draw from a larger, more diverse area because they offer customers more options. Restaurants can also become strong attracting features, as destinations in themselves.

### Office

The St. Louis office market consists of approximately 16 million square feet of office space in the West County submarket of St. Louis County and 13.3 million square feet in downtown St. Louis. Most of the region's Class A office market extends from the City of St. Louis into the western section of St. Louis County. In the second quarter of 2009, rents in the Class A market of St. Louis County (which includes portions of the Mid-County submarket as well as West County) ranged from \$23 to \$28 per square foot, according to CB Richard Ellis. The overall vacancy rate for office space hovered at

The Jamestown 14 Cine could remain viable in the short term.



15 percent for the St. Louis office market as a whole, with just under a million square feet of sublease space available. In a healthy office market, vacancy rates typically remain below 10 percent.

Larger corporate office users (for example, contractors, architects, engineers, consultants, and other professional services firms) tend to look for business park locations or for Class A office buildings with prominent locations on transportation corridors, state-of-the-art building systems, and high-quality standard finishes. Additional factors that Class A office tenants consider are good access to support services and retail, the proximity of executive housing, the presence of a skilled labor force, and the quality of neighboring office space. These aspects play substantial roles in determining an area's competitiveness and the demand for new office space.

The Jamestown Mall site does not offer many of the ideal characteristics for major office development because of its isolated location, lack of visibility, and limited services and amenities, and the failing retail center. Its greatest opportunities lie in attracting neighborhood-serving office tenants, such as dentists, real estate agents, tax preparation offices, and the like. The overbuilt supply of strip shopping centers in the area fills much of the existing need in the neighborhood-serving office market. A redeveloped mall could attract some of those businesses that value the quality of their surrounding environment and the image they project to customers.

### Nonretail and Other Commercial

Other institutional office users in need of space or satellite operations in the Jamestown Mall area of North County may be strong candidates for occupying space at the site. These tenants might include the community college, area hospitals or health- and wellness-related businesses, and nontraditional office users. Users that offer community services, such as a child care facility or adult activity center, may be optimal tenants for surplus commercial space. Outdoor facilities such as a learning laboratory for educating children about nature and local wildlife might serve as a unique area attraction, like the Chain of Rocks Bridge and Columbia Bottom Conservation Area. There is an opportunity to take advantage of the unique geological characteristics of the area sur-

rounding the Jamestown Mall site by offering other types of educational programs.

### Residential

Residential development within the Jamestown Mall area predominately consists of developments built in the early 1960s and 1970s, with homes priced in the mid \$100,000s. The area's supply of housing increased in the first half of the current decade with the development of new homes; however, the national mortgage crisis has affected this part of the county, and North County has suffered from subprime mortgage activity. Trends show householders losing smaller, older, less expensive homes as well as homes purchased in the previous 10 years at higher prices. The oversupply presents short-term challenges for the residential market in North County; however, the panel anticipates that residential development may be supported in the mid to long term once the unsold inventory is reduced.

Given the aging baby boomer population, opportunities for housing for seniors are increasing. The number of North County households headed by an individual aged 55 or older has increased by approximately 230 per year in the past few years. Although many will choose to "age in place" in their current houses, others will seek housing for seniors within a continuum of care ranging from independent living to assisted living to nursing home care. Others may seek living arrangements that preserve their independence but reduce their yard care obligations. The introduction of new product types with association-provided maintenance services, such as townhouses and small-lot, single-family houses to mix with the surrounding neighborhood, could help meet the demand from empty-nester households.

Because of the foreclosure crisis, the panel believes that the overabundance of housing supply will not be absorbed until 2015 or later, at which point the demand for additional housing units will continue, especially if appropriate products can be added to the housing stock. Based on analyses of similar markets, the panel believes a conservative estimate for supply to be around 180 units over a five-year period, which breaks down to two to five units per month or, more conservatively, 36 units per year for five years.

# Planning and Development Strategies

The site is a good candidate for alternative, mixed-use development. In 142 acres, there is ample space to include a number of different uses. The panel encourages St. Louis County to be bold and forward looking. Like the 1927 St. Louis business community in its support of the Spirit of St. Louis flight by Charles Lindbergh, St. Louis County must engage in a bold vision to give flight to Lindbergh Place.

Several uses should be considered in the transformation of Jamestown Mall to Lindbergh Place, from an outdated suburban mall to a mixed-use development. Possible uses include the following:

- *Senior living and activities* represent a growing segment of the market both locally, regionally, statewide, and nationally. As the local popula-

tion ages, this is an opportune time to examine the feasibility of developing additional senior living centers in the area, including one at the reconfigured site. A possible location is on the parcels along Lindbergh Boulevard.

- *Lifestyle and boulevard shopping* is another possible use of some segments of the reconfigured site. Local residents are dissatisfied with the current stores and selection at the Jamestown Mall. The panel recommends creating a “Main Street” retail experience that accurately and successfully reflects the needs and wants of North Countians.
- *Suburban and small business offices* represent another potential use, although in the current economic environment the appeal of this use will lag behind others because of the lack of both demand

Street signage orients visitors to the Main Street experience in the Central West End and the Delmar Loop.



for office space and available financing. Government and civic services, including public safety and administration, such as a satellite government office or a business development center, could be located at Lindbergh Place. Public sector offices would broaden the diverse mix of uses at the site much more than a retail center would.

- *Community recreation*, both indoor and outdoor activities, is another viable use. Currently Jamestown Mall is the site of informal walking groups at various times throughout the day. This activity brings foot traffic to the site. At Lindbergh Place this activity could be a catalyst, retaining its informal function while taking on more formal expressions. In addition, the site could be an ideal location for basketball courts or other types of sports facilities that are popular with the community. Such facilities would represent a positive investment in Lindbergh Place by St. Louis County.
- *Family-oriented activities* such as a YMCA with a teen center should be explored as a use. Although there is a YMCA in Ferguson, St. Louis County seems to be underserved by this type of agency, given the size of its population. In addition to its core functions, a YMCA can also serve as a focal point for other activities that help bind a community together. YMCAs are also characterized by active boards of directors and volunteers, which in themselves can bring traffic and dynamism to Lindbergh Place.
- *Youth facilities and activities* such as Boys & Girls Clubs are an extension of the YMCA-type use and can address concerns about the limited structured activities for middle- and high-school-age children in the area. Malls remain a point of congregation for these age groups. Augmenting such a draw with structured youth-serving activities at the reconfigured site could produce a beneficial synergy among these uses. Like YMCAs, Boys & Girls Clubs have strong and committed boards of directors and volunteers capable of bringing traffic and dynamism to Lindbergh Place. A successful example of a mixed-use project incorporating such a use is the Eastgate Complex in Chattanooga, Tennessee.
- *Child daycare* is another potential use at Lindbergh Place. Often YMCAs provide child daycare for members and guests. It may also be useful to examine the feasibility of a for-profit child daycare center at the



A great street is active, comfortable, and safe.

site linked to the commercial, retail, county office, and related uses. Many local child care facilities are in churches. Once Lindbergh Place achieves a critical mass of commercial, nonprofit, professional, and retail uses, the demand for on-site child care will be apparent. Numerous benefits can accrue to tenants of Lindbergh Place from on-site child care.

- *Medical and health care facilities* are other possible uses, given the site's proximity to Christian Hospital. Health care is a growing industry, and it may be possible to capture this growth at Lindbergh Place with the development of professional office space that could house physicians' offices as well as those of related professionals.
- *Entertainment and food*, such as movie theaters and restaurants, are other feasible uses. Jamestown Mall has a history of restaurant and movie theater uses. The 14-screen theater should be examined in a later phase of the project as a driver of foot traffic. In other places first-run theaters have driven traffic to mall retail sites. A good example is the Easton Town Center in Columbus, Ohio. An exhibitor experienced with first-run films should be identified to manage the theaters. An experienced exhibitor can generally provide a safe, secure movie viewing experience for all ages, thus lessening concerns about intergenerational tensions in theaters. Another possible movie theater experience could be similar to the video wall at the Old Post Office Plaza in downtown St. Louis. That video wall is adjacent to a waterfall feature which brings vitality and a community experience to the open space at this site. The plaza is ideal for performances, weddings, classes, and more.

- A *high-tech center* is another viable use. This center could be a focal point for research, development, sales, and marketing of energy-efficient products and services. Another element to consider is an environmental engineering center, which could be run in conjunction with a local school or university. Having both a green technology focus and an environmental engineering use could bring local universities into the programming and site planning for Lindbergh Place.
- A *small business incubator and research and development space* can be adjuncts to the proposed high-tech center. The incubator and research and development functions can bring in local university resources, including technology transfer office and laboratory uses. The incubator use also creates the need for venture capital uses, a shared office service, and education and training functions.
- *Community gardens* are popular uses with the general public. They provide access to fresh produce and plants while improving the neighborhood and instilling a sense of community pride, as well as providing a connection to the environment.

- *Farmers markets* are popular uses in cities and towns throughout the country. Successful local examples include the markets at Soulard, Tower Grove Park, and Clayton. At Lindbergh Place a market could also feature a nutrition center that addresses health and wellness topics. Included in this nutrition center could be a nutrition learning laboratory and a demonstration kitchen facility. Health and wellness retailers would be ideal tenants to retain or court in order to optimize the farmers market and its related uses.

By including some of these uses, North Countians can create a new center at Lindbergh Place that—coupled with thoughtful marketplace management—encourages high utilization and rational circulation patterns. The amount of development each proposed use could support at this site should be established through a comprehensive market analysis and report from a professional, experienced market research firm. St. Louis County is fortunate to have excellent resources for researching, analyzing, and designing redevelopment projects. An appropriate local firm should be engaged early in the process to assist St. Louis County in preparing appropriate vision and development plans for the site. The panel believes that to achieve its maximum potential, the project would take 15 to 25 years to accomplish.

An example of a successful local farmers market, at Soulard.



## Public Sector Financial Participation

Public assistance for similar projects has included different types of federal, state, and local tax credits, as well as temporary property tax relief, tax increment financing, government purchase of the site, grants, expedited entitlement and building permit processes, and discounted development and building fees. In addition to these options, St. Louis County could utilize its eminent domain powers, if necessary, to assemble the site and then initiate a process to select a master developer. This process should include a request for proposals (RFP) and request for qualifications (RFQ) to identify and qualify capable developers. Once the RFP/RFQ process is completed, the next step should be to select a master developer for Lindbergh Place. After the county gains control of the site, it can determine whether its strategy should be to ground lease or to sell parcels in order to achieve development objectives.

# Design and Planning

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The panel approached the Jamestown Mall primarily as an economic development challenge. Many possible solutions emerged during the week and were evaluated against competing ideas for the long-term economic health and vitality of the region. Historic changes and emerging trends were considered and incorporated into the evaluation of solutions. The range of options included everything from refurbishing the existing facility to preserving and repurposing portions of the existing structure, to eliminating the existing structures and creating an entirely new entity. Of the three scenarios, transforming the site would create the greatest value for the property owners and the county.

The panel's discussions of a site concept that will remain viable into the future revolved around five primary ideas: community, beauty, intensity, balance, and imagination. These five ideas not only mirror the national trend in the redevelopment of malls, but also address the major amenities required to attract a broad array of modern businesses, contemporary community uses, and people of all demographic groups.

## Renovation

One option that the panel considered was refurbishing the existing structure and bringing in new tenants. In the panel's view, this option did not lend itself well to community development goals and would leave substantial space either vacant or under-leased. In addition, the mall has already undergone several renovation efforts that have yielded lackluster results. The panel believes that a similar effort would have even less success now, in an environment that is both more competitive and less robust for retail occupancy than it was during the 1990s. Even cosmetic improvements to the physical facilities would not address the three main reasons for previous failures to attract new shoppers and new retailers: location, market strength, and population density. The opinion of the panel was that renovating the existing facility would perpetuate the status quo and consequently fall short of responding to community

needs and wants—ultimately delaying the transition into a modern, high-quality facility.

## Partial Preservation

An alternative approach is partial preservation of the two department stores still in operation, Macy's and JCPenney. Large, existing anchors are generally desirable because they have the ability to attract large numbers of shoppers. These department stores are also local employers, supporting families within the community. Although the panel members discussed a partial preservation approach in some depth, they thought that retaining two of the anchor facilities would cause the reinvention of the mall to remain unrealized. In panel members' experience, keeping existing stores so compromises the redevelopment effort with additional risks and constraints—not only in the present, but especially in the future phasing—that more economic momentum would be created by starting fresh than by saving the stores.

## Comprehensive Redevelopment

The proposed approach, a comprehensive development plan, requires the assembly of site parcels under single ownership and demolition of the existing facilities. These efforts would make approximately 142 acres available for redevelopment. The plan leaves ample space for open-space amenities that include agriculture and parks. This open space will enable the overall density of the development to remain compatible with the density of surrounding areas and permits some land banking (keeping the land in reserve with no active development until demand rises).

The primary element of the plan is a central gathering space and town green, which will be readily visible from Highway 67 and extend visibility well into the site. The central green space would be bounded on both sides by buildings that house retail on the ground floor and offices and residential uses above. The recommendation also includes a significant farmers market fronting the green space, which is intended to bring a strong presence of health,

One possibility of what a detailed development plan for Jamestown Mall might look like.



- 1: Central Green Space
- 2: Chain of Lakes
- 3: Hike & Bike Trail through Park
- 4: Farmers Market
- 5: Movie Theater
- 6: County Office Building
- 7: Office over Retail
- 8: Residential over Retail
- 9: Agricultural Uses
- 10: Townhomes
- 11: Medical Office Buildings
- 12: Small Offices
- 13: YMCA
- 14: Environmental Research Facility
- 15: Daycare Facility

food, social activities, and connection to the natural world as well as to be entertaining for everyone.

In the proposed scheme, the green space extends into the area that is currently undeveloped. This greenbelt offers a variety of amenities. The proposal incorporates a chain of lakes, which serve a stormwater management function as well. Around the lakes, a hiking and biking trail meanders through parkland within view of the existing stream that winds its way around the southern end of the site.

Incorporating residential components will increase the intensity of site use, making the area lively for more of the day and consequently safer, with more eyes on the street. Where offices are located above retail space, the offices add to the customer base for the retail and the retail provides an amenity for the offices, reinforcing each use.

The panel recommends that the mix of uses include these or similar components in order to promote economic development in the area. Toward that goal, the panel recommends five other goals:

- **Community:** To create a place that serves and strengthens the community. It should be a place that engenders pride, as well as a place where people want to be—to watch people, to meet friends, to make new friends.

- **Intensity:** To create a place that supports the most intense activity within the region that it serves. That involves multiple overlapping activities—multiple reasons to visit, to work, to live, to shop, to learn, to be with other people. The panel proposes that entertainment facilities be woven throughout the property in the forms of a central video screen, electronic kiosks, and wireless access.

- **Beauty:** To create a place that reflects beauty. Whether natural or built, beauty is one of the best and most universal attractions. Stately buildings that accommodate multiple uses over time add to a sense of classic beauty. A variety of landscape settings from wild and natural to highly clipped and manicured is also an attraction.

- **Balance:** To create a place that offers balance through variety. The panel recommends a broad array of land uses from intense ones such as street-level retail to pastoral ones such as agricultural uses. The concept is to encourage balance between work and family, indulgence and health, and development and sustainability.

- **Imagination:** To create a place where the development astounds and delights. Imagination is the most elemental tool of value creation: it builds on knowledge and creates higher levels of utility and

efficiency to reach higher standards of quality and excellence.

### Other Considerations

Achieving the goal of creating a place that successfully attracts business and the community to the site depends on setting the bar high. A mix of densities and proximity to an attractive natural landscape are tremendous assets to the development and will serve as amenities for both residents and office workers.

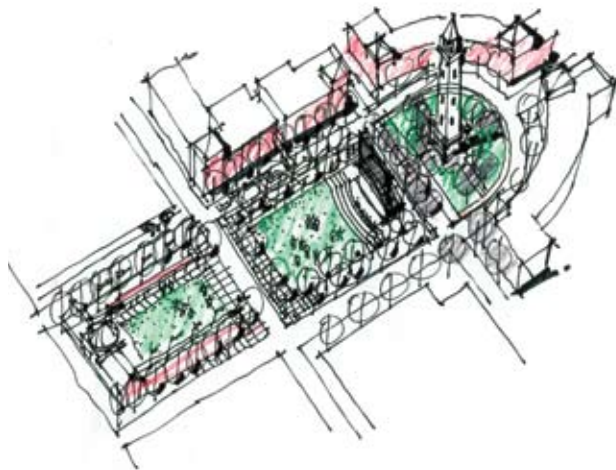
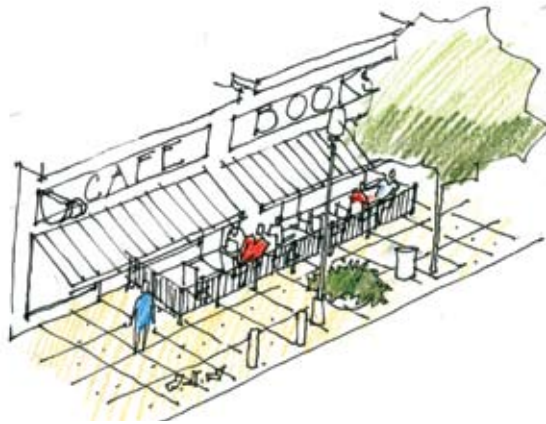
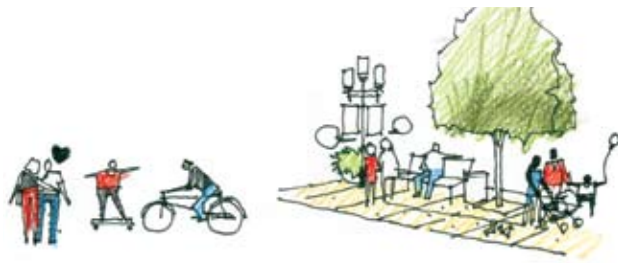
The streetscape and public spaces should follow prevailing standards for town center development. Among these are sidewalks lined with shopfronts that have large display windows. The sidewalks should be wide enough to allow for street trees and sidewalk dining, and should be lined with on-street parking. Signage and awnings are needed as an additional layer of detail that enlivens the streetscape. There should be a continuous accessible pedestrian route along the sidewalk.

The central public green space should be landscaped to make it possible for large crowds to gather. It could be designed to accommodate performances around or in front of the proposed video screen. The programming of the public space is as important as the design of it. To ensure that there are frequent events and reasons to be there, and to keep the space lively and attractive, a management entity will be required.

Finally, the importance of active participation by the St. Louis County Economic Council cannot be overstated. Its role is to reach out to potential tenants and business owners to get them to join in the revitalization effort to create Lindbergh Place.

Examples of mixed-use projects that are underway throughout the Midwest include the following:

- Easton Town Center (Columbus, Ohio);
- New Albany Market Square (New Albany, Ohio);
- Park Place (Leawood, Kansas);
- Randhurst Village (Mount Prospect, Illinois); and
- Zona Rosa (Kansas City, Missouri).



The panel recommends incorporating such elements as a central public green space and active retail streets into the redevelopment plan.

# Implementation Strategies

The existing taxation system in the county is the root of many of the challenges that Jamestown Mall faces. The sales tax-based system of financing government creates inter-municipal competition and unsustainable development practices. Leapfrog development and inappropriate use of such public financing tools as tax increment financing, transportation development districts, and community improvement districts have led to empty stores and grass-filled parking lots. Preparation of the Jamestown Mall site for future development will be a long, difficult process, and the community must work within the existing system to achieve meaningful, sustainable development. Inter-governmental cooperation is the solution in the short term.

In addition to these institutional barriers, numerous people interviewed by the panel cited a perception of social barriers related to economic, racial, and age diversity that negatively affect Jamestown Mall. While this perception could remain an impediment in the future, the panel believes that such diversity is what makes North County tick. This diversity could become one of the greatest assets of Lindbergh Place. Furthermore, people in the area have

disposable income; they should not have to travel elsewhere to spend it. A great place has something for everyone. Creating a thriving, active, and economically viable place requires attracting people who represent all segments of the community.

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, all described in detail in the following subsections.

## Comprehensive Approaches to Planning

Successful local government planning requires more than developing broad policies. It requires a bold vision and a long-term commitment to implementation. The panel recommends that St. Louis County prepare regional vision plans, beginning with North County—specifically the area from Florissant east to the Mississippi River and from I-270 north to the Missouri River. The North County plan needs to include the cities of Florissant and Black Jack and the unincorporated areas that lie north of I-270. A focused, collaborative effort will be required to attract a major catalytic development for the Jamestown Mall site.

### Create a Vision Plan

Under a comprehensive approach to implementation, many efforts can be initiated in the near term. A successful community visioning plan creates a framework that will guide future planning processes. It must demonstrate the following qualities:

- Forward thinking;
- Based on opportunities, constraints, and existing conditions;
- Engages local residents and businesses; and
- Creates a path to long-term economic vitality for the county and cities.

The panel recommends engaging stakeholders through a process called community visioning.



Typically, to avoid any conflict of interest, community visioning plans are carried out by third-party, specialty consultants hired by the public entity. These consultants engage the community at large in a series of public workshops. The visioning plan will give North Countians a forum for discussing an integrated strategy on such topics as land use, infrastructure, transportation, the environment, workforce development, schools, and public safety. It will be important for the county to demonstrate progress and establish credibility and confidence in this endeavor.

### Create a Detailed Development Plan

The panel recommends that a detailed development plan for Lindbergh Place be created immediately after the community visioning plan is prepared. Whereas a community visioning plan results in the creation of goals, ideas, themes, and strategies, a development plan addresses the specifics of how those broad ideas will look and how they will be implemented. The community has missed many opportunities and should not be paralyzed by the currently constrained economy, which offers an opportunity to develop the detailed plan without market pressure.

The panel believes that the detailed development plan must have the following attributes:

- Uses principles of form-based codes, planning tools that regulate key aspects of urban form—such as a building’s scale, proximity to the street, and public façade—instead of use types;
- Creates “places, not spaces”;
- Gives development a logical framework;
- Is very specific about size, use, public realm, and management and programming expectations;
- Includes appropriate measures to protect the integrity of the plan, such as design guidelines and deed restrictions;
- Initiates a national RFP/RFQ process for selecting a highly qualified master developer that has significant marketing and programming expertise, possesses the financial and technical ability to implement the plan, has expertise in using best practices in green building design, and recognizes the role of open space and the environment;

- Includes public amenities and economic and educational engines;
- Starts implementing the evolving Confluence Greenway with the connection to the existing stream, on the southwestern side of the site; and
- Builds and funds an environmental education center, which can generate revenue as meeting space and provide a new community gathering place.

### Immediate Tasks

The panel recommends that the county become the champion for the Jamestown Mall redevelopment by “priming the pump” with the following steps:

- Establish a budget.
- Identify sources of funds.
- Create a redevelopment plan.
- Conduct market analysis.
- Develop a realistic plan for scheduling and phasing.
- Assemble the land (developer or county, under eminent domain, if necessary).
- Extend offers to existing retail owner and anchors to participate as partners, as well as occupants in the proposed redevelopment.
- Meet with existing tenants to ascertain interest in continued occupancy in future project.
- Select a development company that has significant experience in private/public partnerships.
- Create a legal framework for implementation through developers’ agreements.
- Use financing strategies as “carrots” only after the need for such incentives is proven.
- Advance construction.

### Strengthening Economic Development

Making Lindbergh Place a successful and sustainable development will require a strong and dynamic economic development program that is focused on smaller

professional services, technology entrepreneurs, and health- and recreation-oriented services. The timing and phasing for the implementation of the development plan are critical. In the immediate future, the site will probably not support large corporate facilities; too many large business parks exist and are planned along major transportation corridors in St. Louis County that are much more attractive as major business centers.

The panel's impression is that only limited support for small business development is available to North Countians. The regional Small Business Administration office is in St. Louis City; the closest Small Business Development Center is at the University of Missouri-St. Louis campus but has a small staff. The MSA has three SCORE small business counseling centers (in St. Louis City, Kirkwood, and St. Charles County), none easily accessible by North County residents. Although several business incubators are active in the county, support services for companies moving from these startup programs into the growth stage are lacking.

St. Louis Community College has a workforce and community development program at its Florissant Valley campus. Its focus is on employee training.

The largest employer near the Jamestown Mall site is Christian Hospital; however, the majority of business activity around the area involves smaller firms. Only 4 percent of businesses within a three-mile radius of the site employ more than 50 workers. Eighty percent have nine or fewer employees, with the bulk of the companies having four or fewer. There are 12,147 employees within a three-mile radius; 30 percent work in the retail trade and 58 percent in service sectors (primarily hospitals and education).

St. Louis County is now competing globally for people and businesses. Because people and businesses have more choices today in what they do, where they do it, and when, local governments must change their mindsets from competing locally for retail revenues to putting aside local issues and positioning themselves for sustained success on a global level.

This shift requires more than the comprehensive approaches to planning described earlier in this report. The county must continue and expand its approach to economic development to include providing the same level of commitment and innovation to small

business owners as is given to major employers and corporate relocations. This is not an easy transition to make; small business development entails much more hand-holding, much more time, and a broader array of services. Because many of the businesses of tomorrow will be more entrepreneurial and technology-focused than today, the St. Louis County Economic Council should take steps now to be able to meet this demand.

Specifically, the panel recommends that the county take the following actions:

- Expand the small business development program. The program must include hiring a dedicated small business development manager and representative, establishing a relationship with the state Department of Minority Business Enterprise, and sponsoring quarterly business assistance seminars. In addition, the panel recommends that the program must also coordinate small business and workforce development efforts with local higher education assets.
- Establish a retail development program. Some activities of this program would include coordinating efforts to attract national and local retailers, serving as a liaison with retail developers, and coordinating retail development programs with individual communities throughout North County.
- Establish new economic engines in and around the site. An environmental engineering center, for example, could serve as a regional center of excellence, developing practical engineering applications and offering community education programs. It could focus on protecting water resources (rivers, streams, stormwater) and conducting geological research (for example, on the karst formations). Such a center could develop new environmental technologies and best practices for low environmental impact.
- Establish a health care services cluster. The goal would be to promote complementary services at Christian Hospital Diabetes & Cancer Centers, to integrate healthy living programs with the proposed farmers market, to promote the location of physical therapy and exercise businesses, and to develop new technologies to improve the delivery of health care services. An additional priority is promoting outdoor sports and recreation by

creating amenities, programming activities, and attracting related businesses.

- Establish a large-scale community activity center or YMCA. One of the top two activity design firms in the country is in St. Louis. It could help with design, market assessment, and financing options. This community center can be modeled after new university student activity centers and also include features unique to the area. In addition, the county must use its leverage to position the center as a revenue generator through the attraction of regional and state amateur athletic events.

## Social Infrastructure

The panel believes that the development plan presents an opportunity to energize the entire North County region. The plan should include the creation and programming of public spaces to enhance interaction among people of all ages, races, and economic status. The panel recommends using this opportunity

to create and enhance social infrastructure throughout North County in several ways:

- Create a strategic community marketing program to raise community pride.
- Sponsor ads that profile people who live or work in the community (“I am North County”).
- Step up community-municipal coordination and cooperation efforts to ensure successful implementation of the plan.
- Improve the public transportation network in North County.
- Maintain commitment to securing a permanent funding source that will be used toward building social infrastructure.
- Develop new community-based programming centered on a recreation center and open space, to bring people together and break down barriers.

# Conclusion

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Every American community is engaged in a fierce competition for a pool of talented residents—the innovators who bring the imagination and often the opportunity that can substantially boost the community’s chances for prosperity. If the St. Louis region could increase the number of residents who attain some years of college by 1 percent, the resulting economic benefit would add nearly a billion dollars annually to the local economy. However, St. Louis County’s competition is not just local, it is global.

The bad news is that any community that is not growing is dying. Although some see stability in a lack of change, standing still is not an option. The good news is that although significant challenges exist, the panel believes that North County benefits from the most important elements required

to achieve the vision set forth in this report. Those elements are exceptional leadership and the wisdom, energy, conviction, and persistence of vision required to achieve anything of greatness. The public officials and governments of the county and of its constituent municipalities have acknowledged that their fates are intertwined and that they must move in concert toward a more prosperous, mutually advantageous future. They must recognize their interdependence and work toward achieving sensible collective action.

The county must find a team that will understand the goals, aspirations, and needs of all the people with a stake in the Jamestown Mall site. With creative visioning and comprehensive planning, the panel believes that the residents of North County and its leaders have the tools that they need to reach a new pinnacle of quality of life and economic growth.

# About the Panel

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## Ray Brown

*Panel Chair*  
*Memphis, Tennessee*

Brown is CEO of Ray Brown Consulting. For more than 25 years, he has offered architectural and urban design consulting services to diverse clients, including cities, community development corporations, downtown redevelopment agencies, land developers, and other architects. He designs downtowns and neighborhoods, especially their vital public spaces, the streets that connect them, and the key buildings that define them so as to enhance urban fabric and support city life.

Brown has designed projects ranging from small, affordable single-family homes to large mixed-use developments. He has prepared urban design plans and led urban design charrettes in Maryland, Ohio, Pennsylvania, and Tennessee.

As vice president for development of the Memphis Center City Commission, Brown set the framework for the downtown urban design plan, facilitated new development, recruited new businesses, and administered design standards. He also served as downtown planner for the city of Dayton, Ohio, and has taught architectural design at the University of Cincinnati and the University of Memphis. A long-time member of ULI, Brown chairs the Comprehensive Planning Initiative of the ULI Memphis District Council and has served on 11 Advisory Services panels in cities across the country, chairing three of them.

Brown has been a member of the Executive Committee of the Memphis Regional Design Center and a trustee of Memphis Heritage, Inc. He also chaired the Mayor's Committee on Land Use and Development for the Sustainable Shelby County Initiative.

## Charles Berling

*Morrison, Colorado*

Berling is the managing member of Berling Equities, LLC, a real estate development, consulting, and real estate services company. Before holding this position, he was responsible for developing more than 17 million square feet and \$2 billion worth of commercial real estate in major markets throughout the United States, while serving as a senior executive with three corporately owned development companies—Homart Development Company, Glacier Park Company, and BetaWest Properties. His project list includes more than 20 major ventures from New England to Hawaii.

Among the wide range of accomplishments made under his aegis are Alii Place, Honolulu; Hills Plaza, San Francisco; LaSalle Plaza, Minneapolis; Phoenix Plaza, Phoenix; the original Scanticon Hotel and Conference Center, Denver; Securities Center, Atlanta; Xerox Centre at Las Colinas, Dallas; Williamsburg Office Park, Louisville; and Corporate Centre North, Indianapolis. Berling has developed and acquired a range of real estate products, including central business district office and mixed-use, suburban office and industrial, and neighborhood retail, as well as single- and multi-family residential, hotel, and conference center. He has also handled several land entitlement assignments.

Before his career in development, Berling managed a family-owned general construction company in Indianapolis. He is a graduate of Princeton University. He is a member of ULI and of the boards of directors of both United Western Bank in Denver and Chinese Children Adoption International.

## Abigail Ferretti

*Washington, D.C.*

As a founding principal of Partners for Economic Solutions, Ferretti focuses on managing the firm's urban practice, with an emphasis on revitalizing older communities. In all her work, she dedicates herself to finding the best available data that accurately portray current development and the potential for future development. She uses geographic information systems extensively to inform analyses of existing conditions, competitive projects, and opportunities for new development. This relentless pursuit of data on which to build sound conclusions serves as a guiding principle for all projects.

With more than 12 years of experience managing small and large redevelopment projects, Ferretti is fully versed in a variety of approaches and strategies. She is currently working on a market analysis for the Mount Pleasant neighborhood in the District of Columbia. Beginning with work with streetscape and small business loans in Baltimore County business districts, she has extended her experience to include such commercial corridors as Georgia Avenue and Rhode Island Avenue in Washington, U.S. Route 1 between Washington and Baltimore, and U.S. 40 in Howard County, Maryland. In both urban and suburban business districts, her detailed analysis provides invaluable input for crafting realistic redevelopment plans that can succeed in the local market.

Ferretti analyzes the financial performance of development projects to determine the need for public investment and the potential return available in return for public support. In Arlington County, Virginia, her financial analysis demonstrated the feasibility of a developer including affordable housing in return for greater project density.

With the Maryland Department of Transportation, Ferretti has worked extensively in evaluating opportunities and planning for redevelopment in transit station areas, particularly commuter rail stations that offer access to downtown Washington and Baltimore. In this work, she has helped communities understand and leverage public resources (including not only land but funding opportunities) to support redevelopment.

Ferretti works closely with stakeholders to understand their views, interests, concerns, and resources so as to forge consensus on the plan and the implementation strategies. She is particularly skilled in helping community members and other stakeholders understand market opportunities and constraints so that plans are market-based and realistic. She excels in public speaking and working with large groups to respond to questions and educate stakeholders at large about the economic realities of a project and its environment.

## Brian Scott Hall

*Virginia Beach, Virginia*

Hall is the business development coordinator for the city of Virginia Beach, Virginia. He has 14 years of experience as an economic development professional in research, small business development, business assistance, marketing, and planning. He has also served as research director for the Virginia Peninsula Economic Development Alliance, a regional private/public marketing organization.

In Virginia Beach, Hall is responsible for leading the business attraction programs of the state's largest city (population 440,000). This includes creating and implementing marketing strategies for the city's target industry sectors; managing the department's research activities; directing the city's small and woman- and minority-owned business programs; managing business and consultant outreach; and undertaking extensive domestic and international travel.

Before joining the city government, Hall worked as senior business development manager for Chesapeake, Virginia, a city of 225,000 in the Hampton Roads region. There he gained experience in international marketing, enterprise zone administration, comprehensive land use planning, and redevelopment planning.

Hall received his BA degree in political science from Marshall University in 1985 and his master's degree in urban studies from Old Dominion University in 1999. He served as a commissioned officer in the United States Navy before entering the field of economic development. He is a member of ULI, the International Economic Development Council, the Southern Economic Development Council, the International

Council of Shopping Centers, the Brazilian/American Chamber of Commerce, the Virginia Economic Developers Association, and C2ER (formerly ACCRA).

## Philip S. Hart

*Hollywood, California*

Hart is chief executive officer of Hart Realty Advisors (a division of Tanya Hart Communications, Inc.), a 14-year-old integrated real estate, urban planning, and entertainment/media company. During 2008 and 2009, he served as the first managing director of member diversity initiatives for ULI, where he developed a business plan aimed at increasing the Institute's diversity. The implementation of this plan began in July 2009 with the launch of the ULI Colorado/City and County of Denver Real Estate Diversity Initiative.

Previously Hart was executive director of the ULI Los Angeles District Council, the first district council to reach 2,000 members (in 2006, under his leadership). Hart served as a construction manager with HNTB/Yang for the Los Angeles Unified School District's \$20 billion new school construction and modernization program. He served as project manager for the \$60 million, 5,000-seat West Angeles Cathedral in South Los Angeles and is senior adviser for the West Angeles Campus and West Angeles Village Building Strategy Team. Hart was master developer for the 75-acre CrossTown Industrial Park in Roxbury, Massachusetts, which has high-tech, biotechnology, office, retail, industrial, textile manufacturing, public utility, and hotel tenants. Prior to this work, for more than 25 years, he was a professor of sociology and director of the William Monroe Trotter Institute for the Study of Black Culture at the University of Massachusetts, Boston.

Hart is on the Urban Design Committee for the Los Angeles Metro Exposition Construction Authority Light Rail Line from downtown Los Angeles to Culver City, which will open in mid 2010. He is a founding member of the board of directors of the Friends of the Hollywood Cap Park. He is on the Hollywood Chamber of Commerce board of directors, the governing board of directors of AbilityFirst, and the board of governors of the Los Angeles County Economic Development Corporation.

Hart earned his BA from the University of Colorado at Boulder, cum laude. He earned his graduate degrees at Michigan State University. Hart is a member of ULI and has served on Advisory Services panels in Camden, New Jersey; San Antonio, Texas; Washington, D.C.; New Orleans, Louisiana; and Albuquerque, New Mexico, among others. He has co-sponsored ULI Advisory Services panels in Roxbury, Massachusetts, and Hollywood, California.

## Arun Jain

*Urban Design Consultant  
Portland, Oregon*

Jain is an urban designer with more than 25 years of international experience in practice and academia. Most recently he was Portland, Oregon's first chief urban designer, a position he held for six years. He worked to integrate the city's diverse administrative territories to create unified strategies that would improve the city's public spaces and places. His work culminated in a comprehensive urban design framework for Central City. This 25-year blueprint is intended to focus public resources and instill confidence in private development to build cumulative quality.

As a consultant for many years, Jain has worked across a wide range of scales, geographies, and cultural landscapes around the world. From national decision-making tools to new towns to main streets, his approach considers context and integration in order to foster uniqueness and counter uncertainty.

Jain has several publications to his credit. He is also an adjunct associate professor at the University of Oregon's urban architecture program in Portland. He taught for more than ten years at the University of California, Berkeley. Jain regularly facilitates creative thinking and discussions on development issues in international forums. In 2007 he was elected the U.S. representative to the International Federation of Housing and Planning's Bureau.

Trained as an architect, Jain holds two MA degrees from the University of Pennsylvania's Urban Design Program. He is a member of the American Institute of Certified Planners. Professionally and philosophically, he continues to search for better balance between the environmental, economic, and ethical dimensions of sustainability.

## Donna Lewis

*Trenton, New Jersey*

Lewis is the planning director for Mercer County; she has served the county for 23 years. Mercer County is geographically and economically diverse, comprising large contiguous agricultural areas, suburbs, classic small towns, and Trenton, the state capital. Her office is responsible for transportation and infrastructure planning; open-space, historic, and farmland preservation; land development review; and redevelopment planning.

Lewis is a member of the National Urban and Community Forestry Advisory Council. She serves on the Transportation Research Board (TRB) Transportation Needs of National Parks and Public Lands Committee and is a “friend” to the TRB Access Management Committee. She is also a member of the Central Jersey Transportation Forum Steering Committee and the Delaware Valley Regional Planning Commission. She has participated in two National Cooperative Highway Research Panels and in the national scan of best practices in highway access management. Lewis has sponsored two ULI Advisory Services panels and served on panels in Anchorage, Alaska; Rochester, New York; Broward County, Florida; and Virginia Beach and Annandale, Virginia.

Lewis holds BA degrees in political science and English from the College of New Jersey and a master’s degree in city and regional planning from Rutgers University. She is a state-licensed professional planner and a member of the American Institute of Certified Planners. She has also been an adjunct professor at the College of New Jersey.

## Daniel B. Quinto

*Southlake, Texas*

Quinto is president of Roaring Brook Development Company, a development services firm specializing in mixed-use and traditional urban development. Founded in 1999, Roaring Brook has been providing a range of development services for property owners, investors, developers, and municipalities, focusing primarily on planning, economic development, feasibility, and the predevelopment process. Quinto trained as an architect at the Yale School of Architecture and is currently registered in Florida and Texas.

Quinto’s career in architecture and development spans more than 30 years. After eight years practicing architecture and construction management, he began a transition into the development disciplines while working for Group One Productions, where he created property improvement plans for Holiday Inn Worldwide for their roll-out of the SunSpree Resort brand in the United States and the Caribbean. He served as a project manager for Disney Development Company on the Wilderness Lodge, the Wedding Pavilion, and Disney’s Sports Complex, before moving to Texas to manage the design and construction of the opening phase of Southlake Town Square, which opened in March 1999.

Quinto served as a member of the Steering Committee for the North Texas Council of Governments’ Center for Development Excellence. He is a member of ULI, the American Institute of Architects, and the Economic Development Committee for North Richland Hills, Texas.



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