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THE WINSTANLEY/INDUSTRY PARK NEIGHBORHOOD IMPROVEMENT PLAN

A COMPREHENSIVE STABILIZATION AND IMPROVEMENT PLAN FOR
THE WINSTANLEY/INDUSTRY PARK NEIGHBORHOOD OF
EAST ST. LOUIS, ILLINOIS

PRESENTED TO

THE WINSTANLEY/INDUSTRY PARK NEIGHBORHOOD ORGANIZATION
C/O WESLEY BETHEL UNITED METHODIST CHURCH
1411 MISSOURI AVENUE
EAST ST. LOUIS, ILLINOIS 62205
(618) 274-2323

BY

THE WINSTANLEY/INDUSTRY PARK RESEARCH TEAM
DEPARTMENT OF URBAN AND REGIONAL PLANNING
COLLEGE OF FINE AND APPLIED ARTS
UNIVERSITY OF ILLINOIS AT URBANA-CHAMPAIGN
(217) 333-3890

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Illinois State Representative Wyvetter H. Younge initiated the University of Illinois' involvement in East St. Louis and continues to support local neighborhood improvement efforts.

Many organizations and their representatives agreed to be interviewed by the Research Team and presented their insights regarding conditions in East St. Louis. They generously shared their time and knowledge and we hope this report appropriately reflects their concerns. We acknowledge the patience and assistance of the following officials and commend them for their continued support of neighborhood improvement efforts throughout the City: Mayor of East St. Louis, the Honorable Gordon D. Bush; Assistant to the Mayor, H.C. Milford; Director of the Building Department, Gene Evans; Township Supervisor, Will McGaughey and his assistant Vera DePreist; Community Development Director, Robert Batts; Economic Development Director, Wallace Carson; Executive Director of the East St. Louis Financial Advisory Authority, John D. Tegley; Executive Director of the East St. Louis Community Fund, Louis Tiemann; Executive Director of the Metro-East Church-Based Citizens' Organization (MECCO), Reginald Petty; Executive Director of Black Church Relations for the Metro East Baptist Association, Rev. Bill Affolter; Representative of Operation New Spirit, Sister Cecelia Hallman; Executive Director of Clean East St. Louis, Ishaq Shafiq; Coordinator of the Drug Abuse Task Force, Willie Reid; St. Joseph's Head Start Director, Barbara Hilliard; and Wesley Bethel United Methodist Church's Head Start Director, Barbara Hernden.

The Head of the Department of Urban and Regional Planning, Professor Lewis D. Hopkins, has faithfully supported neighborhood improvement efforts in East St. Louis. His regular interactions with various academic and administrative units of the University of Illinois provide the opportunity to discuss Department planning efforts with citizens' groups. The staff of the Department of Urban and Regional Planning, have regularly assisted the Research Team. Kay McBroom and Kathy Sarnecki kept track of financial resources; Diane Phillippe provided necessary computer skills training; and Jane Terry, Glenda Fisher, Susan Fairchild, and Gracye Baker were always helpful with mailings, faxes, phone calls, and obtaining necessary supplies and equipment.

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Professor Kenneth M. Reardon's persistent energy provided tremendous inspiration and leadership. The faculty of the Department of Urban and Regional Planning offered consistent availability, unending congeniality, and street-wise practicality to lead us through many difficult processes and decisions.

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EXECUTIVE SUMMARY OF THE WINSTANLEY/INDUSTRY PARK NEIGHBORHOOD IMPROVEMENT PLAN

The Winstanley/Industry Park Neighborhood Improvement Plan is a comprehensive strategy for community stabilization and development. The proposals emphasize citizen involvement in addressing problems, concerns, and improvements in the neighborhood. The goal of the plan is to stop the neighborhood's social, economic, and physical decline; to meet the basic needs of current and future residents; and to lay the foundation for active community involvement in developing the neighborhood's human and physical resources. The plan has a time-frame of five years.

The Neighborhood Improvement Plan is divided into three parts.

- * Part I presents the context and philosophy of this effort.
- * Part II includes descriptive data and analysis of the neighborhood's current conditions. Chapter VI, "Assessment of Neighborhood Strengths, Weaknesses, and Needs" is a summary of the conclusions from the descriptive chapters.
- * Part III contains initiatives addressing specific objectives and the related programs for action. The objectives are:

1. **Emergency Health and Infrastructure Improvements**
Enhance public health and safety by implementing infrastructure repair and housing demolishing programs.
2. **Improving Housing**
Stabilize the existing stock of residential buildings by reducing operating costs and assisting owners in making needed repairs.
3. **Urban Design**
Improve the neighborhood's appearance and function by involving residents in implementing an integrated urban design scheme.
4. **Economic Development and Job Generation**
Expand local business activity and employment opportunities by pursuing small business assistance, job training, and employment generating programs.
5. **Reducing Substance Abuse and Crime**
Reduce alcohol and drug abuse and related criminal activity through community-based programs for substance abuse prevention, intervention, and treatment.
6. **City-Wide and Regional Policies Affecting the Neighborhood**
Pursue city-wide and regional policies directed at making governmental bodies more responsive to the needs of residential neighborhoods.
7. **Building the Winstanley/Industry Park Neighborhood Organization**
Empower local residents to address pressing economic and social problems facing their community by establishing a permanent neighborhood organization.

The initiatives included with each objective are:

Emergency Health and Infrastructure Improvements

I. Emergency Public Health Initiative (page 142)

Programs in this initiative address immediate threats to personal safety in the neighborhood. Issues addressed include missing manhole covers, excessive amounts of trash and garbage, buildings in dilapidated condition, unattended dogs, and the threat of disease from Asian Tiger mosquitos.

II. Infrastructure Improvement Initiative (page 157)

Attempts to attract new residents or businesses to the City are hindered by the deterioration of local infrastructure. This initiative addresses street flooding, poor sewer line conditions, inoperative street lights, and crumbling streets and curbs.

Improving Housing

I. Home Maintenance and Repair Initiative (page 177)

Proper home maintenance is the least expensive way of providing quality housing. This initiative encourages programs to educate residents in the basic operation and repair of a home's structural and mechanical components.

II. Home Rehabilitation Initiative (page 189)

A concentrated effort to rehabilitate deteriorated structures in the neighborhood can directly affect over one-hundred residential units and provide over fifty units of new housing. Many structures in the neighborhood can be repaired to provide affordable housing for less than the cost of new home construction.

III. New Home Construction Initiative (page 197)

The construction of new housing has a very strong effect on neighborhood character and should be directly linked with the area's long-range plans. This initiative focuses on ways to attract and control new construction in the neighborhood.

Urban Design

I. Urban Design Initiative (page 216)

This initiative draws attention to the visual features of the neighborhood. A comprehensive urban design scheme can enhance the sense of community and improve

the quality of interactions among residents. A physically sound and aesthetically pleasing environment encourages a sense of place and belonging.

Economic Development and Job Generation

I. Promoting Resident Access to Jobs Initiative (page 247)

Information, education, and financial barriers prevent residents from successfully competing for jobs in the region. This initiative addresses these barriers restricting resident access to existing employment opportunities.

II. Expanding Local Business Initiative (page 267)

Critical economic issues limit the amount of new growth that can occur anywhere in East St. Louis in the near future. Therefore, efforts in this initiative focus on strengthening and retaining existing businesses.

Reducing Substance Abuse and Crime

I. Substance Abuse Prevention Initiative (page 288)

This initiative focuses on education and law enforcement efforts aimed at discouraging residents' use of illegal drugs. Programs support the use of local service providers, a neighborhood watch, and an advertising campaign.

II. Substance Abuse Intervention Initiative (page 296)

This initiative provides counselling and assistance to individuals at-risk of becoming dependent on drugs or alcohol. Programs seek to intervene before substance abuse becomes apparent.

III. Substance Abuse Treatment Initiative (page 301)

Treatment programs offer alcohol and drug addicted individuals appropriate clinical services. Individuals are assisted in participation and recovery from substance abuse.

City-Wide and Regional Policies Affecting the Neighborhood

I. Credit Services Initiative (page 310)

Tight lending policies have made it extraordinarily difficult for local residents and businesses to secure needed credit services. This initiative explores the establishment of new credit arrangements to expand access and availability to home improvement and

mortgage loans.

II. Municipal Services Initiative (page 315)

The City is currently unable to adequately provide basic municipal services. This initiative recommends specific actions to improve delivery of local police, fire, and sanitary services.

III. Land Use Regulation and Comprehensive Planning Initiative (page 321)

The absence of sufficient planning and zoning department staff, has left the City unable to maintain or update land use control regulations. This initiative calls for a long-run comprehensive plan addressing land use issues in the City.

IV. Property Tax Initiative (page 336)

High property tax rates encourage community disinvestment and create a barrier to new investment. This initiative evaluates the present property tax system in East St. Louis and considers alternative means of raising local revenues.

Building the Winstanley/Industry Park Neighborhood Organization

I. Membership Development Initiative (page 345)

The strength of the Neighborhood Organization is directly related to the quality of its membership. This initiative seeks to increase the number of active participants in the Neighborhood Organization.

II. Leadership Development Initiative (page 350)

Dedicated, trained leadership is critical for an organization to be effective. This initiative encourages leadership identification, recruitment, and training.

III. Community Action Now Initiative (page 354)

Community organizations often face a strategic problem in generating and maintaining high levels of citizen participation. This initiative promotes greater citizen involvement in local and regional issues.

IV. Organization Development Initiative (page 357)

Effective communication between members and between organizations will be critical to the influence of the Neighborhood Organization. This initiative establishes an organizational structure appropriate for supporting community improvement activities.

DESCRIPTION OF THE RESEARCH PROJECT

I. Introduction to the Winstanley/Industry Park Neighborhood Improvement Plan

Introduction

Education, Housing,
and Employment

Physical Conditions

Community Development

PURPOSE OF THE PROJECT

The purpose of this document is to present a five-year comprehensive community stabilization and development plan for the Winstanley/Industry Park Neighborhood of East St. Louis, Illinois. The Winstanley neighborhood is defined as the area bounded by 10th Street on the west, State Street on the north, 21st Street on the east, and the Illinois Central Railroad Tracks between Broadway Avenue and Bond Street on the south. Figure 1.1 indicates the neighborhood's location in the City and Figure 1.2 presents the borders of the neighborhood study area. The Research Project is a collaborative effort between the Winstanley/Industry Park Neighborhood Organization and the Department of Urban and Regional Planning at the University of Illinois at Urbana-Champaign.

The Research Project is part of a continuing effort by officials representing the City of East St. Louis, residents of the City, and the University of Illinois to provide professional planning assistance to the City's neighborhoods. In the history of East St. Louis, similar assistance has often been limited to study and analysis, without accompanying program development. This document focuses on offering feasible initiatives and actions that capture the imagination of those involved and, most importantly, can be realized.

At present, the City can benefit tremendously from a long-range commitment to neighborhood-based planning initiatives. Recent events have created promising opportunities for improving the health of the community. Specifically, additional revenues from several sources are forthcoming, a progressive Mayor has been elected, the City's governmental charter has been reformed, additional professional staff have been hired, and there is a renewed sense of inter-governmental cooperation. These events and others point to a new direction for the City of East St. Louis and its citizens.

Additional Revenue Sources:

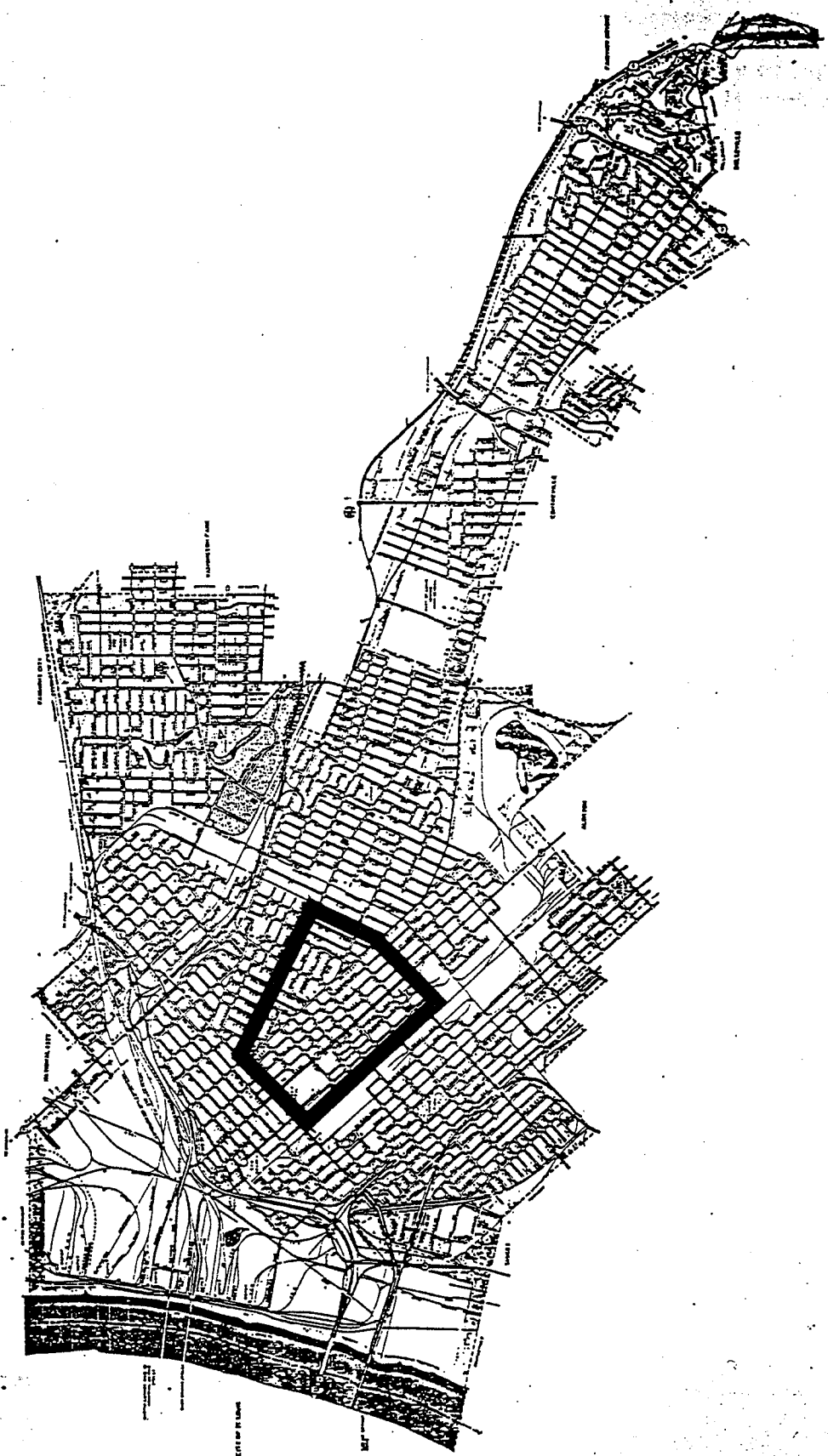
- * **The East St. Louis Community Development Fund.** In 1990 the City won a judgement against a Wall Street firm as a result of the firm's failure to perform contractual services. This \$7 million award will provide civic leaders with the opportunity to address critical community needs. These funds are to be dispersed over a five year period and can be used for a wide range of social and physical development projects throughout the City.
- * **State of Illinois Motor Fuel Tax Revenues.** In 1992 the State of Illinois released previously withheld Motor Fuel Tax revenues. These funds are directed to the maintenance and repair of State highways within East St. Louis. Their return represents a significant boost in efforts to improve local street and highway conditions.
- * **Community Development Block Grant Fund.** In 1991 the City regained nearly \$7 million in previously withheld Federal funds from the United States Department of Housing and Urban Development. These revenues are to be used to complete necessary physical improvement projects in economically distressed communities.
- * **HOME Program.** The passage of the Cranston-Gonzalez Act will provide Federal resources for the improvement of housing conditions in low-income areas. This program is administered by the Department of Housing and Urban Development with funding scheduled to begin by the fall of 1992. According to City sources, East St. Louis will receive more than \$900,000 in HOME monies this year.
- * **State of Illinois Financial Assistance.** The State of Illinois has agreed to provide the City of East St. Louis with as much as \$30 million in long-term credit to allow the City to meet immediate financial obligations. The State has also provided extensive technical assistance to establish a new system of municipal financial controls.

City Government:

- * **Local Form of Government.** In November of 1991 East St. Louis voters passed a referendum to change the charter of City government. The existing mayor-council form of government was replaced with a manager-council form. A professional African-American city manager was recruited from Benton Harbor, Michigan and a process has been initiated to further reform City government by moving from the manager-council to manager-commission form.

Winstanley/Industry Park East St. Louis, Illinois

Figure 1.1



Winstanley/Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
607 1/2 West Nevada Street
Urbana, Illinois 61801; (317) 233-3098

* **Election of Reform Minded Mayor.** The election of Gordon D. Bush as Mayor of the City of East St. Louis represents a progressive change in City government. He has assembled a new administration of seasoned professionals such as H.C. Milford and others who are committed to working with local, regional, and State leaders to revitalize the City.

Intergovernmental Cooperation:

* **Metro Link.** Routes for Metro Link, the Metropolitan St. Louis light rail line, have been identified. This system will connect East St. Louis with the greater Metropolitan St. Louis area. Construction has begun and the system is expected to begin operation in 1993. The Metro Link will provide area residents with easy access to City and suburban employment and service centers throughout the Greater St. Louis Metropolitan area.

* **Clean East St. Louis.** This group, formed in 1991, was organized to address the City's trash accumulation and issues of property maintenance. Through Operation New Spirit, Clean East St. Louis has worked with community organizations to improve the maintenance and appearance of properties throughout the City. In addition to clean-up efforts, Operation New Spirit is involved in demolishing unsafe and abandoned structures, prosecuting individuals guilty of illegal dumping, and enforcing health and safety codes.

* **University of Illinois.** The continued commitment by the University of Illinois to provide technical planning assistance is a critical resource for the City. The Departments of Urban and Regional Planning, Architecture, and Landscape Architecture have each been involved in several local projects. This support currently focuses on neighborhood based issues and operates in the absence of a local municipal planning office.

Additional Professional Staff:

* **East St. Louis Financial Advisory Authority.** This Authority was established in September of 1990 under the auspices of the Distressed Cities Act to work with City government. The Authority's objective is to restore financial credibility to the community by ensuring a financially feasible annual City budget, and to deal with the City's financial obligations in order to restore a viable credit rating.

* **Community Program Development Corporation and Equity Associates.** Federal support was provided to hire Community Program Development Corporation and Equity Associates to manage the City's Community Development Block Grant

Program. A local Office of Community Development has been established with full-time professional staff to guide investment in the City. This office has recently approved the East St. Louis Comprehensive Housing Affordability Strategy (CHAS).

The combination of these events increases the need for the City to develop a comprehensive strategy for addressing current and future needs. Taking advantage of the opportunities that currently exist will greatly benefit the City and its residents. This document hopes to encourage development of a community consensus for employing the resources listed above. The following Neighborhood Improvement Plan emphasizes the Winstanley/Industry Park Neighborhood's potential for positive change and links it with resources available for needed improvements.

HISTORY OF THE PROJECT

Over the past thirty years East St. Louis residents have watched local services deteriorate while City Hall focused economic development efforts on unrealistic waterfront and downtown revitalization plans. The failure to fund necessary neighborhood improvement projects contributed to a dramatic decline in the quality of life in the City's older residential areas.

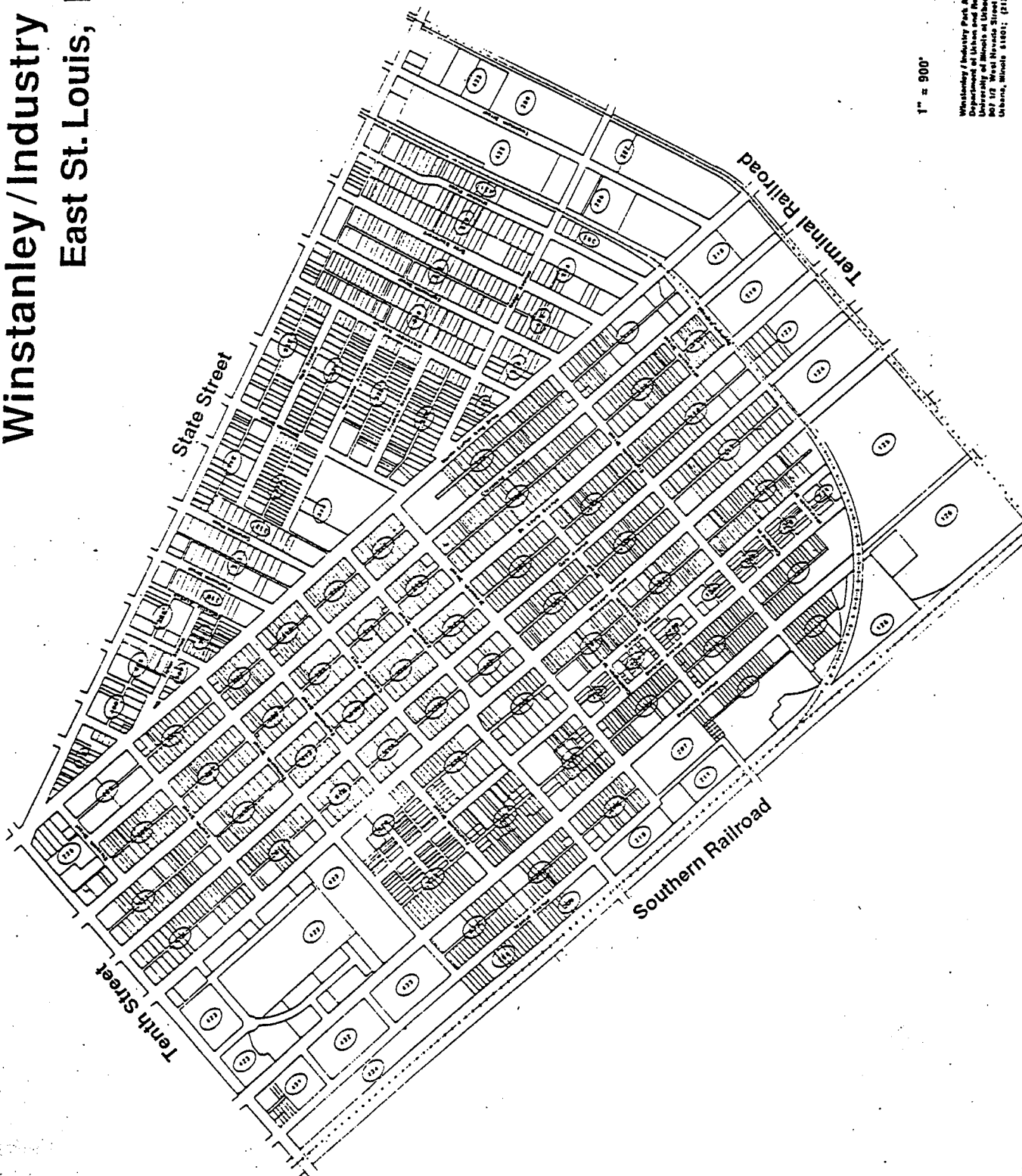
Recent citizen criticism of past planning programs suggests that East St. Louis abandon its historic emphasis on "big ticket" redevelopment schemes. Attention should now be given to the City's older, more populated residential areas. Community-based planning efforts that have occurred in the Emerson Park and Lansdowne neighborhoods should be supported. In both areas, local residents working with students and faculty from the University of Illinois at Urbana-Champaign, have prepared neighborhood improvement plans that realistically address the critical issues facing older neighborhoods.

The success of these efforts encouraged Reverend Gary Wilson of the Wesley Bethel United Methodist Church at 1411 Missouri Avenue to contact the University's Department of Urban and Regional Planning. In August of 1991, Reverend Wilson, a small dedicated group of Winstanley/Industry Park residents, and students from the University began work on documenting conditions in the neighborhood. The intent was to create an active Neighborhood Organization and to develop a Neighborhood Improvement Plan for stabilizing and improving the area. This document represents the third neighborhood-based collaboration between the University of Illinois and the residents of East St. Louis.

THE NEIGHBORHOOD

Winstanley/Industry Park East St. Louis, Illinois

Figure 1.2



1" = 900'

Winstanley/Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
601 112 West Nevada Street
Urbana, Illinois 61801; (312) 243-5496

During the Spring of 1992 two other University of Illinois departments became involved in the Winstanley/Industry Park Neighborhood. Technical assistance on specific housing and economic development initiatives was provided by Associate Professor Michael J. Andrejasich and students of the School of Architecture. Associate Professor Brian A. Orland and students in the Department of Landscape Architecture provided expertise on many urban design schemes.

COMMUNITY PARTICIPATION

Community-based planning strategies encourage citizens to formulate their own responses to economic, social, physical, and environmental problems. Respecting citizen concerns regarding local decision-making, the University Research Team adopted a participatory approach to involve local residents in all phases of the planning process. This approach gave residents a sense of ownership over the plan and allowed students to benefit from local citizen knowledge and insight on area issues.

Neighborhood residents participated in the research design, data collection and analysis, report writing, and public presentation aspects of the project. The Neighborhood Organization provided direction and feedback to the Research Team. Monthly planning sessions and public meetings were held in the Fellowship Hall of the Wesley Bethel United Methodist Church. This process helped develop a plan which is responsive to the aspirations of residents and attractive to local civic leaders.

The recruitment of local citizens for participation in the project was facilitated by Reverend Gary Wilson of Wesley Bethel United Methodist Church. Additional assistance was provided by Ms. Carol Perry, Ms. Bessie Spencer, Mr. James Little, Mr. Kermit Jeffers, and Mr. Charles Tighe. Ms. Barbara Hernden and Ms. Barbara Hilliard from the local Head Start programs helped with recruitment and advertisement efforts.

Working with this core of Winstanley/Industry Park leaders, student planners identified three major objectives to be accomplished by the project. A detailed work plan and timeline were formulated to achieve these objectives:

1. Produce a workable neighborhood stabilization plan.

Cooperate with the leaders of the Winstanley/Industry Park Neighborhood Organization, area residents, and other members of the community to build a plan based on the strengths of the neighborhood that addresses housing issues, social concerns, physical stabilization, neighborhood empowerment, economic growth/job development, and intergovernmental relations.

2. Help residents build an active neighborhood organization.

Assist leaders of the Winstanley/Industry Park Neighborhood Organization to develop and further enhance awareness and participation in a neighborhood organization capable of pursuing the plan's implementation.

3. Train new organizational leaders.

Develop the leadership skills of residents actively involved in the Winstanley/Industry Park Neighborhood Organization and to train new members to assume responsibility for ongoing action campaigns.

Attaining these objectives is critical to successfully implementing the recommendations contained in this document. The first objective is straightforward and serves as the basis of the prescriptive chapters of this plan. The second and third objectives are necessary to ensure that local residents continue to determine the future of their neighborhood. A strong neighborhood organization provides a mechanism through which local people can express their concerns and join together to generate the power to bring about lasting change.

This document is the final version of the Winstanley/Industry Park Neighborhood Improvement Plan. A preliminary version of this plan was presented for review to community residents and leaders on April 23, 1992. It was enthusiastically received. Suggestions made by those attending the session were incorporated into this final draft of the document.

The Winstanley/Industry Park Neighborhood Improvement Plan is organized in three parts:

- Part I: Description of the Research Project**
Presents the origins of the project and provides a description of factors currently affecting public policy in East St. Louis, Illinois.
- Part II: Profile of the Neighborhood**
Presents a detailed picture of the current physical, social, and economic conditions within the neighborhood. This information is summarized in Chapter VI, "Assessment of Neighborhood Strengths, Weaknesses, and Needs."
- Part III: Initiatives for Neighborhood Improvement**
Presents a comprehensive series of strategic initiatives for stabilizing the neighborhood. Each initiative consists of specific programs designed to be implemented by citizens' groups and City agencies.

Additional information regarding data collection and the methodology employed in gathering and analyzing information can be found in Appendix A. The appendices also contain copies of survey forms used and some further statistics which were not included in the body of this report. Copies of this document are available at cost for a short period of time through the Department of Urban and Regional Planning; University of Illinois at Urbana-Champaign; 907 1/2 West Nevada Street; Urbana, Illinois, 61801; (217) 333-3890.

PROFILE OF THE NEIGHBORHOOD

II. Population, Housing, and Employment

INTRODUCTION

This chapter presents an analysis of available Census data for Tract 5009, the City of East St. Louis, other selected municipalities, and St. Clair County. While not sharing the exact boundaries as Tract 5009, the Winstanley/Industry Park Neighborhood does account for the vast majority of that Tract, and differences between the two are minimal. Thus, the narrative portions of this chapter will refer to the Winstanley/Industry Park area rather than Census Tract 5009. For those unfamiliar with Census data or how it is collected, Appendix B provides a working orientation with maps of Tract 5009 and the Winstanley/Industry Park Neighborhood. This chapter presents eight specific statistical sets; including, population trends, racial composition, age distribution, educational attainment, income and poverty levels, housing characteristics, unemployment figures, and work force composition and business sector activity.

This chapter provides an introduction to neighborhood conditions. The most important findings from the above listed statistical sets are presented and analyzed in depth. The Winstanley/Industry Park data is compared with information for other City neighborhoods, municipalities, and the County during the past three decades to view conditions in context and to understand the dynamic nature of the Winstanley/Industry Park area.

POPULATION TRENDS (1960-1990):

Table 2.1 presents population trends for the Winstanley/Industry Park area (Tract 5009), the Emerson Park neighborhood of East St. Louis, the City of East St. Louis, St. Clair County, and St. Clair County minus East St. Louis. This table places Winstanley/Industry Park's population loss in it's municipal and regional contexts.

Table 2.1
Total Population
Tract 5009 and Selected Areas
1960-1990

| TOTAL POPULATION | 1960 | 1970 | 1980 | 1990 |
|------------------|---------|---------|---------|---------|
| Tract 5009 | 13,142 | 11,035 | 8,179 | 6,741 |
| Emerson Park | 3,739 | 3,641 | 2,890 | 2,040 |
| East St. Louis | 81,712 | 70,169 | 55,200 | 40,944 |
| St. Clair County | 262,509 | 285,349 | 267,531 | 262,852 |
| St. Clair: - ESL | 180,797 | 215,180 | 212,331 | 221,908 |

St. Clair: - ESL = St. Clair County minus East St. Louis

The number of people residing in East St. Louis has declined continuously since 1950 when the City achieved its highest population of 82,000. In the last forty years the City's population has decreased by 50% leaving the 1990 population at 40,944. The Winstanley/Industry Park area, while losing population, has continued to house the same percentage of East St. Louis residents. This finding also holds true for the Emerson Park Neighborhood.

The population losses in the Winstanley/Industry Park area, between 1960 and 1990, paralleled the City's 50% decline. The biggest population decline in the Winstanley area occurred during the 1970s. This is particularly troubling in light of the addition of public housing developments during the early and mid 1960s. Despite these additional housing units, population still declined. A significant portion of the population loss in

the late 1970s to early 1980s was due to the closing of the two high-rise public housing developments on 13th Street.

Table 2.2
Percent Changes In Population
Tract 5009 and Selected Areas
1960-1990

| POPULATION CHANGES | 1960-1970 | 1970-1980 | 1980-1990 |
|--------------------|-----------|-----------|-----------|
| Tract 5009 | -16.0% | -25.9% | -17.6% |
| Emerson Park | - 2.6% | -20.6% | -29.4% |
| East St. Louis | -14.1% | -21.3% | -25.8% |
| St. Clair County | 8.7% | - 6.2% | - 1.7% |
| St. Clair: - ESL | 19.0% | - 1.3% | 4.5% |

St. Clair: - ESL = St. Clair County minus East St. Louis

Table 2.2 shows percentage changes in population for the Winstanley/Industry Park area and selected areas. Between 1980 and 1990 the City's population decreased by approximately 26%. During the same period, the Winstanley area showed a 17.6% decrease, while Emerson Park decreased by over 29%. This decade was the first since the 1950s where Tract 5009's population declined by less than that of the City. This implies that the area's population during this time may have stabilized compared to the rest of the City.

Table 2.2 shows that between 1980 and 1990 the population of St. Clair County decreased by only 1.7%. This decrease in population was largely the result of significant population losses in East St. Louis during this period. When the population of East St. Louis is excluded from the County total, St. Clair shows a population increase of 4.5%. Aside from the social implications of a dramatic shift in population, there are also important political and economic changes which occur. Most Federal aid, and many state programs for cities, use population size when determining benefits: the larger the population, the more money available.

Summary of Population Trends:

As Chapter Three of this report will show, the decline in population has negatively affected the physical and social environment of the Winstanley/Industry Park Neighborhood and the ability of the City of East St. Louis to pay for necessary municipal services, infrastructure repairs, and education. In short, as population has declined, so has the City's tax base. Population losses have left residents to shoulder an increasing tax burden to meet basic needs. As other data will show these residents tend to have lower incomes, making it difficult for them to bear such burdens.

RACIAL COMPOSITION

Table 2.3 shows the percentage of Black residents in Winstanley/Industry Park (Tract 5009) and other selected areas.

Table 2.3
Percent Black of Total Population
Tract 5009 and Selected Areas
1970-1990

| PERCENT BLACK | 1970 | 1980 | 1990 |
|------------------|-------|-------|-------|
| Tract 5009 | 97.8% | 99.3% | 99.3% |
| Emerson Park | 67.6% | 95.4% | - |
| East St. Louis | 69.1% | 95.6% | 98.1% |
| St. Clair County | 22.3% | 27.5% | 27.1% |
| St. Clair: - ESL | 7.0% | 9.5% | 14.0% |

St. Clair: - ESL = St. Clair County minus East St. Louis

Table 2.3 shows that in 1990, 27.1% of the residents in St. Clair County were African-Americans. When the population of East St. Louis is excluded from County totals, that percentage falls to 14%. A substantial portion of the County's Black population is concentrated in East St. Louis. According to the 1990 Census, 56% of the

African-Americans in St. Clair County reside in East St. Louis. Given the income differentials between Whites and Blacks, high rates of residential segregation have resulted in glaring differences in the ability of local communities to meet the needs of their residents and local businesses.

The data in Table 2.3 also reveals a steady increase from 1970 to 1990 in the percentage of Black residents in St. Clair County outside of East St. Louis. The steady increase in the County's Black population excluding East St. Louis combined with East St. Louis' dramatic population loss, indicates that a significant number of East St. Louis Black residents are moving to other parts of St. Clair County. A disproportionate number of these are the more financially stable East St. Louis residents; those who can afford to move or wish to be closer to their places of employment. These are residents that the City can least afford to lose.

African-Americans have comprised the vast majority of East St. Louis residents since the 1970s. The percent of African-Americans in total population rapidly increased between 1970 and 1980. In these years, the total population of the City decreased by over 21% and the percentage of whites fell from 30.9% to 4.4%. These statistics show this trend was due to the out-migration of whites, not from an influx of African-Americans. By 1990, 98.1% of the East St. Louis population was African-American, and about 1.7% was of European decent.

Table 2.3 shows that since 1970 the population of the Winstanley/Industry Park area has been nearly 100% African-American. The emergence of the Winstanley/Industry Park neighborhood as a Black community pre-dates by at least a decade the evolution of East St. Louis into an exclusively African-American city. This data supports what long-term residents have said about the Winstanley/Industry Park Neighborhood being an historically Black residential section of the City.

Summary of Racial Composition:

The Winstanley/Industry Park area is an historically Black neighborhood. In planning for the area, African-American culture and the obstacles facing minority citizens and businesses must be addressed. In many ways, the racial homogeneity of the neighborhood and the City may make them more cohesive and allow cooperation among residents and leaders to develop more easily than in more culturally diverse municipalities.

The causes of East St. Louis' deterioration are too complex to be explained by racial composition alone; they rest on an inter-related set of external and internal forces largely beyond the control of local residents and government officials. As the City's

✓ population relocated in response to the loss of manufacturing jobs in the City, local financial institutions, commercial enterprises, and many of the remaining industrial complexes followed suit. This is not a unique problem, but one which many urban cities have experienced over the past 30 years.

AGE CHARACTERISTICS

Median Age:

The median age of residents in the Winstanley/Industry Park area is 25.8 years and has shown no real change since 1980. By contrast, the median age of East St. Louis has increased by about 5 years since 1980, from 22.7 to 27.6. St. Clair County had a comparable increase of 3.5 years in the median age during the last decade, from 28.5 to 32 years. At the State level, the median age is 32.8 years. The important point to make is that the population of the Winstanley/Industry Park area is significantly younger than the rest of the City, St. Clair County, or the State. This does not necessarily mean that the Winstanley area has an increasing number of younger people. As the next section will suggest, it is the out-migration of middle-aged residents which is causing the difference in median ages between Winstanley/Industry Park area and other areas.

Table 2.4
Special Needs Population
East St. Louis
1960-1990

| SPECIAL NEEDS POPULATION | YEAR | | | | | | | |
|---------------------------------------|--------|-------|--------|-------|--------|-------|--------|-------|
| | 1960 | | 1970 | | 1980 | | 1990 | |
| Total Population of East St. Louis | 81,712 | | 70,169 | | 55,200 | | 40,944 | |
| UNDER 18 | 30,479 | 37.3% | 28,208 | 40.2% | 22,632 | 41.0% | 14,085 | 34.4% |
| 65 & Older | 7,844 | 9.6% | 7,368 | 10.5% | 4,913 | 8.9% | 4,422 | 10.8% |
| Under 18 + 65 & Older | 38,323 | 46.9% | 35,576 | 50.7% | 27,545 | 49.9% | 18,507 | 45.2% |

Tables 2.4 and 2.5 present age characteristics for the special needs populations of East St. Louis and the Winstanley/Industry Park area (Tract 5009) respectively. In East St. Louis, the percentage of the population under 18 years of age and over 64 years has remained relatively constant at 45% to 46% since 1960. In contrast, the Winstanley area has experienced an increase in its special needs population from 25.6% in 1970 to over 50% in 1990.

Table 2.5
Special Needs Population
Census Tract 5009
1960-1990

| SPECIAL NEEDS POPULATION | YEARS | | | | | | | |
|--------------------------------|--------|---|--------|-------|-------|-------|-------|-------|
| | 1960 | | 1970 | | 1980 | | 1990 | |
| Population of Tract 5009 | 13,142 | | 11,035 | | 8,179 | | 6,741 | |
| Under 18 | - | - | 2,429 | 22.0% | 3,217 | 39.3% | 2,516 | 37.3% |
| 65 & Older | - | - | 397 | 3.6% | 915 | 11.2% | 874 | 13.0% |
| Under 18 + 65 & Older | - | - | 2,826 | 25.6% | 4,132 | 50.5% | 3,390 | 50.3% |

One possible explanation for this increase in the old and very young in the Winstanley/Industry Park area may be found in the population change figures. From 1970 to 1980 population in the Winstanley area decreased by 2,856, a decline of 26%. (See Table 2.2) Given this dramatic fall in the number of people living in the area, it is not feasible that the percentage increase in the special needs population was the result of an influx of seniors or children. The senior citizen public housing at Orr-Weathers was built and occupied in the early 1960s; this predated and could not have solely accounted for the jump in special needs population from 1970 to 1980. In fact, during this period, the 65 years and older cohort increased to only 11.2% of Tract 5009 population.

The more plausible explanation, and one which is supported by the data, is that middle-aged residents left the neighborhood. Table 2.5 shows a dramatic decline in the percentage of people between 18 and 65 years of age. This explanation makes more sense in light of the overall decline in total population. Although there most certainly were families moving into the neighborhood with young children, their numbers were

less significant than the number of middle-aged people moving out of the Winstanley/Industry Park area.

There are two other age trends which need to be examined. The first trend is the greater number of children under 18 years of age, compared to the number of senior citizens 65 and older. In 1990, the former made up well over a third of the Winstanley/Industry Park area population, while the latter represented only 13%. The actual numbers show it best: there are 2,516 children in the Winstanley area and only 874 senior citizens. The second trend is that after several decades of increase for both the City of East St. Louis and the Winstanley area, the percentage and number of residents under the age of 18 fell between 1980 and 1990. In the case of the City, the fall was quite substantial. Alternatively, while their actual numbers decreased, the percentage of residents 65 and older increased for both the City and the Winstanley/Industry Park area during this period.

Summary of Age Characteristics:

Many residents under 18 and 65 and older are considered to be special needs populations because of their limited incomes and decreased participation in the work force. A large population of elderly citizens and younger children carry with it important service implications suggesting that special programs be developed to meet their needs. A significant elderly population suggests the need for more senior housing, accessible park space, in-home meals, personal transportation services, better and more health care facilities, and other programs designed to meet specific requirements. A disproportionately large number of children suggests the need for educational programs and facilities, parks and recreational areas, summer employment services, pre-natal and pediatric care programs, affordable day care opportunities, and other services which cater to younger people and their families.

A large special needs population may also serve as a resource for a community. The elderly and the young often have more free-time and flexible schedules, and can complement each other in social service programming. Day care is an example where willing seniors could assist households with younger children. Teenagers could do routine lawn maintenance and run short errands for seniors in need of such services. Elderly also support and provide financial assistance to younger family members.

EDUCATION

Educational Attainment:

Table 2.6 presents the educational attainment of people residing in the Winstanley/Industry Park area (Tract 5009) and selected areas. The Census reports data for individuals who have started a year of school, not those who have finished that particular year. For example, the percentages for Year 4 of High School represent those who began their senior year, not those who graduated several months later.

Table 2.6
Educational Attainment
Tract 5009 and Selected Areas
1980

| YEARS COMPLETED | Elementary | | | High School | | College | |
|------------------|------------|-------|-------|-------------|-------|---------|-------|
| Grades | 0-4 | 5-7 | 8 | 1-3 | 4 | 1-3 | 4+ |
| Tract 5009 | 9.8% | 15.2% | 10.6% | 24.6% | 24.0% | 10.5% | 5.3% |
| East St. Louis | 7.4% | 12.7% | 10.5% | 23.1% | 24.7% | 14.9% | 6.7% |
| St. Clair County | 3.1% | 7.5% | 12.4% | 18.0% | 33.8% | 13.8% | 11.4% |
| St. Clair: - ESL | 2.2% | 6.4% | 12.8% | 16.9% | 35.7% | 13.6% | 14.4% |

St. Clair: - ESL = St. Clair County minus East St. Louis

Educational attainment is recorded for only those residents in each area who are 25 years of age or older. In 1980, there were 3,928 people in Tract 5009 who were 25 years of age or older.

Perhaps the most striking finding from this data is that 25% of Winstanley/Industry Park area residents have less than an 8th grade education and another 35% have not completed four years of high school. The modest educational levels of local residents becomes increasingly problematic when greater skills and higher educational levels are demanded by area employers. People with less than a high school education are frequently discounted by employers as job applicants and are candidates for chronic unemployment. Low educational levels affect the employability of residents and also the job offers residents receive. Most jobs offered to high school drop-outs offer

low pay, long hours, few benefits, little advancement opportunity, and poor job security.

Regional competition in the job market compounds the obstacles facing East St. Louis and Winstanley/Industry Park residents. Table 2.7 shows the educational advantage that other St. Clair County residents have over East St. Louis residents. More than 60% of St. Clair County residents not living in East St. Louis have better than a high school education. For East St. Louis residents, the percentage of high school graduates drops to slightly over 46%, and for Winstanley area residents, the number is a discouraging 39.8%. The result is that East St. Louis residents are at a significant disadvantage when competing with other County residents for area jobs.

Table 2.7
Percent High School Graduates
Tract 5009 and Selected Areas
1980

| Tract 5009 | East St. Louis | St. Clair County | St. Clair: - ESL |
|------------|----------------|------------------|------------------|
| 39.8% | 46.2% | 59.1% | 61.7% |

High school graduates is the summation of those resident who have completed four years of high school and attended at least one year of college.

Summary of Educational Attainment:

The implication of this data is that residents of East St. Louis and the Winstanley area are not being educated adequately. The reasons for this are very complex and the purpose of this document is not to criticize the East St. Louis educational system but rather to point to areas of concern which need to be addressed. It is obvious from this data and from interviewing local residents and leaders that education is a critical issue. Attempts need to be directed at bringing the above numbers in line with the rest of the region. Policies should focus on improving school facilities and equipment, better screening of teachers, promoting after school tutoring sessions, encouraging parental involvement, providing additional adult education programs, reducing teenage pregnancies, and enhancing student and family counseling services.

MEDIAN HOUSEHOLD INCOME

The following income sources are included in the U.S. Census estimation of household income: wage and salary income, non-farm income, interest dividends, royalties or related income, social security or railroad retirement income, public assistance or welfare income, and other forms of income. In 1980 there were 2,822 households in Census Tract 5009. Over 30% of these received social security income, and 44.8% received public assistance income. This exceeds the amount of assisted income in wealthier, neighboring communities. Although publicly provided income doesn't affect spendable income, it does distort the comparison of wages and salaries earned from employment. An individual whose entire income is wage or salary-based may also be receiving valuable training, establishing a stable work history, and have access to advancement opportunities. The individual relying on public assistance may not receive those same benefits. The use of household income versus family income may also blur the implications of the income situation in East St. Louis. If there is more than one family occupying a household, as is not uncommon in East St. Louis, median income per family could be significantly lower than that per household.

Median Household Income:

Table 2.8
Median Household Income
East St. Louis and Selected Municipalities
1980

| East St. Louis | Belleville | O'Fallon | Fairview Heights |
|----------------|------------|----------|------------------|
| \$7,746 | \$14,125 | \$16,429 | \$16,458 |

Table 2.8 shows median income for East St. Louis households at approximately half or less that for other area communities. In addition, there is a higher percentage of East St. Louis residents receiving public assistance. It should be kept in mind throughout this section that there are a substantial number of people whose incomes are far below the median. For a city such as East St. Louis, where the median income is extremely low, these residents are truly disadvantaged and have special needs which often go unmet. The local government, faced with a declining tax base and an increasing need for basic support services, is often unable to provide lasting solutions.

Other municipalities with higher median incomes and levels of private investment have stronger tax bases from which to finance necessary public services and promote continued growth.

Table 2.9 compares the median incomes of residents in the Winstanley/Industry Park area and selected areas. The East St. Louis figure includes the Winstanley area and Emerson Park; the St. Clair County figure includes East St. Louis.

Table 2.9
Median Household Income
Tract 5009 and Selected Areas
1980

| Tract 5009 | Tract 5042.01 (Emerson Park) | East St. Louis | St. Clair County |
|------------|---------------------------------|----------------|------------------|
| \$5,328 | \$5,828 | \$7,746 | \$8,421 |

The median household income in the Winstanley/Industry Park area in 1980 was \$5,328. Only one other Census Tract in East St. Louis had an annual median income lower than the Winstanley area. The median income of East St. Louis is over \$2,400 more than that for the Winstanley area. By comparison, the median income of St. Clair County minus East St. Louis was \$16,119, over \$10,000 more than that for Winstanley/Industry Park residents.

This data suggests that the Winstanley/Industry Park Neighborhood is at a great income disadvantage compared to the County and even to the City of East St. Louis. The City, unlike neighboring municipalities with much higher median incomes, does not have an adequate number of higher-income areas providing the needed tax revenues to support and improve lower-income areas. Furthermore, the prevalence of lower-income neighborhoods, such as the Winstanley/Industry Park area, requires the City to spread its limited resources too thinly.

At first glance, the presence of significant numbers of senior citizens in the area (13% of the 1990 Winstanley/Industry Park area population) might suggest one reason for why total income figures for Winstanley area residents are so low. However, with the median income being under \$6,000 annually, the elderly population may actually be bringing this figure up rather than down. Those who are receiving social security payments and/or private pensions, such as from railroad or governmental services, may

have total incomes higher than the median of \$5,328. If this is true, household incomes for working-age adults with families to support may even be lower than that indicated in Table 2.9.

Summary of Median Household Income:

Lower median income indicates that local residents and businesses are financially less able to maintain and improve their homes and properties than people in nearby wealthier suburbs. Low personal incomes make it more difficult to pay for routine out-of-pocket expenses and to qualify for mortgages or home improvement and small business loans. Lenders and private investors are hesitant to invest in areas where median income is low and personal employment prospects less secure. Low median income also means that many people are paying a higher percentage of their incomes for basic expenses such as housing, food, and taxes. New shoes, toys, and books become luxury items which many residents can not afford.

Falling median income may lead to a downward spiral of physical, social, and economic conditions. Building conditions deteriorate because some residents and landlords can not afford upkeep and operating costs. As the building stock erodes so does the City's tax base and its capacity to maintain public infrastructure and services. Drug abuse and crime become more prevalent as unemployment rises and hopes fall. High educational drop-out rates occur due to the emotional and financial instability of families. All of these conditions lead many residents who are employed and can afford to do so, to move out of the City.

POVERTY AND FEMALE-HEADED HOUSEHOLDS:

Table 2.10 presents the number and percentage of families who fall below the poverty line for the Winstanley/Industry Park area and selected areas. The poverty line for a family of four in 1979 was \$7,412, over \$2,000 more than the Winstanley area's median income in 1980. In 1980, 44.5% of families in the neighborhood had incomes which fell below the poverty line, this was up from 41% in 1970.

Table 2.10
Families Below the Poverty Line
Tract 5009 and Selected Areas
1980

| POVERTY | Number of Families | Percent of Total |
|------------------|--------------------|------------------|
| Tract 5009 | 833 | 44.5% |
| Tract 5042.01 | 534 | 60.5% |
| East St. Louis | 4,817 | 39.2% |
| St. Clair County | 9,721 | 14.1% |
| St. Clair - ESL | 4,154 | 7.3% |

St. Clair - ESL = St. Clair County minus East St. Louis

In 1990, there were 2,362 households living in Census Tract 5009. Table 2.11 shows that over 45% percent of these households are headed by a female. In East St. Louis, approximately 40% of the households were headed by a female. By contrast, females in St. Clair County, including East St. Louis, head 16.4% of the households. Females in the State of Illinois and in St. Clair County minus East St. Louis head 12% of households.

Table 2.11
Percent of Female-Headed Households
Tract 5009 and Selected Areas
1990

| Tract 5009 | East St. Louis | St. Clair County | St. Clair - ESL | Illinois |
|------------|----------------|---------------------|--------------------|----------|
| 45.2% | 39.7% | 16.4% | 12.7% | 12.0% |

St. Clair - ESL = St. Clair County minus East St. Louis

The relationship between female-headed households and the probability of a family living in poverty becomes clear when examining these two variables together. In 1980, 833 Winstanley/Industry Park area families lived below the poverty line. Seven-hundred five (85%) of these families were headed by a female. Six-hundred forty-four (91.3%) of these female-headed households had children under the age of 18. Three-hundred sixty-five (52%) of these same female-headed households had children under the age of six. These children are growing up in families which can not afford to meet their current needs, let alone adequately provide for their future.

As suggested earlier in the income section, poor families are less capable of maintaining and improving their homes and properties. For female-headed households this problem may be compounded if the woman is elderly or unfamiliar with how to perform small home repairs. Minor repairs and maintenance which are relatively inexpensive may be deferred due to a lack of resources or expertise; left unattended these minor repairs can become major expenses. There is also the question of security, especially for elderly female head of households. Based on comments made by some residents who were interviewed, single female senior citizens living alone are often the target of home break-ins and other crimes. These problems could become serious enough to displace residents from their homes.

Summary of Poverty and Female-Headed Households:

The planning implications of large numbers of female-headed households existing below the poverty line are numerous. From the perspective of the female head of household, working, finding employment, continuing education, and attaining needed job skills are all difficult to do, especially for those with younger children. Day care expenses may prohibit a single-mother from accepting a job offering entry-level wages. From the perspective of the children, the presence of male role models is missed, they are more likely to be left unsupervised, their home-life may be less stable, and there is little money to fulfill their needs or to help with post high-school education. In general, the children of female-headed households are in danger of growing up in families which cannot support them financially.

HOUSING CHARACTERISTICS

This section examines trends for three characteristics of the local housing market; total and occupied number of housing units, number of owner-occupied units, and crowding as measured by 1.01 or more persons per room. The total number of housing units and the percentage of occupied units have both consistently fallen since 1960 in the

Winstanley/Industry Park area and the City of East St. Louis. The total number of owner-occupied units for the Winstanley area and the City of East St. Louis have also declined since 1960. However, the percentage of owner-occupied units for Tract 5009 has remained constant throughout this period and the percentage for the City of East St. Louis, after having fallen for two decades, significantly increased in the 1980s. The percentage of crowded units has consistently fallen from 1960 to 1990.

Total Housing Units and Occupied Housing Units:

Table 2.12 shows that total housing units in the Winstanley/Industry Park area has steadily decreased from 4,059 in 1960 to 2,850 in 1990, a decrease of 30%. The number and percentage of occupied units has similarly declined during this 30 year period. There are now 2,850 total housing units in the Winstanley/Industry Park area of which 2,362, or almost 83%, are occupied.

The rate of decline in the percent of occupied units has remained steady since the 1960s. The biggest drop in the percentage of occupied units occurred between 1980 and 1990. During this decade 398 housing units (4.9%) were lost. This corresponds closely with the approximately 375 units on 13th Street closed by the East St. Louis Housing Authority in the early 1980s. Excluding these units, the percentage loss in total housing units during the 1980s was only 1% and the percentage of occupied units exceeded 98%. This indicates that the decline in total number of units and percentage of units occupied may have leveled off in the 1980s.

Table 2.12
Total and Occupied Housing Units
Tract 5009
1960-1990

| HOUSING UNITS | 1960 | 1970 | 1980 | 1990 |
|--------------------------|-------------|-------------|-------------|-------------|
| TOTAL Units | 4,059 | 3,674 | 3,248 | 2,850 |
| Number Occupied | 3,868 | 3,360 | 2,818 | 2,362 |
| Percent Occupied | 95.3% | 91.5% | 86.8% | 82.9% |

There is another important implication of this analysis. The data and empirical findings indicate that the loss in total units and units occupied focuses primarily on publicly assisted housing rather than private single-family and multi-family units. In addition to the boarded developments on 13th Street, there is a substantial number of sealed public housing units in the development directly west of the towers. The continued loss of public housing units suggests that the affordability of housing in the Winstanley/Industry Park Neighborhood may become an increasing problem for very low-income residents who rely on government assistance to meet their housing needs.

Table 2.13 compares the total number of occupied housing units in the Winstanley/Industry Park area with other selected areas. Winstanley, Emerson Park, and East St. Louis have each experienced a decline in total housing units during the last three decades, while St. Clair County's total units has increased by over 8%.

Table 2.13
Occupied Housing Units
Tract 5009 and Selected Areas
1960-1990

| OCCUPIED UNITS | 1960 | 1970 | 1980 | 1990 |
|------------------|--------|--------|--------|--------|
| Tract 5009 | 3,868 | 3,360 | 2,818 | 2,362 |
| Emerson Park | 1,265 | 1,190 | 913 | 596 |
| East St. Louis | 25,919 | 23,609 | 18,895 | 13,057 |
| St. Clair County | 81,689 | 91,327 | 97,445 | 95,333 |
| St. Clair: - ESL | 55,770 | 67,718 | 78,550 | 82,276 |

St. Clair: - ESL = St. Clair County minus East St. Louis

The Winstanley/Industry Park area has experienced a 38.9% decline since 1960 in its occupied units. During the same thirty year period, the Emerson Park Neighborhood and East St. Louis have both lost approximately 50% of their occupied units; these losses have dramatically increased each decade. Alternatively, the percentage loss per decade for the Winstanley area has remained constant. From 1980 to 1990, the percentage of occupied housing units in Emerson Park and East St. Louis declined by over 30%. By comparison, the percentage of occupied units in the

Winstanley/Industry Park area fell by slightly over 16% during the same time period. This decline is consistent with the population losses experienced by these areas.

The information indicates that the Winstanley/Industry Park housing market has performed slightly better than that of the City during the past two decades. This is further evidenced by the fact that the percentage of occupied East St. Louis housing units located in the Winstanley area has increased from 14% to 18% during the last three decades. Despite the closing of the East St. Louis Housing Authority apartments on 13th Street in the early 1980s, the Winstanley/Industry Park area has housed a consistent percentage of the City's population since 1960. Combined with the neighborhood's population loss, these two facts imply that the higher occupancy percentage in the Winstanley/Industry Park area is not the result of increased migration into the neighborhood relative to other areas of the City.

Table 2.14 provides the explanation for the Winstanley/Industry Park area's higher occupancy rate. Crowding, measured by one or more persons per room, has consistently declined since 1960. The percentage of units occupied in the Winstanley area may be relatively high due to this trend. The presence of this trend towards less crowded conditions must be especially strong given the percentage increase since 1960 in the under 18 population. The majority of these children would still be living at home with their parents or guardians. This could have caused crowding to increase. However, the growth in the percentage of persons 65 and older since 1960 has likely had the opposite effect. Older households have fewer members than younger households. This would account for a decrease in crowding in the neighborhood. How much these two effects influence crowding is difficult to determine.

Table 2.14
Percent of Units With 1.01 or More Persons Per Room
Tract 5009 and Selected Areas
1960-1990

| CROWDING | 1960 | 1970 | 1980 | 1990 |
|------------------|-------|-------|-------|-------|
| Tract 5009 | 24.7% | 20.2% | 13.3% | 12.8% |
| Emerson Park | 17.7% | 21.8% | 24.2% | - |
| East St. Louis | 18.7% | 16.8% | 13.9% | 11.1% |
| St. Clair County | 15.5% | 12.2% | 5.7% | 4.2% |

Owner Occupancy:

The actual number of owner-occupied housing units has decreased since 1960 in the Winstanley/Industry Park area, the Emerson Park neighborhood, and the City of East St. Louis. The number of owner-occupied units in the Winstanley area has decreased by 49% compared to 52% for the entire City, since 1960. Throughout this period, the Winstanley area has accounted for approximately 10% of the City's owner-occupied units. In St. Clair County, the number of owner-occupied units has increased since 1960. Table 2.15 presents the percentage of total units which are owner-occupied in the Winstanley/Industry Park area and selected areas.

Table 2.15
Percent Owner-Occupied of Total Occupied Units
Tract 5009 and Selected Areas
1960-1990

| OWNER OCCUPANCY | 1960 | 1970 | 1980 | 1990 |
|--------------------|-------|-------|-------|-------|
| Tract 5009 | 35.4% | 29.9% | 30.6% | 29.9% |
| Emerson Park | 54.1% | 36.4% | 27.3% | - |
| East St. Louis | 52.6% | 45.6% | 43.8% | 50.5% |
| St. Clair County | 66.2% | 63.6% | 62.3% | 64.7% |
| St. Clair: - ESL | 72.5% | 69.8% | 66.7% | 66.9% |

St. Clair: - ESL = St. Clair County minus East St. Louis

Owner-occupied units as a percent of total occupied units has decreased for all areas since 1960. In the Winstanley/Industry Park area the percentage of owner-occupancy has remained about the same since 1970. The drop in owner occupancy rates from 1960 to 1970 can be attributed to the opening of the Orr-Weathers apartments and other public housing developments in the early 1960s. This indicates that the decline was not the result of the relocation of homeowners or the conversion of owner-occupied units to rental units.

The Winstanley/Industry Park area has consistently shown lower owner-occupancy rates than East St. Louis. Equally important is the fact, as stated above, that owner-occupancy rates for the Winstanley area have remained constant since 1970. This is not the case for East St. Louis. During the 1960s and 1970s, the City's owner-occupancy rate declined, and in the 1980s it significantly increased.

Owner-occupancy rates are calculated as a percentage of the total occupied units. "Total occupied units" include housing units which are not designed or available for private purchase such as public housing apartments and larger privately-owned apartment complexes. For the Winstanley/Industry Park area, the high number of East St. Louis Housing Authority apartments and several large scale private projects result in fewer housing units being available for owner-occupancy. Therefore, the owner-occupancy rate of privately owned housing units is significantly higher than the Table 2.15 indicates.

Summary of Housing Occupancy Characteristics:

The stability of the neighborhood's owner-occupancy rates over time, is very encouraging. Despite the influx of a substantial number of low-income renters, deteriorated socio-economic conditions, falling incomes, the hesitancy of local lenders to make loans in the area, and a decline in total housing units, people continue to maintain owner-occupied units in the neighborhood.

This section has shown that housing occupancy in the Winstanley/Industry Park area is more stable than that in many other East St. Louis neighborhoods, especially when sealed public housing units are excluded from the analysis. The ongoing stability of the neighborhood's housing market is hard to predict because of the influence of many social and economic forces outside the housing market. The data indicates that the neighborhood may already be in the process of stabilizing.

UNEMPLOYMENT

Among the most discouraging statistics regarding the Winstanley/Industry Park area and the City of East St. Louis are those found in Table 2.16. The low median incomes recorded by the neighborhoods and the City are largely the result of these numbers. Alternatively, the unemployment rates for other jurisdictions in St. Clair County are lower. The variation in regional unemployment rates indicates that jobs are available within the region for applicants equipped with the required skills, education, and adequate transportation.

Table 2.16
Percent of Labor Force Unemployed
Tract 5009 and Selected Areas
1980

| Tract 5009 | East St. Louis | Belleville | Fairview Heights | O'Fallon | St. Clair County |
|---------------|-------------------|------------|---------------------|----------|---------------------|
| 25.1% | 21.1% | 6.1% | 6.7% | 7.2% | 10.3% |

The U.S. Census uses the following criteria to define the unemployed civilian labor force: (1) individuals who were neither "at work" nor "with a job but out of work" during the reference week; (2) individuals who were looking for a job during the last four weeks, and (3) individuals who were available to accept a job.

The effect of high unemployment on the local housing market deserves special attention. This market is potentially affected in a number of ways, most of which have been manifested in the Winstanley/Industry Park area. Unemployed people can often not afford to properly maintain or improve their homes. Improvements take money and because they are unemployed or underemployed they are forced to forego needed repairs in order to afford their more immediate needs. Furthermore, they do not meet the stringent qualifications for real estate loans set by area lending institutions.

Unemployment also affects the rental market: as unemployment rises and incomes go down, rents fall. In order to recoup revenue losses, landlords are faced with either selling their properties for a loss in a depressed market or cutting operating expenses. At some point they may find it feasible to abandon their properties, which are left to deteriorate and become health and safety hazards. For the chronically unemployed, the lack of decent affordable housing results in increased homelessness. For those who can afford to leave, out-migration results. Unfortunately, these occurrences reinforce declining property values, even for residents who are employed and choose to remain in the neighborhood.

Summary of Unemployment Effects:

Numerous social and financial complications arise in areas with high unemployment. The City's tax base declines because of disinvestment by area lenders and landlords. The unemployed are unable to adequately upkeep their properties and many residents who are able tend to move elsewhere. Consequently, basic municipal services such as fire and police protection, parks and recreation, and infrastructure maintenance are poorly funded and understaffed. These financial problems and others

can foster a breakdown in the City's social structure. For example, the declining tax base limits resources available for the "great equalizer," education. Due to unemployment, crime, substance abuse, and associated stress may increase. These financial and social conditions lead to low personal esteem and increased community cynicism, which deters local citizens from organizing for positive change. All of these problems have affected the quality of life in the Winstanley/Industry Park area.

WORK FORCE AND BUSINESS SECTOR CLASSIFICATION

St. Clair County:

Table 2.17 presents the number of employees and establishments for each industrial sector in St. Clair County. An industrial sector is a group of similar businesses with common employment and management characteristics. For example, clothing and furniture stores are both Retail trades, and gas stations and restaurants are both Service industries. Table 2.17 orders the different industrial sectors in St. Clair County by the number of individuals their respective firms employ. The employees in each sector may not reside in the County. Table 2.18 examines the manufacturing sector in greater detail. Both tables are helpful in examining the quantity and quality of regional jobs available to East St. Louis residents. They suggest the appropriate levels and types of skills and education that may be required by area employers.

Service and retail firms rank as the top employers in St. Clair County. Together they employ 65% of those employed by St. Clair County establishments. These industries also account for 66% of the business establishments in the County. County Business Patterns reports that between 1984 and 1989 the total number of workers employed by the various industrial sectors in St. Clair County increased by 16.6%. The service sector captured most of this growth. With the exception of agriculture, mining, and forestry which employ only 296 people, employment declined in all other industrial sectors. In 1984, service sector firms employed 15,259 people, and accounted for 29.2% of total employees. In 1989, 21,527 people, 34.4% of total County employment, worked for service establishments. This regional finding is consistent with national trends that indicate a shift in the employment base from manufacturing to service industries.

The growth of service industries in the regional economy is a mixed blessing for East St. Louis residents. On the positive side, many of these jobs do not require significant technical skills or more than a high school diploma. This is important for East St. Louis residents who have relatively low levels of educational attainment or for youth who want flexible summer or part-time employment to fit their school schedules.

On the negative side, service sector opportunities are often categorized as low-paying jobs with high turnover rates and poor benefits. In addition, employment in the service industry offers entry-level jobs at the lower end and managerial jobs at the upper end, with few middle management or supervisory positions in between. This "missing middle" restricts advancement, making upward mobility along the employment scale very difficult.

Table 2.17
Industrial Sectors
(Ranked by Number of Employees)
St. Clair County
1989

| INDUSTRIAL SECTOR | Employees Per Establishment | Number of Employees | Number of Establishments |
|------------------------------------|-----------------------------|---------------------|--------------------------|
| Services | 12.77 | 21,527 | 1,685 |
| Retail Trade | 12.83 | 17,948 | 1,399 |
| Manufacturing | 45.96 | 8,135 | 177 |
| Transportation and Utilities | 17.09 | 4,172 | 244 |
| Finance, Insurance, Real Estate | 8.76 | 3,495 | 399 |
| Construction | 5.93 | 2,657 | 448 |
| Wholesale Trade | 10.54 | 2,594 | 246 |
| Agriculture, Fishing, and Forestry | 6.04 | 296 | 49 |
| Mining | N/A | N/A | 18 |
| TOTALS | 13.04 | 60,824 | 4,665 |

Source: County Business Patterns, 1989

In St. Clair County, the sector with the most employees per establishment is manufacturing. In 1989 there were 46 workers per manufacturing establishment. The service and retail sectors each employ about 13 workers per establishment. Finance, insurance, and real estate; construction; and agriculture and related industries employ less than 10 workers per establishment. Unfortunately, manufacturing is not a sector which promises expanded employment opportunities. This is a critical loss, especially for East St. Louis and Winstanley/Industry Park residents, because manufacturing has traditionally been the sector which offered the most stable, well-paid jobs for people of all skill and educational levels.

Table 2.18 presents the number of manufacturing establishments located in St. Clair County per industrial sub-sector. This data suggests not only the types of establishments which could benefit by locating in the region but also the types of suppliers which could locate in the area to service them. A detailed market study would indicate the most appropriate types of firms, their specific requirements, and how best to encourage their relocation in the area.

Table 2.18
Manufacturing Establishments
St. Clair County
1987

| TYPE OF ESTABLISHMENT | Number of Establishments |
|----------------------------------|--------------------------|
| Food & Kindred Products | 25 |
| Printing & Publishing | 28 |
| Chemicals & Allied Products | 13 |
| Primary Metal Industries | 11 |
| Fabricated Metal Industries | 17 |
| Industrial Machinery & Equipment | 32 |
| TOTAL ESTABLISHMENTS | 194 |

Source: U.S. Department of Commerce and Bureau of the Census, Census of Manufactures: Geographic Area Series - Illinois 1987.

East St. Louis:

Table 2.19 presents the number of employees and establishments in East St. Louis by industrial sector. The data is again ranked by the number of employees, all of whom may not necessarily reside in the City. This information suggests the most likely type of job available locally to East St. Louis and Winstanley/Industry Park Neighborhood residents.

Similar to data for St. Clair County, Table 2.19 shows that service firms and retail establishments employ the largest number of people in East St. Louis. Although these employees may not reside in East St. Louis, many do. The 1980 census indicates that 23% of the workers in East St. Louis are employed by a service establishment. Regional and national trends suggest increases in this percentage as likely. The dual labor market evidenced in many service industries requires policies that ensure East St. Louis residents equal access to higher-level supervisory and managerial jobs. These policies should focus on improving local education and job training services. Service jobs increasingly require advanced computer, math, and technical skills.

Table 2.19
Selected Industrial Sectors
(Ranked by number of employees)
East St. Louis
1988

| SECTORS | Employees Per Establishment | Employees | Establishments |
|----------------------------|-----------------------------|-----------|----------------|
| Taxable Service Industries | 10.33 | 1,394 | 135 |
| Retail Trade | 5.55 | 1,304 | 235 |
| Manufacturing | 34.62 | 900 | 26 |
| Wholesale Trade | 16.60 | 880 | 53 |
| TOTALS | 9.97 | 4,478 | 449 |

Source: U.S. Department of Commerce and Bureau of the Census, County and City Data Book, 1988.

Equally important to prepare people for service and retail sector jobs is the need to promote and assist small business development. In general, service and retail firms are smaller and have fewer employees. In 1988, East St. Louis retail firms employed less than six workers per establishment and local service firms employed less than eleven. These numbers are lower than those for St. Clair County. Manufacturing enterprises in East St. Louis employ significantly fewer employees per firm than those located elsewhere in the County. These findings support the assertion that jobs, especially in manufacturing, are more difficult to find in East St. Louis than in the County. There are certainly more jobs per business in the County than in the City. Such findings also confirm the prevalence of smaller businesses in East St. Louis, and suggest a lack of large scale business operations in the City.

In the long-run it is critical for East St. Louis to stabilize and enhance its manufacturing base. Contrary to popular opinion, the City offers a number of real advantages to potential industrial employers. The existing infrastructure was originally designed to support a substantial industrial complex, most of which has relocated or been dissolved. However, the basic systems remain in place and with a working capital improvement plan could be adapted for new or expanded industrial uses. There is also a good supply of high quality water which is a prerequisite of industrial growth. There is a more than adequate supply of low-cost land and qualified labor to match any new manufacturer's need. Most of the City is located in an Enterprise Zone which offers numerous tax incentives for locating within its boundaries. Perhaps most importantly, East St. Louis locational advantages offer ready access to regional, State, and national markets. The area is well served by major Federal interstates, rail access, the Mississippi River, and the Lambert International Airport minutes away in St. Louis. These are all critical siting components affecting major manufacturing location decisions.

Winstanley/Industry Park Area:

Table 2.20 shows the percentages of Winstanley/Industry Park and other selected area residents employed in three major sectors: manufacturing, wholesale and retail, and professional and related services. The remaining employed residents are less significantly distributed through other sectors. These statistics include all employed individuals 16 years of age or older who are living in the selected area but not necessarily working in that area.

One-third of Winstanley/Industry Park residents are employed in service industries. This figure is 10% higher than the percentage of St. Clair County residents employed in service occupations. The distinction at this level between professional services with higher paying positions and lower-paying jobs in the service sector is not clear. However, it can be safely assumed, given Tract 5009's low median income and

educational attainment levels, that the majority of its employed residents have low-paying jobs. The predominance of service employment coupled with anticipated growth in these sectors, argues for improving local education and business and technical skills in order to take advantage of available, better paying, more secure service occupations.

The percentage of Winstanley/Industry Park and East St. Louis residents employed in wholesale or retail trade is significantly less than that for St. Clair County residents. This is probably the result of relatively fewer wholesale and retail firms in East St. Louis. Wholesale and retail establishments are generally smaller and therefore employ fewer people. This lack suggests room for growth in the wholesale and retail sectors located in East St. Louis. This is supported by comments made during the Research Team's resident interviews regarding the lack of affordable local shopping opportunities. A City, School Board, and State ongoing "buy local" purchasing policy could greatly assist business development in the area.

Table 2.20
Distribution of Workers by Sector
Tract 5009 and Selected Areas
1980

| WORKERS PER SECTOR | Tract 5009 | East St. Louis | St. Clair Co. |
|---------------------------------|------------|----------------|---------------|
| Manufacturing | 15.6% | 19.0% | 18.5% |
| Wholesale & Retail | 17.0% | 15.3% | 21.4% |
| Professional & Related Services | 32.2% | 26.6% | 21.4% |
| Other * | 36.2% | 39.1% | 38.7% |

Source: U.S. Bureau of the Census, Population and Housing Characteristics, 1980.

* The remaining work force in each area is distributed throughout other sectors, including the extractive industries.

The fact that the Winstanley/Industry Park area had as recently as 1980 over 15% of its working population employed in manufacturing is a mixed blessing. Also, during this time, East St. Louis had an even greater percentage of manufacturing employees than St. Clair County. This indicates, as previously suggested, that there is a substantial trained and experienced work force in the City. On the down side, given the national

trend toward fewer manufacturing employees, many local displaced workers have a general lack of education and few transferable skills.

Table 2.21
Distribution of Work Force by Employment Type
Tract 5009 and Selected Areas
1980

| EMPLOYMENT TYPE | Tract 5009 | East St. Louis | St. Clair Co. |
|--|------------|----------------|---------------|
| *TOTAL Employed Persons | 1,682 | 13,178 | 96,210 |
| Managerial and Professional | 12.2% | 16.2% | 18.2% |
| Technical, Sales, and Administrative Support | 25.2% | 26.0% | 32.0% |
| Service | 30.0% | 22.9% | 15.0% |
| Farming, Forestry, and Fishing | 0.8% | 0.6% | 1.7% |
| Precision Production, Craft, and Repair | 4.8% | 9.3% | 13.0% |
| Operators, Fabricators and Laborers | 27.0% | 25.0% | 19.6% |

Source: U.S. Bureau of the Census, Population and Housing Characteristics, 1980.
 * includes all employed individuals 16 years of age or older

Table 2.21 shows the distribution of the Winstanley/Industry Park work force by employment type. This table further supports the contention that Winstanley area and East St. Louis residents are predominately employed in relatively low-paying labor, service and support occupations. Over 55% of Winstanley area employed persons hold service or technical, sales, and administrative support jobs. Alternatively, less than 13% are in managerial or professional careers. The implications are much the same as found throughout this section; educational and training policies aimed at qualifying local residents for better jobs are needed.

Table 2.22 shows the source of employment compensation for residents of the Winstanley/Industry Park area, East St. Louis, and St. Clair County. Three trends stand out in this data. First, for all three areas the majority of employed persons receive their wage or salary from private sources other than themselves. Second, government employees account for about one-third of all Winstanley area and East St. Louis employees. Third, the percentage of self-employed persons in the Winstanley/Industry Park area and East St. Louis is significantly less than that in St. Clair County.

Table 2.22
Distribution of Work Force by Source of Compensation
Tract 5009 and Selected Areas
1980

| COMPENSATION TYPE | Tract 5009 | East St. Louis | St. Clair County |
|-----------------------|------------|----------------|------------------|
| Private Wage & Salary | 65.0% | 66.8% | 76.2% |
| Government | 34.6% | 31.2% | 18.2% |
| Self-Employed | 0.5% | 1.9% | 5.2% |

Source: U.S. Bureau of the Census, Population and Housing Characteristics, 1980.

The majority of employed persons in the Winstanley/Industry Park area, East St. Louis, and St. Clair County receive private wages and salary. This is even more so for St. Clair County employed residents. This data underlies the importance of stimulating private investment in East St. Louis. Private employers, as elsewhere, are the greatest employment generators.

As stated, over 30% of Winstanley/Industry Park and East St. Louis residents are government employees. This has two major implications. An advantage is that local, State, and Federal governments that recognize the unemployment problem in East St. Louis are committing substantial resources to improving local employment conditions. These workers are receiving above median incomes and acquiring marketable skills and experience transferable to the private sector. A disadvantage is that due to the tax-exempt status of governmental facilities, these offices are not generating property tax revenue for the City. It is interesting to note that over 20% of governmental workers in Tract 5009 are employed by local government. This figure is significantly higher than

that for East St. Louis or St. Clair County employed residents and may be the result of Tract 5009's proximity to government offices.

Less than 1% of Winstanley/Industry Park area residents are self-employed. This compares to 1.9% and 5.2% respectively for East St. Louis and St. Clair County. There are several possible causes for this difference. The most obvious possibility is the low median income of Winstanley area residents. People simply can not afford to open their own business and remain solvent through slow periods. There is also the skill and education deficit of many East St. Louis residents, as well as the lack of a strong minority business network. This deters local residents from starting small businesses. In addition, low local incomes mean that potential customers have less to spend. The hesitancy of area lenders to offer loans in East St. Louis, particularly to small businesses, is another inhibitive factor. Residents themselves may feel opening a business in light of current conditions as too risky. Inordinate security costs and high insurance premiums are also difficult for fledgling businesses to afford. Finally, and perhaps most prohibitive, is the City's high property tax.

Summary of Work Force and Business Sector Classification:

The City of East St. Louis needs to promote economic development on several fronts. First, the attraction of new and expansion of existing manufacturers is crucial. These are the types of employers which offer the jobs which best match the needs of the City's residents: high-paying, permanent, good benefits, and lower skill and education requirements. Second, given the national decline in manufacturing employment, the City needs to diversify its portfolio of employers with a emphasis on service, retail and wholesale businesses. These industries are currently under-represented in East St. Louis. The jobs offered by these types of employers, while not as attractive as manufacturing jobs, can be filled by local residents and youths. Third, the City needs to train and educate its work force to meet the needs of modern employers and to ensure that residents are qualified to assume available supervisory, managerial, and professional positions as they become available. Finally, an in-depth study of the East St. Louis economy can verify the above tentative observations and recommendations.

III.

Physical Conditions

Introduction

Community

Conditions

Community Perception

INTRODUCTION

The lack of existing land use and physical condition data for the Winstanley/Industry Park Neighborhood made it necessary to collect current information. To obtain this land use and physical condition data, a detailed parcel by parcel survey was conducted by seven two-person teams walking through the neighborhood and recording data on survey forms. This survey was conducted during a weekend in September, 1991. Information was collected on current land uses, building occupancy, and building and site conditions.

Data from these activities was recorded using IBM's R-Base computer program. Information contained in this database formed the foundation of the tables, maps, and analyses presented in this section. Maps are included to display collected information. While this data presents a clear picture of current physical conditions in the neighborhood, the absence of previous land use and building data for the Winstanley/Industry Park area make it difficult to analyze overall trends affecting the neighborhood. This chapter along with the succeeding Infrastructure and Environmental Hazards Chapter, presents a profile of the Winstanley/Industry Park Neighborhood, from which emergency, short, and long-term planning implications can be drawn.

OVERVIEW OF LAND USE DATA

The following overview of land use data was developed using the parcel by parcel survey of the Winstanley/Industry Park Neighborhood. An example of the survey instrument can be found in Appendix C. Assessing neighborhood land use information is integral to the planning process. It helps explain for what purpose the land is currently being used and where physical conflicts exist. This land use analysis suggests where new residential, commercial, and industrial growth should be directed and the existing areas that require protection.

Table 3.1
Aggregate Land Use Data
Winstanley/Industry Park Neighborhood
1991

| | |
|---|------------------------|
| Total Number of Blocks | 104 |
| Total Number of Parcels | 2,527 |
| Parcel Size Range | 1' x 7' to 420' x 500' |
| Total Number of Vacant Parcels | 936 |
| Total Number of Structures | 1,262 |
| Total Residential Structures | 1,118 |
| Total Number of Dwelling Units | 2,279 |
| Total Number of Occupied Dwelling Units | 1,778 |

parcels=tax parcels; structures=number of buildings; dwelling units=households

The Winstanley/Industry Park area contains 584.4 acres or 0.9 square miles. This represents 6.4% of East St. Louis' approximately 14.1 square miles. The neighborhood's borders are clearly defined by the East St. Louis central business district to the west, State Street on the north, and the Terminal and Southern Railroad tracks on the east and south, respectively. The neighborhood contains 104 City blocks, which are divided into smaller units called parcels. These parcels are used by the City of East St. Louis and

other governmental jurisdictions for taxing purposes. Blocks in the neighborhood have varying numbers and sizes of parcels. The prevalence of smaller parcels, particularly those that are not contiguous, pose problems for planning new development. Contemporary building codes and zoning standards require larger parcels for aesthetic appearances and to ensure the health and safety of residents. Significant numbers of Winstanley/Industry Park parcels are too small to meet these requirements. To facilitate development, smaller parcels may need to be consolidated or assembled into larger more marketable land packages which meet standard zoning and building codes.

Of the total 2,527 parcels, 936 (37%) are vacant. The large number of vacant parcels has a profound impact upon the neighborhood. Blocks that once contained many houses are now completely vacated or contain only a few structures. High vacancy rates send a strong negative signal to would-be investors suggesting they not commit capital resources to revitalizing a neighborhood where fewer and fewer people reside. Subsequently, area lenders are hesitant to finance investments in the area for fear of high default rates and declining property values. As the area becomes a less attractive place to live, rents eventually fall, and landlords have less of an incentive to maintain their properties. City municipal services are harder and more expensive to maintain because of the frequency and dispersion of vacant lots. For example, it takes just as much effort to maintain a street fronted by vacant lots as a street with all homes occupied. In short, both potential private and public investors get nervous about the risk assumed in committing to the area and choose to invest elsewhere.

There are 1,262 structures in the Winstanley/Industry Park Neighborhood, including residential, commercial, industrial, and institutional buildings. The area has historically been a mixed-use neighborhood with homes and small neighborhood services in the center, larger commercial enterprises located along State and 10th Streets, and manufacturing uses near both the Southern and Illinois Terminal rail lines. With the exception of public housing apartments built in the early 1960s, very few buildings in the neighborhood have been built since 1950. A great number of the 1,118 residential dwellings were built in the 1930s. Consequently, many structures need modernization to meet current and future resident demands and business requirements. Due to the increasing age of these buildings, especially the housing stock, and the lack of substantial financial commitment by area lenders, physical conditions continue to deteriorate. A dedication of public and private resources and the concerted effort of area banking institutions to assist local homeowners and landlords is necessary to arrest further decline.

LAND USE BY TYPE

Table 3.2 presents a summary of current land uses in the Winstanley/Industry Park Neighborhood. Definitions of land use categories are in Appendix D. The information is given as the total number of parcels devoted to each use and the percentage of neighborhood parcels they represent. Figure 3.1, "Land Uses," shows the specific location and general distribution of each land use.

Residential Land Uses:

As indicated in Table 3.2, the most common land use in the Winstanley/Industry Park Neighborhood is residential, with over 50% of all parcels used for housing. Residential buildings have been categorized as single-family, multi-family one, and multi-family two. In addition there are 11 mixed-use residential and commercial structures. Residential land use is located throughout the neighborhood, with public housing developments owned by the East St. Louis Housing Authority concentrated between Missouri and Broadway Avenues from 10th to 15th Streets. Additional multi-family and single-family dwellings are dispersed throughout the neighborhood.

The most stable area of private, single-family structures is in the northeast section of the neighborhood, between State Street, Martin Luther King Drive, and Alexander Avenue. This area has not experienced the extreme loss of housing and high vacancy rates that other areas of the neighborhood have. These blocks are one of the major strengths of the Winstanley/Industry Park Neighborhood and efforts should be made to maintain and enhance the area's existing housing stock. This section can provide a stable, attractive core from which revitalization can spread.

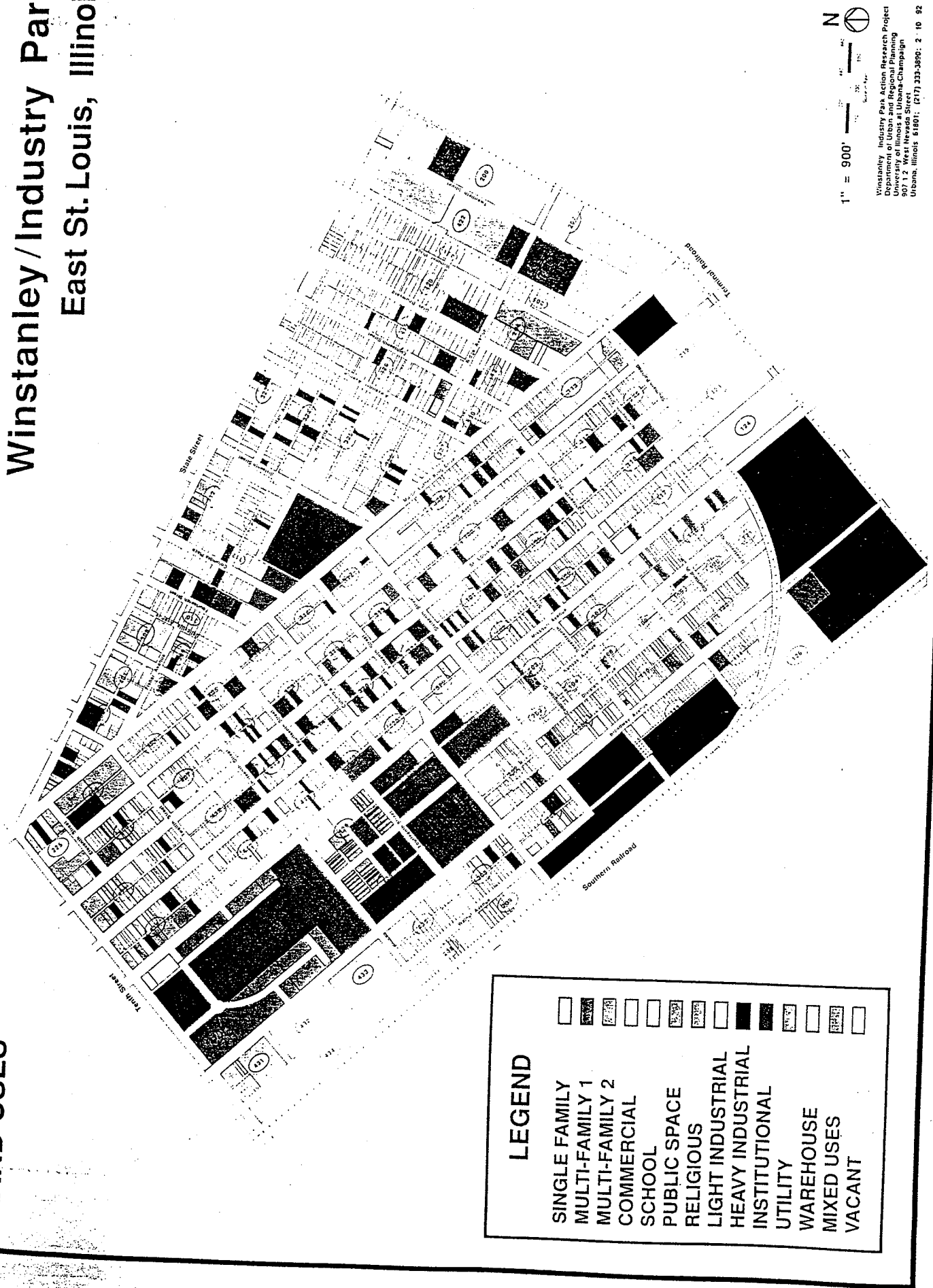
Vacant Lots:

The second most common land use in the Winstanley/Industry Park Neighborhood is vacant lots. There are 936 vacant lots which comprise 37% of the total neighborhood parcels. These vacant lots are located throughout the area but as Figure 3.1 shows they are most prevalent west of 16th Street. With the exception of parcels located along Martin Luther King Drive and Broadway Avenue, most of the smaller vacant parcels are located within predominately residential areas.

LAND USES

Winstanley / Industry Park East St. Louis, Illinois

Figure 3.1



Community Perception

Conditions

Improvement

Infrastructure

the Neighborhood

Table 3.2
Land Use Data By Type
Winstanley/Industry Park Neighborhood
1991

| LAND USES ¹ | Number of Parcels | Percentage |
|---|-------------------|-------------|
| Single-Family | 955 | 37.8% |
| Multi-Family One (less than 4 units) | 335 | 13.3% |
| Multi-Family Two (4 or more units) | 63 | 2.5% |
| Commercial | 102 | 4.0% |
| School | 14 | 0.6% |
| Public Space | 26 | 1.0% |
| Religious | 19 | 0.8% |
| Light-Industrial | 17 | 0.7% |
| Heavy-Industrial | 8 | 0.3% |
| Institutional | 24 | 0.9% |
| Utility | 5 | 0.2% |
| Warehouse | 12 | 0.5% |
| Mixed Uses | 11 | 0.4% |
| Vacant | 936 | 37.0% |
| TOTAL PARCELS | 2,527 | 100% |

¹ See Appendix D for definitions of land-use categories.

These vacant areas represent both an opportunity and a threat to the quality of the neighborhood. They provide an opportunity for locating new in-fill housing, small parks, and appropriate commercial and institutional development. Conversely, many of them presently pose health and safety threats while detracting from the

neighborhood's image. The vacant lots screen criminal activity, serve as unsafe playgrounds for children, and provide convenient spots for illegal dumping which provides the appropriate habitat for mosquito and rodent populations. Cleaning up vacant lots which are poorly maintained in order to capitalize on the opportunities they represent is a critical element in improving the vitality of the area. People's perception of the neighborhood, including those of potential investors and area lenders, would be greatly enhanced by a comprehensive clean-up effort.

Commercial Land Uses:

Commercial activity occurs on 102 (4%) parcels. Although fewer in number, the commercial parcels tend to be larger. They are also more visible than the typical residential lot because they are frequently located along major thoroughfares and at important intersections. Consequently, these properties have an exaggerated effect on the neighborhood's image. When the population was greater and the spendable income of residents higher, the area supported many vibrant, profitable businesses. As residents and businesses have left and unemployment rates have risen, many neighborhood-oriented businesses have closed. However, commercial enterprises along State Street continue to serve the neighborhood and the entire City. In addition, there are numerous retail and service establishments located throughout Winstanley serving local residents. As in the case of residential use, an existing core of active businesses can provide a foundation for new business creation and expansion.

Commercial units are directly related to the future stability of the neighborhood. Though they have low occupancy rates and generally poor structural conditions commercial properties tend to be highly visible and contribute to the overall perception of the neighborhood. A retail opportunities study should be conducted to determine which activities are most warranted and which neighborhood structures are candidates for rehabilitation. Abandoned structures should be studied for conversion to alternative uses. For safety concerns buildings which are vacated should be boarded and those which are dilapidated and cannot be rehabilitated should be demolished.

Intensive Industrial Uses:

Production-related activity occurs on 42 parcels (1.7%). Of these, 8 large parcels are in the heavy industrial category, 17 in light industrial use, 12 in warehouse use, and 5 used for utilities/transportation purposes. Located between the Terminal Railroad and Southern Railroad Tracks lies the most intensive industrial activity, much of it abandoned. These large industrial areas once provided employment for East St. Louis residents and tax revenues for the City. They have been abandoned and subsequently offer only toxic waste, deteriorated and poorly secured buildings, and decreased land

values. As in the case of commercial uses, many of these industrial sites are highly visible. Their size not only physically influences the Winstanley area, but also affects the character of the surrounding area. Future planning initiatives for these structures will need to address mitigating effects and promote conversion to productive use.

There is an electrical substation located along Ridge Avenue between 20th Street and the Southern Railroad. The Southeastern corner of the neighborhood contains two Environmental Protection Agency Superfund Sites, Wastex, Inc. and Lefton Iron and Steel. Each of these sites is located in close proximity to established residential areas. Any improvements to the neighborhood will have to address the health, safety, and visual impact of these and similar industrial land uses. Functionally obsolete buildings which can not be adapted to alternative uses should be demolished as soon as financially feasible. In the mean time unsecured buildings need to be sufficiently secured to prevent casual access. Zoning changes need to be enacted to allow buffering of the most hazardous sites and to prevent other future incompatible land use development.

Quasi-Public Facilities:

Many properties in the neighborhood provide a public service. Schools, government offices, churches, community buildings, and hospitals account for 57 parcels (2.3%) in the neighborhood. Due to population and revenue loss, buildings such as Gateway Community Hospital and Hughes Quinn Middle School are vacant. Rehabilitation of these structures to alternative uses will benefit the community. Also in this designation are religious institutions, which are scattered throughout the neighborhood. Local churches have proven to be one of the neighborhood's strongest assets. In addition to traditional religious services, they provide social services and outreach, lending stability, and cohesion to peoples' lives through community activism. These efforts should be appropriately promoted and enhanced wherever possible.

Public Space:

Twenty-six parcels (1.0%) are devoted to public space. These parcels are comprised of East St. Louis Park District property and East St. Louis Housing Authority open space and recreational areas. These parcels are primarily divided into three distinct public areas. By far, the largest area is the open space at the East St. Louis Housing Authority's development on Missouri Avenue and between 13th and 10th Streets. The section along 13th Street, including the Helen Davis Center, is part of the East St. Louis Park District. This entire area lacks park equipment and landscaping treatments. There is also a playground area located within Orr-Weathers and a playground and ball field along Missouri Avenue and 16th Street. Poor design, maintenance, and security result in under-utilized open-spaces and possible criminal activity. The incorporation of

aesthetically pleasing design, modern equipment, landscaping improvements, and recreational program initiatives would create assets rather than threats for the area.

All three public space areas primarily serve the public housing south of Broadway. There are no parks or significant recreational areas to serve the lower density areas of the neighborhood, north of Broadway. The lack of park space in this area should be addressed. Most parents will not permit their children to cross heavily travelled roads to use playgrounds. Given the number of vacant lots throughout these sections, there are opportunities for developing a linked system of smaller parks and open spaces.

RESIDENTIAL OCCUPANCY DATA

Table 3.3 presents data on residential occupancy by unit. It is important to distinguish between this report's treatment of units and structures. This table presents data per housing unit, not per structure. Each multi-family structure has a number of units or apartments; single-family structures have one unit. Each structure may be either occupied, partially occupied, or unoccupied. Examining residential and mixed-use occupancy rates in the Winstanley/Industry Park Neighborhood provides insight into forces affecting the physical and psychological character of area housing.

Overview of Residential Occupancy:

Of the 2,279 dwelling units in the neighborhood, 1,778 (78%) are occupied. Conversely, 501 dwelling units (22%) are unoccupied. Two boarded public housing structures on 13th Street, with a combined total of 250 units, account for approximately half of the total number of unoccupied dwelling units. Similarly, smaller garden-style public housing structures also have a high number of vacancies. Finally, the total of dwelling units includes uninhabited fire-damaged and dilapidated dwelling units which should not be occupied. Consequently, the effective occupancy rate for neighborhood dwelling units is substantially higher than 78%.

There remains a significant number of unoccupied dwelling units. The fact that 22% of the residential dwelling units are unoccupied, casts doubt on the assumptions of many residents and researchers that there is a lack of low-income housing in East St. Louis. This occupancy data suggests that the problem may lie elsewhere, possibly with affordability of local housing or lack of moderate-income housing options. If this is the case, rehabilitation and home improvement loans and flexible financing programs for home buyers may be appropriate responses. Improved stewardship of the local public

housing complexes by the East St. Louis Housing Authority could also have a dramatic effect on neighborhood occupancy rates and on residents' perceptions of the stability of their community.

Table 3.3
Residential Occupancy of Units
Winstanley/Industry Park Neighborhood
1991

| RESIDENTIAL OCCUPANCY | Number of Units | Occupied Units | Percentage Occupied |
|--------------------------|--------------------|-------------------|------------------------|
| Single-Family | 816 | 737 | 90% |
| Multi-Family One | 742 | 622 | 84% |
| Multi-Family Two | 701 | 404 | 58% |
| Mixed Uses | 20 | 15 | 75% |
| TOTAL | 2,279 | 1,778 | 78% |

Single-Family Occupancy:

The occupancy rate for single-family units is the highest among residential structures. However, the severely deteriorated condition of many of the single-family units may mean that far fewer units could be inhabited than the table suggests. It will be shown, that all but a few of the unoccupied single-family homes in the neighborhood are, in their current condition, unsuitable for housing. (See, "Residential Building Conditions," page 58) Over 90% of single-family homes in the neighborhood are occupied. This suggests a greater demand for rehabilitated or additional single-family homes rather than for multi-family units. Furthermore, the greatest need may be for quality moderate-income single-family housing. At this point, the reader should be reminded that this assessment concerns the availability of housing types and not their affordability.

Multi-Family Occupancy:

Relatively low occupancy rates in multi-family one and multi-family two units as evidenced by Table 3.3 are common in many older central cities. The effects of high

vacancy rates has become a major concern to local residents. The Winstanley/Industry Park Neighborhood is no exception. Unoccupied multi-family structures detract from the neighborhood's appearance. They can become centers for illegal activity discouraging investment in surrounding areas, and create tension among residents. These concerns have been expressed repeatedly by local citizens.

The low multi-family occupancy rates and the continued decline in area population raise doubts regarding the need for additional public housing. Whether or not there is a waiting list for assisted units, planning initiatives regarding the provision of multi-family public housing should focus on the rehabilitation of existing units and improvement of associated open spaces rather than new construction. If alternative uses can not be found or financially justified, the boarded public housing structures on 13th Street should be demolished, freeing up land for more economically viable developments.

BUILDING OCCUPANCY

Table 3.4 illustrates building occupancy in the Winstanley/Industry Park Neighborhood. During the Land Use and Building Conditions Survey the occupancy of each structure in the neighborhood was documented as; occupied (O), partially occupied (PO), unoccupied and not boarded (UN), or unoccupied and boarded (UB).

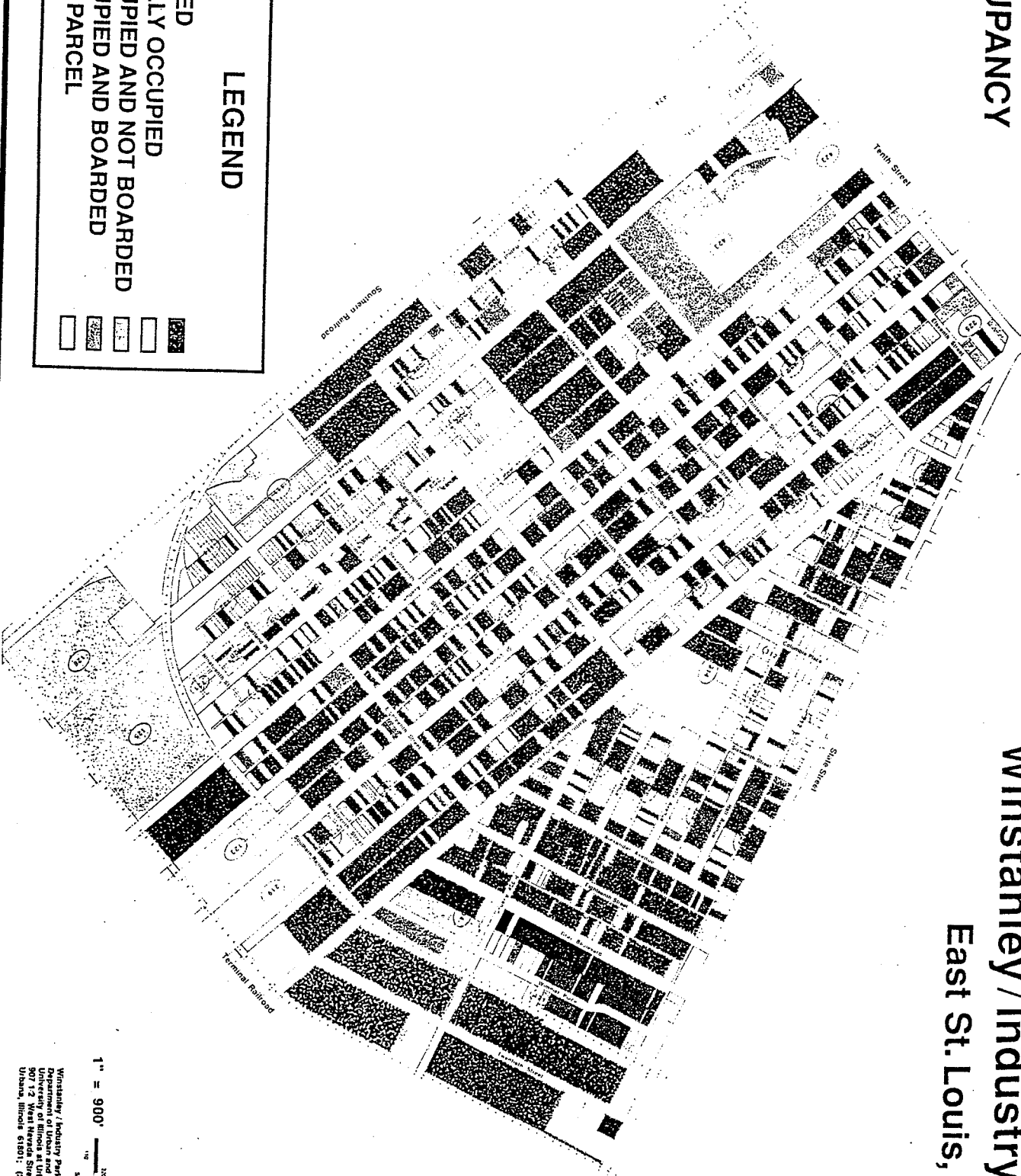
Figure 3.2, "Occupancy," graphically illustrates the locational distribution of occupied units. This map reveals that, in general, occupancy is strongest in the Northeastern section of the neighborhood, where there is a large concentration of single-family homes. Occupancy in the southeast section of the neighborhood, especially south and east of Fifteenth Street and Missouri Avenue, is significantly lower. Between Missouri Avenue and Martin Luther King Drive, occupancy increases with the distance from the central business district. These observations will be important in guiding and phasing neighborhood improvement policies and in targeting areas for immediate attention.

Residential Building Occupancy:

The preceding section examined residential occupancy rates per unit. Table 3.4 presents occupancy data per building. For single-family dwellings, the findings are identical due to a perfect correlation between single-family units and single-family structures. The information contained in Table 3.4 for multi-family dwellings is useful in that the particular structure that the individual units are located in is evaluated. In

BUILDING OCCUPANCY

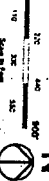
Winstanley / Industry Park East St. Louis, Illinois



- LEGEND**
- OCCUPIED
 - PARTIALLY OCCUPIED
 - UNOCCUPIED AND NOT BOARDED
 - UNOCCUPIED AND BOARDED
 - VACANT PARCEL



1" = 900'



Winstanley / Industry Park Action Research Project
Department of Urban and Regional Planning
907 1/2 Adams Street
St. Louis, Illinois 63101 (314) 353-3000

Figure 3.2

the 31 'multi-family two' buildings there are 701 units or an average of just under 23 units per structure; in the 260 'multi-family one' buildings there are 742 units, an average of less than three units per structure.

Table 3.4
Building Occupancy
Winstanley/Industry Park Neighborhood
1991

| BUILDING OCCUPANCY | Total Structures | O | PO | UN | UB |
|---------------------|------------------|------------|-----------|------------|-----------|
| Single Family | 816 | 90% | 0% | 8% | 2% |
| Multiple Family One | 260 | 80% | 10% | 9% | 1% |
| Multiple Family Two | 31 | 58% | 35% | 0% | 7% |
| Commercial | 78 | 57% | 0% | 26% | 17% |
| School | 3 | 67% | 0% | 0% | 33% |
| Public Space | 1 | 0% | 0% | 0% | 100% |
| Religious | 16 | 100% | 0% | 0% | 0% |
| Light-Industrial | 11 | 18% | 0% | 73% | 9% |
| Heavy-Industrial | 14 | 50% | 0% | 50% | 0% |
| Institutional | 13 | 69% | 0% | 23% | 8% |
| Utility | 4 | 100% | 0% | 0% | 0% |
| Warehouse | 4 | 50% | 0% | 50% | 0% |
| Mixed Uses | 11 | 55% | 18% | 27% | 0% |
| TOTAL | 1,262 | 84% | 3% | 10% | 3% |

O=occupied; PO=partially occupied; UN=unoccupied and not boarded; UB=unoccupied and boarded

It is worth noting that adding the occupied and partially occupied categories of Table 3.4 reveals over 90% of multi-family buildings in use. This figure is significantly higher than that found per unit. This implies that fewer families may be occupying multi-family structures and that the vast majority of multi-family structures have not been totally abandoned. Depending on local market demand for multi-family housing (which is beyond the scope of this report), there may be social and economic benefits to be gained by consolidating families into the better structures. Such a policy could cut maintenance and operating costs, allow for more focus of services and amenities, and improved security. The newly vacated structures, which are privately owned, could be put to alternative uses or become rental housing for middle-income households.

Commercial Building Occupancy:

The high percentage of unoccupied and boarded commercial land-uses, particularly along State Street, is indicative of the loss of commercial activity experienced by East St. Louis. Steady population decline over the past four decades has caused many businesses to lose customers. High operating expenses have exacerbated the problems of local businesses. In addition, high unemployment and low personal incomes mean that there are fewer local dollars to attract. There is also competition from easily accessible commercial centers in nearby suburbs.

Some abandoned commercial buildings could potentially be converted to more economically viable uses. They could be rehabilitated for new commercial activities or local social services or, if necessary, demolished. The first two alternatives may require incentives to encourage the action of current owners. To improve viable business clusters and corridors, on-going commercial concerns could be organized to share in expenses, successful managerial practices, and direct buy-local campaigns. Building codes and zoning regulations should be reviewed to ensure that no disincentives to growth are included.

Institutional Building Occupancy:

Institutional use buildings are 69% occupied. Again, loss of population accounts for many unused buildings. However, the increasing need for social services, youth recreational facilities, and employment training centers represent possible tenants for unoccupied institutional buildings. Among the unoccupied structures are Gateway Community Hospital, Hughes Quinn Middle School, and the Billy Jones Elementary School. Each structure would be a candidate for some type of conversion. Similarly, the lone public space structure, the boarded Helen Davis Center, on 13th Street, could be rehabilitated as part of an overall park and recreation program.

The 100% occupancy rate of religious institutions and the construction of a new Mt. Sinai Baptist Church in the Winstanley/Industry Park Neighborhood serve to validate residents' opinions that churches are a major strength of the neighborhood. It further supports the contention that the good work of area churches should be financially supported whenever and wherever possible.

Industrial and Warehouse Building Occupancy:

One-half of the heavy industrial facilities and warehouses, and over four-fifths of the light industrial facilities in the Winstanley/Industry Park Neighborhood are unoccupied. The industrial land uses are concentrated along railroad tracks which define the south and east borders of the neighborhood. The presence of these vacant industrial sites serves as a reminder that many of the community's problems were precipitated by the loss of basic employment opportunities. This loss has left enduring physical and environmental impacts upon the neighborhood.

Unoccupied and abandoned structures present opportunities for conversion or a return of industrial employers. However, the cost of modernizing and environmentally cleaning up these facilities may be prohibitive. An inventory of existing industrial buildings to evaluate their possible reuse, followed by an industrial real estate market study, is an option which should be pursued.

Because the factories are adjacent to residential areas, the health and safety of people living nearby may be in jeopardy. Initiatives should seek to minimize the effects of these buildings on local residents. Aesthetically this can be accomplished by buffering homes from abandoned industrial sites through landscape treatments and the zoning of open space corridors.

BUILDING CONDITIONS

During the Land Use and Building Condition Survey, building conditions were observed by means of exterior inspections. Without conducting studies of the interiors of each structure, buildings were placed in one of four general categories: Good ('G' no obvious maintenance or repairs required); Fair ('F' minor maintenance or repairs required); Deteriorated ('DT' major structural improvements needed); or Dilapidated ('DP' severe structural decay). Buildings in the 'Deteriorated' category should be considered for rehabilitation, while buildings in the 'Dilapidated' category are possible candidates for demolition.

Figure 3.3 shows the location of neighborhood buildings (residential and non-residential) and their structural condition. Three patterns on this map should be noted. The first is the deteriorated or dilapidated condition of buildings located along the Southern and Terminal Railroads. This is of particular concern because of the large size of these structures, many of which occupy entire blocks. The second trend is the relatively superior conditions of buildings in the residential area between Alexander Avenue and Wimmer Place. These are mostly single-family homes with many long-time residents. The third trend is the mix of building conditions in other sections of the neighborhood. The map indicates that for the bulk of the neighborhood there are no building condition trends; a 'good' structure may be next to a 'dilapidated' structure which is by a 'fair' structure.

Residential Building Conditions:

Table 3.5 shows that the vast majority of single-family homes (84.6%) were in good to fair condition. The age of buildings, low resident incomes, and the reluctance of area lenders to offer home improvement and mortgage loans has not prohibited local improvement efforts. Rather, building conditions illustrate a long-standing commitment of neighborhood homeowners to property maintenance. It also shows, in the absence of available credit, the significant financial investment residents have made in their properties. Declining market values and increasing property taxes, provide little promise of positive returns on local investments. Alternatively, 9.4% of the homes were deteriorated and 6% of the homes were rated dilapidated. Many of these properties are not occupied or are owned by families who can not afford to maintain them. Absentee landlords, including the City of East St. Louis or St. Clair County, may find it profitable to cut operating expenses.

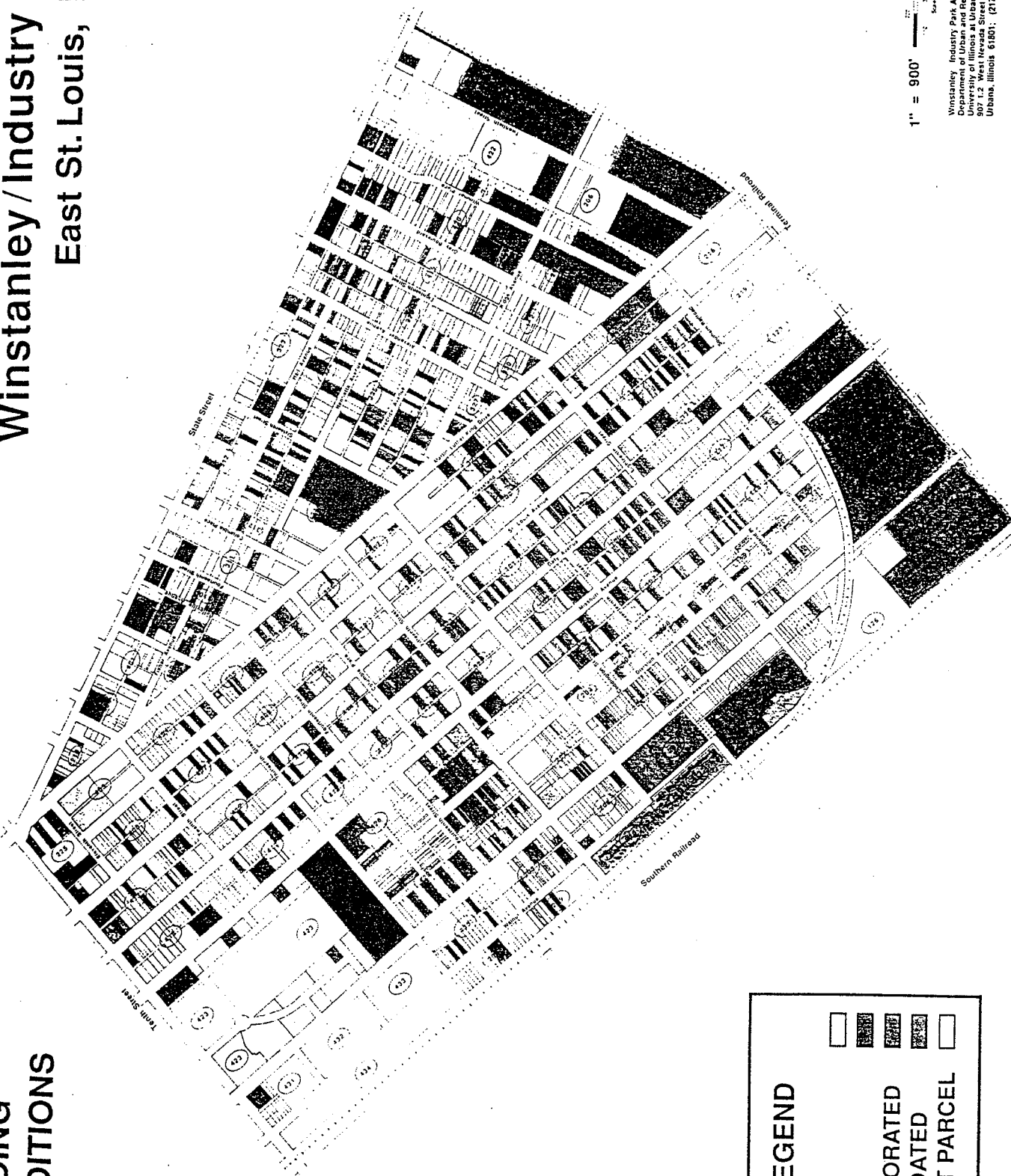
Multi-family one structures were similar to single-family in that 218 of 260 (83.8%) were in good or fair condition, 29 (11.1%) were deteriorated, and 13 (5.1%) were dilapidated. If rehabilitated, the presence of almost 30 deteriorated multi-family one structures represents substantial affordable housing opportunities. Thirty of 31 (96.7%) multi-family two structures are in good or fair condition with the remaining one in deteriorated condition. There were no dilapidated multi-family two structures. The majority of these structures are operated by the East St. Louis Housing Authority, suggesting that these properties are adequately maintained.

It is important at this point to recall the distinction between "structures" or "buildings" and "units"; each multi-family structure includes a number of units. The structures were evaluated from the exterior only. As the number of units in a particular building increases, so might the difference in how the structure was evaluated from the outside and the actual condition of interior units. This problem may be especially acute

BUILDING CONDITIONS

Winstanley / Industry Park East St. Louis, Illinois

Figure 3.3



LEGEND

- GOOD
- FAIR
- DETERIORATED
- DILAPIDATED
- VACANT PARCEL

1" = 900'

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University of Illinois at Urbana-Champaign
901 L. A. Moore Drive
Urbana, Illinois 61801 (217) 333-3890

for multi-family two buildings. The high-rise apartments on 13th Street are a good example of how difficult and misleading it can be to judge the condition of multi-family units. It is problematic to examine conditions from a purely exterior inspection. For these reasons, an interior survey of major multi-family structures may be justified.

Table 3.5
Building Conditions
Winstanley/Industry Park Neighborhood
1991

| BUILDING CONDITION | G | F | G & F | DT | DP | DP & DT |
|--------------------|-------|-------|-------|-------|-------|---------|
| Single-Family | 56.3% | 28.3% | 84.6% | 9.4% | 6% | 15.4% |
| Multi-Family One | 37.3% | 46.5% | 83.8% | 11.1% | 5.1% | 16.2% |
| Multi-Family Two | 74.2% | 22.5% | 96.7% | 3.3% | 0% | 3.3% |
| Commercial | 35.0% | 28.0% | 63.0% | 20.0% | 17.0% | 37.0% |
| School | 66.6% | 33.4% | 100% | 0% | 0% | 0% |
| Religious | 81.3% | 12.4% | 93.7% | 6.3% | 0% | 6.3% |
| Light-Industrial | 0% | 36.5% | 36.5% | 63.5% | 0% | 63.5% |
| Heavy-Industrial | 14.4% | 21.4% | 35.8% | 57.1% | 7.1% | 64.2% |
| Institutional | 53.8% | 30.7% | 84.5% | 0% | 15.5% | 15.5% |
| Utility | 25% | 25% | 50% | 50% | 0% | 50% |
| Warehouse | 80% | 0% | 80% | 0% | 20% | 20% |
| Mixed Uses | 63.6% | 27.3% | 90.9% | 9.1% | 0% | 9.1% |
| TOTAL | 51.0% | 31.4% | 82.4% | 11.3% | 6.3% | 17.6% |

G=good; F=fair; DT=deteriorated; DP=dilapidated

¹ The Land-Use 'Public Space' has been omitted from the chart. There is one building in this category. It is in Fair condition and boarded.

Occupancy of Deteriorated and Dilapidated Structures:

A large number of deteriorated residential buildings were occupied or partially occupied. Of 77 deteriorated single family homes, 55 are occupied. These homes should be the first considered for rehabilitation programs and home improvement loans. It is important to address these buildings before continued deterioration causes them to become uninhabitable or unsafe. This is especially true for homes located in existing, stable residential sections of the Winstanley/Industry Park Neighborhood or in areas where this plan recommends focused attention. If not addressed, these properties could cause the decline of an entire block. Analysis of dilapidated housing reveals that of the 49 dilapidated single-family homes, 3 are occupied. (see Chapter VII, page 149) These structures are in need of demolition. Incentives and programs could be offered to encourage people currently residing in these dwellings to relocate to better quality housing when it is available.

Of the 42 deteriorated or dilapidated multi-family one buildings, 20 are either fully or partially occupied. The one existing multi-family two building in deteriorated condition is partially occupied. As explained earlier the structural condition of these buildings may be a poor proxy for the habitability of individual units located therein. It is important to note that there are an unacceptable number of families living in substandard conditions. Presently, many of these buildings are worthy of rehabilitation. The cost and extent of repairs needed to upgrade these structures increases the longer they are deferred.

SITE CONDITIONS

The site condition of each parcel was recorded during the Land Use and Building Condition Survey. These conditions were rated by a visual inspection from the front of each property. Lots were classified as: mowed and improved (MI); mowed, well kept (M); mowed, part kept (MP); unmowed, clean (UC); unmowed, some trash (UT); and excessive garbage, trash-abandoned vehicles and appliances (G). Table 3.6 and Figure 3.4 present site condition data for the Winstanley/Industry Park Neighborhood.

Generally speaking, the trends are similar to those for building conditions discussed in the last section. The residential area between Alexander Avenue and Wimmer Place was primarily well maintained with a substantial number of properties containing landscaping or design improvements. There were also a substantial number of improved residential lots between 18th Street and the Southern Railroad northeast of Missouri Avenue. East St. Louis Housing Authority grounds, southwest of Missouri and

between 10th and 15th Streets, were adequately maintained. The abandoned industrial sections of the neighborhood along both railroads were in poor condition. The remainder of the neighborhood was a mixture of site conditions with mowed and improved lots often located next to trash strewn properties.

Table 3.6
Site Conditions
Winstanley/Industry Park Neighborhood
1991

| SITE CONDITIONS | MI | M | MP | UC | UT | G |
|------------------|-------|-------|-------|-------|-------|-------|
| Single-Family | 31.6% | 50.7% | 3.8% | 5.5% | 4.5% | 3.8% |
| Multi-Family One | 17.3% | 56% | 12% | 6.2% | 6.2% | 2.3% |
| Multi-Family Two | 6.5% | 71% | 16% | 6.5% | 0% | 0% |
| Commercial | 11.3% | 27.5% | 10.0% | 16.2% | 20.0% | 15% |
| School | 66.7% | 33.3% | 0% | 0% | 0% | 0% |
| Public Space | 0% | 60% | 20% | 20% | 0% | 0% |
| Religious | 37.5% | 43.7% | 18.8% | 0% | 0% | 0% |
| Light-Industrial | 0% | 9% | 27.3% | 0% | 27.3% | 36.4% |
| Heavy-Industrial | 7% | 0% | 14.2% | 21.4% | 36% | 21.4% |
| Institutional | 0% | 61.5% | 7.7% | 7.7% | 7.7% | 15.4% |
| Utility | 0% | 50% | 0% | 0% | 0% | 50% |
| Warehouse | 40% | 40% | 0% | 0% | 20% | 0% |
| Mixed Uses | 9.1% | 45.5% | 9.1% | 27.2% | 9.1% | 0% |
| Vacant | 7% | 30.8% | 12% | 24.4% | 15.1% | 10.7% |
| TOTAL | 18% | 41% | 9% | 14.4% | 10.4% | 7.2% |

Overview of Site Conditions:

The addition of mowed and improved (MI), mowed well-kept (M), and mowed part-kept (MP) categories in Table 3.6, reveals that 68% of the properties in the Winstanley/Industry Park Neighborhood were well maintained. This illustrates that the majority of parcels were being well cared for despite financial and social problems facing area residents. However, Table 3.6 also points out that 32% of the parcels were not routinely maintained or have some accumulation of trash. This percentage is found by adding the unmowed clean, unmowed some trash, and excessive garbage categories (UC, UT, G: these combined percentages, though not explicitly shown in Table 3.6, can be found in Appendix E).

Clean-up of poorly maintained sites is necessary if the City is to attract new private capital and additional investment. Poor maintenance of a high percentage of neighborhood parcels would deter potential business investors considering locating in the area. For new businesses to locate in the area, the neighborhood has to be stable and reasonably well-maintained by existing property owners. If not, financing will be difficult to obtain, insurance premiums may well be prohibitive, and operating and security expenses will be potentially excessive. In the end prospective new employers will look elsewhere if neighborhood sites are not well maintained. Area residents, through the Winstanley/Industry Park Neighborhood Organization, can play a major role in local improvement efforts. They can conduct clean-ups, report illegal dumping, and identify property owners who do not comply with City health and safety codes.

Residential Site Conditions:

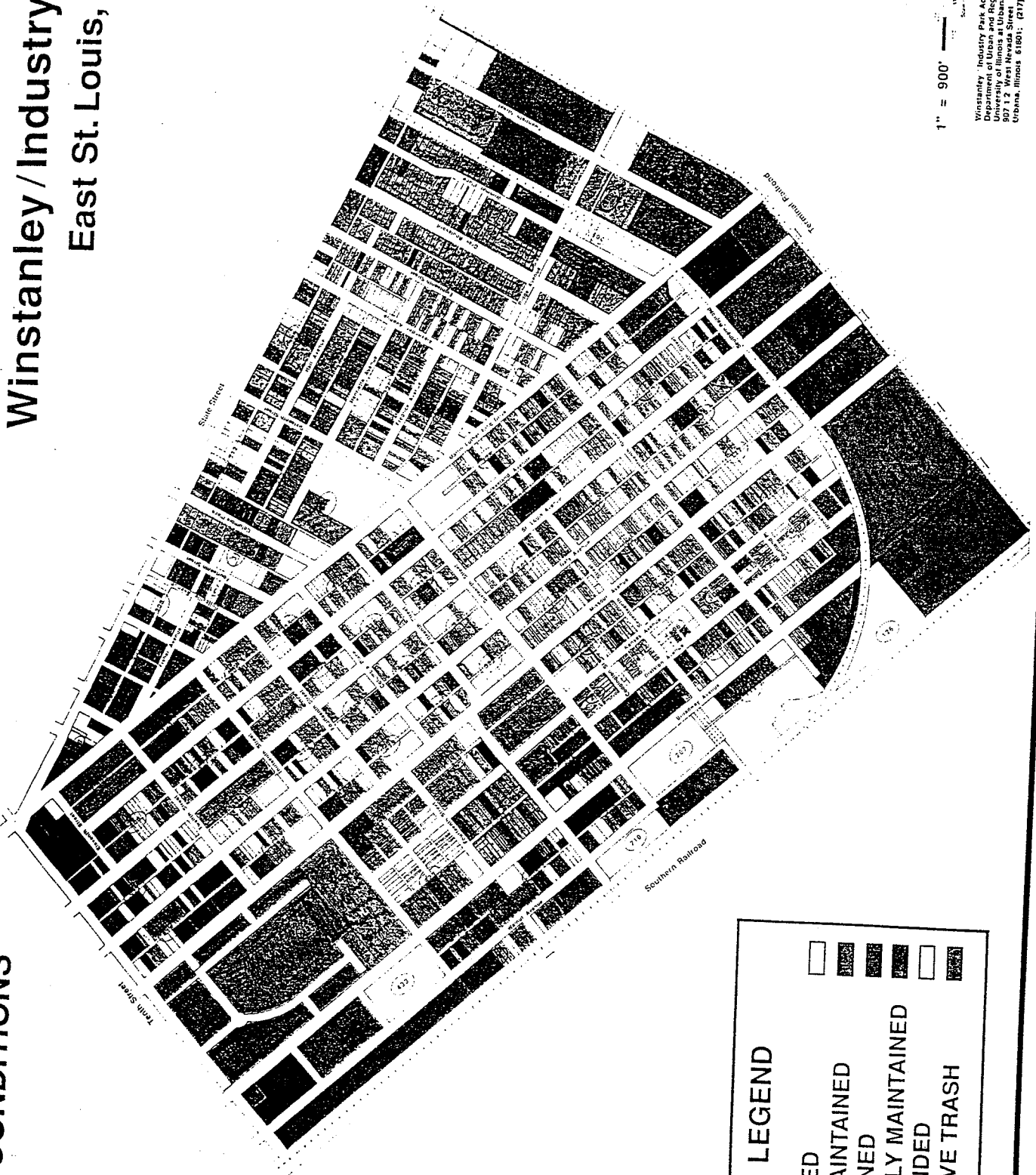
The majority of single-family and multi-family structures were located on mowed, clean, and well kept lots, 50.7% of the single-family homes, 56% of the multi-family one structures, and 71% of the multi-family two structures. There is a significant portion of mowed and improved single-family lots. This means that in addition to a large number of residents who keep their yards in well kept condition, there are also property owners who have made distinct landscaping and design improvements to their lots. This illustrates their commitment to the area and a willingness to invest in their property. Another encouraging fact was that the majority of multi-family one and two parcels were mowed, clean, and well kept. Most of these are the result of maintenance efforts by the East St. Louis Housing Authority. Furthermore, there was also a large percentage (17.3%) of multi-family one parcels in the mowed and improved category. The majority of these were privately owned buildings scattered throughout the neighborhood.

Under 10% of the single-family and multi-family one properties and none of the multi-family two properties had accumulated trash or excessive garbage. For a

SITE CONDITIONS

Winstanley / Industry Park East St. Louis, Illinois

Figure 3.4



LEGEND

- IMPROVED
- WELL MAINTAINED
- MAINTAINED
- PARTIALLY MAINTAINED
- UNATTENDED
- EXCESSIVE TRASH

1" = 900'

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Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
907 1/2 South Main Street
Urbana, Illinois 61801 (217) 337-3890

Conditions

Community Perception

Improving Housing

Infrastructure

Neighborhood

neighborhood that has no municipal trash collection service, these numbers attest to individual efforts to keep the neighborhood clean. During the course of interviewing residents, it was discovered that many households keep adjacent vacant and abandoned properties clean. This contradicts many commonly held perceptions regarding residents' community and civic pride.

Non-Residential Site Conditions:

As Table 3.6 shows, the highest percentage of the commercial use parcels appears in the mowed, clean, and well-kept column. However, over one-third of commercial locations in the Winstanley/Industry Park Neighborhood had either some trash or excessive garbage on their property. These correlate with the 43% of unoccupied neighborhood commercial properties. A visual inspection of Winstanley businesses shows that those which are currently operating are well maintained but those which are abandoned are often magnets for trash and debris. Demolishing abandoned and severely dilapidated commercial buildings, along with stabilizing and expanding the existing core of neighborhood businesses, would help alleviate poor site conditions.

Institutional use lots did not fare quite as well. Although 61.5% of the institutional use parcels were mowed and well kept, over one-quarter of these parcels were unattended, and littered with trash, abandoned appliances, or vehicles. Perhaps the worst eyesore in the Winstanley/Industry Park Neighborhood is the abandoned and boarded Gateway Community Hospital on Martin Luther King Drive. Although much of this problem lies with the building condition, the site is also very poorly maintained. The area around the vacated Hughes Quinn Middle School attracts trash and excessive garbage. Adapting these structures to new use would prevent much, if not all, of their trash accumulation. In the interim, perimeter fencing may curb the problem.

Lots in industrial use were in the worst condition with 78.8% of the heavy industrial parcels and 63.7% of the light industrial parcels littered with trash, abandoned machinery and equipment, vehicles, and even cracked and leaking toxic waste drums. The problem areas are old industrial sites which have been abandoned to deteriorate. The difficulty in cleaning up these areas is compounded by their size and the sheer magnitude of the problem. The type of debris is often heavy steel fittings and beams which require heavy equipment and intensive labor to remove. Clean-up of these parcels may not be feasible in the short-run and may have to wait for an alternative use for the site. However, landscaping treatments could buffer these areas from nearby residential housing.

Vacant Lot Site Conditions:

Vacant lots were in generally good condition with 30.8% in mowed and well kept condition. Almost 50% percent of the vacant lots appear in the well maintained categories while the rest emerge in the poorly maintained categories with just over one quarter containing trash or excessive garbage. These percentages imply that many of the vacant parcels are 'side yards,' which are lots next to occupied properties. These lots are being cared for, cleaned, and used by a neighboring resident or other person(s), even though they may not own the property. As discussed earlier, this points to privately financed efforts to keep the Winstanley/Industry Park Neighborhood clean and attractive.

PUBLIC OWNERSHIP OF PROPERTIES

There are 2,527 tax parcels in the Winstanley/Industry Park Neighborhood. Table 3.7 breaks this data into parcels owned by private parties and those owned by public entities. These include St. Clair County, East St. Louis Housing Authority, City of East St. Louis, and School District #189.

Table 3.7
Property Ownership
2,527 Total Neighborhood Parcels
(by tax parcel)

| Private | St. Clair County | ESL Housing Authority | East St. Louis | School District |
|---------------|------------------|-----------------------|----------------|-----------------|
| 1,971 (78.0%) | 260 (10.3%) | 221 (8.7%) | 62 (2.5%) | 13 (0.5%) |

(in addition there are five parcels owned by other public entities)

Table 3.7 shows that 78.0% of the tax parcels in the Winstanley/Industry Park Neighborhood are privately owned. The remaining 22.0% are owned by public bodies and consequently are property tax-exempt. This represents a substantial loss of potential revenue for the City of East St. Louis and its associated taxing jurisdictions (most notably School District #189). Publicly owned properties, particularly those controlled by St. Clair County, could benefit from neighborhood redevelopment efforts. The majority of

these parcels are vacant, facilitating assemblage of properties for private investment, economic development, the creation of parks and recreational facilities, and new in-fill housing.

Figure 3.5, "Ownership," shows the location of publicly and privately owned properties and those which are poorly maintained. It is evident from this map that the section of the neighborhood between Missouri Avenue, State and 10th Streets, and the Terminal Railroad is predominately privately owned. There is a substantial number of County-owned parcels in this section but they are well dispersed. The area south of Missouri Avenue and between 10th Street and the Southern Railroad is just the opposite. The East St. Louis Housing Authority, the City of East St. Louis, School District #189, and St. Clair County, own the majority of these properties. Orr-Weathers, Lilly Freeman Elementary School, the vacated Hughes Quinn Junior High School, the open space west of 13th Street, and a number of contiguous smaller parcels, are all owned by public entities.

Site Condition of Publicly Owned Properties:

Table 3.8 presents the site conditions of properties owned by St. Clair County, the City of East St. Louis, and School District #189. Specific parcel information can be found in Appendix F. East St. Louis Housing Authority properties are not included in this table because of the difficulty in ascertaining the location of specific parcels. However, these areas were generally mowed and reasonably well maintained. The only exception to this is the abandoned high-rises on 13th Street which were poorly maintained.

This table shows that 58% of the publicly owned parcels in the Winstanley/Industry Park Neighborhood were not maintained (unmowed). St. Clair County owns 159 of these properties, the City of East St. Louis 28, and School District #189 owns 9. These properties represent 27% of all neighborhood properties (publicly and privately owned combined) identified as not being maintained. Of these, 86 publicly owned parcels, 26% of the total, contained a significant amount of trash or excessive garbage. School District #189, St. Clair County, and the City of East St. Louis, maintain low percentages of their properties, 30%, 39%, and 55%, respectively. These numbers are compounded by the fact that many of the properties are maintained by neighboring property owners at their own expense and not by the responsible public entity.

It is recognized that many of the properties owned by St. Clair County and the City of East St. Louis are in their possession because private owners could not afford to maintain their properties or meet tax and debt obligations. It is safe to assume that many of these properties were not being properly maintained when the County or City assumed ownership.

Table 3.8
Site Condition of Publicly-Owned Properties
 (excluding East St. Louis Housing Authority properties)
 1991

| PUBLIC PROPERTY | St. Clair County | East St. Louis | School District | TOTAL # PARCELS |
|-----------------|------------------|----------------|-----------------|-----------------|
| MI | 6 (2%) | 1 (2%) | 2 (15%) | 9 (2%) |
| M | 78 (30%) | 10 (16%) | 2 (15%) | 90 (29%) |
| MP | 17 (7%) | 23 (37%) | 0 (0%) | 40 (11%) |
| TOTAL Mowed | 101 (39%) | 34 (55%) | 4 (30%) | 139 (42%) |
| UC | 98 (38%) | 9 (14%) | 3 (23%) | 110 (32%) |
| UT | 37 (14%) | 11 (18%) | 5 (39%) | 53 (16%) |
| G | 24 (9%) | 8 (13%) | 1 (8%) | 33 (10%) |
| TOTAL Unmowed | 159 (61%) | 28 (45%) | 9 (70%) | 196 (58%) |
| TOTAL PARCELS | 260 | 62 | 13 | 335 |

MI=mowed, improved; M=mowed, well-kept; MP=mowed, part-kept; UC=unmowed, clean; UT=unmowed, trash; G=excessive garbage

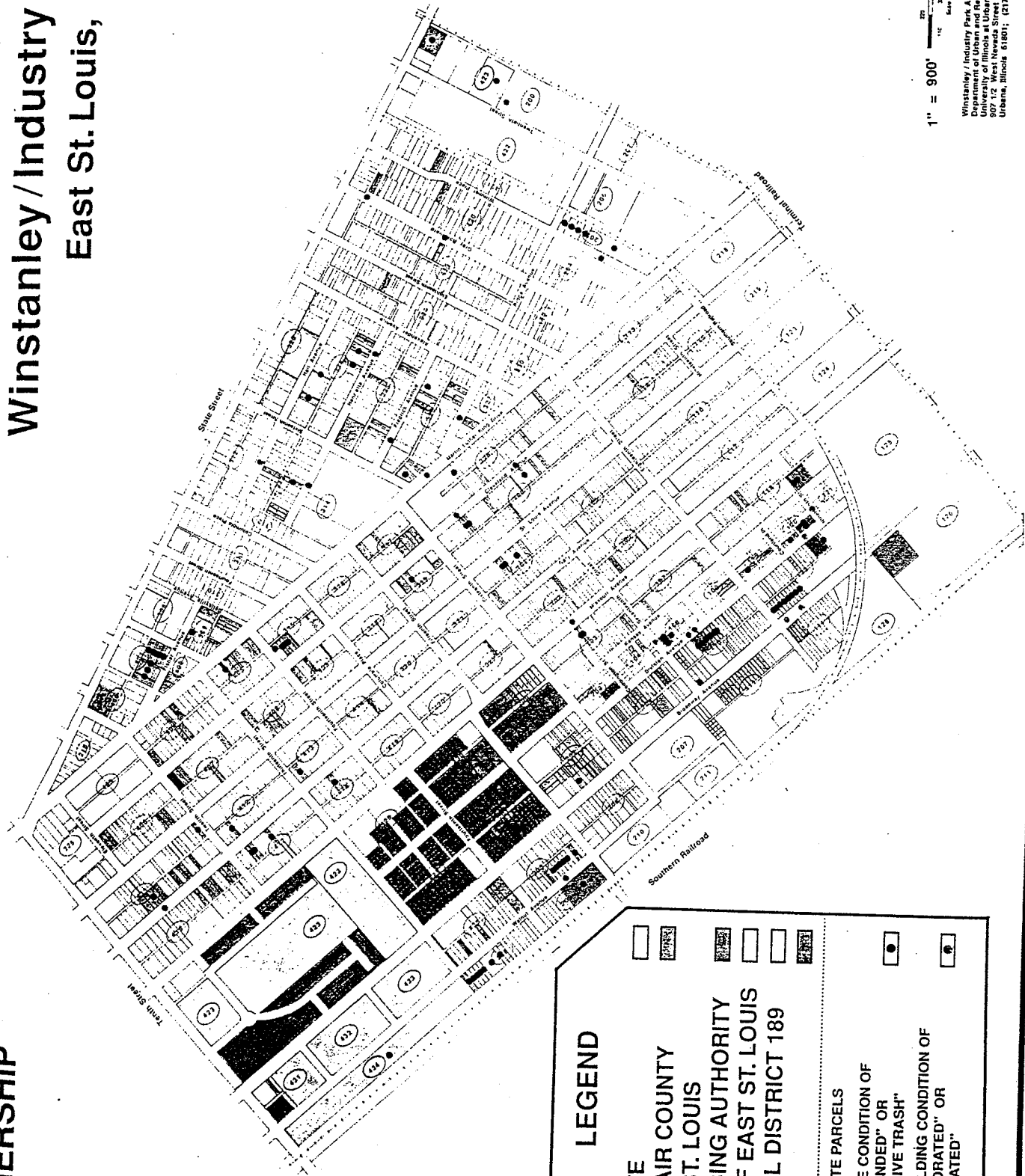
Condition of Publicly Owned Buildings:

Table 3.9 presents the physical condition of buildings owned by St. Clair County, the City of East St. Louis, and School District #189. As in the case of site conditions, East St. Louis Housing Authority buildings were not included because of the difficulty of relating specific buildings with particular parcels. However, with the exception of the vacated high-rises on 13th Street, the majority of East St. Louis Housing Authority buildings were in fair or good condition (recall the structures were surveyed only from the exterior).

OWNERSHIP

Winstanley / Industry Park East St. Louis, Illinois

Figure 3.5



LEGEND

PRIVATE
ST. CLAIR COUNTY
EAST ST. LOUIS
HOUSING AUTHORITY
CITY OF EAST ST. LOUIS
SCHOOL DISTRICT 189
OTHER

NON-PRIVATE PARCELS

WITH A SITE CONDITION OF
"UNATTENDED" OR
"EXCESSIVE TRASH"

WITH A BUILDING CONDITION OF
"DETERIORATED" OR
"DILAPIDATED"

1" = 900'
Scale in Feet
0 100 200 300 400 500 600 700 800 900

Winstanley / Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
602 West Nevada Street
Urbana, Illinois 61801; (217) 233-3890

Conditions

Community Perception

Improving Housing

Infrastructure

Neighborhood

Table 3.9
Building Condition of Publicly-Owned Structures
(excluding East St. Louis Housing Authority structures)
1991

| PUBLIC PROPERTY | St. Clair County | East St. Louis | School District | TOTAL # OF STRUCTURES |
|---------------------|------------------|----------------|-----------------|-----------------------|
| Good | 2 (10%) | 0 (0%) | 1 (33%) | 3 (11%) |
| Fair | 9 (45%) | 3 (60%) | 1 (33%) | 13 (46%) |
| TOTAL Good and Fair | 11 (55%) | 3 (60%) | 2 (66%) | 16 (57%) |
| Deteriorated | 4 (20%) | 1 (20%) | 1 (33%) | 6 (21%) |
| Dilapidated | 5 (25%) | 1 (20%) | 0 (0%) | 6 (21%) |
| TOTAL Det. & Dilap. | 9 (45%) | 2 (40%) | 1 (33%) | 12 (43%) |
| TOTAL STRUCTURES | 20 | 5 | 3 | 28 |

Table 3.9 shows that 43% of the buildings owned by St. Clair County, the City of East St. Louis, and School District #189, are either deteriorated or dilapidated. There are 6 publicly owned dilapidated buildings in the neighborhood which for health and safety reasons should be immediately demolished. Another 6 are deteriorated and if they do not receive attention soon should also be removed. Of these 12 structures, 9 are owned by the County, 2 by the City, and 1 by the School District (the abandoned light industrial structure between Wimmer Place and the Southern Railroad).

CURRENT ZONING

Figure 3.6 is a Current Zoning Map of the Winstanley/Industry Park Neighborhood. A comparison of this map with the existing Land Uses Map of the area indicates a number of areas where the existing land use does not match the zoning. In most cases, the discrepancy is significant enough to warrant zoning changes.

Residential Zoning:

A review of the Zoning Map shows that the area zoned for exclusive use of single-family (R-1A) dwellings currently includes a significant number of multi-family one structures. These are particularly prevalent south of Martin Luther King Drive and west of Alexander Avenue. There is an even larger multi-family two use on Wimmer Place and Ridge Avenue. In addition there are a number of neighborhood commercial enterprises located in the R-1A zone. The City should review this area to determine if multi-family and commercial structures are appropriate.

The Winstanley/Industry Park Neighborhood has two zoning classifications for higher density residential. The lower of the two is 'two family' (R2) located in the northwest portion of the neighborhood. This area has an increasing number of vacant lots which could make it an attractive area for development, especially given its excellent access via Missouri Avenue and Martin Luther King Drive. The R2 zone could potentially deter future development of smaller multi-family dwellings with over two units per building. There is presently a substantial number of multi-family one and two dwellings in this area which may indicate that a slightly higher density could be allowable without significantly affecting the character of the area. Not unlike in the R-1A zone, there are a number of small commercial establishments located throughout the area. Again, a coherent land use policy could address these issues.

There is one large section of multi-family (R3) zoning and three smaller site specific zones. The large R3 section between Missouri and Broadway Avenues, seems appropriate with few exceptions. The exceptions once again concern scattered commercial locations and the existence of homes next to abandoned manufacturing and industrial sites. The City may benefit from designating either part of the bordering R3 or manufacturing zones as open space to provide a buffer between private homes and industry. An examination of the Land Uses Map reveals that two of the smaller R3 zones in Winstanley/Industry Park are currently vacant. Given this information and the fact that they are surrounded by different uses may signal an opportune time to reassess zoning classifications. The remaining R3 zoned property is the vacated Gateway Community Hospital. When an alternative use is found for this structure, it should be rezoned appropriately.

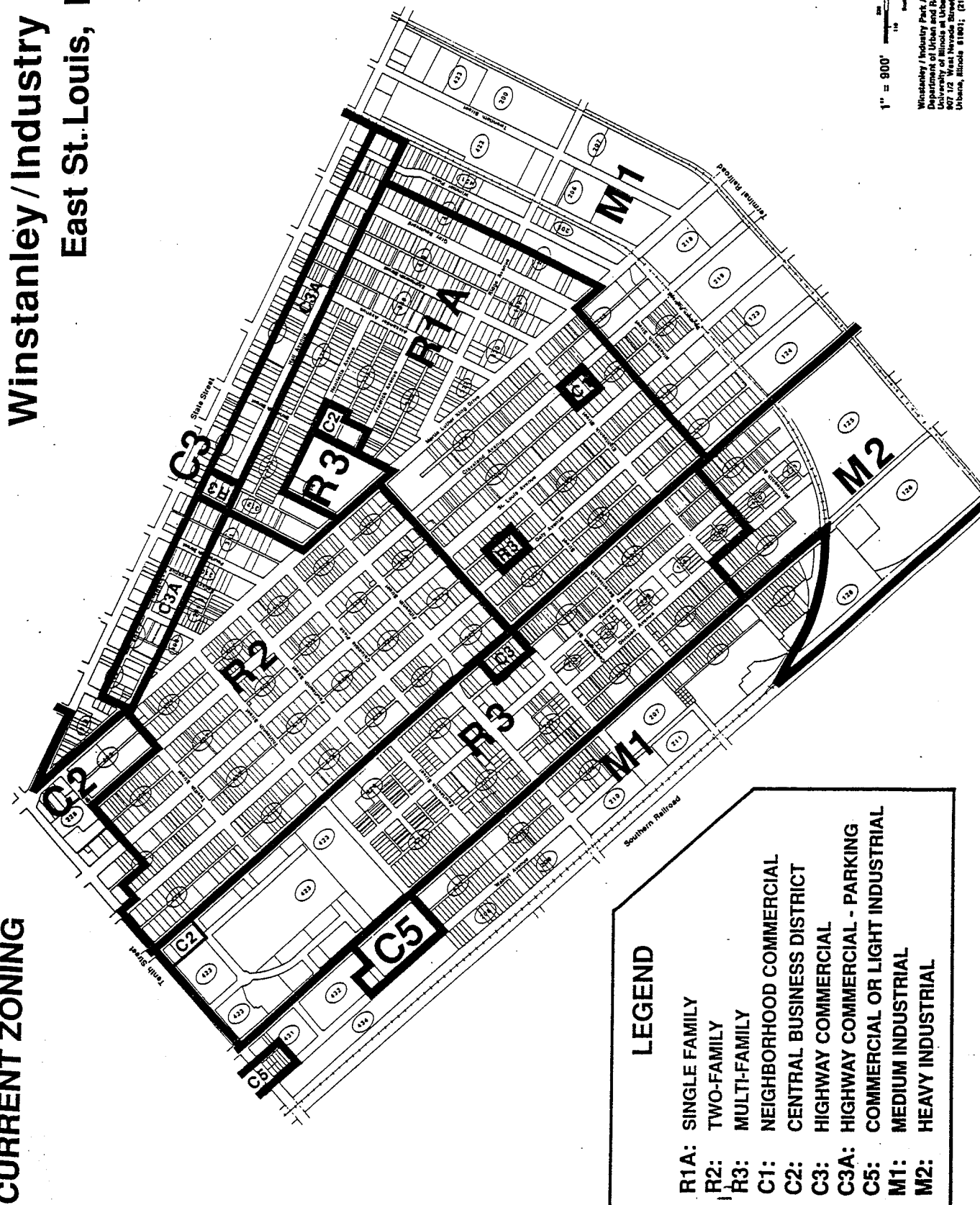
Commercial Zoning:

There are five commercial zoning classifications in the Winstanley/Industry Park Neighborhood. C1 is neighborhood commercial; there is a need for a consistent policy regarding these zones. The C2 zone along 10th Street is 'central business district.' The inclusion of properties fronting 10th Street and between Missouri and Gaty Avenues in

CURRENT ZONING

Winstanley / Industry Park East St. Louis, Illinois

Figure 3.6



this zone should be closely studied, the Land Uses Map indicates existing commercial uses. Another C2 zone is comprised of several vacant lots bordering the Gateway Community Hospital. As the hospital is converted to an alternative use appropriate changes should be made. C3 is 'highway commercial'; these properties are located along the length of State Street and also in a small pocket at 16th Street and Missouri Avenue. The latter once served Orr-Weathers tenants but are now vacant lots. If future commercial activity focuses elsewhere, zoning should reflect the land use change of these parcels. C3A is 'highway commercial parking'; this zone is located directly south of the C3 zone located along State Street. Unfortunately, the section of the C3A zone from 16th Street to Wimmer Place is overlaid by stronger single-family residential properties in Winstanley. This discrepancy needs to be addressed. C5 is 'commercial or light industrial'; two such zones are located in the southeast corner of the neighborhood. The larger of the two, located at 13th Street and Broadway Avenue, is the Lily Freeman Elementary School; this should be rezoned appropriately. The smaller C5 zone is a collection of vacant lots partly surrounded by the Hughes Quinn Middle School. Depending on future uses, C5 zoning may or may not be appropriate for the school.

Medium and Heavy Manufacturing and Industrial Zoning:

The M1 and M2 zones, 'medium' and 'heavy manufacturing and industrial' respectively, are located near the Southern and Terminal Railroads to the east, and between the Southern Railroad and Broadway Avenue to the south. Both sections are extended to include a substantial portion of residential uses. Combined, the M1 and M2 zones equal over 150 acres of land intended for manufacturing/industrial use. This represents approximately one-quarter of the land area in the Winstanley/Industry Park Neighborhood. This amount is disproportionate given the residential character of the neighborhood, the decline and abandonment of existing industrial structures, and the lack of demand for manufacturing space.

The current residential land uses zoned M1 and M2, located west of the Southern Railroad and west of 15th Street should be evaluated for rezoning. Either residential use or open space to buffer occupied homes from abandoned industrial sites is recommended. Reallocating land to residential uses would get the inordinate amount of current industrial zoning more in touch with market demand. Some of these sections are very stable residential areas which are major strengths to the neighborhood. Zoning should be used as a tool to protect these areas, not threaten them.

IV. Infrastructure Conditions

INTRODUCTION

The initial section of this chapter outlines the findings of the Infrastructure and Street Condition Survey. Appendix G contains a copy of the survey instrument used to collect this data. The infrastructure elements examined includes: arterial, collector, and residential streets; street signs; sidewalks; street lights; curbing; storm drains; and manhole covers. The second section of this chapter presents information on potential flood zones, illegal dumping areas, and environmental hazards facing the Winstanley/Industry Park Neighborhood.

The condition of area infrastructure is an important determinant of the physical, social, and economic health of a neighborhood. Poor drainage and illegal dumping encourages rodents, mosquitoes, and other disease carrying insects, threatening the health and safety of residents. Inadequate street lighting permits criminal behavior to go unnoticed. Deteriorated sidewalks and missing manhole and storm drain covers are hazards, particularly for children and the elderly. Poor street conditions alter the flow of traffic through neighborhoods. Toxic waste sites jeopardize air and water quality. Combined, these threats cause disinvestment by property owners and a reluctance on the part of area financial lenders and new business to invest in the area.

In order to ease discussion of survey findings, this chapter divides the neighborhood into identifiable sub-areas. Figure 4.1 shows these divisions. These sub-areas are logical designations based on physical design, traffic patterns, common infrastructure, and housing stock characteristics. The following designations are referred to throughout the chapter:

The Triangle: The area bounded by State Street on the north, Columbia Place (both sides) on the east, and Martin Luther King Drive on the south.

The Northeast Quadrant: The area bounded on the north by State Street, the Terminal Railroad on the east, Martin Luther King Drive on the south, and the alley just east of Columbia Place on the west.

The Central District: The area bounded by Martin Luther King Drive on the north, the Terminal Railroad on the east, Missouri Avenue on the south, and 10th Street on the west.

The Southwest Quadrant: The area bounded by Missouri Avenue on the north, 15th Street on the east, the Southern Railroad south of Walnut Street, and 10th Street on the west.

The Southeast Quadrant: The area bounded on the north by Missouri Avenue, the Terminal Railroad on the east, the Southern Railroad on the south, and 15th Street on the west.

Infrastructure components were rated as good, fair, poor, or dilapidated. A good rating indicates that the condition is stable with only routine maintenance necessary. A fair rating implies the condition is basically good but in need of some upgrading; attention is recommended before deterioration occurs. A poor rating means deterioration has begun, immediate attention is warranted to save the future expense of removing and replacing the item with new materials. A dilapidated condition indicates deterioration has gone unchecked for some time, creating a safety hazard; removal and replacement may be necessary.

STREET CONDITIONS

Figure 4.2 shows the condition of streets in the Winstanley/Industry Park Neighborhood. The following analysis of street conditions by sub-area identifies adequate conditions, places that require attention, and where basic service is threatened.

INFRASTRUCTURE STUDY SUB-AREAS

Winstanley/Industry Park East St. Louis, Illinois

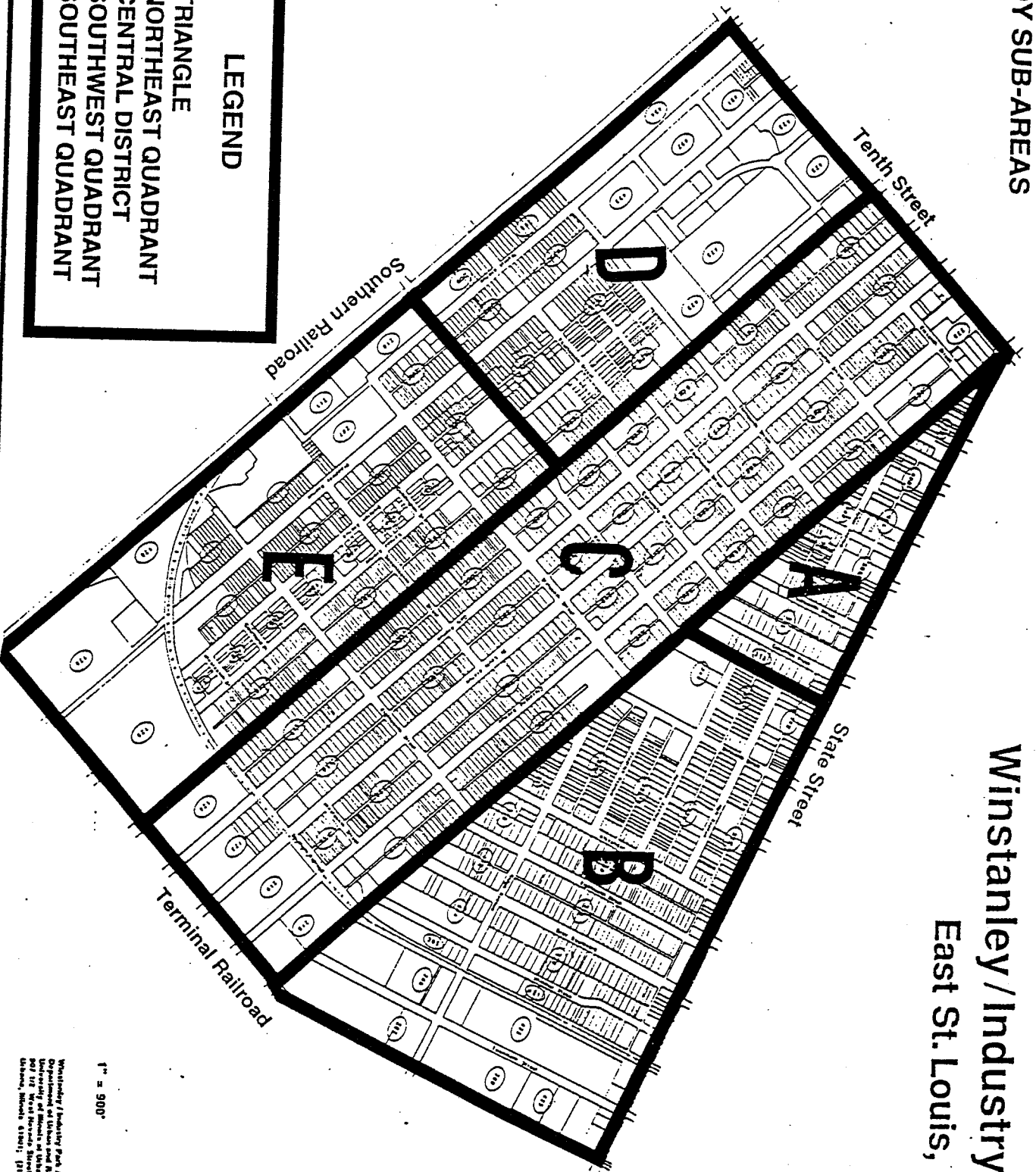


Figure 4.1

Winstanley/Industry Park Urban Research Project
University of Illinois and Regional Planning
202 112 West Kinross Street
Urbana, Illinois 61801 (312) 243-2400

Immediate improvements are suggested to guarantee serviceability of the local roadway network in each section. This chapter provides recommendations for the phasing of infrastructure improvements. Later chapters will suggest particular courses of action for the improvement of sub-area street conditions and traffic patterns.

Triangle:

The arterials in this section, State Street and Martin Luther King Drive, are in good condition along their entire length. Columbia Place, 12th Street, and 14th Street, between State Street and Martin Luther King Drive, are listed as fair. The remaining streets in the area are identified as dilapidated. Several of these streets serve as alleys rather than streets with a few serving blocks with only one or two occupied structures.

Northeast Quadrant:

Streets in this area are in generally good to fair condition. The arterials in this section, State Street and Martin Luther King Drive, are in good condition along their entire lengths. Ridge Avenue, 16th and 18th Streets, and Wimmer Place are all in good condition along their entire sub-area lengths. Alexander Avenue is in good condition between Martin Luther King Drive and Ridge Avenue, and in fair condition north of Ridge Avenue to State Street. Henrietta, Hall, and Frederick Avenues are in fair condition, with the exception of Henrietta and Hall Avenues west of 16th Street which are in poor condition. Gray Boulevard and 20th Streets are in poor condition along their entire lengths.

Central District:

This sub-area's roads are generally in good condition, with most streets apparently having been recently resurfaced. Many of these streets feature red brick crosswalks. Protecting these crosswalks while determining if others can be uncovered and repaired could add to the attractiveness of the area. The arterials, Martin Luther King Drive and Missouri Avenue, are in good condition. 14th Street from Missouri Avenue to St. Louis Avenue is brick with a good road surface. 10th Street is in fair condition from Missouri Avenue to Martin Luther King Drive. The problem areas in the Central District are located in the far eastern sections (bounded by 18th Street on the west, Martin Luther King Drive on the north, the Terminal Railroad on the east, and Missouri Avenue on the south) where road conditions range from poor to dilapidated. This section, especially between Missouri and St. Louis Avenues, contains a relatively strong residential area. It deserves attention as soon as feasible. Gaty Avenue to 17th Street and 17th Street between Gaty Avenue and St. Louis Avenue are listed as fair.

Southwest Quadrant:

The arterials, Broadway and Missouri Avenues, are in good condition through their length in the area. This sub-area is comprised mainly of public housing. This Federal link may be the reason for the better condition of these roads. Division Avenue is in good repair from 10th to 13th Streets, in fair condition to 14th Street, and in poor repair to 15th Street. Kansas Avenue is in good condition from 10th to 13th Streets, and in poor condition from 14th to 15th Streets. 14th Street is in fair condition along its length in this area. 13th Street is in good condition until Broadway Avenue, but falls off to poor condition south of Broadway. Walnut Street, the southernmost road in the neighborhood, with relatively fewer residential dwellings, is in fair to dilapidated condition. 10th Street is closed between Missouri and Broadway Avenues due to a collapsed portion. The City of East St. Louis has slated this street for repair following their receipt of local State Motor Fuels Tax revenues.

Southeast Quadrant:

The arterials, Broadway and Missouri Avenues, are primarily in good to fair condition, as are most streets in this sub-area. The exceptions are the blocks near the Southern Railroad. Broadway Avenue from 17th to 18th Streets is in fair condition, and in poor repair at its terminus. Division Avenue is impassible between 15th and 16th Streets, in poor shape to 18th Street, and in a dilapidated state until it curves to meet Kansas Avenue near the Southern Railroad. Kansas Avenue is in fair condition from 15th to 16th Streets, in poor repair to 19th Street, and dilapidated beyond 19th Street. 17th Street is in fair condition from the Southern Railroad Crossing to Missouri Avenue. 18th Street is in a likewise condition north of Broadway Avenue. 16th Street is in fair condition north of Broadway Avenue and dilapidated south of Broadway Avenue.

Summary of Street Conditions:

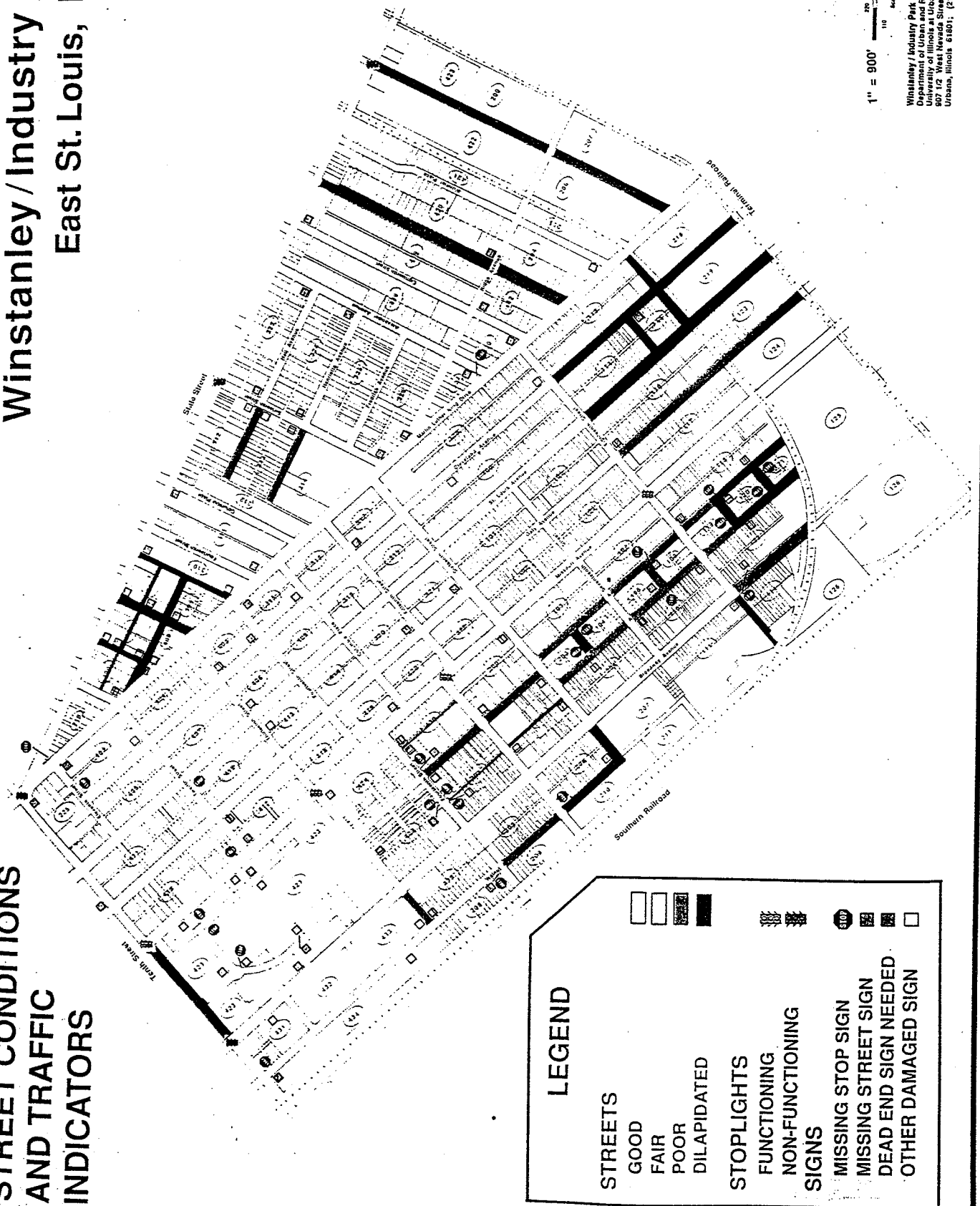
In summary, most streets throughout the study area are in fair to good condition. All of the major arterials are in good condition and require only routine maintenance. However, there are isolated problem areas which need attention. These areas are more prevalent in the Triangle and the Southeast Quadrant with additional deteriorated streets in the Central District east of 18th Street and near the railroads. A good part of the latter was designed to service now abandoned industrial sites.

Given the limited resources of the City and the dispersed pattern of problem areas, all necessary improvements cannot feasibly be undertaken in the same year. Subsequent chapters will provide program phasing recommendations. The sub-areas which should be targeted first, the location and extent of repairs within each sub-area,

STREET CONDITIONS AND TRAFFIC INDICATORS

Winstanley/Industry Park East St. Louis, Illinois

Figure 4.2



and the criteria for phasing of suggested programs will be detailed.

STREET SIGNS

The absence of necessary stop, street name, and dead end signs represent a major problems for the neighborhood. There are twenty-one missing stop signs in the neighborhood. The missing stop signs were identified most often in the following areas: Southwest Quadrant (9), and the Southeast Quadrant (9), primarily along Division and Kansas Avenues. The remainder were scattered throughout other sub-areas. Figure 4.2 identifies the specific location of missing stop signs.

There were 64 street name signs missing throughout the Winstanley/Industry Park Neighborhood. Most of the missing street signs were found in specific sub-areas of the neighborhood: Triangle (13), Southeast Quadrant (12), Southwest Quadrant (11), near the East St. Louis Housing Authority developments, Hall and Henrietta Avenues (2 each), Cleveland Avenue from 13th Street to 15th Street (4), and Gaty Avenue at 15th Street and 16th Street (2). The remainder were scattered throughout the neighborhood. Figure 4.1 shows the specific location of missing street name signs.

A total of 15 dead end signs are missing in the neighborhood. These are concentrated in the Southwest Quadrant (7), near the East St. Louis Housing Authority developments, the Southeast Quadrant (4), all east of 18th Street, the Central District (2), and the Northeast Quadrant (2). The need for dead end street signs within the public housing developments is questionable. For practical purposes these streets function as cul-de-sacs.

Summary of Street Sign Conditions:

In total, the neighborhood is missing 110 stop, street name, dead end, or other traffic signs. Of these, missing stop signs are a critical problem which need to be immediately addressed. Their locations are potential accident sites, particularly if stop signs are missing on opposing corners or on corners with non-functioning traffic lights. Street name and dead end signs are a nuisance but do not represent immediate safety hazards. As one resident put it, "we know where we're going, its you outsiders who don't." Repairing or replacing these signs should be appropriately prioritized.

SIDEWALKS

Areas of existing residential and commercial settlement, with few exceptions, have sidewalks which are in good or fair condition. Both sides of all major arterials in the Winstanley/Industry Park Neighborhood have sidewalks with only short sections in poor condition. Many of the areas without sidewalks are industrial zones or unoccupied residential areas where pedestrian activity might be arguably discouraged. Figure 4.3 shows the condition and location of sidewalks in the neighborhood.

Sidewalk conditions on residential access streets varied greatly from block to block and in some instances from parcel to parcel. It was not uncommon to find good sections of sidewalks next to missing or dilapidated sidewalks. There was also a tendency for sidewalks fronting deteriorated and dilapidated buildings to be in worse shape than those fronting buildings in good or fair condition.

The conditions and presence of sidewalks is perhaps the most value laden infrastructure component. Should there be sidewalks along both sides of every street? At what point is a cracked sidewalk "dilapidated"? Are missing and damaged sidewalks really indicative of overall deteriorating conditions? What about smaller towns with no sidewalks . . . is this a problem? These questions raise the issue of what standards are being applied and for whom. It is necessary, for analysis purposes, to apply an established set of standards to infrastructure in East St. Louis. As a starting point for infrastructure recommendations, this document used standards set by the Institute of Transportation Engineers in Washington, D.C.

Triangle:

There are sidewalks along both sides of the sub-area's arterials, State Street and Martin Luther King Drive. They are in good condition. However, aside from the arterials, the need for new sidewalks and the repair of existing sidewalks is greatest in this area. The majority of Columbia Place and approximately half of 14th Street was in poor condition, while the remaining sections of these streets were rated in good condition. The section of the Triangle west of 14th Street had few identifiable sidewalks.

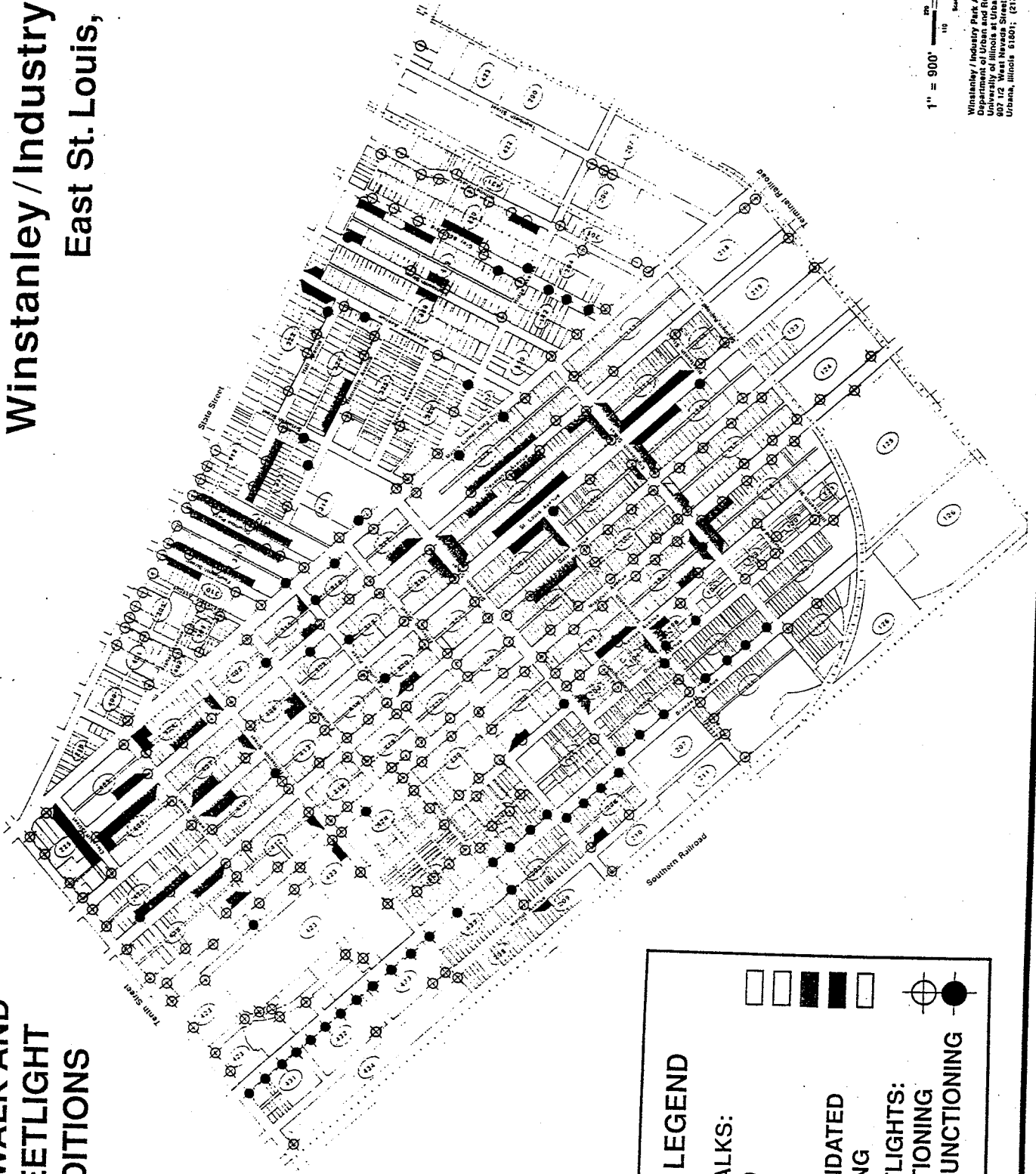
Northeast Quadrant:

The majority of sidewalks in the residential sections of this sub-area are in good to fair condition. The sidewalks along State Street and Martin Luther King Drive are in good condition. Most of the missing sidewalks in this sub-area are located in industrial zones where pedestrian activity may not be desired. Sidewalks are missing in the

SIDEWALK AND STREETLIGHT CONDITIONS

Winstanley/Industry Park East St. Louis, Illinois

Figure 4.3



LEGEND

SIDEWALKS:

- GOOD
- FAIR
- POOR
- DILAPIDATED
- MISSING

STREETLIGHTS:

- FUNCTIONING
- NON-FUNCTIONING

1" = 900'
 0 100 200 300
 Scale in Feet
 N
 Winstanley/Industry Park Action Research Project
 Urban and Regional Planning
 University of Illinois at Chicago
 907 12 West Nevada Street
 Chicago, Illinois 60642
 (312) 335-3800

following areas: the entire length of 20th Street, one-half of the east side of Wimmer Place, and Ridge Avenue east of Wimmer Place. These sites are located along industrial uses. There are scattered pockets where sidewalks are missing along Frederick, Henrietta, and Hall Avenues. However, these are the exceptions rather than the rule. Hall, Henrietta, and Alexander Avenues, along with 18th Street and Gray Boulevard, have some poor and, to a lesser extent, dilapidated sidewalks. These streets could, however, be considered generally good to fair in terms of sidewalk conditions.

Central District:

This sub-area exhibits a wide range of sidewalk conditions. This section does have large areas of good to fair sidewalk conditions. As throughout the Winstanley/Industry Park Neighborhood, sidewalks are along both sides of the arterials, Martin Luther King Drive and Missouri Avenue, and in good condition. The largest concentration of missing sidewalks is east of 18th Street. With the exception of Cleveland Avenue and the short 19th Street, this area has been almost exclusively reserved for industrial use and does not require sidewalks. In residential sections, sidewalks are missing along parts of 12th and 14th Streets, and Columbia Place. There are a substantial number of poor to dilapidated sidewalks scattered throughout the neighborhood but there seems to be no real pattern in the location of these conditions.

Southwest Quadrant:

This was the strongest area in terms of sidewalk conditions. This is mostly due to the presence of good sidewalks throughout the East St. Louis Housing Authority developments which comprise the largest part of this sub-area. The entire area was good to fair with the following exceptions: there are no sidewalks along either side of Walnut Avenue or along the west side of 13th Street. Walnut Avenue is bordered by a large number of vacant lots, especially from 10th to 13th Streets. In view of resource restraints new sidewalks may not be justifiable in this area. The west side of 13th Street is part of the East St. Louis Park District and any new sidewalks should be part of an overall park plan.

Southeast Quadrant:

This sub-area suffers from missing, poor, and dilapidated sidewalks. The areas that were strong included both sides of Broadway Avenue from 15th Street to 17th Street, the north side of Broadway Avenue from 17th Street to 18th Street, and the majority of Missouri Avenue. Much of the sub-area's missing sidewalks are bordered by vacant lots and industrial uses. It is worth noting that Broadway, Division, and Kansas Avenues dead end into the Wastex property, identified by the Environmental

Protection Agency as a toxic waste site. Pedestrian and auto traffic should be discouraged from this section.

Summary of Sidewalk Conditions:

For safety reasons alone, good sidewalks are necessary in urban areas, especially along high traffic routes. The Winstanley/Industry Park Neighborhood is fortunate in that nearly all of its arterial streets are lined on both sides with good sidewalks. To a large extent, the occupied residential areas also have a good network of sidewalks connecting the neighborhood to nearby arterials and other destinations.

Alternatively, there are significant areas lacking sidewalks and with existing dilapidated sidewalks. These areas are located predominately in the Triangle and the Southeast Quadrant. Sections of these streets appropriate for pedestrian activity require the City's immediate attention.

STREET LIGHTS

In total, there are approximately 343 public street lights in the Winstanley/Industry Park Neighborhood. Of these, approximately 55 lights (16%) were not functioning at the time of this survey. Table 4.1 shows the number of street lights and their operating status per sub-area.

The amount of street lighting varies greatly, depending on the type of lighting element used, its mounted angle, the height of the pole, and other sources of light nearby. Also important is the level of security needed and the amount of pedestrian and vehicle traffic in the area. Major arterial streets and high-crime areas require better lighting. Minimum standards call for a street light at each intersection and also at mid-block for more densely occupied streets (Institute of Transportation Engineers:28).

Street Lighting Survey:

Street lighting in the Winstanley/Industry Park Neighborhood was surveyed after dark. The following impressions were based on the survey and the information presented in Figure 4.3. Figure 4.3 shows the location of all street lights and identifies those which were not functioning at the time of the survey.

Table 4.1
Total Number and Operating Status of Street Lights
Winstanley/Industry Park Neighborhood
1991

| STREET LIGHTING | Total Street Lights | Total Non-functioning |
|--------------------|---------------------|-----------------------|
| Triangle | 30 | 1 |
| Northeast Quadrant | 65 | 12 |
| Central District | 125 | 11 |
| Southwest Quadrant | 64 | 15 |
| Southeast Quadrant | 59 | 16 |

In general, all of the arterials were well-lighted with the exception of Broadway Avenue where all lights from 10th Street to 18th Street were not functioning. Residential areas had readily identifiable places where there was insufficient lighting of streets and sidewalks. The following list identifies these areas.

Residential Areas With Insufficient Street Lighting:

Cleveland Avenue, along most of its length
 St. Louis Avenue, along most of its length
 Gaty Avenue, east of 14th Street
 Frederick Avenue, along its length
 Henrietta Avenue, along its length
 Hall Avenue, along its length
 Alexander Avenue, along its length
 20th Street, along its length
 Belleville Avenue, along its length
 12th Street, north of Martin Luther King Drive and between Gaty and Missouri Avenues
 13th Street, between St. Louis Avenue and Martin Luther King Drive
 14th Street, between St. Louis Avenue and Martin Luther King Drive
 15th Street, between St. Louis Avenue and Martin Luther King Drive
 16th Street, between St. Louis Avenue and Martin Luther King Drive
 17th Street, from St. Louis Avenue to Division Avenue
 Kansas Avenue, east from 15th Street
 Division Avenue, east from 15th Street
 Broadway Avenue, from 10th and 18th Streets
 Walnut Avenue, along its length

As the list indicates, non-functioning lights were scattered throughout the sub-areas of the neighborhood. The only concentration of non-functioning lights was found along Broadway Avenue. Public housing areas south of Missouri were generally well lighted. This supports other findings that the East St. Louis Housing Authority developments have the best maintained neighborhood infrastructure.

Summary of Street Lighting:

Given the traffic along State Street, Martin Luther King Drive, and Missouri and Broadway Avenues, and the real and perceived level of criminal activity in the Winstanley/Industry Park Neighborhood, liberal use of street lighting is warranted. The tendency is to argue for more lighting in densely occupied sections. However, blocks with vacant lots and only one or two occupied homes may be at a bigger risk.

While many areas did seem to be adequately served by their street lighting, many areas could benefit from additional lighting or repair of existing non-functioning lighting. In many cases, private owners have installed at their own expense security lighting to provide some illumination along their blocks.

CURBING

Curbing along Winstanley/Industry Park streets is a crucial element in stormwater drainage control. Curbs direct water from private and public properties and from the middle of streets to nearby drains. These drains empty into the underground sewage system (The condition of area storm drains are examined in the next chapter section). The existence and condition of neighborhood curbing varied considerably from street to street and parcel to parcel. Figure 4.4 presents a detail of curbing conditions throughout the area.

Triangle:

Curbing along State Street and Martin Luther King Drive was in good condition. Otherwise the condition of curbs ranged from good along 14th and 12th Streets, to poor along Columbia Place. This sub-area had no dilapidated curbing. However, the majority of this area was missing curbing.

CURB AND DRAIN CONDITIONS

Winstanley / Industry Park East St. Louis, Illinois

Figure 4.4



Northeast Quadrant:

Curbing along the entire length of State Street and Martin Luther King Drive, was in good condition. The balance of the curbing was predominantly in good to fair condition. As was the case in the Triangle, the Northeast Quadrant had no dilapidated curbing. Patches of poor curbing were found along 16th and 18th Streets, Gray Boulevard, and Wimmer Place. Curbing was missing along the entire length of 20th Street and the east side of lower Wimmer Place. 20th Street is in an industrial zone and no residential uses are found along its length. It is serviced by an exposed ditch system which may adequately drain the area. If flooding does occur along 20th Street, the problem may be due to a lack of appropriate detention basins and poor grading rather than missing curbing.

Central District:

Curbing along the arterials, Martin Luther King Drive and Missouri Avenue, was in good to fair condition. The majority of the curbing in the rest of the neighborhood was also in good to fair condition. However, there was some concentration of poor to dilapidated curbs between 10th and 13th Streets and small pockets of poor and dilapidated curbing along St. Louis, Gaty, and Cleveland Avenues. St. Louis and Cleveland Avenues east of 18th had no curbing or poor curbing. As in the Northeast Quadrant, much of this area was serviced by an exposed ditch system. Curbing was missing from both sides of 14th Street between Missouri and St. Louis Avenues.

Southwest Quadrant:

Curbing along the arterials, Missouri and Broadway Avenues, was in good to fair condition. Curbing in the East St. Louis Housing Authority properties was, with only minor exceptions, in good to fair condition. Curbing along both sides of 16th Street and Division Avenue between 15th and 16th Streets was poor to dilapidated. There are no curbs along the entire length of Walnut Avenue. However, this street is serviced by an exposed ditch system.

Southeast Quadrant:

This sub-area has the worst curbing conditions in the Winstanley/Industry Park Neighborhood. There are no curbs rated in good condition, only Broadway and Missouri Avenue had curbs in fair condition. The rest of this sub-area either had poor or dilapidated curbing or none at all.

Summary of Curb Conditions:

The majority of curbing in the Winstanley/Industry Park Neighborhood is in good to fair condition and serves the area well. This is especially true for curbing along arterial streets. With the exception of missing curbs in the Triangle and Southeast Quadrant, most streets without curbing do have exposed ditch systems. However, the lack of necessary detention areas and poor grading for above-ground systems may create problems during heavy rainfalls. Encouragingly, Figure 4.4 clearly shows that there are few dilapidated curbs dispersed throughout the neighborhood.

STORM SEWER DRAINS

This section describes the condition and location of storm drains in the neighborhood. Neighborhood storm drains generally appeared to be in good condition and of sufficient number. Figure 4.4 shows the location of storm drains in the Winstanley/Industry Park Neighborhood and indicates those which are obstructed. Areas with higher concentrations of obstructed drains could be prone to flooding and protracted periods of standing water in roadways.

The underground sewer system was not studied as part of this report. Therefore, an analysis of the adequacy or inadequacy of its capacity or condition is not possible. However, it is worth noting that leaders and residents who were interviewed spoke of the "archaic nature" and deteriorated condition of the existing sewer system.

The fact that stormwater drainage is accomplished through the sanitary sewer system is important. This means that heavier rainfall could cause stormwater and sanitary sewer back-up into streets and private residences with consequent health and sanitary threats. Residents confirmed that back-ups have occurred in the past. In February 1990, 45,000 gallons of toxic waste spilled from the Wastex site at Broadway and the Southern Railroad. A portion of the spill drained into the sewer system. A heavy rainfall would have exacerbated this already dangerous problem.

Triangle:

The fifteen drains in this area were all concentrated along Martin Luther King Drive, State Street, Columbia Place, and 14th Street. Only one drain was visibly obstructed: midway on the west of Columbia Street. Fisher Street had no drains along its length and 13th Street and Belleville Avenue only had drains at Martin Luther King Drive. The few drains in these areas may not adequately capture stormwater runoff.

Northeast Quadrant:

The fifty drains located in this area were generally unobstructed. In some areas, there was no clear evidence of any type of drainage system. Water appeared to settle in pools following a moderate rainfall. Whether this was due to an inadequate subsurface system, a lack of drains, or both is not discernible. Two drains were visibly obstructed which may prevent the capture of stormwater runoff. As stated previously, the area between the Southern and Terminal Railroads was served by an exposed ditch system. However, on-site or off-site retention was not apparent.

Central District:

Drains were generally well-spaced, with most corners being served by four drains. However, in the area east of 18th Street, drains appeared to be somewhat scarce. They may not necessarily have been needed due to the presence of the nearby ditch system. Of the 107 drains located in this sub-area, 16 appeared visibly obstructed. During a moderate rainfall, some pooling of water was documented at the intersection of Gaty and Columbia Avenues. Upon inspection, all 4 drains at this intersection were obstructed.

Southeast Quadrant:

The drains in this sub-area were the most incapable of capturing stormwater runoff. Of the 29 drains in the area, nearly one-half (14) were visibly obstructed. There was significant pooling at the eastern ends of Kansas, Division, and Broadway Avenues, as well as along 18th Street. The first three streets do not have drains or curbing and 18th Street has a concentration of obstructed drains. This area is apparently incapable of handling even moderate amounts of stormwater runoff. It is also the area which borders two hazardous waste sites. Figure 4.5 shows potential flooding areas in the Winstanley neighborhood.

Southwest Quadrant:

Thirty drains served this sub-area, six of which were visibly obstructed. Pooling was present at the ends of each cul-de-sac in the Orr-Weathers developments south of Wesley Bethel United Methodist Church. This is somewhat surprising given that the curbing is in good to fair condition and most drains are open. It may be that the limited access to the interior of Orr-Weathers and its dead end cul-de-sac street pattern restrict the discharge of stormwater. Walnut Street has no drains because it is served by an exposed ditch system. No pooling was evidenced along the length of Walnut Street.

Summary of Storm Drains:

Obstructed drains in the area appear to inhibit the movement of stormwater runoff from level streets. The result is recurring flooding in some areas of the neighborhood. While opening all of the drains in the neighborhood will not alleviate all of the pooling, it will help. Opening these drains is not an expensive proposition. The City could easily phase such activity over a short period.

A study of the subsurface system's capacity and condition and how to separate stormwater runoff from the sanitary sewer system is necessary. If this separation is not feasible, then there may be ways to mitigate the potential damage to private property when severe flooding occurs.

There also needs to be a study of the exposed ditch systems in East St. Louis and how this water is retained and discharged. Enhancing and possibly expanding the existing ditch system in certain areas may be a low-cost, efficient, alternative way to deal with stormwater runoff.

MANHOLE COVERS

Missing manhole covers are a problem throughout the Winstanley/Industry Park Neighborhood. Missing manhole covers represent hazards for vehicular and pedestrian traffic, especially at night. Those which are located on sidewalks are particularly dangerous for children and the elderly, who could easily fall into them. Some of the missing manhole covers are located by vacant lots with overgrown vegetation and trash and are not marked or roped off.

In total, 38 manhole covers were missing in the neighborhood. Figure 4.5 shows the approximate location of each missing manhole cover. Currently, the incidence of missing manhole covers is distributed in the sub-areas as follows: the Triangle (4), the Northeast Quadrant (9), Central District (8), the Southeast Quadrant (11), and the Southwest Quadrant (6).

HAZARDS

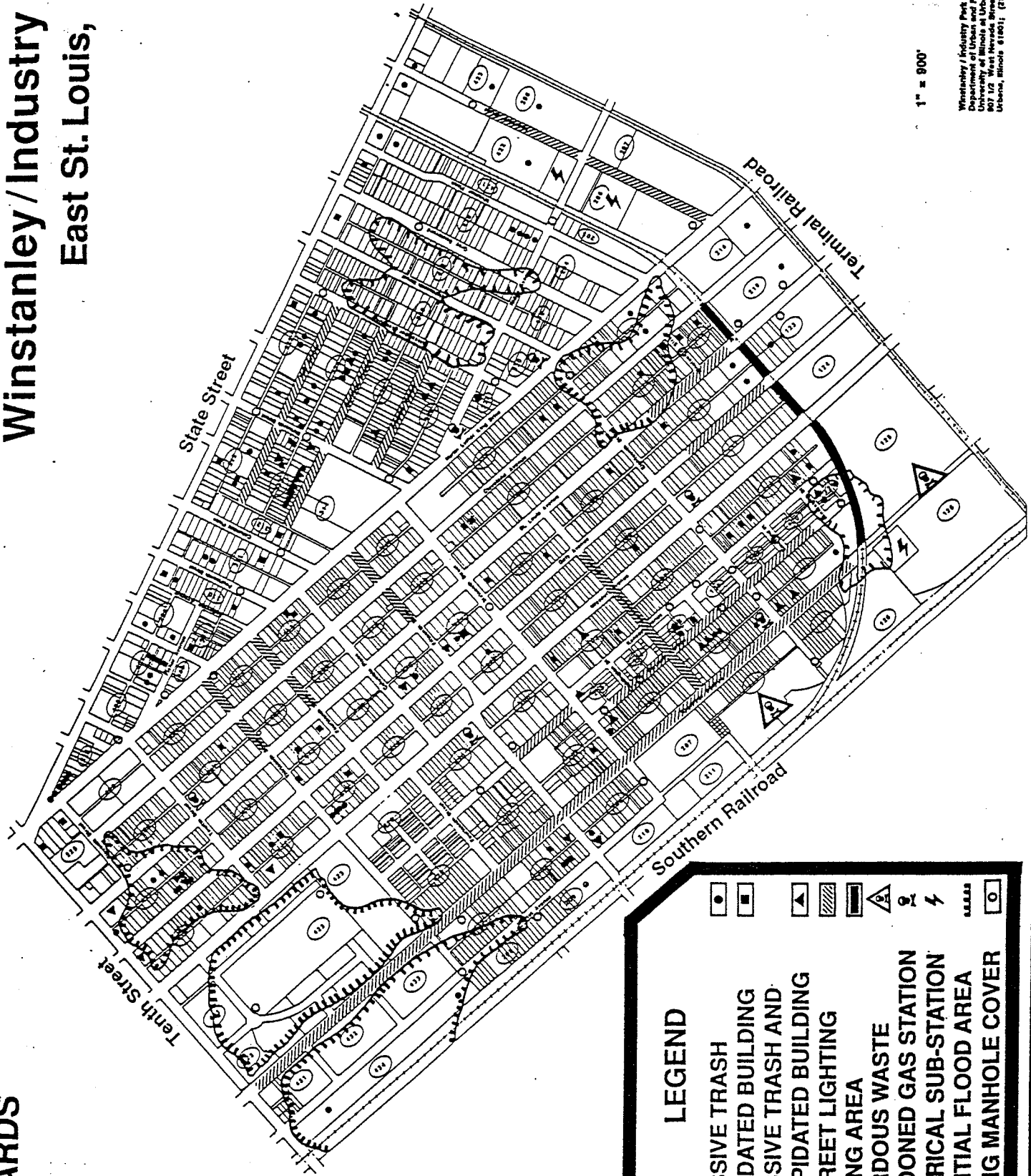
Winstanley/Industry Park East St. Louis, Illinois

Figure 4.5



1" = 900'

Winstanley / Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
207 1/2 West Nevada Street
Urbana, Illinois 61801 (217) 233-3890



LEGEND

- EXCESSIVE TRASH
- DILAPIDATED BUILDING
- EXCESSIVE TRASH AND
- DILAPIDATED BUILDING
- NO STREET LIGHTING
- DUMPING AREA
- HAZARDOUS WASTE
- ABANDONED GAS STATION
- ELECTRICAL SUB-STATION
- POTENTIAL FLOOD AREA
- MISSING MANHOLE COVER

ENVIRONMENTAL HAZARDS

Figure 4.5 also shows the location of the two neighborhood Environmental Protection Agency Superfund sites, Wastex, Incorporated and Lefton Iron and Steel Company. Both of these sites are in the process of either being cleaned-up or having a EPA mandated clean-up plan developed. In the interim, and given the lengthy process of comprehensively cleaning up the sites, there needs to be means developed which buffer nearby residential areas from environmental hazards. It is also important to adequately secure both sites to prevent casual entry.

In addition to the two Superfund sites, Figure 4.5 shows other environmental and possible toxic hazards created by abandoned gasoline service stations. Depending on the presence and condition of underground storage tanks, contamination of surrounding soils could exist. To properly assess these hazards the condition and effects of remaining underground gas tanks should be studied by appropriate regional agencies.

V.

Community Perceptions of the Neighborhood

INTRODUCTION

This chapter presents findings from a series of neighborhood resident and neighborhood leader interviews. Appendices H and I include the survey forms used for these interviews. Both groups were asked the same questions regarding neighborhood conditions. These questions addressed housing issues, infrastructure conditions, education, area social services, local churches, fire and police protection, shopping, employment, and utility services. In addition, respondents were asked how problems in these areas could be addressed and which concerns should receive first priority in a community stabilization plan. For each issue, residents and leaders consensus is presented, followed by their unique concerns.

These interviews were critical to the planning process. The resident interviews helped the Research Team discover local opinions and gain knowledge of the neighborhood. The leader interviews were equally valuable. Appendix J lists the organizations whose leaders were interviewed. Their comments were helpful in putting the Winstanley/Industry Park Neighborhood in the larger context of the City and region. It was also illuminating to assess how responses of leaders compared to those of neighborhood residents.

The numbers in the tables throughout this chapter are percentages, not the actual number of responses. The "# RESPONSES" indicates the number of people who responded to the question. These numbers vary because not everyone interviewed answered each question. It was important to show this number and not the percentage of "no response" because the reader should note that some percentages were based on relatively few responses.

STRENGTHS AND WEAKNESSES

Consensus Between Residents and Leaders on the Strengths of the Neighborhood:

When asked to identify the strengths of the neighborhood, there was overwhelming agreement between residents and leaders that the people of the area are its greatest asset. Both groups said the stability of older families was an asset, leaders also cited the devotion of long-term residents to the area. The leaders described the residents as good-hearted people who were willing to work. They did feel that the residents needed to be more efficiently organized to pressure for change and to conduct neighborhood-based projects, such as Operation New Spirit.

A substantial number of residents and a small number of leaders felt that the neighborhood had no identifiable strengths. This was viewed as a recent phenomenon caused by increases in crime, single parent households, and decreases in communication among neighbors.

Distinctive Resident Opinions on the Strengths of the Neighborhood:

Residents emphasized the number of local homeowners as a strength on which to build. They felt homeowners better maintain their properties and adjacent lots. This is one reason why many of those interviewed believed the appearance of their neighborhood to be better than other areas of the City. Residents also felt that there is still a solid foundation of good communication between neighbors, as evidenced by several existing neighborhood watch programs.

Distinctive Leader Opinions on the Strengths of the Neighborhood:

The leaders identified two additional strengths of the community: its location, and local churches. Winstanley's proximity to downtown East St. Louis and its central location within the Greater St. Louis metropolitan area, major highways, interstates, railroads, and the Mississippi River, were often expressed as great assets. Also noted was East St. Louis's strategic location in the center of the nation. They felt the City should capitalize on this advantage by attracting businesses with national markets.

The leaders also cited the churches as a neighborhood strength. Most respondents felt churches have a strong commitment to the community and that "they have the resources to get things done." Wesley Bethel United Methodist Church's Headstart program was cited as an important example of this commitment.

Consensus of Residents and Leaders on the Weaknesses of the Neighborhood:

There were three weaknesses which the residents and leaders strongly agreed upon: housing conditions, drugs and crime, and high unemployment.

Respondents were deeply distressed by the increasing number of deteriorated, dilapidated, and fire damaged buildings in the area. They were also concerned by the lack of maintenance of buildings currently in fair to good condition. Respondents were also troubled by residents' difficulty in obtaining home improvement loans. The added expense of high property taxes was cited as a threat to both existing homes and as a barrier to new construction. Lastly, the poor design and persistent overcrowding in area public housing projects were thought to promote crime and undermine the community's quality of life. Some of this perception can probably be attributed to biases against public housing and associated stigma.

Increased drug and crime activity is a major concern of the leaders and a major source of anxiety for the residents. Although the residents recognize that there are "drug rings" in the area, they feel that the problem is not with neighborhood residents. The perception is that outsiders loiter and cause trouble, including break-ins and assaults. Residents are also reluctant to inform authorities of illegal activity for fear of retaliation from drug dealers. Residents frequently attribute a "hot" street trade in drugs to non-local demand. Local arrest records could be examined to determine the accuracy of this perception.

Both residents and leaders are concerned with the lack of available jobs for neighborhood residents. As one person said, "the absence of industry means that good-paying jobs are non-existent." Many residents believe that this problem contributes to the above-mentioned problems of drug abuse, crime, and poor living conditions.

There were several other problem areas identified by the residents and leaders. High property taxes, City financial mismanagement, and political in-fighting were seen as weaknesses. Also, the lack of parks and recreational activities, adequate police and fire protection, as well as weak political leadership were seen as weaknesses. Apathy was often used to describe the resident's hesitancy to voice concerns and to get involved. Whereas long-time residents were cited as a strength, several residents and leaders discussed the opposite. They mentioned that older residents were dying and their well-maintained homes adapted as rental properties, which can quickly deteriorate with landlords' increasing operating expenses and tenants' low incomes.

Distinctive Resident Opinions on Weaknesses of the Neighborhood:

The residents offered unique concerns related specifically to the appearance of the neighborhood. They are incensed by illegal dumping on a growing number of vacant lots. The absence of neighborhood trash pick-up was frequently noted as a contributing factor to the area's substandard appearance. On a different note, a few residents were concerned with increased levels of noise and traffic on Martin Luther King Drive and State Street.

Distinctive Leader Opinions on Weaknesses of the Neighborhood:

The leaders focused on the problems associated with out-dated infrastructure, poverty, and poor education. In most cases, they addressed these as city-wide issues, existing in but not limited to the Winstanley neighborhood. These issues will be discussed in subsequent chapters.

HOUSING

Closed-ended Survey Responses from Residents and Leaders:

Table 5.1 reports the resident and leader responses to questions regarding the condition, affordability, and availability of housing. As this table shows, residents tended to evaluate housing in Winstanley/Industry Park more favorably than leaders. Residents were mostly concerned with the availability of housing. While most residents were relatively satisfied with the condition and affordability of area housing, 53% of the respondents ranked housing availability as poor. The leaders consistently ranked housing condition, affordability, and availability as poor.

Change in Housing:

The residents were asked how the condition of housing has changed during the last five years. Approximately one-third of those interviewed evaluated the change as positive. One common response was that housing conditions have not changed much during this time. Others observed that some homeowners were doing small rehabilitation or improvement projects, as budgets permitted. The people in this group are genuinely proud of how well long-term residents maintain their properties.

However positive the above comments were, there were others interviewed who cited deteriorated housing conditions as a major problem facing the neighborhood.

Many people, including more long-term residents, pointed to the increase during the last five years in vacant lots and abandoned buildings. It was not unusual for someone to identify a specific lot which recently been vacated.

The residents identified three broad categories of problems undermining the area's housing stock. First, people mentioned the lack of maintenance on owner-occupied dwellings. They explained that many of their neighbors were unable to afford needed home repairs and were on some form of government transfer payments, receiving Social Security or AFDC. The lack of jobs in East St. Louis, along with the low paying nature of many jobs, makes it difficult for other families to adequately maintain their homes. Second, the initial problem is exacerbated by both a perceived and real lack of available credit from area lender's of home improvement loans. Residents believe that local banks do not make area loans because of the poor housing conditions and the perceived heightened risk of default. Third, they cited as a problem the growth of rental units which they view consider less well maintained. People complained about the condition of some rental units and landlords that do not make badly needed repairs. They also were concerned by the social and economic woes of new tenants and how their personal problems will affect the neighborhood.

Table 5.1
Condition, Affordability, and Availability of Housing
Resident and Leader Responses
(by percentage)
1991

| HOUSING | Condition (%) | | Affordability (%) | | Availability (%) | |
|-------------|---------------|----|-------------------|----|------------------|----|
| | R | L | R | L | R | L |
| Excellent | 18 | 0 | 14 | 12 | 3 | 6 |
| Good | 18 | 5 | 17 | 0 | 8 | 0 |
| Fair | 41 | 26 | 26 | 18 | 11 | 11 |
| Inadequate | 10 | 26 | 20 | 24 | 25 | 22 |
| Poor | 13 | 42 | 23 | 47 | 53 | 61 |
| # RESPONSES | 39 | 19 | 35 | 17 | 39 | 18 |

R=Residents; L=Leaders

Consensus of Residents and Leaders on How to Improve Conditions:

When asked to identify ways to improve local housing conditions, the most common response of residents and leaders was to suggest the expansion of various financial support mechanisms. They spoke of the need for additional funding of home improvement and maintenance programs. Both groups believed that local lending practices needed to be liberalized and subsidized. Low interest mortgages, home improvement loans, and governmental loan guarantees, were viewed as necessary to offset lender's risk. Education was also an issue, particularly for the leaders. They recommended educational programs for residents on how to apply for and get loans, weatherize homes, and develop household budgets.

The leaders and residents also agreed on the importance of restoring the neighborhood's physical appearance. Many felt that trash needs to be removed, overgrown lots mowed and maintained, unsafe buildings torn down, and stricter building codes enacted and enforced before local housing conditions can improve.

Both groups, but especially the residents, felt people in the neighborhood needed to become more effectively organized. Many residents felt the need for everyone to work together; including, City officials, landlords, tenants, homeowners, and service professionals, in order to stabilize and improve the area's housing stock. Many of those interviewed suggested the establishment of a formal community organization to foster citizen involvement and positive change on local housing issues.

Distinctive Resident Opinions on How to Improve Conditions:

Many residents view security and crime as very real problems. Several people's homes had been broken into, both while they were at home and away. Of those interviewed, elderly citizens appeared most affected by this problem. Throughout the interviews, neighborhood watch programs were mentioned as something residents could do for themselves. Residents focused on self-help crime prevention in light of the understaffing of the local police. Several people mentioned neighborhood watch programs which had existed at one time. It was apparent that these were no longer functioning. The absence of a local community organization with professional staff would make it difficult for residents to sustain such volunteer efforts.

Distinctive Leader Opinions on How to Improve Conditions:

Almost all leaders interviewed stressed the importance of efforts to lower local property taxes. High tax rates are viewed as a major cause of poor maintenance of private property, and as the primary barrier to new area investment. One leader related

high property taxes to housing in the following way "a declining housing stock equals a declining tax base, which equals an increased tax rate, which equals declining private capital investment." The leaders agreed that a solution to this "cycle" is critical to East St. Louis' future economic stability and revitalization.

Several leaders cited the lack of a comprehensive plan and a city planning department as roadblocks to improving housing conditions. They felt a comprehensive city plan could establish feasible short and long-range goals and objectives for the community. In turn, these goals and objectives could provide a structure for the coordination and development of neighborhood improvement plans. As it stands now, there is no municipal agency to coordinate local community improvement efforts. As one leader put it, "even if we were fortunate enough to have a development proposal, we don't have anyone technically qualified to evaluate it or to direct the developer through the permitting phase."

Credit Availability:

The leaders were asked about credit availability for home purchases and repairs. Their assessment of local credit services was negative and followed two lines of reasoning. First, lending substantial capital for real estate investment in the area was viewed as financially risky. Declining property values, high taxes, high unemployment, and unstable social conditions were cited as typical reasons why local lenders did not make mortgage and home improvement loans within the area. Second, the people who would qualify for home mortgage and improvement loans are seeking ways to leave East St. Louis and do not want to invest more into the City.

INFRASTRUCTURE

Closed-ended Survey Responses By Residents and Leaders:

Residents and leaders were asked to rate the condition of various components of the Winstanley/Industry Park infrastructure. In some instances, the leaders were unfamiliar with the neighborhood and gave answers regarding the City as a whole. Table 5.2 presents their responses.

Table 5.2
Condition of Infrastructure
Residents and Leaders
(by percentage)
1991

| INFRASTRUCTURE | | Excellent (%) | Good (%) | Fair (%) | Inadequate (%) | Poor (%) | # Responses |
|-----------------|---|---------------|----------|----------|----------------|----------|-------------|
| Streets | R | 7 | 8 | 47 | 13 | 25 | 40 |
| | L | 5 | 11 | 32 | 32 | 21 | 19 |
| Sidewalks | R | 5 | 5 | 32 | 32 | 26 | 38 |
| | L | 0 | 5 | 26 | 37 | 32 | 19 |
| Traffic Lights | R | 12 | 9 | 29 | 21 | 29 | 34 |
| | L | 6 | 22 | 22 | 33 | 17 | 18 |
| Street Lights | R | 12 | 18 | 27 | 10 | 33 | 40 |
| | L | 5 | 0 | 26 | 37 | 32 | 19 |
| Curbs/Gutters | R | 11 | 6 | 26 | 23 | 34 | 35 |
| | L | 0 | 11 | 22 | 33 | 33 | 18 |
| Drainage Inlets | R | 13 | 13 | 18 | 16 | 39 | 38 |
| | L | 0 | 11 | 11 | 28 | 50 | 18 |
| Street Signs | R | 8 | 14 | 33 | 25 | 19 | 36 |
| | L | na | na | na | na | na | na |

R=Residents; L=Leaders; na=not asked

Residents generally ranked the components of their neighborhood infrastructure more favorably than leaders. Over 50% of the residents rated the condition of streets, street lights, and street signs, as either excellent, good, or fair. Sidewalks, curbs/gutters, and drainage were ranked the worst, with each component receiving a rating of less than fair. This means that both groups believe these components are in need of immediate attention.

Consensus of Residents and Leaders on How to Improve Infrastructure Conditions:

Both the residents and the leaders agreed that repairing storm sewers, gutters, and storm drains, to address area flooding must be the top priority in this area. The antiquated sewer lines were often referred to as the root of many infrastructure problems. Local residents stated that a section of Walnut Street between 14th and 15th Streets was not even connected to existing sewer lines. The residents complained, as the street condition survey verified, the existence of many deteriorated and clogged storm drains.

The vandalism of infrastructure components was also described as a problem. When asked about missing street and traffic signs one person commented that, "people tear them down as fast as you can put them up." Other people complained about missing manhole covers and garbage being strewn by teenagers. The most serious case of vandalism was, according to EPA documents, several spills of toxic waste at Wastex, Inc. This occurred due to the theft of brass valves from storage tanks holding toxic materials. As a result of this incident, 24-hour security guards have been posted at the site's main entrance and some attempt has been made to secure other portions of the property with perimeter fencing.

Distinctive Resident Opinions on How to Improve Infrastructure Conditions:

There were several infrastructure components that residents expressed concern about that leaders did not mention. Residents reported that many street lights were missing or broken. One person said that, "we have to burn our own lights outside," for security reasons. This contrasts sharply with a leaders comment that, "according to Illinois Power the City spends over \$600,000 on street lights, so I assume they are OK." The residents also cited poor conditions of some sidewalks and missing or broken traffic lights as hazards, especially for children.

EDUCATION

Closed-ended Responses From Residents and Leaders:

Residents and leaders were also asked to rate the quality of local educational services. Table 5.3 presents their responses.

Table 5.3
Quality of Local Educational Services
Residents and Leaders
(by percentage)
1991

| SCHOOLS | Pre-school (%) | | Elementary (%) | | Junior H.S. (%) | | Senior H.S. (%) | | State C.C. (%) | | #189 Board % | |
|-------------|----------------|----|----------------|----|-----------------|----|-----------------|----|----------------|----|--------------|----|
| | R | L | R | L | R | L | R | L | R | L | R | L |
| Excellent | 28 | 33 | 18 | 11 | 7 | 0 | 11 | 0 | 32 | 0 | 7 | 6 |
| Good | 32 | 17 | 29 | 28 | 21 | 20 | 29 | 24 | 21 | 0 | 27 | 6 |
| Fair | 32 | 28 | 36 | 44 | 34 | 40 | 29 | 29 | 26 | 46 | 20 | 38 |
| Inadequate | 4 | 17 | 11 | 11 | 24 | 33 | 18 | 41 | 16 | 23 | 20 | 13 |
| Poor | 4 | 6 | 7 | 6 | 14 | 7 | 14 | 6 | 5 | 31 | 27 | 37 |
| # Responses | 25 | 18 | 28 | 18 | 29 | 15 | 28 | 17 | 198 | 13 | 30 | 16 |

R=Residents; L=Leaders; State C.C.=State Community College

Both groups generally gave average scores to education. Lower school grades were more favorably rate than higher grade levels. Pre-school and elementary schools received above average rankings from both residents and leaders. In general, both groups felt that as more students advance, the quality of education they receive becomes worse. The Board of Education, School District #189, received the worst score in the Education section. This is consistent with many open-ended responses. They suggest that the school board is too political and focuses on administration over education. The perception of School Board corruption, even if uncorroborated, represents an issue for local school officials to address.

Consensus of Residents and Leaders on How to Improve Local Education:

Education questions drew a considerable amount of response from both residents and leaders. While both groups agreed that education in East St. Louis needs reform, they did not always concur on what needs to be done. Several people gave positive responses regarding the effectiveness of older teachers and the local Head Start Program. However, the comments about the quality of education were generally not encouraging, particularly regarding upper grade levels.

Both residents and leaders felt that the School Board's operations were too political. Several respondents indicated that the Board of Education was more concerned with internal politics than with the quality of education offered to students. One leader claimed, "the superintendent has fourteen family members working for her." A resident offered the following as advice, "take out the politics and the buddy system."

Many of those interviewed acknowledged that the school system lacked necessary resources to properly serve the community. Several leaders and residents mentioned a need for more supplies and teachers, better equipped buildings, improved security, and additional schools to alleviate crowding.

Residents and leaders agreed that children in East St. Louis lack leadership and guidance and need better role models. However, they disagreed on how to address these needs. As the single greatest problem in the education of neighborhood youth, residents mentioned the poor quality and lack of dedication among teachers. On the other hand, leaders believe that a negative home environment was the greatest problem in children's education.

Both groups discussed a perceived lack of discipline in the personal lives of area children, which affected school hours. Residents felt that overcrowded classrooms were difficult to keep orderly, "teachers can't control the students. There are too many students in each classroom." In addition, leaders stated that better enforcement of school rules was necessary, including stricter adherence to grading scales.

Distinctive Resident Opinions on How to Improve Local Education:

Residents also discussed two separate problems facing area youth and schools. First, the perceived poor quality of teachers, second, alleged illicit drug use by school district staff. Eleven of 37 resident responses concerned one of these problems. Some complained that few teachers live in East St. Louis, have limited contact with the neighborhoods, and are not available for after-school activities. Regarding drug use, one respondent remarked, "we need better teachers and they should take drug tests." It should be pointed out that in the weeks prior to this survey, local and State media were running stories on alleged drug abuse by local district staff. This publicity may have affected the responses offered. Whether or not the allegations are true, the perception of abuse, if widespread enough, could pose a serious problem for local educational reform efforts.

Distinctive Leader Opinions on How to Improve Local Education:

Among the leaders, 12 out of 35 responses included references to negative neighborhood or household environments affecting the education of local youth. "The biggest problem is that schools are not prepared to teach children who are not prepared to learn. Children have a lack of good meals, good night's sleep, and a quiet place to read or study." Leaders mentioned the deteriorating physical environment and quality of family life as important factors in poor school performance. Also cited as additional factors were a lack of successful male role models, poor parental supervision and assistance, and a cycle of poverty that diminishes self-esteem.

SOCIAL SERVICES**Closed-ended Survey Responses From Residents and Leaders:**

Residents and leaders were asked to rate an array of social services available to Winstanley/Industry Park residents. Respondents were asked to evaluate local preventive and emergency health, parks and recreation, day care, drug abuse, job training, family and budget counseling, elderly support, and shelter/soup kitchen programs. Table 5.4 presents a summary of these responses.

As this table shows, residents and leaders generally agreed. They gave average scores to preventive health, emergency health, and day care services. Lower scores were given to local family and budget counseling, parks and recreation, and drug abuse programs. In general, social services evaluated received average to below average rankings from residents and leaders.

Consensus of Residents and Leaders on How to Improve Social Services:

Residents and leaders were asked for suggestions on how to improve social services available to neighborhood residents. Several residents and leaders cited health care as an area which needed improvement. Some residents revealed that they go to St. Louis for health care. Others complained about service at St. Mary's in East St. Louis, "you have to wait too long, they don't care," and the "ambulance service is very poor." One leader spoke of poor health care as it affects children, "it directly affects their ability to learn."

Table 5.4
Social Service Programs Available to Area Residents
Residents and Leaders
(by percentage)
1991

| SOCIAL SERVICES | | Excellent (%) | Good (%) | Fair (%) | Inadequate (%) | Poor (%) | # Responses |
|---------------------------|---|---------------|----------|----------|----------------|----------|-------------|
| Preventive Health | R | 14 | 25 | 18 | 21 | 21 | 28 |
| | L | 0 | 13 | 33 | 40 | 13 | 15 |
| Emergency Health | R | 18 | 18 | 14 | 21 | 21 | 28 |
| | L | 22 | 0 | 33 | 28 | 11 | 18 |
| Parks | R | 0 | 16 | 22 | 25 | 38 | 32 |
| | L | 0 | 0 | 25 | 44 | 31 | 16 |
| Day care | R | 14 | 36 | 9 | 14 | 27 | 22 |
| | L | 23 | 0 | 46 | 23 | 8 | 13 |
| Drug Abuse | R | 0 | 15 | 30 | 5 | 50 | 20 |
| | L | 0 | 8 | 8 | 54 | 31 | 13 |
| Job Training | R | 4 | 4 | 16 | 20 | 56 | 25 |
| | L | 0 | 14 | 7 | 57 | 21 | 14 |
| Family Counseling | R | 0 | 8 | 16 | 20 | 56 | 25 |
| | L | 0 | 10 | 20 | 60 | 10 | 10 |
| Budget Counseling | R | 0 | 9 | 4 | 17 | 70 | 23 |
| | L | 0 | 0 | 0 | 30 | 70 | 10 |
| Elderly Support | R | 14 | 11 | 25 | 18 | 32 | 28 |
| | L | 8 | 15 | 23 | 31 | 23 | 13 |
| Shelters/ Soup Kitchen | R | 8 | 4 | 23 | 15 | 50 | 27 |
| | L | 0 | 15 | 15 | 38 | 31 | 13 |

R=Residents; L=Leaders

Both groups agreed that the general level of available social services is inadequate. A few people in each group recognized the need for more funds and better facilities. They suggested rehabilitating vacant buildings to house new unspecified social services. Some group members felt that people were not aware of services locally available, "some people just don't know the services are there or how to use them." As a group, the leaders were not specific as to what services were most needed or which to improve. Those interviewed claimed that many social services were spread too thin.

Distinctive Resident Opinions on How to Improve Social Services:

In contrast to the leaders, residents did offer specific suggestions for improvement. Common inadequacies cited were a lack of parks and recreational activities for children, and quality affordable day care. Several people suggested converting vacant lots into small playgrounds for neighborhood children. Several residents believed that the neighborhood needed to organize to improve conditions, "get everyone working [together], get a community group working."

CHURCHES' ROLE IN THE NEIGHBORHOOD

Distinctive Resident Opinions on What Services Churches Could Offer:

Residents were asked to specify what services provided by local churches were used and what services should be provided. In most cases, respondents answered with respect to social services available through area churches. In response to a direct question about whether or not they took advantage of church services, 17 residents answered "yes" and 21 answered "no".

Many people discussed church services that they utilize or think should be offered. The responses can be grouped into services for one of four general types of recipients: the poor, children, elderly, and the overall community. Of these, services for the poor and children were mentioned more often than for other groups. Services aimed at helping the poor included clothing and food drives, meals, and homeless assistance. Services suggested for children included pre-school, day care, Bible school, and general recreational activities and programs.

Several people believe the churches should provide more assistance for the elderly and shut-ins. Organized get-togethers, transportation to services, and home visitations were indicated as desirable and appropriate for churches to offer neighborhood elderly.

An interesting group of responses dealt with community problems. A significant number of respondents wanted the churches to be more involved in job-training, low-income home loans, family and individual counseling, drug rehabilitation, and educational scholarships. Residents felt these services were not being adequately served by other sources.

MUNICIPAL SERVICES (Police Protection, Fire Protection, and Transit Service)

Closed-ended Survey Responses From Residents and Leaders:

The residents and leaders were asked to rate the police, fire, and public transportation services available in the Winstanley neighborhood. Table 5.5 presents the results of these questions.

As this table shows, the residents and leaders differed considerably in their evaluation of municipal services. The leaders ranked the three services worse than did the residents. The residents rated police protection below average, while the leaders felt it was very poor. Fire protection received dramatically different evaluations. The residents gave fire services above average ratings. The leaders rated it below average, about as poor as the rating for police protection. Public transportation received very favorable rankings from residents, while the leaders considered it average.

Consensus of Residents and Leaders on Police Protection:

"Slow response time" was the biggest complaint leveled at the police department. "They are understaffed. I called at 6 a.m. and the police got here at 4:15 p.m. about a stolen car in our lot . . . too many things the police are expected to act on." This quote by a Winstanley businessperson captures many of the residents' and leaders' concerns regarding police protection. These complaints were often tempered by the acknowledgement that the police were inadequately funded. Both residents and leaders concurred that additional officers, patrols, and better equipment and facilities are desperately needed.

Table 5.5
Police, Fire, and Public Transportation Services
Residents and Leaders
(by percentage)
1991

| MUNICIPAL SERVICES | Police (%) | | Fire (%) | | Transit (%) | |
|--------------------|------------|----|----------|----|-------------|----|
| | R | L | R | L | R | L |
| Excellent | 14 | 0 | 19 | 5 | 44 | 6 |
| Good | 16 | 5 | 19 | 5 | 26 | 28 |
| Fair | 11 | 16 | 33 | 11 | 19 | 39 |
| Inadequate | 24 | 53 | 17 | 47 | 11 | 22 |
| Poor | 35 | 26 | 11 | 32 | 0 | 6 |
| # RESPONSES | 37 | 19 | 36 | 19 | 28 | 18 |

R=Residents; L=Leaders

Distinctive Resident Opinions on Police Protection:

It was evident that there has been a breakdown in communication between the residents and local police. Resident comments regarding the police included: "bad," "corrupt," "inefficient," and "all need to be fired." Residents felt the police department is mismanaged and that due to understaffing and intense job pressures, officers are overly stressed and frustrated. Many people believe this has resulted in the department becoming increasingly less responsive and caring. Several people did express the opinion that the City's fiscal problems have resulted in the department being underfunded. Though the inadequacy of police protection is a painfully tough issue, it is one which some residents feel must be addressed. It was also not unusual for residents to offer the opinion that police are too lenient and need to "crackdown" on offenders.

Consensus of Residents and Leaders on Fire Protection:

Most of those interviewed were satisfied with the job the fire department is doing. However, there was almost unanimous agreement that funding was inadequate. "Not

enough people and not enough equipment . . . they do the job, but if there are three fires, you can't put them out. You need to add firemen and get more ladders." Both residents and leaders said the fire department needed more manpower, money for training and new and better equipment. Several residents expressed concern about slow response times because of fire station closings, "they have to go too far to get to a fire."

CONSUMER SERVICES

Closed-ended Survey Responses From Residents and Leaders:

Both residents and leaders were asked to rate the adequacy and availability of consumer services. They were specifically questioned about grocery and housewares shopping. Housewares is defined as clothing, furniture, and other items normally found in department stores. Table 5.6 presents data regarding grocery and housewares shopping.

Consensus of Residents and Leaders on Consumer Services:

When asked about the availability of consumer services most of the residents and leaders agreed that local shopping opportunities are inadequate for some items. There was no strong consensus on specific items. As one resident put it, "we shouldn't have to go all the way to Collinsville to buy a pair of pants." For him it was pants, for others it was shoes, groceries, furniture, and movie theaters.

Adding to the frustration regarding the lack of shopping facilities was the consensus that prices are higher in East St. Louis. Both residents and leaders agreed that this is true. Several reasons were offered by leaders and residents why prices are higher in East St. Louis. First, several leaders expressed the opinion that "market isolation" is the underlying culprit. Local businesses capitalize on residents who are bound to the City through transportation or social constraints. Second, residents and leaders explained that businesses in East St. Louis have higher security costs and property taxes, and endure more vandalism. These additional costs are passed along to the consumer via higher prices on local goods and services. This may also be causing higher insurance premiums.

Table 5.6
Grocery and Housewares Shopping
Residents and Leaders
(by percentage)
1991

| CONSUMER SERVICES | Grocery (%) | | Housewares (%) | |
|-------------------|-------------|----|----------------|----|
| | R | L | R | L |
| Excellent | 17 | 0 | 10 | 0 |
| Good | 9 | 8 | 16 | 8 |
| Fair | 29 | 15 | 19 | 23 |
| Inadequate | 14 | 54 | 16 | 38 |
| Poor | 31 | 23 | 39 | 31 |
| # RESPONSES | 35 | 13 | 31 | 13 |

R=Residents; L=Leaders

The combined effect of fewer shopping opportunities and higher prices forces many East St. Louis residents to make purchases outside the City. For example, over one-third of the residents interviewed routinely do their grocery shopping outside of East St. Louis. Over 15% of those surveyed say they do not shop in East St. Louis due to high prices. Regardless, it is clear that local businesses are losing a substantial portion of expenditures to outside competitors. This represents both a threat to the economic future of the City and future growth and development opportunities.

Distinctive Resident Opinions on How to Improve Consumer Services:

Approximately one-third of the residents interviewed wanted more local grocery stores, neighborhood convenience stores, and department/clothing stores. To a lesser extent, the people desired additional drug stores, furniture stores, and theaters/recreational facilities. It is equally important that any new shopping facility offer competitively priced goods with considerate and efficient customer service.

EMPLOYMENT

Closed-ended Survey Responses From Residents and Leaders:

Residents considered three elements of local employment: job skills possessed by residents, existing job training opportunities, and current job availability. Leaders were asked to judge the first two, but not the availability of jobs. Table 5.7 presents the results.

Table 5.7
Employment Outlook
Residents and Leaders
(by percentage)
1991

| EMPLOYMENT | Job Skills (%) | | Job Training (%) | | Job Availability (%) | |
|-------------|----------------|----|------------------|----|----------------------|----|
| | R | L | R | L | R | L |
| Excellent | 7 | 7 | 0 | 0 | 6 | na |
| Good | 21 | 7 | 6 | 10 | 0 | na |
| Fair | 34 | 13 | 13 | 10 | 6 | na |
| Inadequate | 17 | 33 | 12 | 30 | 6 | na |
| Poor | 21 | 40 | 69 | 50 | 82 | na |
| # RESPONSES | 29 | 23 | 16 | 10 | 34 | na |

R=Residents; L=Leaders; na=not asked

As this table shows, employment-related services received very poor ratings. Both residents and leaders ranked job training very poorly. Job skills scored only a slightly higher. Of the two, the residents rated job training worse. They rated job skills better than the leaders. Job availability received very poor ratings from the residents.

Consensus of Residents and Leaders on the Employment Situation:

Views regarding the local employment situation were very similar between residents and leaders. Many people simply stated that the employment situation was "bad," "poor," or "terrible." Such comments as "the employment situation is horrible" were common. There were two recurring themes regarding the poor employment situation. First, a lack of skills possessed by those seeking jobs. Second, a lack of available jobs in East St. Louis. Some of the employers interviewed stated clearly that there just were not employable personnel in East St. Louis, "the problem is . . . [they] do not have the high-tech skills needed for today's job."

Both groups provided similar explanations for these themes. They claimed few available jobs for both skilled and unskilled workers, and a substandard level of training by those seeking skilled positions. Of those giving a reason, 8 of 14 residents and 4 of 11 leaders mentioned few available jobs as the basis for high unemployment. Leaders were more prone to offer a lack of skills as the main problem, especially advanced communications and technical skills, "I had to train my two employees from East St. Louis. They are good but I had to do extensive training with them." Four residents and 7 other leaders agreed with this person's assessment.

Several other causes were mentioned, although less frequently. A few interviewees related that many people in the neighborhood were not of working age, either people were retired or still of school-age. Others argued that jobs were available but difficult to get to, "to get a decent job you need to go outside the City and this is not easy due to transportation and a lack of money." Three residents specifically mentioned the difficulty in getting to St. Louis. Of 13 residents interviewed who said they have a job, 7 worked in St. Louis, 4 in East St. Louis, and the rest in other municipalities.

The majority of the responses tended to identify either low job availability or inadequate job skills as the underlying reason for low employment levels. The frequency of both responses indicates that both are issues which need to be addressed.

UTILITIES

Closed-ended Survey Responses From Residents and Leaders:

Residents and leaders were asked to rate the overall adequacy of the following utilities: water, sewer, gas, electric, and phone. If asked, they were told to consider the

availability and quality of service, as well as the cost. Table 5.8 gives their responses.

Table 5.8
Public Utility Services
Residents and Leaders
(by percentage)
1991

| UTILITY SERVICE | Water (%) | | Sewer (%) | | Gas (%) | | Electric (%) | | Phone (%) | |
|-----------------|-----------|----|-----------|----|---------|----|--------------|----|-----------|----|
| | R | L | R | L | R | L | R | L | R | L |
| Excellent | 27 | 0 | 19 | 0 | 36 | 0 | 33 | 8 | 42 | 8 |
| Good | 33 | 27 | 9 | 0 | 27 | 50 | 33 | 38 | 29 | 38 |
| Fair | 15 | 45 | 16 | 15 | 18 | 42 | 15 | 46 | 10 | 46 |
| Inadequate | 12 | 9 | 9 | 46 | 18 | 0 | 12 | 0 | 13 | 8 |
| Poor | 12 | 18 | 47 | 38 | 0 | 8 | 6 | 8 | 6 | 0 |
| * RESPONSES | 33 | 11 | 32 | 13 | 33 | 12 | 33 | 13 | 31 | 13 |

R=Residents; L=Leaders

As this table shows, utilities were overall one of the most highly rated local services. With the exception of sewer service, nearly all were ranked above average by both the residents and the leaders. The leaders ranked the sewer service more harshly than the residents did. This could have been due to the residents concentrating more on the level of service versus the cost, and the leaders focusing on the antiquated condition of the City's sewer lines. The residents were asked directly if they got their money's worth for water and sewer service. Most answered negatively, 22 said they did not and 12 said they did.

Consensus of Residents and Leaders on Utilities:

There were relatively fewer responses to open-ended questions regarding the cost, service, and condition of utilities. Furthermore, the comments made were vague, offering little substantive details. Generally speaking, both groups agreed that services and maintenance were adequate, but the residents felt their utility bills were too high.

Several leaders suggested that while some bills may be too high, the real problem lies with the residents' inability to pay. Because many residents are on fixed incomes and have limited financial resources, even reasonable charges can demand an excessive portion of monthly income.

Distinctive Leaders Opinions on How to Improve Utility Services:

The leaders believe that much of the infrastructure for local utility services is old and deteriorated. They particularly pointed to the sewer system and the condition of pumping stations. As one interviewee stated, "we have nineteen [sanitary sewer] pumping stations, but only two are working." Several leaders expressed a concern that the poor condition of sewer lines is a factor limiting economic development. Without modernization, the system is incapable of meeting the needs of a large manufacturer or other potential employers.

The leaders also recognize the need for energy conservation programs. Many low-income residents either do not have the resources or are not aware of the importance of weatherstripping, insulation, energy efficient siding, installing and maintaining storm windows and doors, or inclement weather maintenance. The age and condition of the neighborhood housing stock also affects energy efficiency. Financial and educational programs are needed to pay for and teach these conservation techniques.

NEIGHBORHOOD IMPROVEMENT GOALS

Consensus of Residents and Leaders on Neighborhood Improvement Goals:

Residents and leaders were asked what should be the primary goals for neighborhood improvement. They agreed on five major areas of concern. In order of importance they are: housing, employment and job training, education and youth services, drugs and crime prevention, and improved citizen participation and cooperation.

HOUSING: Leaders and residents identified three separate housing-related improvements: neighborhood clean-up, home rehabilitation, and home improvement and mortgage loans.

Those surveyed called for a comprehensive clean-up effort, including the demolition of abandoned and unsafe structures. Both groups discussed the necessity of enforcing existing building and sanitation codes, as well as the addition of new

applicable regulations, once a clean-up was accomplished. To spur clean-up efforts, leaders suggested street beautification contests encouraged by financial rewards.

Both residents and leaders stressed the importance of rehabilitating existing residential and commercial structures within the neighborhood. Several people felt that neighborhood zoning should be reviewed and updated before rehabilitation efforts begin. This review would seek to eliminate the negative effects of incompatible land uses such as abandoned industrial structures. Some people in predominantly single-family districts expressed the opinion that the often hopeless situation of people living in public housing, "causes a lot of drug and crime [activity]." Private homes, commercial enterprises, and the Orr-Weathers public housing project were all cited as potential targets for rehabilitation.

Financial support for housing programs was seen as fundamental to local improvement efforts. Decent, safe, affordable housing was viewed as critical to stabilizing the neighborhood and attracting new investment to the area. More accessible home improvement loans at affordable interest rates, coupled with the development of mortgage subsidy programs, were seen as means of increasing home ownership and expanding the stock of housing.

EMPLOYMENT and JOB TRAINING: Residents and leaders identified three major employment policy areas; retention and expansion of existing businesses, job training, and transportation to regional employment opportunities.

The creation of employment opportunities was identified as the most important economic development goal. In addition to new jobs, those surveyed reacted favorably to employment retention programs. One person stated, "create development . . . without it nothing will improve." Several people expressed the opinion that retention services could benefit from linkages between existing employers and local educational institutions. Aside from these linkages comments also suggested the provision and expansion of technical and vocational training programs. The increased utilization of existing training programs such as JTPA and summer youth employment services was also encouraged. Financial incentives to attract new development were also mentioned, but no specifics were offered.

Developing a modern workforce through appropriate training was looked upon as a necessity by those interviewed. Several people called for the creation of a neighborhood-based committee to organize volunteers willing to improve the conditions of public spaces throughout the City. This committee could offer job experience and skill development to local residents. In general, those interviewed realized that there was a lack of appropriate job-related skills among residents, particularly in younger age

groups. Some people suggested that local jobs were available for those with computer, dietary, or medical skills. One person responded that residents over 30 years of age do not have the necessary technical skills to compete in today's job market. Furthermore, it was acknowledged that this problem must be addressed if East St. Louis is to attract new investment and jobs.

Transportation to job sites outside of East St. Louis was often voiced as an obstacle to employment. Some people stated that transportation costs were a substantial disincentive to working outside of East St. Louis. Given the lack of jobs in the City, this could be a critical area to address. In general, providing greater accessibility and affordability to transportation was seen as a means of combatting the high local unemployment rates.

EDUCATION and YOUTH SERVICES: Leaders and residents identified two issue areas: job training, education, and youth services.

Education was viewed as an effective means of providing neighborhood residents with better access to improved employment opportunities. Incentives to GED recipients and strengthened relationships between local high schools and State Community College were described as goals for a neighborhood improvement plan. The emphasis was on marketing area programs making education more accessible for residents to continue their education. Additional educational recommendations included the expansion of literacy programs and individualized training/tutoring for area school children.

Both residents and leaders called for an increase in services targeted toward neighborhood youth. Desirable services included additional day care facilities, an exchange program between children and area senior citizens, recreational activities and park programs, and future employment counseling. Through these programs area youth could gain valuable interpersonal and personal skills applicable to the work place.

DRUG ABUSE and CRIME PREVENTION: Drug abuse and its associated criminal behavior were viewed as real concerns for many of the residents. Several people's homes had been broken into and consequently security was a very important issue. Leaders and residents generally agreed that prevention efforts should focus on controlling the influence and spread of drug abuse. In addition, many called for additional police protection and less lenient treatment of offenders. It should be noted, that of those interviewed, knowledge of current programs and services was vague. Curiously, no one interviewed mentioned alcohol abuse as a problem, despite heavy sales and examples of public drunkenness.

CITIZEN PARTICIPATION: To get residents working together to tackle neighborhood projects, two areas were identified: organization and participation. Those surveyed suggested the creation of a volunteer citizen organization. This group would be responsible for the development and facilitation of "neighborhood meetings." These meetings could provide a forum for discussion of current neighborhood concerns and how they could be addressed. Neighborhood Watch programs were mentioned by several people as examples of how residents could cooperate to solve security problems. The Winstanley/Industry Park Neighborhood Organization, if adequately staffed and funded, could serve these needs.

Distinctive Residents Opinions on Neighborhood Improvement Goals:

Many residents believed that the creation and enhancement of parks and recreational activities should be the main objective of a neighborhood improvement plan. Specific ideas and developments were not offered by those surveyed. They felt that a focus of a neighborhood clean-up should be to improve existing parks and playground areas. The residents overwhelmingly advocated the creation of safer recreational environments for area children.

Distinctive Leaders Opinions on Neighborhood Improvement Goals:

The leaders tended to focus on improving infrastructure as the key element of any improvement plan. They believed that conditions would improve dramatically if streets, lights, sidewalks, and sewer lines were repaired and maintained. They further cited salting of the streets in winter, clean-up of alleyways, and greater control of traffic levels and noise, as necessary programs. Several leaders also agreed that street lights need repairing, traffic lights and signs need replacing, and sidewalks require rebuilding.

OBSTACLES FACING NEIGHBORHOOD IMPROVEMENT

Consensus Between Residents and Leaders on Obstacles Facing Neighborhood Improvement:

Both groups were asked what they perceived as the major obstacles facing neighborhood improvement. They agreed on three areas of concern. In order of importance, they are: resident cynicism, municipal politics, and the lack of community development funding.

Citizen cynicism was identified as the most pressing obstacle to the development

of a neighborhood improvement plan. People are frustrated by a lack of effective actions they can take individually or collectively to address their concerns. However, the benefits of neighborhood-based activism was expressed by several people. Leaders and residents agreed that grassroots concerns, greater parental involvement with children, and human and physical development can be achieved through neighborhood initiatives.

Local politics was frequently identified as a likely obstacle to implementing a neighborhood improvement plan. City Hall and the City Council were cited as sources of opposition to neighborhood efforts. People offered the opinion that politicians are only concerned with their districts. On the other hand, the leaders and residents agreed that politics can also be used to secure needed improvements and funding.

Lack of funding was seen as a critical element affecting the success of future neighborhood improvement plans. Both residents and leaders spoke of the dampening effects of the City's property tax rate on investment and improvements. Leaders were concerned that the City's poor financial situation might be a barrier to future economic development. On a more individual basis, the lack of budget counseling services and home improvement and mortgage loans were seen as obstacles.

Distinctive Resident Opinions on Obstacles Facing Neighborhood Improvement:

Several residents referred to the police as a potential obstacle to be overcome. These responses were vague and no detailed explanations were given for why the police may be opposed to neighborhood planning. The lack of professional staff and inadequate funding in local citizens groups was seen as a potential barrier to community-based development.

Distinctive Leader Opinions on Obstacles Facing Neighborhood Improvement:

Leaders identified the lack of social service coordination, University of Illinois budget cuts, and environmental problems facing the City, as additional obstacles.

The leaders felt that there is insufficient coordination of available social services in the area. There are overlapping and duplicating services combined with a total lack of service provision in other key areas. Several leaders also mentioned that there is no directory to services available to East St. Louis residents.

Several leaders questioned the future commitment and funding support provided by the University of Illinois at Urbana-Champaign. They feared that State budget cuts may affect the viability of neighborhood-based planning efforts and other University technical assistance efforts.

Finally, several leaders addressed the environmental contamination of much of the East St. Louis landscape by prior manufacturing and railroad firms. In addition, the location of East St. Louis in a one-hundred year flood plain also presents a problem. Some leaders went so far to say that the relocation of residents might be necessary to protect their health and safety.

ISSUES TO ADDRESS IN NEIGHBORHOOD IMPROVEMENT

Residents and leaders were near unanimous in citing two issues to address in neighborhood improvement. These issues are, in order of importance: housing and citizen cynicism. Housing improvements should center around neighborhood clean-up programs, demolition of abandoned and unsafe structures, and funding of structural rehabilitation. Citizen participation efforts should focus on the involvement of local citizens, development of neighborhood and community pride, and the formation of community committees to address local concerns.

VI. Assessment of Neighborhood Strengths, Weaknesses, and Needs

INTRODUCTION

Urban neighborhoods, such as Winstanley/Industry Park, are complicated social and economic systems, assessed superficially they can easily be misunderstood. They are not unlike a fragile ecosystem where tinkering with one element can set off a chain reaction. In ecosystems and neighborhoods, things are not always what they appear to be on the surface. To more fully understand the inter and intra-relationships existing in Winstanley/Industry Park, and to ensure validity of our findings, a research design was created to bring together several sources of data.

The previous four chapters, examined Population, Employment, and Housing, Land Uses and Building Conditions, Infrastructure Conditions and Environmental Hazards, and Community Perceptions. They described real and perceived conditions in the Winstanley/Industry Park Neighborhood. This chapter summarizes recurring themes emerging from this data that must be addressed as part of a neighborhood improvement plan. Though these themes are presented as distinct strengths and weaknesses, they are interrelated. Together, they determine the character of the neighborhood and define the quality of it's life. This chapter states the overall goal for the Winstanley/Industry Park Neighborhood Improvement Plan and describes a set of objectives aimed at achieving this goal.

STRENGTHS OF THE NEIGHBORHOOD

1. **The Winstanley/Industry Park Neighborhood is centrally located, with excellent access to downtown East St. Louis, the St. Louis central business district, and other regional employment centers.**

The Winstanley/Industry Park Neighborhood is located adjacent to the East St. Louis central business district. The commercial strip along State Street and the businesses located in the western part of the neighborhood are extensions of downtown business activity. Due to its high visibility and proximity to downtown, the City cannot afford to let this neighborhood decline further. To do so would threaten the vitality of the entire downtown area and its current investments.

The Winstanley/Industry Park Neighborhood by virtue of its location has excellent automobile and mass transit access to the St. Louis central business district. The major arterials passing through the neighborhood provide easy access to Interstate 70 leading to downtown St. Louis. There is also regular bus service to St. Louis. All sections of the neighborhood are well served by residential streets.

As the suburban collar communities of the greater St. Louis metropolitan area have grown, so have their service and employment opportunities. Residents of the Winstanley/Industry Park Neighborhood are well positioned to benefit from excellent access to the suburban service centers. The neighborhood's location makes it easier for residents to get to outside employment and shopping opportunities. It also provides access to neighborhood businesses and services for people outside of the Winstanley/Industry Park area

2. **There is a substantial stock of existing affordable housing, including public housing in the Winstanley/Industry Park Neighborhood.**

The Winstanley/Industry Park area is predominantly residential. Although some of the housing stock has deteriorated in recent years, many affordable single and multi-family homes remain. There are stable and viable areas within the neighborhood for future growth. Within these sections are numerous residential structures which can be rehabilitated to provide decent affordable housing for low and moderate income families.

The public housing developments in the neighborhood provide opportunities for those in need of transitional housing assistance. Family and senior citizen housing are located in Winstanley/Industry Park. Even though the developments need

improvement, fundamental housing needs are being met.

3. There is a strong sense of community spirit among neighborhood residents.

A core of long-term residents provides stability to the neighborhood through volunteer work and civic activities. Some are home-owners who take care of their properties as well as nearby vacant lots. They continue to make investments in their properties, intending to stay in the neighborhood for some time. These residents are dedicated to bettering their community and working for positive change.

Many long-time residents of the Winstanley/Industry Park Neighborhood know each other and have engaged in mutual support activities over the years. Through informal networks, often organized through religious congregations, they support and watch out for each other. Neighbors help each other with lawn maintenance, day-care, transportation, and other requirements of daily life. In addition, there are several informal neighborhood watch programs in Winstanley.

Like long-term residents, many newcomers are committed to improving the neighborhood. Many possess skills which complement the contributions, and knowledge of long-term residents. Together these groups have the initiative necessary to improve local conditions.

4. There is a small but stable neighborhood-oriented business sector.

There are several examples of vibrant businesses in the Winstanley/Industry Park Neighborhood. Some of these are regional business which benefit from access to transportation networks. Other smaller establishments serve neighborhood needs. Services available include professional day-care, medical care, small grocery stores, and restaurants. These enterprises indicate that businesses located in the Winstanley area can be profitable.

There are also vacant commercial locations which offer opportunities for business creation and expansion. This is particularly true along portions of State Street and the area near 10th Street. A detailed market study is necessary to determine which businesses to attract.

5. There is a significant amount of publicly controlled land with development potential.

Three-hundred twenty-two neighborhood properties are owned by St. Clair County or the City of East St. Louis. All but 23 of these properties are vacant. This

means that there are approximately 300 vacant publicly-owned properties suitable for new development. The potential of these properties includes new private or public housing construction, parks and recreation sites, and commercial development. The City and County are in the position to offer attractive financial incentives and below market value land to private investors.

The East St. Louis Housing Authority also has substantial holdings in the Winstanley/Industry Park Neighborhood. Government housing regulations makes it more difficult for local government to use these properties for new development.

There are three public schools in the neighborhood. Two of these, Lilly Freeman and Billy Jones Elementary Schools, serve as informal community centers. The vacated Hughes Quinn Middle School represents a potential site for redevelopment or reuse as a community resource center. The Gateway Community Hospital and the East St. Louis Park District's Helen Davis Center on 13th Street could be rehabilitated for community use.

6. The neighborhood has a rich network of religious institutions involved in area social service provision and pre-school education.

Churches are a very visible part of social life in the Winstanley/Industry Park neighborhood. The Land Use and Building Condition Survey revealed over 16 neighborhood churches. Many of these churches are actively involved in social service delivery and organizing for positive change. They offer services and programs such as day-care, pre-school, and substance abuse counseling. St. Joseph's and Wesley Bethel's Headstart programs are excellent examples of local religious institutions involved in social justice programming. As a community resource, area churches should not be overlooked and their social and economic involvement in local community development efforts should be cultivated.

Religious denominations may also have connections to regional and national governing bodies. Many national church bodies have community development or social justice funds and technical assistance centers to support neighborhood development efforts.

7. There is an increasingly active community organization committed to stabilizing and improving the neighborhood.

Centered at Wesley Bethel United Methodist Church, the Winstanley/Industry Park Neighborhood Organization has been holding monthly meetings since September 1991. Attendance has been increasing steadily, potential leaders have been identified,

and success is evident from membership recruitment efforts.

Winstanley/Industry Park residents have been involved in every phase of neighborhood improvement. Resident contributions have encouraged local planning efforts and contributed to their implementation. Resident concerns and insights were vital to the preparation of this Neighborhood Improvement Plan. This acknowledges their commitment to participatory planning. It is a strength of the neighborhood that when this plan is completed, a formalized community-based organization will be in place to work towards its successful implementation.

WEAKNESSES OF THE NEIGHBORHOOD

1. The poor condition of many buildings represents a threat to neighborhood housing stock and commercial enterprises.

Eighteen percent of neighborhood structures are in deteriorated or dilapidated condition. Fifteen percent of residential buildings, 38% of commercial structures, and 63% of industrial structures are in deteriorated or dilapidated condition. Neighborhood residents and area leaders agree that immediate action should be taken to improve structural conditions and lessen abandonment.

In addition, the decline of the local housing stock, coupled with the loss of commercial structures, causes involuntary displacement of residents and businesses. It is not uncommon to have long-time residents discuss how their children have moved from East St. Louis due to a lack of decent housing. Also, the lack of jobs causes people to move out of both the neighborhood and the City. The poor condition of neighborhood buildings contributes to this disinvestment and out-migration.

2. Neighborhood occupancy rates and the number of owner-occupied homes have decreased.

Single-family occupancy rates remain high. However, 23% of multi-family dwelling units, 43% of commercial structures, and 55% of industrial structures are currently unoccupied. This is reflected in the two boarded high-rise apartment buildings on 13th Street, abandoned businesses along State Street, and vacant factories near the railroads. The number of abandoned structures needs to be addressed. In addition, buildings in use must be supported to prevent their deterioration and possible abandonment.

Efforts must also be made to increase the rate of owner-occupied housing.

Renters occupy sixty-seven percent of neighborhood dwelling units. Residents interviewed spoke of a loss in owner-occupied housing and a lack of property maintenance by new owners and absentee landlords.

3. The neighborhood's decline has been hastened by the unwillingness of lenders to invest in the area.

Red-lining has been an historic fact in East St. Louis and the Winstanley/Industry Park Neighborhood. Although presently less overt, lenders' portfolios for local residents are dominated by consumer loans, rather than home mortgage or improvement loans. Consequently, available credit does not represent a commitment to improving area housing. Rather it permits borrowers to purchase less durable consumer goods such as clothes and automobiles. Several leaders identified this as a situation in need of attention.

Due to very conservative underwriting criteria, local residents have a difficult time securing credit for housing and small business start-ups. To arrest further neighborhood decline, lenders need to be more progressive in home mortgage, home improvement, and small business loans. Chapter III, pages 58 and 62, indicates the degree to which residents and businesses are making substantial investments in the neighborhood. Local and state government loan guarantees can assist area lenders in promoting these efforts. Concerted efforts by area lenders would increase their profits by opening up new markets, protecting existing loan portfolios, and lowering assumed risk.

Even if a local reinvestment strategy by area lenders does not produce higher profits, financial institutions are required to serve their area by reinvesting funds into community development. Deposits should generate home mortgage and improvement loans in the area from which they are received. Deposits from East St. Louis residents should not be siphoned off to outside branch locations for loans in other areas until local credit needs are met.

4. The neighborhood has experienced a dramatic loss in population.

As shown by Census data, the population of the Winstanley/Industry Park Neighborhood has decreased during each of the last three decades. The present population of the neighborhood is estimated at five-thousand one-hundred persons (5,100). The decline in population results in lower occupancy rates for both residential and commercial structures. The lower occupancy rates, in turn, lead to lower rents and fewer local customers. Both occurrences make it financially difficult to maintain private income-producing properties within the neighborhood.

5. **The prevalence of poorly maintained vacant lots poses a threat to the health and safety of neighborhood residents.**

There are 936 vacant parcels in the Winstanley/Industry Park Neighborhood. These comprise 37% of all neighborhood parcels. Eighteen percent of these lots are unkept or contain excessive amounts of garbage. Untended lots also provide protected places for illegal activity, pose health hazards, and are unattractive. Residents interviewed were concerned with neighborhood appearance and the increased problems of security represented by vacant and overgrown lots. Many of the public properties in the neighborhood are not well maintained. Over 50% of vacant publicly controlled lots are not routinely mowed.

Vacant lots are not concentrated in a particular section of the neighborhood, rather they are dispersed throughout the area. Some vacant lots are contiguous, but the majority are small parcels bordering occupied structures. This makes routine maintenance more difficult and expensive. It can also present a problem for new development.

6. **The City is financially incapable of maintaining the existing neighborhood infrastructure.**

Much of the City's infrastructure was designed to serve a population in excess of its current figure. Population declines increase resident payments for roads, sidewalks, street and traffic lighting, sewer lines, drainage systems, and other infrastructure components. When combined with declining personal incomes, fewer people pay larger percentages of their incomes for these public services. Consequently, needed repairs and improvements are deferred because funds are not available. Therefore, missing manhole covers, clogged drains, crumbling streets and sidewalks, and non-functioning street lights remain unrepaired.

Many leaders stressed the necessity of providing and maintaining adequate infrastructure to attract new private investments in housing and businesses. They said that economic development would not occur without functioning infrastructure systems.

Infrastructure services need to become more efficient, repairs more timely, and outside support obtained when needed.

7. **Police and fire services inadequately protect neighborhood residents and properties.**

Given the real and perceived level of crime in the neighborhood, residents receive inadequate police protection. Residents are well aware of neighborhood crack houses,

drug and prostitution rings, and other illegal activities. The threat of crime creates a sense of fear for many in the neighborhood, especially the elderly and children. This problem is exacerbated by a poorly staffed and funded police department.

Residents feel that the fire department does a good job. However, the financially strapped City has been forced to cut services, decrease funding and staffing, and close fire stations. One of the closed stations was located in the Winstanley/Industry Park Neighborhood. Following this closure, emergency access to the Winstanley area has been affected by railroad lines and proposed street closings. Railroads border half the area and when in use block emergency vehicle access. In addition, the railroads are seeking State permission to close additional street crossings, limiting the number of neighborhood access points. Each of these could cause critical delays in fire protection. Delays which may make the difference between minor smoke damage and gutted structures.

8. High property tax rates inhibit the future economic growth and vitality of the neighborhood.

East St. Louis currently has the highest property tax rate in the State of Illinois. As the commercial and industrial tax base has diminished, and as population has decreased, the total assessed value of taxable property has fallen drastically. To support local infrastructure and provide municipal services, in the face of declining revenues, the tax rate has been repeatedly increased.

Local property taxes have become a major barrier to new investment. High tax rates divert funds that homeowners may have used for needed improvements. First-time home buyers are dissuaded from purchasing, landlords cut operating expenses to maintain profits, and area lenders are hesitant to provide mortgages and home improvement loans. Therefore, high taxes contribute to the deterioration of physical conditions in the neighborhood. In addition, businesses consider the location unattractive and locate elsewhere. Property tax relief must be addressed to stimulate the City's economic growth and neighborhood revitalization.

9. Nearly one-half of neighborhood residents live below the poverty level.

The neighborhood's 1980 median household income was slightly more than \$5,000. At that time, over 45% of neighborhood families lived below the poverty line. Relative to East St. Louis and St. Clair County, unemployment in the Winstanley area has been consistently higher for the last three decades. Approximately 45% of household in Winstanley are headed by a female. Many head of households lack full-time employment.

These income and employment characteristics reveal a dependent population. Households in poverty cannot afford to meet basic needs and require more than home rehabilitation loans, sidewalks repairs, and better access to employment opportunities. Residents and leaders agree that poverty programs must be comprehensive, addressing social, economic, educational, and psychological needs.

10. High percentage of children in the neighborhood have unique recreational and emotional needs.

Nearly 40% of the Winstanley/Industry Park population is under the age of 18. This group is financially dependent on others. Many neighborhood children are growing up in deteriorated physical surroundings, poor households, and without male role models. For playgrounds, many neighborhood children use parks with broken glass, non-functioning recreational equipment, and burned-out, trash-strewn buildings.

Residents unanimously desire improved recreational and educational opportunities for their children. Winstanley/Industry Park parents, as those elsewhere, want programs that will develop their children physically, mentally, and emotionally.

11. The neighborhood may be at risk from two toxic waste sites.

The Environmental Protection Agency has identified two toxic waste sites in the Winstanley/Industry Park Neighborhood. The first, Wastex, Incorporated, is located between the Southern and Terminal Railroads at Broadway Avenue. The second, Lefton Iron and Metal Company, is located between Broadway Avenue and the Southern Railroad at 16th Street. Toxic waste at these sites threatens the quality of ground water, air purity, and the safety of local residents. Over the past twenty years, numerous accidents have occurred, causing fires, explosions, spills, and contamination of the sewer system at these sites. Previous vandalism suggests that both abandoned industrial sites have, at times, been inadequately secured.

These hazardous waste sites may pose a threat to residential areas and Lilly Freeman Elementary School. Steps should be taken by State and Federal officials to clean-up the sites. The sites need to be fully secured with 24 hour patrols. Improved security would prevent the occurrence of further vandalism and the danger of spills. The EPA should be encouraged to give these sites high clean-up priority. The Lefton site is on the EPA Priority List yet no visible clean-up efforts have occurred. The parties responsible for the Wastex site have drafted a clean-up plan but work has not yet begun.

ANALYSIS OF NEIGHBORHOOD STRENGTHS AND WEAKNESSES

Analysis of the preceding themes reveals a predominately residential neighborhood with a mix of other land uses. Abandoned industrial sites, decaying commercial areas, and two rail lines surround the core of Winstanley/Industry Park. The neighborhood has problems typical of many American cities: high unemployment and lack of available jobs, an eroding tax base and a high marginal tax rate, high rates of public assistance dependency, large numbers of children with unmet needs, low median income, high percentage of female-headed households, and an increasing ratio of renters to homeowners. Socio-economic conditions, institutionalized disinvestment, racial discrimination, and the collapse of local service provision, has led to a deterioration of the housing stock. According to residents, the cost of locally available goods and services has increased, infrastructure repair has been neglected, drug abuse and crime has increased, and private capital is resistant to making new investment.

These problems indicate a neighborhood at a severe socio-economic disadvantage. Despite this, the neighborhood has several strengths. It has a superior location within both the City of East St. Louis and the greater St. Louis metropolitan area. The infrastructure systems are substantially under-utilized. Large tracts of land are vacant and suitable for development. Unoccupied structures are available for conversion to alternative uses. The existing housing stock is in sound condition, readily available and affordable to most income groups. Perhaps most important is the commitment of neighborhood residents to improve their area. All of these factors are critical elements in attracting new capital investment and employers to stabilize and strengthen the area.

The Winstanley/Industry Park Neighborhood benefits from a number of groups working toward positive change. The Winstanley/Industry Park Neighborhood Organization is an active consortium of area institutional leaders, local business persons, and dedicated residents. They are supported locally by neighborhood churches and the Metro East Church-Based Citizens' Organization (MECCO) and has received technical assistance from the University of Illinois at Urbana-Champaign.

The City of East St. Louis can not permit the deterioration of this highly visible neighborhood adjacent to the central business district to continue. The manageable size of the Winstanley/Industry Park Neighborhood permits the concentration of the above resources to ensure the success of local community development efforts.

GOAL STATEMENT

Concerted actions by local Winstanley/Industry Park Neighborhood residents, municipal agencies, regional and national philanthropies, State government, and Federal agencies are required to stabilize this area. Through hard work, cooperation, and financial/technical backing, population loss, housing decline, and disinvestment can be eventually reversed. The stabilization of this key neighborhood will provide other neighborhoods with a successful example of what can be done to revitalize an area.

This plan relies on the following goal to guide programs and initiatives for stabilizing the neighborhood:

The Winstanley/Industry Park Neighborhood Improvement Plan seeks to:

- * Arrest The area's social, economic, and physical decline,
- * Meet the basic needs of current and future residents and businesses, and
- * Lay the foundation for active community involvement

by comprehensively planning for human and physical development.

This goal acknowledges the decline of physical conditions and quality of life in the neighborhood. Because these issues are inter-related, a comprehensive plan is necessary. Such an approach, backed by energetic citizen participation in redevelopment efforts, can address the social, economic, and physical forces affecting the neighborhood.

The goal also seeks to preserve the Winstanley/Industry Park Neighborhood as an attractive residential area for low-income and working class families. Incorporating the desires and aspirations of Winstanley/Industry Park residents and leaders encourages a continued commitment to ongoing community improvements. Ultimately, it will be their vision, perseverance, and perspiration which will ignite change and ensure the successful implementation of this plan.

PROGRAM OBJECTIVES

This Plan offers seven program objectives aimed at accomplishing this goal. Subsequent chapters describe the specific programs to achieve these objectives:

Objective #1: **To enhance public health and safety by implementing infrastructure repair and housing demolition programs.**

Emergency stabilization measures will protect the immediate health and safety concerns of residents. These measures include the provision of missing manhole covers, removal of excessive garbage from vacant lots, demolition or boarding of unsafe structures, and the repair of severely deteriorated infrastructure.

These pressing issues need to be addressed to prevent continued neighborhood decline. Severely dilapidated buildings which can not be rehabilitated need to be demolished. Accumulated trash on vacant lots and in abandoned structures needs to be removed. Necessary infrastructure components, such as roadways, curbs and drains, street lights and signs, and sidewalks, need to be repaired or replaced.

Objective #2: **To stabilize the existing stock of residential buildings by reducing operating costs and assisting owners in making needed repairs.**

This plan seeks to provide every resident with a safe, decent, and affordable home. Recommended programs encourage home rehabilitation and education in the maintenance of home systems. Liberalized and subsidized local lending practices, property tax reform, and public initiatives are also considered. Maintenance efforts of property owners and renters should be combined with assistance from area financial institutions. Area disinvestment is closely associated with the oppressive property tax structure which significantly inhibits home improvements and construction.

Objective #3: **To improve the neighborhood's physical appearance and function by involving residents in implementing an integrated urban design scheme.**

Neighborhood design and appearance greatly influences local pride, cooperation, and investment. This plan identifies locations for parks and open space improvements, urban design recommendations, and landscaping programs.

A person's sense of self is closely tied with their sense of place. Improving the area's urban design will improve the sense of ownership residents feel toward the

neighborhood. Urban design and landscaping enhancements will also make the area more attractive to private and public investors by showing that citizen and municipal commitment to neighborhood improvement exists. The neighborhood currently lacks functional parks or open space areas for resident enjoyment. An urban design scheme is needed that connects parks and community open spaces, especially for the high percentage of children and senior citizens in the area. There are a number of locations in the neighborhood which can be redesigned as recreational activity centers to provide area youths with much needed recreational spaces.

Objective #4: To expand local business activity by aggressively pursuing small business assistance and job training programs.

Businesses retention and expansion and long-run investments in human capital are central to economic development. This plan concentrates on providing assistance to small local businesses, training entrepreneurs in business skills, providing infrastructure required by new employers, and improving educational, job placement, and referral services.

Employers and workers are equally important in the process of job creation. Local residents need jobs to increase and stabilize their personal incomes, to purchase needed goods and services, and to invest in their properties. Alternatively, employers need reliable employees who are appropriately educated and trained. The City, in turn, needs both a stable business sector and housing stock for tax revenues to increase.

Objective #5: To reduce alcohol and drug abuse by developing a comprehensive community-based substance abuse prevention, intervention, and treatment program.

The socio-economic problems of illegal drug activity, substance abuse, and crime should be dealt with compassionately, yet firmly. Programs in this area focus on prevention, intervention, and treatment measures and on citizen and family member participation.

This objective rests on the belief that illegal substance abuse is the root of much of the criminal activity in East St. Louis. These problems are symptomatic of poverty and a lack of hope for a better life. For this reason, this plan views the expansion of local employment opportunities and affordable housing alternatives as long-run solutions to drug and crime problems. During the interim, however, short-run prevention and treatment programs can help many 'at risk' families.

Objective #6: To aggressively pursue campaigns to make City, County, and State policies more responsive to the needs of older residential neighborhoods such as Winstanley/Industry Park.

This plan was developed by residents who understand that neighborhood planning does not occur in a vacuum. Outside forces beyond the direct control of neighborhood leaders influence the future of all urban neighborhoods. This is not meant to imply that these forces can not be identified and successfully challenged.

The identification and analysis of all outside forces affecting the neighborhood is beyond the scope of this plan. However, this document does contain a review and discussion of several important forces currently shaping social life within the Winstanley/Industry Park Neighborhood. Zoning and property taxes greatly affect the existing character and future growth of the neighborhood. In many ways, they are detrimental to the area's health and vitality. This plan recommends specific zoning changes and alternative property taxation strategies aimed at protecting current resident's properties and stimulating new investment in the area. Inter-governmental and organizational relations will also be evaluated with relevant policies suggested.

Objective #7: To establish a permanent neighborhood organization that empowers local residents to address their community's social and economic problems.

Organized community involvement and neighborhood empowerment are crucial to the long-run reversal of declining conditions in low-income areas. This plan recommends the creation of a funded neighborhood development corporation with permanent full-time staff to pursue the ongoing implementation of this plan.

To ensure that changes made truly reflect the needs of neighborhood residents, active citizen participation and control of this organization is necessary. Local residents are the group most dedicated to improving conditions in the Winstanley/Industry Park Neighborhood. They face local problems on a daily basis. To institutionalize and empower their effort, this plan recommends the transformation of the Winstanley/Industry Park Neighborhood Organization into a publicly and privately funded nonprofit neighborhood development corporation with permanent staff and offices. Very few organizations can address the kinds of problems found in the Winstanley area without a full-time professional staff.

INITIATIVES AND PROGRAMS

The above objectives serve as the basis for initiatives and programs presented in each of the next seven chapters. Each initiative contains recommended programs to achieve the objectives presented above. The rationale and desired effect of each program will be fully described along with specific activities to pursue and the resources necessary for completion. In addition, programs to be undertaken during the first phase will include cost estimates for labor, materials, and equipment, funding sources, identified contacts, timelines for tasks and program completion, and, where appropriate, a map summarizing project locations.

GENERAL PHASING SCHEME

The scope of the programmed improvement activities make it impossible for them to be completed during a single year. Therefore, a five-year phasing strategy is presented for community consideration. The phasing scheme is a blueprint for how and when resources are to be invested, guiding the timing and location of future improvements. In its most basic form, the phasing scheme is a manual that describes how the overall goal of a plan can be incrementally realized.

A phasing strategy is vital to the successful implementation of improvement programs in Winstanley/Industry Park. Piecemeal implementation of programs contained in this report will result in piecemeal solutions to problems in the neighborhood. Improvement programs must work in concert, with a logical strategy for moving from one pressing community problem to another.

Physical improvements will be phased geographically through our five distinct sections of the neighborhood, and linked together by an overall design scheme. The term physical improvements refers to policies and programs that affect the appearance and use of the physical environment. Physical improvements, therefore, include infrastructure repair and replacement, demolition or sealing of abandoned buildings, open space and beautification projects, housing maintenance and rehabilitation programs, and community lending and reinvestment programs.

The rationale for this approach is that physical conditions within a neighborhood do not remain localized. Economic and social processes cause physical conditions to influence the character of adjacent areas. This plan recommends initially targeting investment to a relatively sound area of the neighborhood in a direct attempt to protect

that area from decline. In turn, reinforcing this stable core will provide the base for future improvements in other surrounding areas. Figure 6.1 illustrates the progression of improvement efforts in the Winstanley/Industry Park Neighborhood.

Phase One:

The first phase of targeted improvements is directed toward the Northeast Quadrant. This is the most physically sound residential area in Winstanley/Industry Park. Concentrating early investments here will shore up a solid foundation for the neighborhood. Intensive improvement efforts will occur during the first and second years. After basic improvements have been made, maintenance programs will be established and design projects will commence. Investments will then begin in adjacent areas directly west and south of the Northeast Quadrant.

Phase Two:

Investments in Phase Two will be linked to projects and programs in the Northeast Quadrant through a series of design elements. These elements will extend the improvements made in Phase One to surrounding areas of the neighborhood. The main focus of improvement efforts will be to enhance residential quality. Particular attention will be given to supporting institutional and religious land uses found in the eastern half of the Central District.

Improvement activities in Phase Two focus on the Triangle. Building demolitions and infrastructure improvements will be made that support the existing institutional and commercial establishments and encourage future business and residential development.

Phase Three:

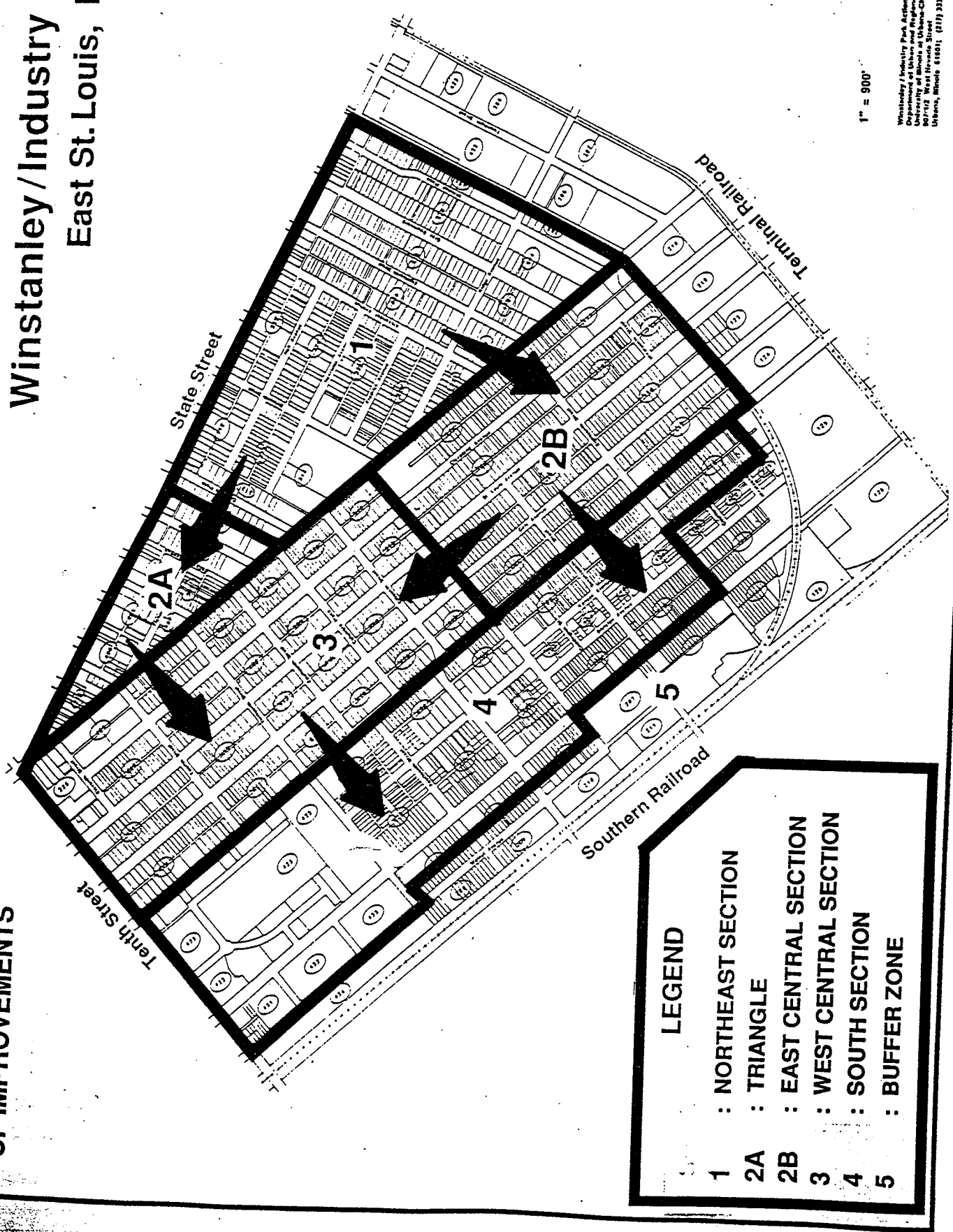
Programs in Phase Three concentrate on the western half of the Central District of the neighborhood. As in Phases One and Two, infrastructure improvements, demolition of unsafe structures, and rehabilitation activities occur first. The substantial number of vacant lots in the western half of the Central District encourages a program for private ownership and maintenance of vacant parcels. The Winstanley/Industry Park Neighborhood Organization plans to coordinate local efforts to convert vacant lots to productive use.

Phase Four:

In Phase Four, resources will be invested to improve physical conditions in most of the two southern sections of the neighborhood. The Southwest Quadrant, between

Winstanley/Industry Park East St. Louis, Illinois

Figure 6.1



10th and 16th Streets, contains a large amount of public housing with infrastructure generally in good condition. The Southeast Quadrant, east of 16th Street, is characterized by poor infrastructure, vacant parcels, and scattered deteriorated buildings. Recommended improvements in the two southern sections will be coordinated with the East St. Louis Housing Authority.

INITIATIVES FOR NEIGHBORHOOD IMPROVEMENT

VII. Emergency Health and Infrastructure Improvements

INTRODUCTION

The Winstanley/Industry Park Neighborhood is characterized by many physically threatening conditions. These include lots with excessive garbage; fire damaged and abandoned buildings; deteriorating streets, curbs, and sidewalks; inadequate street lighting, missing traffic control signs, and signals; and poor sanitary and storm-water sewer facilities. Many of these conditions are not unique to the Winstanley/Industry Park Neighborhood. The poor condition of much of the built environment in the neighborhood results from years of neglect by local, county, and state governments. Many government provided services, such as streets, sewers, and lighting, have fallen into disrepair.

Not all neighborhood infrastructure is dilapidated, but that which is below standard negatively affects the neighborhood. Existing failures can cause odor; visual blight; rodent infestation from accumulated garbage; safety threats, especially to children, due to the presence of abandoned and dilapidated buildings; automobile traffic hazards due to poor street conditions and the lack of traffic control signs; flooding; and poor safety due to a lack of street lighting. These problems are the result of many existing infrastructure conditions. Any attempts to improve the neighborhood must address these physical conditions because they may pose an immediate threat to local residents. Fortunately, most of these problems are easily remedied. Additionally, the recent release of State Motor Fuel Tax revenues and Federal Community Development Block Grant funds may enable the City to make many needed infrastructure improvements.

The objective of this chapter is to enhance public health and safety by implementing infrastructure repair and housing demolition programs. These programs provide a rational approach to infrastructure needs. Responding to the concerns of local residents and relying on the expertise of public works officials, these programs should lead to a safer, healthier, more attractive, and more efficient neighborhood.

During recent neighborhood meetings, residents of Winstanley/Industry Park stressed the following problems: missing manhole covers, dilapidated buildings, garbage and trash, pest and rodent infestation, poor drainage, and inadequate lighting. Local officials emphasized additional problems: poor subsurface infrastructure; deteriorating streets, curbs, and sidewalks, and the presence of hazardous waste. The following list presents a program aimed at addressing the area's most pressing physical problems. These program initiatives will ameliorate problems identified by residents and officials and will help achieve the goal of creating a safe, healthy, attractive, and more efficient neighborhood.

I. Emergency Public Health Initiative

- A. Manhole Cover Replacement Program
- B. Trash Removal, Lot Maintenance, and Surveillance Program
- C. Removal of Dilapidated Structures Program
- D. Dog Control Program
- E. Mosquito Control Program

II. Infrastructure Improvement Initiative

- A. Subsurface Infrastructure Program
- B. Street, Sidewalk, and Curb Improvement Program
- C. Street Lighting Improvement Program

EMERGENCY PUBLIC HEALTH INITIATIVE

(A.) Manhole Cover Replacement Program

Description:

There are 38 manhole covers missing in the Winstanley/Industry Park Neighborhood. The absence of these covers poses serious threats to the safety of local residents, particularly children and the elderly. Figure 7.1 shows the location of missing manhole covers. The absence of manhole covers also contributes to the deterioration of the manhole itself, allowing trash and debris to enter the sewer system. These objects obstruct the sewers causing drainage problems and damage. This physical problem has been identified as the most pressing infrastructure need due to the immediacy of the threat and the relative ease of remedying the situation.

Winstanley/Industry Park East St. Louis, Illinois

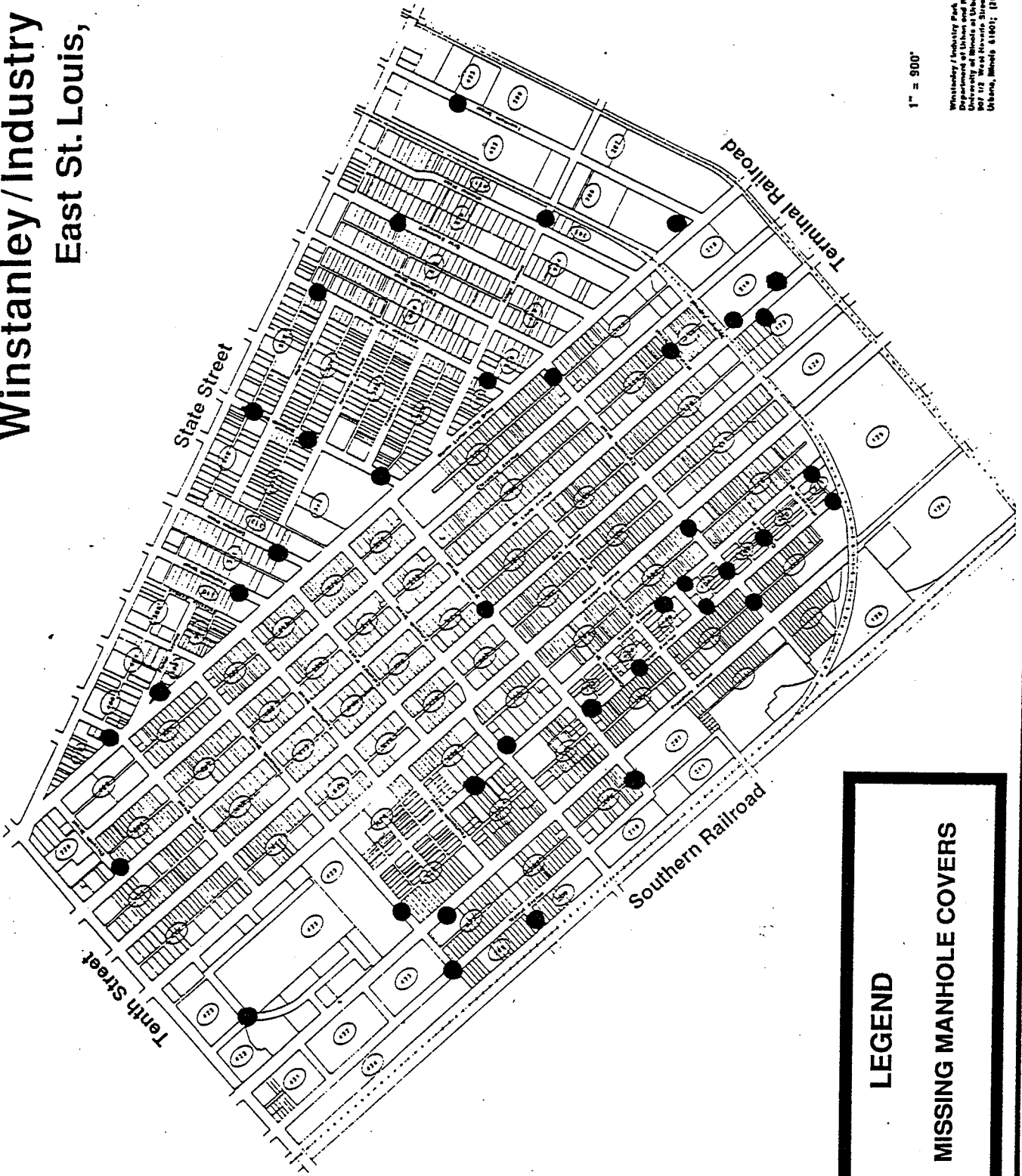
Figure 7.1



1" = 900'

Winstanley/Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
107 12 West Nevada Street
Urbana, Illinois 61801 (217) 333-3098

MISSING MANHOLE COVERS



LEGEND

● : MISSING MANHOLE COVERS

Rationale:

Replacing missing manhole covers removes a threat to the safety of local residents and it will insure the proper function of the local sanitary sewer system.

Activities:

The following course of action is recommended for alleviating this problem:

1. Determine the location of missing manhole covers. (see Figure 7.1)
2. Contact the Public Works Department at City Hall and request that these missing manhole covers be replaced.
3. The Public Works Department will then have to determine which manholes need rehabilitation, and which ones need only to have a new cover.
4. To prevent future loss of manhole covers, Bolt Lid Covers should be purchased from The Neenah Foundry Company. Bolt Lids can be secured, reducing the likelihood of theft. The address of the Foundry is:

The Neenah Foundry Company
545 Kimberly Drive
Carol Stream, Illinois 60188
(708) 653-5440
5. Assign Public Works Department staff or an authorized contractor to install the new covers.

To also reduce the likelihood of theft, the Office of Community Development could use manhole covers made from non-salvageable materials.

Resources Required:

The resources for this activity already exist within the Public Works Department in City Hall. Basic resources will include two or three laborers, a supervisor, a truck, a list of where manhole covers are missing, and the manhole covers themselves.

Projected Program Costs:

The costs for replacing a missing manhole cover with bolt-lid covers, including labor, is about \$140. This price was obtained during an interview with the Director of the City of Champaign, Illinois Public Works Department, March 31, 1992.

38 Bolt Lid manhole covers @ \$140 =..... \$5,320

If the condition of the manhole itself is damaged due to exposure, costs are higher. Rehabilitating a damaged manhole includes determining the extent of damage and hiring masons to patch deteriorated brick and cement work on the inside of the manhole. Costs for such repairs start at about \$400. It will be necessary to examine the manholes that do not have covers to determine how many of them are in need of repair.

Program Funding:

Money for this type of activity is provided for in the Community Development Block Grant. Some money for general street improvements is also available through the Comprehensive Housing Affordability Strategy (CHAS). Funding from the State Motor Fuel Tax can also be applied for this type of street improvement. The Office of Community Development has incorporated the replacement of manhole covers within its five year plan for general street improvements. (Ramos, Vivian, East St. Louis Office of Community Development. Telephone Interview, May 11, 1992.)

Timeline:

Since these missing manhole covers present an immediate threat to the welfare of local residents, they should be replaced in the first year of the Neighborhood Improvement Plan.

Map:

Figure 7.1 identifies the location of missing manhole covers in the Winstanley/Industry Park Neighborhood.

(B.) Trash Removal, Lot Maintenance, and Surveillance Program

Description:

To address the specific needs of the Winstanley/Industry Park Neighborhood trash problem, the most effective course of action is to organize local residents to support the existing clean-up effort, Operation New Spirit. While most residents have contracted with local haulers to remove their garbage, illegal dumping from outside the City has increased. Stricter environmental laws have made solid waste disposal more expensive. The accumulation of some trash in the neighborhood has led illegal dumpers to consider East St. Louis as "open territory." Easy highway access, the fact that many areas of the City are sparsely populated and therefore difficult to monitor, and the lack of police protection all promote illegal dumping.

A large trash problem occurred as a result of this illegal dumping. There are approximately 380 parcels in the neighborhood that have trash or excessive amounts of garbage accumulated on them. In addition to detracting from the beauty of the neighborhood this garbage has "created a significant health hazard for the residents of the East St. Louis community." (Woolpert Consultants, p. 2) Residents present at the neighborhood meetings in November, 1991 and February and March, 1992 identified the removal of this trash as one of their highest priorities. "Clean East St. Louis," a non-profit organization funded through the East St. Louis Community Fund, has launched a city-wide clean-up effort entitled "Operation New Spirit".

The goals of Operation New Spirit include: organizing neighborhoods to participate in and facilitate the clean-up effort, remove illegally dumped trash throughout the City, provide long-term curbside trash collection and disposal, and create an enforcement system to prevent future illegal dumping. (Shay, James, Operation New Spirit Sanitation Manager. Telephone Interview, April 1, 1992.) The Operation has already finished a neighborhood tire pick-up and beautification activities such as planting flower bulbs have begun.

Rationale:

This program removes the health and safety threat to local residents caused by excessive accumulation of trash and garbage. It allows the neighborhood to provide a service that is currently not provided by the City. "The Department of Streets and the Department of Sanitation were the first to be eliminated from City Hall administrative structure when budget cuts went into effect in 1979." (Bascom, p. A5)

Activities:

Operation New Spirit is a city-wide effort. Therefore, the following activities are recommended:

1. Contact Jim Shay at (314) 664-8330 or at (618) 874-5400 and determine what the neighborhood can do to assist with the clean-up effort.
2. Contact "Operation New Spirit." The most important step in any clean-up effort will be to coordinate with the already existing organization. The contact person at Operation New Spirit is Sister Cecilia Hallman:

Neighborhood Office/Operation New Spirit:
771 Vogel Place
East St. Louis, Illinois
(618) 874-0312

3. Fill-out volunteer cards. By filling-out a volunteer card, residents will automatically be included on the mailing list, and on the telephone chain. By expanding the effort and getting the word out, more people will be informed and able to participate when events occur. Currently, 26 of the 97 blocks in the neighborhood have Block Captains.
4. Block Captains will be necessary to help coordinate the massive clean-up that has been planned for the Summer of 1992. Related activities include a Saturday clean-up with refreshments; Operation Clean-House, where residents will be able to place large garbage on the curb for pick-up; a general meeting of all Block Captains in the Fall of 1992; and beautification activities for the neighborhood throughout the year. Anyone who is interested in these activities should contact the Operation New Spirit address above.

In addition to Operation New Spirit, the neighborhood can organize its own clean-up effort. In the Spring of 1991, an Emerson Park clean-up effort with 75 local residents and the support of University of Illinois at Urbana-Champaign students was able to clean-up 12 parcels. The effort resulted in the neighborhood securing funds for additional clean-up activities. A similar clean-up could be arranged in Winstanley/Industry Park with volunteers from local schools and churches. Residents can become involved in a number of other neighborhood beautification projects, described in Chapter IX: Urban Design.

(C.) Removal of Dilapidated Structures Program

Description:

Due to a large decline in neighborhood population and businesses, many area buildings have been abandoned. Neglect and fire have caused many of these structures to become threats to remaining buildings and residents. Those structures determined to be dilapidated during the Land Use and Building Condition Survey have been recommended for demolition. Dilapidated buildings are unfit for human habitation and have deteriorated to the point where they cannot be economically rehabilitated.

Rationale:

This Program systematically removes vacant structures that are dilapidated, eliminating them as safety threats to area residents. Priority for demolition will be given to those buildings located next to currently occupied buildings and then to those at highly visible locations, detracting from the appearance of the neighborhood. The next priority goes to dilapidated buildings that are clustered together and those on blocks where all other structures are in good condition.

Activities:

The removal of dangerous structures is the responsibility of the Building Office in City Hall. (Evans, Gene, City of East St. Louis Building Office. Telephone Interview, March 31, 1992.) This office has had insufficient funding for the last three years and presently only has one staff member for field-inspections. As a consequence, activities are very limited. The procedure for removing a dangerous structure through the Building Office is as follows:

- * The Building Office must receive a complaint from a local resident (or group of residents) about a particular building.
- * The Office then directs a field inspector to verify the location and condition.
- * The Building Office must then send a notice of responsibility to the owner of the property, informing the owner of the need to bring the building up to code.
- * After a given amount of time, if the owner does not respond, the Building Office can secure a court order to condemn the property.

- * At that point, the City is able to send-out a crew to demolish the building.
- * A lien is then placed on the property, which enables the City to recuperate some or all of the costs it has incurred in the demolition of the property.

This process allows the involvement of a neighborhood organization. The following steps are recommended:

1. Propose a petition to the City to demolish specific buildings identified by the Neighborhood Organization.
2. Consult the list provided on the next page to determine which buildings should be slated for priority demolition.
3. Draft a letter to the Building Office requesting the demolition of specified buildings.
4. Distribute copies of the letter, requesting specific building demolitions, at the next neighborhood meeting for signatures.
5. Send and follow-up on letters to the Building Office. The address is:

Gene Evans, Director
Building Office, City Hall
301 East Broadway
East St. Louis, Illinois 62201

Buildings should be considered for priority demolition if they are characterized by:

- * Structural weakness which causes the building to be a threat to public health,
- * Unsound structures where illegal activities are conducted,
- * Dilapidated structures located next to occupied housing or commercial activities,
- * Dilapidated structures at highly visible points in the neighborhood,
- * Two or more adjacent dilapidated structures,
- * Dilapidated structures that are on otherwise well maintained blocks.

Because sound structures are a valuable component of any stable neighborhood, sound buildings in which illegal activities are occurring should not be torn down.

Instead, local residents and the police should make efforts to stop the illegal activities while preserving the building in which they take place.

Using the above criteria, the following parcels have been identified as candidates for immediate demolition. Demolitions will be phased by sub-area. Definitions of these sub-areas can be found in Chapter IV, page 74. The tax block and parcel number is given for each lot.

Northeast Quadrant: Because this area has the largest concentration of occupied housing which is in good condition, this area should be targeted first for demolition of threatening buildings. All of the following parcels contain buildings in dilapidated condition. Those marked with a 'O' are next to occupied homes, those marked with an 'M' are one among multiple buildings clustered together, those with a 'P' are next to public buildings, and those with a 'V' are in highly visible areas. Finally, parcels which contain homes that are in dilapidated condition but that are occupied are denoted with an '*'. These homes should either be rehabilitated or demolished. If in use, provisions should be made to relocate occupants to safer housing.

Suggested Building Demolitions

| <u>CODE</u> | <u>Parcel Number and Location</u> |
|-------------|---|
| V | 420-006, on State between Gray and Wimmer. |
| V | 419-104, on State between Gray and 18th. |
| V | 323-020, at 1720 State, between Alexander and 16th. |
| V | 312-027, on State between 16th and Columbia. |
| | 312-013, at 424 Columbia, between State and Martin Luther King. |
| | 9-311-03 on Columbia between State and Martin Luther King. |
| | 313-008, on Hall between 16th and the dead end. |
| | 313-012, on Hall between 16th and the dead end. |
| M&O | 313-029, on Henrietta between 16th and the dead end. |
| M&O | 313-030, on Henrietta between 16th and the dead end. |
| M&O | 313-031, on Henrietta between 16th and the dead end. |
| M&O | 313-032, on Henrietta between 16th and the dead end. |
| | 313-038, on the corner of Henrietta and 16th. |
| O | 324-068, on Hall between 16th and Alexander. |
| O | 324-043, on Henrietta between 16th and Alexander. |
| M&O | 325-038, on Frederick between 16th and Alexander. |
| M | 325-039, on Frederick between 16th and Alexander. |
| M | 325-040, on Frederick between 16th and Alexander. |
| | 326-021, on Frederick between 16th and Alexander. |
| | 326-024, on Frederick between 16th and Alexander. |
| V&O | 326-031, on the corner of Martin Luther King and 16th. |

Based upon the established criteria, buildings on tax blocks 313, 324, 325, and 326 should be demolished first. Following the work done in the Northeast Quadrant, demolitions should be phased into the Triangle and the Central District, as explained under "General Phasing Scheme," page 135. The dilapidated buildings to be demolished should be those adjacent to occupied structures. They are:

Triangle:

- 309-002, 414 13th Street.

Central District, East of 16th: (The portion of the Central District located between Missouri Avenue to the south, Martin Luther King to the north, the Terminal Rail line to the east, and 16th Street to the west.)

- * (Occupied) 328-082, 1731 Cleveland.
- 328-087, 1719 Cleveland.
- 100-009, on Cleveland between 16th and 18th.
- 100-012, 1620 Cleveland.
- * (Occupied) 101-004, 1604 St. Louis.
- * (Occupied) 101-045, 1639 Gaty.
- 105-022, on St. Louis between 17th and 18th.
- 106-033, on Missouri between 17th and 18th.
- 114-012, 1828 Cleveland.
- 114-022, on Cleveland between 18th and 19th.
- 114-057, 1857 Cleveland.
- 115-009, on Cleveland between 19th and 20th.
- 115-024, on Cleveland between 19th and 20th.
- 116-010, 1818 St. Louis.
- 117-033, on the corner of Missouri and 18th.

Central District, West of 16th: Once the buildings in the eastern portion of the Central District have been addressed, buildings on the following parcels should be demolished, again due to their dilapidated condition and proximity to occupied structures:

- 321-008, 1501 Gaty.
- 321-012, 1513-1515 Gaty.
- 320-010, on Gaty, between Columbia and 15th.
- 315-009, 1420 Martin Luther King.
- 315-010, on Martin Luther King, between 14th and Columbia.
- 413-004, 1310 St. Louis.
- 413-008, 1322 St. Louis.
- 413-009, 1305 Gaty.
- 418-008, 1320 Gaty.
- 407-016, on Cleveland, between 12th and 13th.
- 417-015, 1226 Gaty.

- O 417-028, on Missouri between 12th and 13th.
- O 411-004, on St. Louis between 12th and 13th.
- O 411-023, 1130 St. Louis.
- O&V 411-048, on Gaty between 10th and 12th.
- O&V 416-018, on the corner of Gaty and 10th.
- O 416-018, 1116 Gaty.
- V 225-001, on the corner of Martin Luther King and 10th.
- V 225-036, on the corner of Martin Luther King and 11th.

Southeast and Southwest Quadrants: The final areas in which dilapidated buildings should be removed is south of Missouri Avenue. The following list identifies those buildings in the area that should be removed first:

- O 202-042, on Division between 15th and 16th.
- O 103-004, 1606 Missouri.
- O 103-016, 1622 Missouri.
- O 103-062, 1637 Kansas.
- V 203-001, on the corner of Kansas and 16th.
- O 204-006, 1608 17th.
- O 204-057, 1606 17th.
- O 108-011, on Division between Coddington and 17th.
- O 108-023, 1731 Division.
- O 110-009, 1716 Division.
- O 110-011, 1714 Division.
- O 118-050, on Kansas between 18th and 19th.
- O 118-054, on Kansas between 18th and 19th.
- O 118-058, 1823 Kansas.
- O 118-074, on Kansas between 18th and 19th.
- O 118-083, 1911 Kansas.
- O 205-008, on Broadway between 14th and 15th.
- O 205-015, on the corner of Broadway and 15th.

Following the initial involvement of residents in requesting the demolition of a building, citizen involvement is limited. The responsibility is then transferred to the Building Office. With limited funds, this office can do very little. Presently, The United States Department of Housing and Urban Development is releasing funds that have been frozen for the last two years. Also, the County has said that it would begin demolishing dilapidated buildings under their control in East St. Louis in 1992, "but there's no evidence of any activity yet." (Evans, Gene, Building Office. Telephone Interview, March 31, 1992.)

Resources Required:

The resources required to accomplish the necessary demolition include: a crew with one foreman, two building laborers, one medium equipment operator, two heavy truck drivers, and materials including one Front End Loader (T.M., 2.5 Cubic Yards) and

two 16 ton dump trucks. (Waier, p. 24 & 476) These resources can be acquired through the East St. Louis Public Works Department.

Projected Program Costs:

The costs for demolishing a house in the East St. Louis area are:

1. A single family, brick home with basement = \$2,800 to \$3,700
2. The same home, with two stories = \$3,500 to \$5,000

(Evans, Gene, Building Office. Telephone Interview, March 31, 1992.)

In 1989, approximately 500 houses were demolished by the City of East St. Louis. Funds were then frozen, and demolition activity diminished drastically. According to the East St. Louis Building Office, about \$400,000 is available from Community Development Block Grant funds for demolition. Approximately 100 buildings can be demolished with these funds. The Winstanley/Industry Park Neighborhood contains 83 buildings that are in dilapidated condition. However, the City is currently concentrating its demolition efforts north of State Street. If 20 buildings are demolished in the Winstanley/Industry Park Neighborhood over the next five years, the quality of life of local residents will improve significantly.

Program Funding:

Financial support for demolitions and sealing is available from the Community Development Block Grant funds. The Office of Community Development budget allows \$300,000 per year during each of the next three years for building demolition. Because the Winstanley/Industry Park Neighborhood contains 16% of the City's population, it is appropriate that 16% of this Community Development Block Grant money, or \$48,000 per year, be spent in this neighborhood. This amount would enable the City to demolish approximately 15 structures within the Winstanley/Industry Park Neighborhood.

Timeline:

The first task of the neighborhood organization is to meet and determine which buildings they will request the City to demolish. The list of buildings presented above should be used to identify structures in need of demolition. This step can be taken immediately. Beyond that point, progress will depend upon funding.

Maps:

Figure 7.2 identifies buildings in the area that were rated 'dilapidated' and the phasing of their suggested demolition.

(D.) Dog Control Program

Description:

The task of capturing and removing stray dogs is generally the responsibility of municipal or county governments. Given the lack of funding, the City of East St. Louis has not been able to maintain a dog-catching and impoundment program. As a result, a large number of stray dogs live in the city. According to the Humane Society of Champaign County, Illinois, "Stray dogs pose a serious threat because they carry rabies. Unfortunately, dog catching is usually the a low priority within municipal budgets, and when cities cut their budgets it is often one of the first programs to go." (Humane Society of Champaign County. Telephone Interview, April 16, 1992.) Stray dogs are common in larger cities and municipalities must have a means of preventing them from roaming without supervision and forming packs.

Rationale:

A method to remove stray dogs from the City of East St. Louis is necessary to protect the health and safety of local residents.

Activities:

1. St. Clair County recognizes the need for action, and as of April 1, 1992, has contracted with the East Side Health District to address the stray dog population in East St. Louis. The County has provided equipment, including a truck, while the Health District is providing the personnel for the dog catching. Additionally, a vaccination clinic is held in early May of each year to provide reduced-cost vaccinations for pets in the city. The clinic is held at the firehouse on State Street near 25th Street and is publicized in local papers.
2. According to Brandi Foster of the Humane Society of Champaign County, if the City of East St. Louis wants to establish a dog-catching program, it will need to pass a city ordinance. For further information, contact:

Mr. Rufus Jones
East Side Health District
(618) 271-8722

Resources Required:

According to the Illinois Bureau of Animal Welfare, there are no state or federal funds for municipal dog-catching. Ironically, Belleville benefitted from \$350,000 in federal monies for the construction of the St. Clair County Pound. In most municipalities, registration fees of about \$8 per pet help local authorities staff a municipal animal control department. Fees collected from owners when dogs are returned also help cover administrative costs of the program.

Initially, funds to establish a dog-catching program will have to come from either tax revenue, or possibly from Community Development Block Grant funds. Once the program has been established, revenue to support it can be obtained by requiring all pet owners to register and vaccinate their pets for a fee. People can also be charged when their dogs are caught and returned.

A pound will be necessary to house dogs until they are claimed or given-away. Cooperation with St. Clair County might allow the City of East St. Louis to share the County's pound facilities. Also, a truck and dog-catching traps and nets will be required. Until the City is able to afford these resources, it should coordinate its efforts with the County Humane Society and the East Side Health District.

Projected Program Costs:

A dog-catcher must be hired and equipped with the appropriate tools and facilities. Salary for a 40 hour per week dog catcher would be approximately \$14,000 to \$16,000 per year. A building to serve as a pound could be obtained from one of the city-owned properties, therefore, costs would only be necessary for building renovation. Finally, a dog-catching truck and snares will be needed. The total cost to obtain these resources is approximately \$15,000.

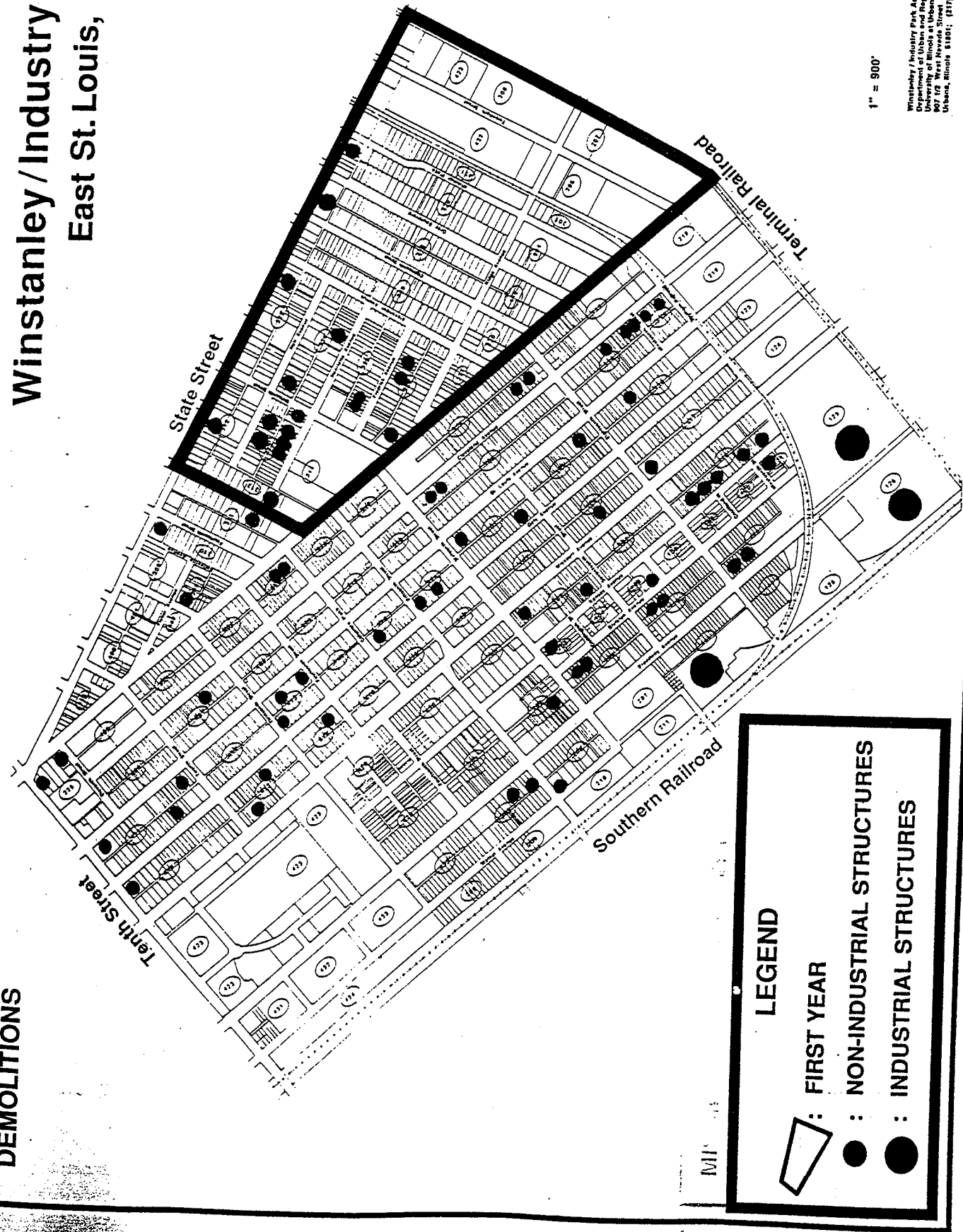
Program Funding:

In addition to funds being raised through local property or sales taxes, funds from the Community Development Block Grant could be applied for dog-catching purposes. Currently, funding is provided by St. Clair County and by the East Side Health District.

**SUGGESTED BUILDING
DEMOLITIONS**

**Winstanley/Industry Park
East St. Louis, Illinois**

Figure 7.2



1" = 900'



Winstanley/Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
807 1/2 West Nevada Street
Urbana, Illinois 61801; (217) 313-3490

Timeline:

For the time-being, the City should cooperate with the County and the East Side Health District for stray-dog removal. Once the City has sufficient funds, it must take steps to pass an ordinance requiring the creation of a dog-catching position. Until the dog-catching program is running and self-financing, the City will have to budget funds from other sources to pay for salary and equipment. Public education will also be necessary to inform people about the program, the penalties for allowing their dogs to roam free, and where to retrieve their pets should they be impounded.

(E.) Mosquito Control Program

Description:

According to State Entomologist Dr. Robert Novak of the Illinois Natural History Survey, East St. Louis has a serious and threatening mosquito problem. Asian Tiger mosquitos, which carry infectious diseases and viruses, were first found in the City in 1985, and have since spread to all neighborhoods. Dr. Novak described the problem in East St. Louis as "the most serious health threat in the country since malaria." (Novak, Dr. Robert. Telephone Interview, May 11, 1992.) Residents at community meetings have also complained of the abundance of mosquitos in the City.

Rationale:

This program provides information on how to reduce the health threat which mosquitos pose to the residents of East St. Louis. Due to the presence of African Tiger mosquitos, the problem must be immediately addressed if incidences of mosquito transmitted illnesses or deaths are to be avoided.

Activities:

The State of Illinois has passed statutes providing for the establishment of mosquito abatement districts. At this point, St. Clair County has not established such districts.

1. Establish mosquito abatement districts to utilize state assistance.
 2. Identify the location of breeding and larval sites within the City. Any place where water can stagnate, even for short periods of time, must be identified.
-

3. Obtain the services of professional entomologists to determine if larva are present. If larva are present, the type of mosquito will need to be determined.
4. Devise a plan to safely remove the breeding grounds of Asian Tiger mosquitos and their larvae. Places where water can collect and stagnate will have to be altered to prevent mosquitos.
5. Inform residents, through a public education campaign, of how they can help reduce the mosquito population.

Resources Required:

Professional entomologists will conduct the necessary research and determine how best to remove any existing mosquito populations. The Illinois Department of Health and the Illinois Natural History Survey will both assist communities in their efforts to establish mosquito abatement programs and with necessary research. Resources necessary for removing mosquito populations will vary depending upon the conditions of the targeted area and the extent of breeding grounds.

Projected Program Costs:

Costs for professional assistance and research can be covered by the State of Illinois, through either the Department of Health or the Natural History Survey. Costs for the removal of garbage such as tires and the use of chemical pesticides will also depend upon local conditions.

Program Funding:

In communities where mosquito abatement programs exist, funding is obtained from property taxes. According to Dr. Novak, costs to each property owner are usually less than \$2 per year. Also, funding for research and professional assistance is available from the Illinois Natural History Survey and the Illinois Department of Health. Dr. Novak has expressed his desire to assist with a mosquito abatement program in the East St. Louis area. He can be contacted at:

Dr. Robert Novak
State Entomologist
Illinois Natural History Survey
Champaign, Illinois, 61820
(217) 244-1349

Timeline:

Because of the severe health risk which the Asian Tiger mosquito represents work should begin immediately. Dr. Novak should be contacted at the above address to begin a program for removing this health threat from the community.

INFRASTRUCTURE IMPROVEMENT INITIATIVE

(A.) Subsurface Infrastructure Program

Description:

While the need for above ground sewer improvements is being addressed, equal attention must be given to the underground sanitary and storm water sewage systems. East St. Louis is faced with a number of obstacles in its attempts to remove and process stormwater runoff and sanitary sewage. The City is built on extremely flat terrain, so runoff must be removed with mechanical assistance. Also, the City has to handle a substantial amount of runoff from rainfall that flows down from the surrounding bluffs. Finally, the City is located in a flood-plain with a very high water table. This frequently complicates standard sewer service. To attract and keep industries the City must have an efficient sewer system.

A recent report stated that of three types of utilities (sanitary sewage, water, and electricity) "East St. Louis, in particular, could be restricted in encouraging new development and investment due to the poor condition of its facilities." (Bascomb, et al., p. b15) The East St. Louis sewer system is a combined system built to serve a population of 80,000. This system, as long as it is well maintained, should be sufficient for the current population of 40,000. While the infrastructure operates city-wide, there are a number of needs which must be addressed within the neighborhood.

In 1976, a study by the engineering firm Metcalf and Eddy concluded that sanitary and storm-water sewers in the Winstanley/Industry Park Neighborhood were deteriorating and providing inadequate service. The neighborhood is serviced by Sewer District E3. The Sanitary Engineers, Hurst-Rosche Engineers Inc., described a junction of two sewers under the intersection of Illinois Avenue (Martin Luther King Drive) and 16th Street as "one of the major distress areas within the East St. Louis system." (Metcalf and Eddy, p. 3-74) They added that "the sewer has suffered severe deterioration, resulting presumably from the discharge of corrosive industrial wastes by Pfizer." (Metcalf and Eddy, p. 3-75)

The report also stated that the only major distress area identified within the combined sewer system report was the one sewer line into which Pfizer Chemical Company discharged industrial wastes. The combination of the missing sewer invert and the industrial wastes carried in this sewer represented a potentially serious public health hazard and a threat to groundwater quality in the area. (Metcalf and Eddy, p. 6-8) The report goes on to describe complete collapse, corrosion, solids deposition, and offset joints in the sewer system within the boundaries of the Winstanley/Industry Park Neighborhood. (Metcalf and Eddy, p. 3-75)

According to Jessie Walker of the East St. Louis Public Works Department, "any major problems along Martin Luther King Drive must have been fixed since 1976, because there are no problems now." (Walker, Jessie. Telephone Interview, April 6, 1992.) "An F.U.A. (Federal Urban Aid) was used to repair Martin Luther King Drive between 16th and 20th Streets in the late 1970s."

"Most communities have no process for deciding how much of the capital budget should be spent on sewer versus the amount to be spent on road improvements, public buildings, or other uses. The choice of sectoral emphasis, choosing which type of infrastructure, within the capital budget is one of the most important to economic development and a logical point at which to involve the business community." (Bamberger, p. 35) The process of involving local business concerns allows the local government to gain insights into which 'bottlenecks' in the system are most adversely affecting economic activity, and to use business as a source of information. (Bamberger, p. 36)

In a plan produced by Hurst-Rosche in 1983, major improvements for storm water-drainage in the Winstanley/Industry Park Neighborhood included curb inlet tops along Martin Luther King Drive (F.A.U. Route 9183) and State Street (F.A.U. Route 9182). (Hurst-Rosche, 1983, p. 1-2) These repairs were made, and represent the most recent completed improvements in the area.

Rationale:

According to Bamberger, "business and economic development are greatly affected by a community's infrastructure system. Community infrastructure facilities, together with local tax rates, financing subsidies, and the local business 'climate' are elements that are at least partially under the control of public policy." (Bamberger, p. 4) Studies have shown that when choosing a site location, a firm or industry looks first at a regional level. For many reasons, the East St. Louis area is an attractive business location. Once an industry has chosen an area for its operations, "there is evidence that infrastructure is a more important consideration in selecting particular sites or communities than in

selecting regions or states." (Bamberger, p. 4)

Three top considerations for final site selection were related to infrastructure. In order of preference they are: rail service; location near an expressway; and special provision of gas, sewer, and water utilities. Other infrastructure issues also cited as having high priority in site selection included location within a metropolitan area, location near water, and access to airplane and truck transportation facilities. (Bamberger, p. 5) East St. Louis has many of these benefits, but unless its built infrastructure is improved, industries coming to the area will locate elsewhere.

Poor infrastructure also distracts from the current economic health of the community. "sewers that are unable to accommodate additional demands because of infiltration and inflow; leaking water mains, that detract from water system efficiency; and potholed roads that add to travel time, fuel consumption, and vehicle wear-and-tear are all common problems that gradually and almost imperceptibly chip away at a community's economy." (Bamberger, p. 11)

In addition to the economic repercussions, a failing infrastructure adversely affects the quality of life for local residents. Incidences such as sewers backing-up into school playgrounds are not uncommon. (Kozol, p. 10) The goal of this program is to improve the sanitary and storm-water sewage systems in East St. Louis to both promote economic growth and improve the quality of life for local residents.

Activities:

The basis of a capital improvement plan should not be to repair or replace all infrastructure which is deteriorated, but instead to determine which areas of the City will most likely have the greatest demand for infrastructure service, and then repair those components of the system which service that area. (Bamberger, p. 3)

1. Conduct a complete evaluation of the subsurface infrastructure. A 'smoke test', in which the system is filled with smoke and leaks are located where smoke escapes. A more expensive 'T.V. test', in which a camera is pulled through the system to examine the interior conditions, will provide the City with an accurate picture of the infrastructure's strengths and weaknesses.
2. Rehabilitate the City's sewer system pump stations. A plan by the Hurst-Rosche engineering firm in 1991 concluded that pump stations for the sewer system in East St. Louis are "in a state of extreme disrepair." (Hurst-Rosche, 1991a, p. 2) While steel manholes used for wet wells, valve vaults,

and dry pits are basically sound and do not require major rehabilitation, "the electrical and mechanical components of lift stations are mostly inoperable or functioning at less than capacity." (Hurst-Rosche, 1991a, p. 2) A complete rehabilitation of the City's 19 pump stations will cost an estimated \$1,186,215. (Hurst-Rosche, 1991a, p. 4)

Resources Required:

Sources of funding for sewer rehabilitation include Community Development Block Grants, and Step III Grant Funds from the Illinois Environmental Protection Agency. In order for the city to be eligible for this grant, "the City must by ordinance enact a User Charge sufficient to operate and maintain the system and show proof of being able to provide the 30 percent local share." (Hurst-Rosche, 1991a, p. 5) Also, "Federal Urban Aid" (FUA) is intended to be used for these infrastructure needs. Finally, the United States Army Corps of Engineers has many resources which are applicable to civilian purposes such as infrastructure improvements.

A more complete analysis of sewer conditions, including recommendations, in East St. Louis is available from the "Sewer System Evaluation Survey for the City of East St. Louis, Village of Cahokia, and Commonfields of Cahokia, Illinois Interim Report, January, 1984".

Projected Program Costs:

Costs for a smoke-test of the infrastructure system will be approximately \$24,500, while. A more comprehensive 'T.V. test', combined with a cleaning of the system, will cost approximately \$122,500 for the neighborhood (approximately one square mile).

Costs for rehabilitating elements of a local sewer system are very high. However, the costs of remedying a contaminated aquifer are significantly higher. Also, lost business activity must be considered as a cost. According to the Director of Public Works in Champaign, Illinois, a community of comparable size with East St. Louis, a complete rehabilitation of the sewer system would cost approximately \$200 per linear foot. State and federal grants do exist, however, and costs can be amortized over time with the use of municipal bonds.

Program Funding:

Funding for sewer improvements are available from state and federal sources. For example, \$780,000 is available from the Federal Environmental Protection Agency, but \$240,000 of local funds is necessary as a 'matching grant'. (Czech, Edward, Engineer,

Hurst-Rosche Engineering. Telephone Interview, April 15, 1992.) In addition to the matching grant, the City must collect its sewer bills. The City stopped collecting for these bills a few years ago and must resume collection before eligible for the E.P.A. grant. The State Motor Fuel Tax funds that has been earmarked for general street maintenance should also be applied to sewer rehabilitation.

"Federal aid can be secured under certain circumstances where storm sewers are developed as part of community planning programs, urban renewal projects, or flood control programs. The federal aid is given for specific statutory purposes with storm sewers contributing to that purpose." (Planning Advisory Service, p. 14) "Also, the Housing and Home Finance Agency can advance funds as a non-interest bearing loan for the cost of preliminary investigation, surveys, and engineering reports for public works that the municipality will construct with its own funds." (Planning Advisory Service, p. 14) "Also, the United States Soil Conservation Service has funding for some cities, as well as the United States Army Corps of Engineers." (Planning Advisory Service, p. 14) The United States Department of Transportation has Federal Urban Aid for both primary (Primary Urban Aid) and secondary (Secondary Urban Aid) roads. According to Mr. John Tegley, Executive Director of the East St. Louis Financial Advisory Authority, East St. Louis is eligible to receive both types of aid. (Tegley, John. Telephone Interview, May 10, 1992.)

Timeline:

Street and lighting improvements along State Street between 10th and 20th have already been completed. One major repair to the sewer system was made and storm-water inlets were upgraded along the length of the street. Similar work is currently underway at the corner of 10th and Division. After these improvements, it will be necessary to follow a rational plan for upgrading the storm and sanitary sewer systems.

(B.) Street, Sidewalk, and Curb Improvement Program

Description:

Streets occupy approximately 37% of the land in the Winstanley/Industry Park Neighborhood. (Mendelson, p. 41) The condition of local streets has an undeniably significant impact upon the appearance and quality of life in the neighborhood. Because two major through-streets are in the neighborhood, State Street and Missouri Avenue, a large volume of non-local traffic passes through the area. (Mendelson, p. 42) This traffic has an impact upon the residential character of the neighborhood.

A study conducted in 1967 revealed that street repairs and traffic problems were two of the highest concerns among residents of the Winstanley/Industry Park Neighborhood. After the installation of street lights, street cleaning and repair were the next two priorities. (Mendelson, p. 62) In the 25 years since the study, the condition of streets and alleys has not improved. The Department of Streets was one of the first to be eliminated from City Hall during the 1979 budget cuts. (Bascom, p. A5)

The poor condition of Winstanley/Industry Park streets detracts from the beauty of the neighborhood and adversely affects stormwater drainage. A 1990 study of streets in the City concluded "drainage is the main concern, and considered inadequate due to much deferred maintenance. Most of the drainage consists of a network of ditches that are filled with debris, silted in, or blocked by damaged or clogged culverts. Proper conveyance of surface water must be considered first and foremost before any street resurfacing is implemented." (Hurst-Rosche, 1991b, p. 1) During a series of resident interviews in the Fall of 1991, most residents responded that the street conditions are 'Fair'. 'Poor' was the second highest response, followed by 'Inadequate' and then 'Good'. (See Table 5.2, page 98)

After major drainage repairs are made, as recommended above by the Hurst-Rosche report, a logical progression of street repairs in the neighborhood will be necessary. To facilitate phasing, streets must be classified according to their use. Streets are usually classified as either Residential Access Streets, Subcollectors, Collectors, or Arterials. Residential Access Streets have the sole purpose of providing frontage for service and access to private lots. These streets carry only traffic having either destination or origin on the street itself. Subcollectors are access streets which provide frontage for residential lots and may carry a small amount of residential through traffic collected only from tributary residential access streets. Collectors are streets which conduct traffic between Residential Access Streets, Subcollectors, and Arterials. Arterial Streets are "interregional roads conveying traffic between towns, boroughs, and other urban centers. Efficient movement is their primary function." (Bucks County, p. 4)

Streets should receive different treatment to accomplish their designated function and to create desirable environments. In the Winstanley/Industry Park Neighborhood, State Street, Martin Luther King Drive, and Missouri Avenue serve as east-west Arterials, while 10th Street is the only north-south Arterial. The lack of north-south through-streets has been an historic problem in East St. Louis, as evidenced by the 1979 report "East St. Louis North-South Traffic Study." Residential Collectors include St. Louis, Broadway, and Ridge Avenues for east-west traffic, while 15th and 17th Streets serve as north-south Residential Collectors. Finally, the remaining roads in the neighborhood can be classified as Residential Subcollectors or Residential Access Streets. (See Figure 7.2)

Rationale:

This program identifies areas in need of street, sidewalk, and curb repair in the Winstanley/Industry Park Neighborhood. It develops a plan for providing the local residents and businesses with better storm-water drainage, improved local streets, and a safer pedestrian and automobile environment.

Activities:

Drainage: The intersection at 10th and Division has been identified for improvement. (Hurst-Rosche, 1991b, p. 2) "A sewer failure...has undermined and collapsed the existing pavement, and thereby, has forced the closing of this intersection." (Hurst-Rosche, 1991b, p. 19) This intersection is currently being improved.

1. Improve drainage on 18th Street, Walnut Avenue, and Cleveland Avenue. After the sub-surface storm water system has been repaired, adequate surface curbing and drain-inlets should be installed in these areas. These improvements will allow efficient storm water drainage and prevent flood damage.
2. Fund regular street sweeping and sewer cleaning to maintain the drainage infrastructure.
3. Clean and upgrade drainage swales. In many areas of the neighborhood, poured curbs do not exist and are not necessary. Instead, drainage swales, or grassy depressions along the side of the street, provide for drainage. Many of these ditches are currently clogged with debris and trash. (Hurst-Rosche, 1991b, p. 1)

Streets and Sidewalks: Once drainage improvements are made, street and sidewalk improvements should follow. To enhance the quality of life for local residents, automobile traffic passing through the neighborhood that does not stop in the area should be encouraged to utilize Arterial streets. Improved pavement, fewer curb cuts, higher speed limits, and fewer stop lights and signs, are methods to encourage traffic on State Street and Missouri Avenue. Additionally, sidewalks on these streets should minimize the pedestrian exposure to traffic noise and exhaust.

Commercial activities are located on many Arterial streets. This necessitates access for both pedestrians and automobiles. The following recommendations will make travel safer on State Street, Martin Luther King Drive, 10th Street, and Missouri Avenue. They will also enhance the pedestrian and commercial environment.

- * Raise speed limits to greater than 30 miles per hour.
- * Enforce double-parking restrictions. On commercial streets such as State Street, on-street parking should be discouraged by providing parking lots for customers next to or behind commercial businesses. Temporary parking for delivery vehicles should also be minimized by encouraging them to use rear access.
- * Repair and install signals at intersections with heavy traffic. Stop signs should not be used along Arterials for minor street intersections. In the Winstanley/Industry Park Neighborhood, many signals are in place but are not operating. The intersections of 10th and State Streets, 16th and State Streets, 20th and State Streets, and 10th Street and Missouri Avenue all have non-functioning signals which should be repaired. There are currently four traffic signals in the neighborhood along the Arterial of Missouri Avenue that are not operating. Those at the intersections of 13th Street and 18th Street should be removed to promote arterial level traffic.
- * Sidewalks along major streets should be about 5 feet wide, and approximately 10 feet away from the curb.
- * Install amenities such as small trees, bus-stop shelters, benches, and drinking fountains in areas with high pedestrian traffic. Large trees should not be planted in the area.
- * Locate bus stops in sheltered and well-lit areas, not where they will impede traffic.

Similar treatment should be given to Subcollectors. These streets should have lower speed limits, possible street-side parking, and narrower widths.

- * Speed limits should be 30 miles an hour.
- * Allow parking on one side of the street.
- * Sidewalks should be no more than 5 feet wide, and should be approximately 6 feet from the curb.
- * Plant larger trees along these streets. Other amenities may not be warranted due to less pedestrian traffic.

At the neighborhood level, Subcollectors and Residential Access streets should be modified. Discouraging through traffic enhances the sense of ownership of local residents, promotes a sense of community, and facilitates the surveillance of the area to reduce crime. To strengthen these aspects, the following recommendations are made for Gaty, Cleveland, St. Louis, Broadway, and Walnut Avenues; 13th, 14th, 15th, 16th, 17th, 18th, and 19th Streets; and Wimmer Place, Gray Boulevard, Henrietta Avenue, and Alexander Streets:

- * Allow parking on both sides of Residential Access streets.
- * Speed limits should be under 30 miles an hour.
- * Install cul-de-sacs at Gaty Avenue and 10th Street, and on Gaty, St. Louis, and Cleveland Avenues before 20th Street.
- * Install and maintain sidewalks in more densely populated areas or where growth will be promoted. In low density areas, sidewalks should not be considered unless they provide pedestrian access to local commercial centers, schools, or other services. Typical residential sidewalk widths are less than 6 feet wide, and should be kept 6 feet away from the curb.

Street repairs in the neighborhood cannot proceed until storm-water and sanitary sewer repairs are completed. Following the sub-surface infrastructure repairs, work should proceed from Arterials, to Collectors, to Sub-collectors and Residential Streets. The lighting improvements detailed in the following section should be coordinated with the street improvements outlined above. Phasing of street improvements should proceed as follows:

First Year:

Repair storm water and sanitary sewer infrastructure.

Second Year:

Complete necessary repairs to Arterials, including State Street, Missouri Avenue, 10th Street, and Martin Luther King Drive.

Third Year:

Repair east-west Collector streets. Cleveland, Gaty, St. Louis, Broadway, and Walnut Avenues should be repaired between 10th and 20th Streets.

Fourth Year:

Repair north-south Collectors. Thirteenth, 15th, and 17th Streets should be repaired.

Fifth Year:

Repair Sub-Collector and Residential Access streets through-out the neighborhood.

Alleys bisect most residential blocks in the Winstanley/Industry Park Neighborhood. These alleys have been neglected for many years, and are often impassable due to excessive amounts of trash. The City should take decisive action by either 1) closing alleys to traffic and turning over property rights for the land to adjacent land owners, or 2) begin an active campaign to keep these alleys clean and free of obstacles. The first option will provide many residents with more land and will relieve the City of its responsibility to maintain these alleys. However, turning-over the land would be time consuming and would not significantly alter the conditions in many areas. The decision between these two choices should be put on a local referendum, and decided by the residents of East St. Louis.

Resources Required:

To bring the streets of the Winstanley/Industry Park Neighborhood up to standard the Public Works Department must receive adequate funding.

Projected Program Costs:

The estimated cost for the repair of the corner of Division Avenue and 10th Street is \$103,375. This includes costs for sewer repair, street pavement, and sidewalk installation. (Hurst-Rösche, 1991b, p. 19)

Program Funding:

Funds from the State Motor Fuel Tax have been earmarked to cover the expenses of this repair. The Build Illinois program offers significant sources of funding from the State for infrastructure improvements such as street upgrading.

Timeline:

The most recent street improvement activity in the Winstanley/Industry Park Neighborhood occurred two years ago, when Wimmer Place between State Street and Ridge Avenue was rehabilitated. Community Development Block Grant Funds were

used for this improvement. (Czech, Ed. Telephone Interview, April 15, 1992.) State Street between Collinsville Avenue and 20th Street was also completed at this time. The repair of the corner of 10th Street and Division Avenue has been slated to begin in 1992. (Walker, Jessie. East St. Louis Public Works Department, Telephone Interview, March 31, 1992.)

Map:

Figure 7.3 illustrates the neighborhood's Arterials, Collectors, and Sub-Collectors.

(C.) Street Lighting Improvement Program

Description:

"Poor lighting is a proven safety hazard for both drivers and pedestrians." (Mendelson, p. 48) In a survey done in Winstanley/Industry Park in 1967, residents listed 'Lighting' as the number one problem and 'Install Lighting' as first on the list of recommended improvements. Ironically, reports from Union Electric, who provided lighting in the neighborhood, considered the area to be adequately lit by Illumination Engineering Society's standards. (Mendelson, p. 49) According to local residents, lighting remains inadequate and needs to be addressed. Some streets are completely without lighting, while others have inadequate lights. The lights along Broadway, in the neighborhood, are often inoperative.

Rationale:

This program provides a systematic approach to improving the lighting in the Winstanley/Industry Park Neighborhood to enhance pedestrian and motorist safety.

Activities:

1. Repair the street lights along Broadway Avenue.
2. Hire a professional illuminating engineer to conduct a lighting study.

"The effectiveness of illumination is a direct product of the distribution type selected for the luminaire, coupled with mounting height, bracket length, and luminaire orientation with respect to the geometrics of the roadway. In all cases, a competent illuminating engineer should review the street lighting design guidelines." (Institute of Transportation Engineers, p. 29)

Resources Required:

Light poles and electrical installations, trucks, and a crane will be the primary physical requirements to install new lighting. A crew from the Public Works Department will be necessary for labor. Legal work may be necessary in cases where electrical lines are not within the public right-of-way.

Table 7.1
Economic Comparison for Residential Street Lighting
(present worth in 1989 dollars per mile)

| CITY OWNED & INSTALLED | HIGH PRESSURE SODIUM | | MERCURY VAPOR | |
|---------------------------|----------------------|------------------|------------------|--------------|
| | Direct Bury | Anchor Base | Direct Buy | Anchor Base |
| Installation | \$ 96,700 | \$111,900 | ***** | ***** |
| Maintenance | \$ 14,800 | \$ 14,800 | ***** | ***** |
| Power | \$ 5,900 | \$ 5,900 | ***** | ***** |
| TOTAL | \$117,400 | \$132,600 | ***** | ***** |
| ILLINOIS POWER CO. LEASED | HIGH PRESSURE SODIUM | | MERCURY VAPOR | |
| | Direct Bury | Anchor Base | Direct Buy | Anchor Base |
| Underground Installation | \$ 45,000 | ***** | \$ 45,000 | ***** |
| Lease Payments | \$ 80,000 | ***** | \$ 66,000 | ***** |
| TOTAL | \$125,900 | ***** | \$111,400 | ***** |

Projected Program Costs:

Costs for new lighting vary with the area, who operates the lights, the type of light and poles used. Table 7.1 provides an cost comparison between two types of lights and for public or private ownership.

Program Funding:

Funding for improved residential illumination can come from Community Development Block Grant monies.

Timeline:

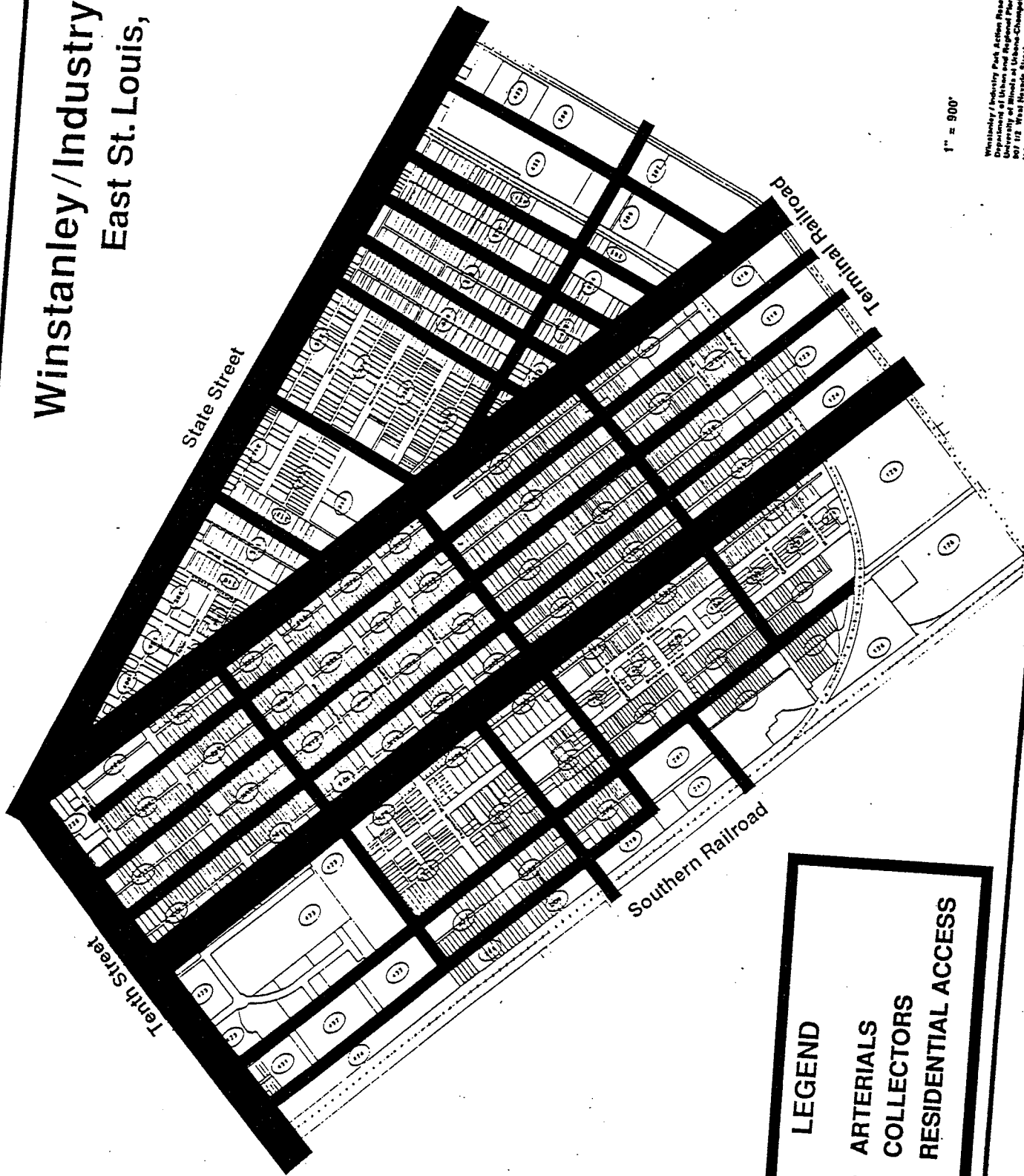
Work should begin on the existing lights along Broadway Avenue during the first year of the Neighborhood Improvement Plan. The illumination study should also be completed in the first year of the Plan, with installations to begin in the second year.

Map:

Figure 4.3, facing page 78, illustrates areas of the neighborhood that are currently not adequately serviced by public lighting. This map should be used to begin targeting areas to repair existing lighting and install new lighting where necessary.

Winstanley/Industry Park East St. Louis, Illinois

Figure 7.3



- LEGEND**
- : ARTERIALS
 - : COLLECTORS
 - : RESIDENTIAL ACCESS



1" = 900'

Winstanley/Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
607 111 West Lincoln Street
Urbana, Illinois 61801 (217) 243-3000

VIII. Improving Housing

INTRODUCTION

The objective of the Housing Initiatives is to stabilize the existing stock of residential buildings by reducing operating costs and assisting owners in making needed repairs. In an attempt to improve the durability, quality, and quantity, of the housing in the neighborhood, improvements emphasize repair and rehabilitation of the existing housing stock. Accommodations have been made for new construction but this is not expected to be a major factor in the near future.

Improvements should be made with the intention of retaining the character of the neighborhood and addressing the current needs of the residents. This will be done by lowering the maintenance costs and assisting owners in making necessary repairs to prevent the further loss of residential housing units in the area. Improvements in housing are intended to be done on a site by site basis without large-scale clearance.

Residents and civic leaders should seek to strengthen Winstanley/Industry Park as a stable residential neighborhood. The core of the neighborhood will consist largely of housing in "good" and "fair" condition, i.e., housing that is not in need of major structural rehabilitation. The neighborhood can attract more attention from area financial institutions if it can develop several city blocks without buildings in poor condition. Should this be accomplished, the neighborhood could serve as a magnet for future home purchasing and new construction.

An area of well-maintained, mostly owner-occupied single-family and multi-family homes will have several benefits. It will increase the value of adjacent properties, enhance the aesthetic appeal of the area, improve the quality of life in East St. Louis, and improve the image of the city. These qualitative improvements will work to encourage household stability, household in-migration, business development, basic home maintenance, and new home construction.

The condition of housing in the Winstanley/Industry Park Neighborhood is a critical element in residents' quality of life and in local attitudes towards the community. The housing stock in the Winstanley area has been deteriorating steadily for many years, in part because residents are often unable to devote the necessary attention to the maintenance of their home and unable to secure the necessary financing for home improvements. At the same time, the advancing age of the structures makes it imperative for more attention to be given to home maintenance.

As the population of the City declines, more homes are left unoccupied, susceptible to vandalism, the elements, and fire, leading to rapid disintegration of many buildings. When these homes fall into disrepair, the predominantly residential nature of the neighborhood leads to a landscape dotted with signs of structural failure, charred and hollow house frames, and vacant lots. As blocks come to contain more abandoned structures than habitable ones, the appeal of the area diminishes greatly.

There are several reasons why homes in the neighborhood are often in poor condition. First, the age structure of the neighborhood's population influences the condition of housing in the neighborhood. A small percentage of elderly households have physical limitations inhibiting home maintenance tasks. Over 10% of the population is over the age of 64. (Table 2.4) Older residents often have increased leisure time to take care of their property yet their incomes usually become more limited.

Another large percentage of houses is occupied by single-females. Over 45% of the households in the neighborhood are headed by a female. (Table 2.11) These households also have more limited incomes and the women often work while maintaining child-rearing responsibilities. Many of the younger families may not be sure if they will remain in the same household for a long period of time. Households that move frequently are often less likely to invest as much time and money into home repairs.

Residents also have difficulty obtaining home repair loans from financial institutions. Many neighborhood households need some form of loan to carry-out costly home rehabilitation projects. With a lack of funds for necessary repairs it becomes impossible to improve the condition of local structures.

The age of the structures is also such that they not only benefit from regular maintenance, but require it. The East St. Louis Comprehensive Housing Affordability Strategy (CHAS) indicates that one-third of the single-family housing in East St. Louis was constructed before 1940. (CHAS, p. 32) Such structures are subject to deterioration in crucial areas such as roof, foundation, and floors. Many have already undergone rehabilitation, adaption, or have had major repairs.

The high number of elderly households also implies that many units may be coming on the market in the next decade. Such units must be well-maintained if they expect to attract purchasers. As throughout the City, the neighborhood has been losing population over the past few decades. New home construction has been virtually non-existent since 1970, therefore, efforts to maintain the number of residents must focus on maintaining the number of housing units, i.e., maintaining the current housing stock.

This section of the Neighborhood Improvement Plan seeks to counter the persistent problems of housing deterioration in the Winstanley/Industry Park Neighborhood. Stabilizing the existing stock of residential buildings and reducing operating costs by assisting owners in making needed repairs is part of the solution to counter the continued erosion of housing in the neighborhood. However, building repairs alone cannot improve housing conditions without stabilizing the area's population. Population decline contributes to housing deterioration as more structures become abandoned and left unrepaired. The residents of Winstanley/Industry Park deserve a decent place to live, in an area of homes that is safe, comfortable, and appealing, free from the problems of continuing population and physical decline.

This chapter includes three initiatives focusing on improving the physical condition of houses in the neighborhood: Home Maintenance and Repair, Home Rehabilitation, and New Home Construction. These initiatives contain specific programs that can be utilized by residents, city leaders, and housing investors to improve local housing conditions. Some of the programs currently exist and need only to be utilized more fully by Winstanley/Industry Park residents. Others are suggestions for new programs appropriate to the situation, with some to be implemented by the Neighborhood Organization and others by local officials.

To be successful, attempts to stabilize the physical and social conditions of the neighborhood must seriously address the condition of the area's homes. The neighborhood contains over 1,100 residential structures with nearly 2,300 total dwelling units. (Table 3.1) The Winstanley/Industry Park Neighborhood contains a mix of land uses, but the dominant use is housing. In the past, the industrial properties along the railroad tracks played a significant role in defining the character of the neighborhood. Today, the factories are inactive and the most dominant local structures are high-rise apartment buildings. A significant percentage (85%) of developed parcels are used for homes. Many others are directly related to serving local residents as churches, schools, or neighborhood retail shops. Commercial and industrial uses account for less than six percent of all parcels in the neighborhood. (Table 3.1)

The residential units have a higher occupancy rate than most other types of land uses in the neighborhood. Over 90% of the single-family homes are occupied as are

nearly 80% of the low-rise multi-family buildings. Commercial (57%), Industrial (36%), and Warehouse (50%) structures all have lower rates of occupancy. (Table 5.4) Obviously, the area is no longer popular as an industrial site, but remains an important residential area. Efforts at improving the physical condition of the neighborhood should recognize that housing dominates the physical landscape of Winstanley.

Many other signs point to the neighborhood's residential character. There is a significant number of churches and schools. Sixteen churches operate in the neighborhood as do two elementary schools. Locally oriented businesses have a significant presence, with many small shops operating on neighborhood side streets. Research interviews with people associated with the neighborhood revealed that the residents are commonly regarded as a significant strong point and that local property taxes are a major burden for homeowners.

Therefore, despite the highly visible nature of large factory buildings along the railroad tracks and the long stretch of business structures bordering State Street, the neighborhood is largely a residential one. Any plan to improve the neighborhood must focus on providing decent and secure housing in which residents may live. Funds must be made available to allow necessary and desired home repairs and improvements. Methods must also be developed for improving property values to encourage owners to re-invest in their homes. Furthermore, efforts must be made to encourage the long-term commitment of young families to the neighborhood. Finally, the City must undertake related investments in physical and social services to improve the quality of life in Winstanley.

The organization of this chapter is shown below. The programs described below seek to improve the quality, durability, and quantity of housing in the neighborhood. These programs would directly benefit local residents by improving the physical environment and strengthening neighborhood institutions. They would also indirectly benefit the City with increased property tax assessments and outside investment opportunities.

- I. Chapter Introduction
- II. Home Maintenance and Repair Initiative
 - A. Comprehensive Housing Counseling Program
 - B. Home Needs Assessment Program
 - C. Home Repair Workshop Program
 - D. Neighborhood Betterment Program

III. Home Rehabilitation Initiative

- A. Home Repair Rebate Program
- B. Rental Housing Rehabilitation Program
- C. Consumers' Guide to Local Contractors Program

IV. New Home Construction Initiative

- A. Housing Market Analysis Program
- B. Gateway Re-Development Program
- C. Public Housing Development Program

A decent, stable quality of housing is the basic component to any thriving neighborhood. It provides the foremost attraction for any individual or family that seeks to move there. Any improvements to the quality of the neighborhood must be done with housing in mind. A strong public commitment to housing would indicate a willingness to invest in the long-term health of the neighborhood. Such support builds local confidence in the area, helps counter the prevailing negative image of the City and draws attention to positive change. Effective responses to local housing needs will help support neighborhood businesses, schools, and churches that depend on the patronage of local residents.

For the churches to maintain their congregations and their support in the community; for the schools to be viable, attractive centers for learning; for any improvements to the roads or parks to be worthwhile; and for the Neighborhood Organization to be an effective player in local affairs, there must be a core of residents who identify with the neighborhood; who are active in the community; and who contribute to the quality of life in East St. Louis. A committed effort by residents and City officials can improve the housing conditions of every family in the Winstanley area and realize the vision of a "decent place to live."

HOME MAINTENANCE AND REPAIR INITIATIVE

This initiative contains programs that seek to encourage resident efforts to maintain and improve their homes. The programs provide education in the operation of common household systems, instruction in identifying the warning signs of structural decay, and courses in conducting basic improvements such as installing storm windows. Currently, many neighborhood residents take a great deal of time making their homes a better places to live. This initiative attempts to expand the limited resources, time, and

skills available to local residents for home improvement activities.

By encouraging do-it-yourself efforts, the Neighborhood Organization can emphasize community spirit and increase identification with the neighborhood. Locally run workshops can show residents how to perform simple tasks that will improve the quality of their environment and prevent the deterioration of homes. Making the area more attractive will also increase the value of homes and further encourage investment by homeowners and lenders. Such steps must be aggressively pursued to overcome the tremendous burden of continued out-migration.

The decline of the housing stock in the neighborhood continues. Table 2.12 indicates that the number of occupied housing units in the neighborhood has fallen considerably since 1960, about 15% each decade. Table 2.1 highlights the East St. Louis population decline over the past thirty years, nearly 50% in the Winstanley area. Table 5.5 shows that 31% of the structures in the neighborhood are in 'fair' condition, requiring some type of minor repair. Another 11% of structures are in 'deteriorated' condition, requiring some type of major repair work. Obviously, if people are moving out and houses are left abandoned, they will quickly deteriorate and be uneconomical to repair.

The continuing housing losses experienced by the neighborhood have a powerful destabilizing effect. The deterioration of once well-kept homes, the disappearance of familiar landmarks, the perpetual eyesore of burnt-out housing tends to create a negative impression of the neighborhood. A gaze in any direction and residents are reminded of the physical decay of the neighborhood. Aggressive action must be taken to halt the deterioration, abandonment, and destruction of homes that might be economically repaired, rehabilitated, and made available to low-income households.

(A.) Comprehensive Housing Counseling Program

Description:

The Urban League of Metropolitan St. Louis provides counseling in home maintenance and home financing for residents of the metropolitan area, including East St. Louis. Their office uses skilled staff to conduct seminars and courses for individuals and for small groups of residents. The program is designed to assist households in avoiding mortgage foreclosure and structural deterioration. Program services include, but are not limited to:

- * budget and debt management counseling
- * foreclosure prevention counseling and assistance

- * pre-purchase counseling
- * re-location assistance and counseling
- * housing preservation classes

The Urban League has skilled, trained staff willing to work with residents to develop a plan for action. A typical class in housing preservation or money management would last up to twelve weeks. The program is flexible and residents can work with Urban League representatives to develop the educational curriculum that is desired. This program is certified by the United States Department of Housing and Urban Development.

Rationale:

By encouraging a better understanding of home budgeting and home maintenance, residents will be able to enjoy a higher quality of housing and be less likely to suffer foreclosure. The Urban League is involved in a variety of activities seeking to improve the social and economic conditions and opportunities for minorities in St. Louis City, St. Louis County, and St. Clair County. Their housing programs are designed to help poor and minorities realize the dream of decent housing.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Develop a preliminary outline of questions and topics that residents have concerning home maintenance and financing.
2. Contact Ms. Lucille Walton, Vice-President of the Urban League, (314) 389-9338, to discuss topics that may be covered in a Comprehensive Home Counseling Seminar and how residents' questions may be addressed. Work with the Urban League to develop a course curriculum and list of needed supplies.
3. Advertise the upcoming counseling seminars. Public service announcements, local flyers, church bulletins, and neighborhood meeting announcements can alert residents of the program and profile the topics to be covered.
4. Organize a group of fifteen to twenty-five residents to participate in a Comprehensive Housing Counseling Seminar. This group can be organized from interest generated through the survey and neighborhood

advertising as mentioned above.

5. Schedule seminars with the St. Clair County Office of the Urban League of Metropolitan St. Louis. Their number is 274-1150. Meetings are held at the Urban League's office, 3500 State Street, East St. Louis.
6. Evaluate the effectiveness of the program. Resident participants and Urban League representatives will meet to discuss the value of the seminar and ways in which it may be improved.
7. The Neighborhood Organization can repeat this program as often as desired. New participants should be recruited or residents may return for additional seminars.

Resources Required:

- * Survey form to elicit the state of resident knowledge and interest. This should be a list of a few, simple and direct questions designed to gain basic information as well as inform people of the program.
- * A member of the Neighborhood Organization to organize the group of residents.
- * The meeting space is provided by the Urban League.
- * Participants and organizers may decide that certain supplies should be available. Handouts, paper, pencils, calculators, tools, construction materials, or skilled demonstrators may be utilized. The Urban League and the Neighborhood Organization will work together to provide these supplies.

Projected Program Costs:

Costs of the Urban League's Comprehensive Housing Counseling sessions vary according to their type, length, and size. The costs of the program are partially subsidized by the Urban League with residents' fees based on their ability to pay. Costs will also be incurred in advertising and organizing a neighborhood group to attend the seminars.

Program Funding:

Supplies could be donated by local home improvement organizations. Local banks, home improvement retailers, and home improvement manufacturers may

contribute resources to the seminars in return for advertising. Survey costs and advertising costs can be covered by the membership fees of the Neighborhood Organization and contributions from attendees.

Timeline:

- week 1: create the survey
- week 3: conduct the survey
- week 5: generate list of topics
- week 6: meet with Urban League to develop curriculum and list of necessary supplies
- week 8: organize participants, advertise seminar, secure supplies
- week 10: conduct seminars

Counseling seminars can be set up with only a few weeks notice.

(B.) Home Needs Assessment Program

Description:

This program offers every household in the neighborhood the opportunity to conduct a basic survey of their home's physical condition. Instructional pamphlets will be provided so that residents can conduct their own inspections of electrical, plumbing, and mechanical systems as well as the structural components of their home. Informative workshops conducted by knowledgeable staff will educate residents on how to properly inspect the soundness and reliability of their homes.

Rationale:

Efforts to assist residents in making needed repairs must begin with identification of the work required. This program will educate residents in home repair and inspection techniques so that they may improve the quality and value of their homes.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Encourage residents to read the home maintenance guide excerpts provided in Appendix K. The two guides, Maintaining the Home and Inspecting the Home, provide information on scheduling and performing

- basic home maintenance and inspections.
2. Utilize related activities and programs described in this plan to focus resident attention on maintenance and inspection needs. The **Comprehensive Housing Counseling Program**, page 178, includes a survey of home maintenance topics that can inform residents of the opportunities for home inspection. The **Home Repair Workshops Program**, page 184, includes neighborhood workshops on topics of home maintenance, including inspection of a home's structural condition.
 3. Develop a continuing series of workshops related to home inspections. Use demonstration houses throughout the neighborhood to perform sample home inspections in order to show residents different methods of assessing home needs. Residents who volunteer their homes would benefit from the inspection assistance while other participants would be better prepared to examine their own homes.
 4. Evaluate the effectiveness of the program. Residents should meet to discuss the helpfulness of the guides and the value of the inspections. If the guides are considered helpful they should be made available throughout the neighborhood.
 5. Order 1,800 copies each of Maintaining the Home and Inspecting the Home. These publications are available from the Small Homes Council-Building Research Council, University of Illinois at Urbana-Champaign, 1989. An order form is included in the Publications list. The order form and excerpts of the two circulars is included in Appendix K.
 6. Hand deliver Maintaining the Home and Inspecting the Home to all households in the neighborhood. Canvassers will discuss the importance of conducting a thorough home inspection and inform people about upcoming workshops related to home inspections.

Resources Required:

University of Illinois at Urbana-Champaign
Small Homes Council-Building Research Council
One East St. Mary's Road
Champaign, Illinois 61820-6995
1-800-336-0616

Use the toll-free number above to learn about the Small Homes Council-Building Research Council's publications. They provide considerable information related to all aspects of home building. Their circulars contain information on building standards, building materials, and construction techniques. The Publications list is available on request and free of charge. A copy is included in Appendix K.

Projected Program Costs:

The circulars cost \$0.85 per piece with reductions for bulk orders. An order of 1,800 will allow one of each circular to be distributed to every household in the neighborhood. (There are 1,778 dwelling units in the neighborhood, Table 3.3.) Two orders of 1,800 will cost \$360 each, for a total of \$720.

Hand delivery to neighborhood households will eliminate local mailing costs. Bulk mailing costs for the individual circulars by a non-profit organization will be 13.2 cents per unit, for a total of \$475.20.

Program Funding:

Though workshop fees and program contributions will partially offset purchase of the circulars, a vigorous fund drive will likely be necessary. The neighborhood organization should begin a committed effort to secure financial assistance from local home maintenance suppliers and manufacturers, local home contractors, banks, and neighborhood residents. Local suppliers and contractors will benefit from increased home improvement activity and should be encouraged to assist the program.

The circulars should be considered a long-term investment that will benefit many neighborhood households. The high initial costs will not be repeated. And the circulars will provide a continuing resource available to all households.

Timeline:

Once the necessary funding commitments have been secured, the following timeline can be followed:

- | | |
|---------|---|
| week 1: | organize member of the Neighborhood Organization to conduct the local education program |
| week 2: | order copies of the home maintenance guides |
| week 4: | distribute guides to neighborhood households |

(C.) Home Repair Workshops Program**Description:**

The Neighborhood Organization includes individuals skilled in housing trades. These people can be recruited to conduct educational workshops in home repair. This program will develop a neighborhood Home Maintenance and Repair Task Force to encourage and assist residents in basic upkeep of a house and simple repairs of household items. The Task Force will operate through a series of workshops designed to provide hands-on instruction and knowledgeable information.

Rationale:

Improving resident's knowledge and ability in home repairs can make it easier for families to conduct simple home improvements. Do-it-yourself improvements are less expensive, create an increased level of self-sufficiency, and improve the quality of the home environment.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Conduct a survey of resident's home repair skills. Use Neighborhood Organization membership cards to develop a skills bank of knowledge and training that neighborhood residents can share. Relevant skills will include carpentry, plumbing, electrical wiring, and other home repair skills.
2. Form a Home Maintenance and Repair Task Force. Use the Neighborhood Organization skills bank to organize members familiar with small home contracting into a Home Maintenance and Repair Task Force. This group will be committed to increasing neighborhood understanding of home needs.

The Home Maintenance and Repair Task Force should:

3. Identify topics for maintenance and small repair training. The Task Force will create a list of topics that could be taught to local residents. Topics might include conducting an inspection of home needs, replacing a faucet washer, installing storm windows, or finding a contractor. (See related activity, Home Needs Assessment Program, Activity 2, page 182)
-

4. Develop a curriculum of home maintenance and repair subjects. The Task Force will decide which topics to teach and what supplies will be needed. A schedule of workshops will be established that provide a wide range of home maintenance and repair tasks.
5. Obtain necessary supplies for instructing residents in basic home maintenance and repair. Included are a room in which to conduct the workshops. The effectiveness of these workshops will depend on the availability of appropriate demonstration materials. The use of a light socket could come in handy to illustrate how new lighting fixtures are placed. A section of studded wall could demonstrate dry-walling techniques or a toilet and sink could explain how basic plumbing repairs are made.
6. Advertise the workshops throughout the neighborhood. Flyers can be posted and distributed to churches, schools, and homes, public service announcements can be made on the radio and in the East St. Louis Monitor, and announcements can be made at Neighborhood Organization meetings.
7. Conduct Home Repair Workshops. These workshops could utilize inspections of residents homes as a means of explanation and identification. Residents who wished to participate in the workshop would offer their home for a small group inspection led by a resident knowledgeable in home maintenance and repair. The structure, size, topics, and scheduling of these workshops can be decided by the Neighborhood Organization.
8. Evaluate the effectiveness of the workshops. Workshops attendees and the Home Repair Task Force will meet to discuss the effectiveness of the program. Methods of improving the workshops and reaching more households in the neighborhood will be developed.

The Task Force should be an on-going group of neighborhood members and the workshops can be repeated as often as desired.

Resources Required:

The Neighborhood Organization's membership cards ask for information on members' skills in home maintenance and improvement. These cards can be used to establish a skills bank. Other necessary resources will depend on what the Task Force

decides is required for the workshops. It would also be helpful to have workshop attendees offer their homes for sample repairs. Presumably items that need attention could be repaired while educating others. In this manner the workshops will be able to reduce expenses, require fewer educational tools, and be able to immediately improve one household's condition.

The use of demonstration materials can be secured from local trade and technical schools, local suppliers and contractors, and from product manufacturers. Non-profit organizations can benefit from the use of many building materials for such educational purposes.

Related Resources:

University of Illinois at Urbana-Champaign
Small Homes Council-Building Research Council
One East St. Mary's Road
Champaign, Illinois 61820-6995
1-800-336-0616

Use the toll-free number above to learn about the Small Homes Council-Building Research Council's publications. They provide considerable information related to all aspects of home building. Their circulars contain information on building standards, building materials, and construction techniques. The Publications list is available on request and free of charge.

Projected Program Costs:

Costs for the workshops are directly related to the supplies that the Task Force wishes to supply.

Program Funding:

Funding can be achieved with a sliding scale fee for workshops attendees. Support can also be arranged similarly to the Home Needs Assessment Program, page 181, and the Consumer's Guide to Local Contractors Program, page 196. Local banks, residents, contractors, suppliers, and manufacturers can assist the Neighborhood Organization in these efforts.

Timeline:

- Month 1: Form the Home Maintenance and Repair Task Force
- Month 2: Develop a schedule of workshops
- Month 3: Begin holding workshops

(D.) Neighborhood Betterment Program

Description:

The Urban League of Metropolitan St. Louis administers programs which may be extended to East St. Louis. The Neighborhood Betterment Program provides technical assistance, educational activities, and exterior maintenance materials designed to encourage property maintenance. The program supplements residential development and rehabilitation by providing direct services such as:

- * landscape architectural services
- * recreational equipment and designing of small neighborhood parks and playgrounds
- * design and assistance in the planting and maintenance of community and neighborhood gardens
- * assistance in arranging and conducting neighborhood clean-ups
- * exterior house paint
- * grass seeds, trees, flowers, shrubs
- * small tools, trash bags

Currently, the program is limited to the City of St. Louis. Non-profit neighborhood organizations, block units, and eligible homeowners in St. Louis can take part in this program. The Winstanley/Industry Park Neighborhood Organization should work with the Urban League and with the East St. Louis Office of Community Development to have this program extended to St. Clair County.

The Department of Landscape Architecture at the University of Illinois at Urbana-Champaign is currently involved in several landscaping improvement projects throughout the City. Led by the residents', the University could greatly augment the Urban League's resources. The Neighborhood Betterment Program should coordinate these efforts at landscape improvements in Winstanley. The University's proposals are discussed throughout Chapter IX.

Rationale:

Providing basic supplies for aesthetic improvements can encourage neighborhoods to pursue beautification projects that might otherwise be cost prohibitive. Neighborhood improvements can also increase local identification with the neighborhood, improve recreational opportunities for children, and encourage local control of local conditions.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Conduct a neighborhood home maintenance and home financing survey to determine resident interest in landscape improvements. (See related activity: **Home Repair Workshops Program**, Activity 1, page 184)
2. Request funding for this program in East St. Louis. Circulate a petition requesting that East St. Louis Office of Community Development direct funds to this program. Contact the Urban League of Metropolitan St. Louis to announce desires to extend the program to East St. Louis. Have a group of several neighborhood representatives deliver this petition to the Mr. Robert Batts, Director of the East St. Louis Office of Community Development, 301 Broadway, and to the Urban League Office of St. Clair County, 3500 State Street.
3. Advertise the opportunity to undertake residential and neighborhood landscape improvements. Use Neighborhood Organization meetings and door-to-door flyers to let residents know of this program for home improvements.
4. Organize a group of residents who wish to benefit from this program. Members of this group can assist each other in selecting landscape improvements and providing the necessary labor.

Resources Required:

Residents will need to develop a petition. This will consist of a statement of demands accompanied by resident names, signatures, and addresses.

Professor Brian Orland from the Department of Landscape Architecture at the University of Illinois at Urbana-Champaign, 214 Mumford Hall, Urbana, Illinois 61801 (217) 333-0176, could assist local residents in planning and executing specific open space

improvement projects.

Projected Program Costs:

Services and materials are provided to non-profit neighborhood organizations, block units, and eligible homeowners at no cost.

Program Funding:

This program is funded by the Community Development Agency (CDA) and Community Development Block Grant Funds.

Timeline:

- month 1: make a survey
- month 2: organize a group
 contact the urban league
- month 3: deliver petitions

HOME REHABILITATION INITIATIVE

Homes that have significant structural problems require a more intensive reconstruction effort. These repairs differ from Home Maintenance as they are more costly, almost always require technical assistance, and occur less frequently so as not to be considered part of periodic home repair. Examples of repairs categorized as rehabilitation are re-shingling a roof, modernization of a kitchen or bath, alterations to the floor plan, or replacement of walls or porches.

The rehabilitation of a house may stem from several causes. Old structures may be modernized either for new equipment or new floor plans, damaged structures may be repaired, or structures may be adapted for a new use. In each case, the work differs from Home Maintenance as it will probably only be done once, may temporarily dislocate occupants, and will cost considerably more.

There are one-hundred twenty-two structures in the neighborhood that appear to require physical rehabilitation. (Table 8.1) The vast majority (86%) of these are residential buildings with the remainder being small commercial units. The residential structures include seventy-seven single-family homes and twenty-eight multi-family buildings. Fifty-five of the single-family homes and eighteen of the multi-family

structures, are occupied. The twenty-eight multi-family buildings contain over one-hundred units, fifty of which are currently occupied. One-hundred five households live in buildings listed as 'deteriorated,' while seventy-six unoccupied residential units are also listed as 'deteriorated.' A complete list of the structures offering potential sites for rehabilitation is included in Appendix L. A map indicating their location in the neighborhood is included as Figure 8.1.

The list of Potential Sites for Structural Rehabilitation is based on Figure 3.3, Building Conditions. A building condition of 'deteriorated' indicates that major structural repair is necessary. One-hundred forty-one structures in the neighborhood have a building condition of 'deteriorated.' However, not all of these are considered potential sites for rehabilitation. Seventeen are industrial sites and two are the vacant high-rises at Orr-Weathers. The industrial sites would require considerable clean-up and preparation prior to rehabilitation. Rehabilitation of the vacant Orr-Weathers' buildings has been deemed uneconomical, and the East St. Louis Housing Authority has begun steps towards demolition. (CHAS, p. 36)

Table 8.1
Potential Sites for Structural Rehabilitation
1991

| REHAB SITES | Occupied | Unoccupied | Total (%) |
|--------------------------------|----------|------------|------------|
| Single-Family Structures | 55 | 22 | 77 (63%) |
| Multi-Family Structures(Units) | 18 (50) | 10 (54) | 28 (23%) |
| Commercial Structures | 3 | 14 | 17 (14%) |
| Total: Structures(Units) | 76 (108) | 46 (90) | 122 (100%) |

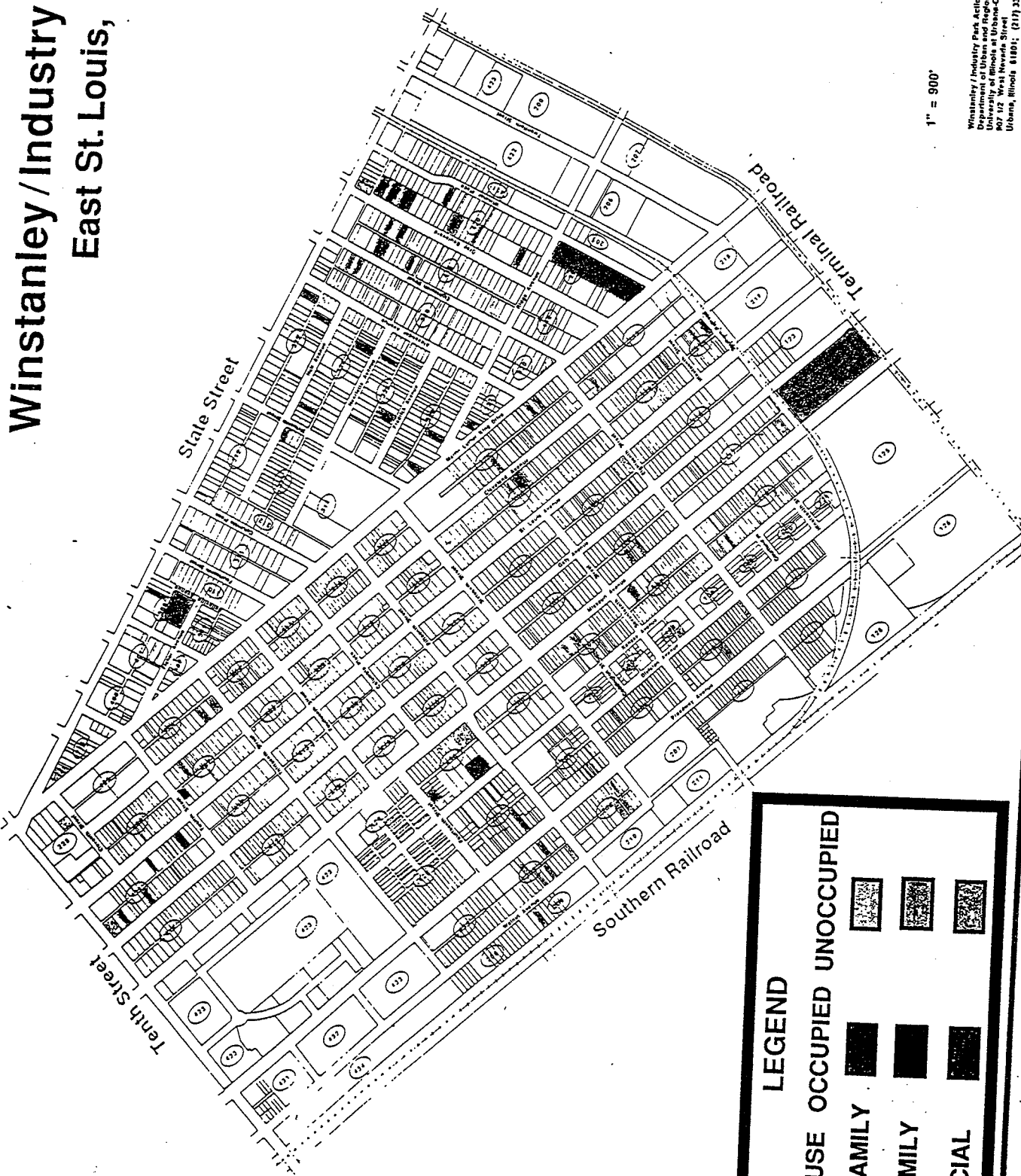
A concentrated effort to direct funds toward the rehabilitation of the deteriorated housing units can directly affect over one-hundred families in the neighborhood. It would address three-fourths of the salvageable buildings that need major repair. And if extended to unoccupied structures, excluding the high-rise apartment buildings in Orr-Weathers, can provide new housing for over seventy households.

SUGGESTED REVISIONS

SUGGESTED REHABILITATION SITES

Winstanley/Industry Park East St. Louis, Illinois

Figure 8.1



| LEGEND | | |
|---------------|----------|------------|
| LAND USE | OCCUPIED | UNOCCUPIED |
| SINGLE FAMILY | | |
| MULTI-FAMILY | | |
| COMMERCIAL | | |

1" = 900'



Winstanley/Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
112 West Nevada Street
Urbana, Illinois 61801; (312) 333-3890

The programs in this initiative will encourage residents and owners to undertake rehabilitation efforts of neighborhood homes and businesses. The Home Repair Rebate Program encourages residents to participate in on-going homeowner rehabilitation funded by the East St. Louis Office of Community Development. The Rental Housing Rebate Program proposes a similar scheme for rental properties. The Homeowner's Assistance Program proposes the extension of a home repair effort that exists in St. Louis and is run by the Urban League of Metropolitan St. Louis. The Consumers' Guide to Local Contractors Program proposes that the Neighborhood Organization compile a formal listing of businesses in the home repair trades.

It should be mentioned that the costs of major home repair vary considerably from house to house. Rehabilitation costs are dependent on the compatibility of the structure to replacement supplies, previous alterations to the structure, general condition of the structure, the quality of replacement supplies, and the difficulty of performing the work. With this in mind, Appendix M contains a list of costs for various home rehabilitation projects. This list was prepared in the Spring of 1992 and is based on sample homes from the Winstanley/Industry Park Neighborhood.

(A.) Home Repair Rebate Program

Description:

The East St. Louis Office of Community Development (OCD) has funding assistance available for eligible home repairs for low and moderate income owner-occupied housing. The amount of assistance available to the homeowner is dependent on household income and size. Participants are selected on a first-come, first-served basis and assistance is available throughout the city. Detailed information on the program is included in Appendix N (Note: The information in Appendix N is for the May 1992 application process and may be altered or refined prior to the next funding cycle.) It should be noted that residents do not need to cover the costs of rehabilitation before receiving a rebate. Residents need only to cover the percentage of costs as outlined in the Assistance Level Guidelines in Appendix N.

Rationale:

All homes must be kept in good repair to insure the appearance of the neighborhood and the value of property. Residents must have the opportunity to invest in their homes, to improve the quality of their home life, and to adapt structures to fit special needs.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Contact the Office of Community Development to find out the dates for the next application process. Applications can only be accepted at stated times, requiring prompt action by those wishing to participate in the program. Applications are not scheduled to be available before the Fall of 1992. A copy of the application used in the May 1992 application process is included in Appendix N.
2. Obtain a copy of the Home Repair Rebate Program: Program Description. This is available at the Office of Community Development and will describe program eligibility, eligible repairs, the application process, and the program process. A representative of the Neighborhood Organization can pick up multiple copies to distribute to residents. See Appendix N.
3. Obtain a copy of the Home Repair Rebate Program: Application for Assistance. This application is available at the Office of Community Development. A copy of the May 1992 application form is in Appendix N.
4. Inform the neighborhood of the program. Distribute information regarding this program and invite residents to a training session geared to assisting local residents in completing the application.
5. Organize and hold a training session in completing the application. Five to 10 residents could meet to review the application process.
6. Submit applications to the Office at Community Development at the proper time.
7. Seek City Council's support of a resolution committing a fair share (16%) of rebates to the Winstanley/Industry Park neighborhood.

Resources Required:

Forms and information are available at the
Office of Community Development
301 E. Broadway
East St. Louis, Illinois 62201
482-6635

As part of the eligibility requirements, residents who live in a flood plain are required to have flood insurance. Figure 4.5 illustrates the areas of the Winstanley/Industry Park Neighborhood that are considered a flood plain.

Projected Program Costs:

Program costs vary with the amount of Community Development Block Grant money budgeted to the program. Costs to residents vary with household income and household size. The total costs for home rehabilitation cannot exceed \$10,000. Residents receive a rebate based on household income and size. A contract for the maximum level of support would lead to a rebate between \$5,000 and \$9,500. A complete breakdown of household eligibility and rebates is included in Appendix N.

Program Funding:

The Program is funded by the Community Development Block Grants Program through the East St. Louis Office of Community Development. All program participants will be required to pay part of the costs of rehabilitation. Homeowners will pay either 50%, 25%, or 5% of the costs of rehabilitation. The Winstanley/Industry Park Neighborhood should receive a "fair share" of funds available in this program. As the neighborhood contains 16% of the City's population, it should receive 16% of budgeted funds.

Timeline:

The application process closed in May of 1992 and is not scheduled to re-open before the Fall of 1992. Funds for rehabilitation will be made available shortly thereafter. Residents who wish to participate should become familiar with the program and prepare all necessary information before application processing resumes.

Maps:

Figure 8.1 shows property tax parcels with a land use of 'single-family', 'multi-family', or 'commercial' and a building condition of 'deteriorated.' Deteriorated structures could benefit greatly from physical rehabilitation. Many of these are occupied, residential units that would qualify for the Home Repair Rebate Program. Deteriorated is defined as "major structural improvements needed." (Refer to Figure 3.3, "Building Conditions")

(B.) Rental Housing Rehabilitation Program**Description:**

This program will cover eligible start-up costs to assist non-profit groups in rehabilitating and constructing low-income rental housing. Start-up costs include organizing a staff, formulating a program, and formalizing an organization to conduct the program. This program will assist low-income households living in rental housing by increasing and improving the stock of affordable housing. Low-income households are those with an income of less than 80% of the regional median. Moderate-income households are those making between 80% and 100% of the regional median.

The United States Department of Housing and Urban Development created the HOME Program under Title II of the National Affordable Housing Act of 1990. The HOME program provides states and local governments with the flexibility to decide what kinds of housing assistance, or mix of housing assistance, is most appropriate to meet their housing needs. It is not a categorical housing program requiring a specific housing activity such as public housing. (The HOME Program, p. 3)

Rationale:

Neighborhood based groups have a good understanding of local housing and service needs. Many public and private housing improvement programs are targeted to non-profit sponsors. By increasing the development capacity of non-profit organizations in East St. Louis, the City will improve the possibility for constructing quality, affordable housing. This program will also increase the responsibilities and credibility of the Neighborhood Organization.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Organize local rental residents to petition the Office of Community Development for a 'fair share' of this money to be spent in the neighborhood. (The CHAS suggests a city-wide allocation of \$400,000 to this program. As Winstanley/Industry Park contains approximately 16% of the city's population their 'fair share' of this budget will be \$64,000.)
 2. Use the Housing Committee (See Housing Market Analysis Program, Activity 1, page 200) to network with developers willing to work with a local non-profit organization in the provision of affordable housing. Efforts
-

should be directed at rehabilitating rental units in the neighborhood.

3. Establish programs to provide financial assistance to residents or landowners of rental housing who wish to rehabilitate structures while maintaining rents that are affordable to low and moderate income households.

Resources Required:

- * Housing Committee would be comprised of a broad base of neighborhood residents, City officials, real estate professionals, developers, bankers, and architects. This committee would provide expertise and insight on local housing issues.
- * Office of Community Development
301 East Broadway, Third Floor
East St. Louis, Illinois 62201 (618) 482-6635

This office administers the Community Development Block Grant funds for the City. Some of their programs directly affect housing in Winstanley.

Projected Program Costs:

Costs will be incurred in organizing residents, working with the Housing Committee, and in establishing development projects.

Program Funding:

Funding for this program can be budgeted from the Department of Housing and Urban Development's HOME grant to the City of East St. Louis. The City will receive \$984,000 for fiscal year 1993 for use in providing affordable housing.

Timeline:

- Month 1: Organize as a non-profit organization (See Organization Development Initiative, page 357)
- Month 2-3: Develop an appropriate program for rental unit rehabilitation
- Month 4-6: Work with developers to formulate development projects

(C) Consumer's Guide to Local Contractors Program**Description:**

The Neighborhood Organization will compile a file of contractors who work in the area. This file will contain names, phone numbers, area of expertise, and years of experience of all contractors involved in home repair and rehabilitation.

Rationale:

Residents who participate in the **Home Repair Rebate Program**, (see page 191) must secure their own contractor. Any resident that requests work be done professionally should be familiar with the market and able to understand the differences between contractors. All residents in the neighborhood can benefit from the experiences of their neighbors in requesting contracting work to be done on their homes.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Organize the Home Maintenance and Repair Task Force. (See **Home Repairs Workshops Program**, Activity 2, page 184)
2. Create a working list of local contractors. Use the phone book and word-of-mouth to generate a simple list of local contractors. Supplement this information with calls to contractors to complete the listings. A sample listing might look like this:

Electrical Wiring, Heating, Air Conditioning

John Doe
3000 State Street
East St. Louis
555-1234

Insured: yes or no
Certifications:
Licensing:
Years in Operation:

3. Contact the regional Better Business Bureau and the State Department of Consumer Affairs for information regarding licensing and certification of home contractors.

4. Supplement this list by contacting local and state building construction and trade associations.

Resources Required:

A sub-committee should be formed to contribute the necessary time required to complete this program. Basic office supplies are necessary including a telephone book and a place to store the files.

Projected Program Costs:

The more comprehensive and detailed the list of area contractors is the more expensive it will be to produce and distribute. Costs will be incurred in contacting contractors, preparing the information, and making the list available.

Program Funding:

The costs could be covered by selling ad space in the directory. Building supply companies, local building unions, and local contractors will be solicited to contribute to the preparation of the directory. These businesses would benefit from an increase in home repair work and should be encouraged to advertise. The State Building Contractor's Association and the Building Trades Council of the AFL-CIO should be asked to co-sponsor this directory.

Timeline:

- Month 1: Compile the list of contractors
- Month 2: Prepare the survey forms/research contractors
- Month 3: Establish a system of obtaining resident responses

NEW HOME CONSTRUCTION INITIATIVE

The Winstanley/Industry Park neighborhood has not had much construction of new housing in the past few decades. Scattered site construction has produced some relatively new homes but the majority of the housing stock was built before 1960, and much of it was built before 1940. (CHAS, p. 32)

The current economic and social situation in East St. Louis does not encourage developers and financiers to invest in new home construction in many areas of the city.

and Job Generation

A report on "The Feasibility of Building New Affordable Housing in the Low Income Inner City Neighborhood of Emerson Park, East St. Louis, Illinois" was prepared as a Master's Thesis in the spring of 1991 by a graduate student at the University of Illinois. This report stated that:

New private housing development is virtually impossible because:

- * the value of the existing housing stock has been steadily depreciating,
- * local banks are disinvesting in this market,
- * the physical infrastructure is extremely deteriorated,
- * there has been net population out migration and housing stock abandonment,
- * there are many social problems, such as crime, drugs, unemployment, and safety,
- * tax rates are much higher than in surrounding communities, and
- * severe Federal cutbacks in housing programs since 1980,
- * a very sluggish national and state economy,
- * strains on the local economy from the stagnate military and airline industries,
- * remaining households are too poor to afford new units.

The result is that no new affordable low-income housing has been built for many years. (Koenig, p. ix)

Despite these problems there are several reasons to prepare for new home construction in the Winstanley/Industry Park Neighborhood. First, current efforts to stabilize and improve the area will make the neighborhood more attractive as a place to live. The neighborhood could easily accomodate new housing construction when seen as a stable, attractive area of the city. The application of programs designed to address problems of physical deterioration and increase the provision of local services will improve the quality of the neighborhood, retaining current residents and drawing in new ones.

Second, the demolition of the Orr-Weathers high-rises will create a need to construct over two-hundred new units of public housing. According to federal law, the demolition of federally sponsored public housing must be accompanied by the construction of an equal number of replacement units. The new units do not need to be located in Orr-Weathers but can be placed anywhere in the City. However, the amount of space available at Orr-Weathers and the fact that the site is already owned by the East St. Louis Housing Authority will encourage the location of some of the new units near the site of the vacant high-rises.

Third, the construction of new housing must be complemented by adequate social and infrastructure supports, many of which require considerable time to prepare. The neighborhood and city agencies must insure that sewer, water, and electrical connections are all appropriate for contemporary construction. Streets and lighting need to be

sufficient for an increase in traffic. Schools and services must be prepared to handle increased populations. As the neighborhood's population has steadily declined since 1960, few concerns over the effects of increased density have been raised. But in many areas, growth occurs more rapidly than public services can be provided, creating problems that could have been anticipated and managed more efficiently.

And finally, if the area is going to attract new development in the future it must begin to develop associated goals and guidelines. The neighborhood organization should determine what kind of new development would be preferred and what kind would be detrimental. The provisions for scattered-site single-family housing differ from those for a small, multi-family planned unit development. Efforts at a mixed-income development often take many years to become realized, while a series of modular homes can be constructed in a manner of weeks. The effects of possible additions to the neighborhood's public housing stock must be anticipated and the desired long-term appearance of the area must be considered. It is in preparation for the future that the neighborhood and the City begin consideration of potential and appropriate housing construction.

The New Home Construction Initiative includes four programs directing resources at current and potential housing needs. A Housing Market Analysis is proposed as a means of determining the current state of the housing market in East St. Louis. This is a necessary pre-requisite to any comprehensive policy aimed at directing growth as well as any proposals for development. A Home Purchasing Support Program is proposed to facilitate the purchase of homes in the neighborhood. Such support would likely be directed to existing housing, but an increase in purchasing would help stimulate the local housing market and interest in the Winstanley area.

To address the needs of transitional housing, the Gateway Re-Development Program is presented. This program proposes the rehabilitation of the former Gateway Community Hospital, at 1600 Martin Luther King Drive, as a shelter and service center for homeless individuals and families, battered women, drug abusers, and others requiring emergency shelter. And finally, the Public Housing Development Program studies the possibility and appropriateness of new public housing construction in Winstanley.

(A.) Housing Market Analysis Program**Description:**

This program will produce a formal analysis of the housing market in the City of East St. Louis. The analysis will provide investors, developers, planners, and bankers with information on local and regional patterns of housing construction and population flows. Housing need and demand, in the short and long term, will be analyzed by using demographic, housing, and investment data.

The Housing Market Analysis will seek to determine how many units will be required to meet local housing demand in the future, what types of units will be needed (size, type, price), and who will be housed in such units. An important aspect of the Housing Market Analysis will be to discern local needs for single-room occupancy units. Finally, it will look at the spatial distribution of local housing demand.

Rationale:

A thorough analysis of market conditions is essential to the creation of any development proposals. Such information will determine the feasibility of new housing construction in the City and propose changes that can be made to encourage new construction.

Activities:

The Winstanley/Industry Park Neighborhood Organization along with other citizens' groups, city agencies, and appropriate professionals should:

1. Form an East St. Louis Housing Committee. A broad-based committee of neighborhood residents, city officials, real estate professionals, developers, bankers, and architects will determine the nature and scope of a City-wide housing market analysis.

The East St. Louis Housing Committee should:

2. Identify possible university resources to conduct the survey and analysis. University graduate students and supervising faculty from the fields of business, economics, or planning would have the required analytical skills to complete such a report.
-

3. Work with the university team in conducting the report. Sources of data include: U.S. Census, local housing permits, utility connects/disconnects, loan applications, assessed property values, and newspaper real estate listings.
4. Presentation of findings at a meeting open to the residents, neighborhood businesses, the community, city, and county, residential, state, and federal housing officials.
5. Refocus committee and expand participation to develop specific housing goals for East St. Louis and Winstanley/Industry Park. Following completion of the Housing Market Analysis, the Committee should be expanded to focus on developing a specific plan for new housing construction in the City.
6. Contact the Office of Community Development and the Community Program Development Corporation and suggest that they amend the Comprehensive Housing Affordability Strategy based on the findings of the housing market analysis.
7. Identify possible sources of funding for new housing construction. These can be developers of affordable housing, financiers operating in East St. Louis, outside non-profit organizations, or some form of public/private development. The St. Louis Federal Reserve Bank has agreed to assemble local lenders to discuss East St. Louis investments.
8. Secure university assistance in preparing funding proposals aimed at generating cash for land acquisition, site preparation, construction, marketing and management.

Resources Required:

A commitment from a local university to prepare the market analysis. Southern Illinois University at Edwardsville, Washington University, or one of the other colleges and universities listed in Appendix P, should be approached.

Projected Program Costs:

Costs will be incurred in organizing the Housing Committee and conducting the related activities. The Housing Market Analysis will cost between \$7,500 and \$10,000 to complete. University research assistance could help fund this program.

Program Funding:

This program, including the Housing Committee, may be funded by the Community Development Block Grant fund. This source is intended for city-wide benefit and would allow the market analysis to be conducted in a professional and timely manner. Local banks should also be pursued as sources of funding as should the East St. Louis Chamber of Commerce, Leadership Council, and Target 2000.

Timeline:

| | |
|--------------|--|
| Month 1: | Organize the Housing Committee |
| Month 2: | Secure university commitment to prepare the analysis |
| Months 3-8: | University group prepares the analysis |
| Month 9: | Presentation of findings |
| Month 10-12: | Identification and pursuit of new construction funding sources |

(B.) The Gateway Re-Development Program**Description:**

The Gateway Community Hospital, in the 1600 block of Martin Luther King Drive, provides an excellent opportunity for institutional re-development. The hospital has been vacant the past few years with vandalism and illegal entry making it dangerous and unsightly. The building is centrally located in the Winstanley/Industry Park Neighborhood and in East St. Louis. It has easy access to downtown East St. Louis, State Street, and the public service complex on 20th Street north of State Street.

This program will re-develop the former Gateway Community Hospital as a transitional housing shelter and a social services center. Preliminary plans indicate that over 250 people can be live in on-site transitional housing. In addition to the fundamental housing and administrative functions provided, The Gateway will contain on-site drug rehabilitation and adjacent-site job training. The Gateway will also have access to some limited off-site permanent housing for residents who no longer require transitional housing. The Gateway is to be an independently operated, non-profit, community organization.

Transitional housing is part of a growing response to homelessness. It is intended to assist people in their move from emergency shelter to permanent housing. State and Federal budget cuts have greatly limited the amount of General Assistance available,

creating increased strain on social services in the City. Transitional housing is part of a range of housing and social services intended to help individuals and families overcome the liabilities of homelessness.

Supportive services will include:

- * Drug Rehabilitation
- * Job Training
- * Adult Education/Life Planning
- * General Personal Counseling
- * Legal Advocacy
- * Personal Health Evaluation and Referral
- * Financial Assistance Counseling
- * Housing Search and Referral
- * Next Stage/Community Outreach

A more thorough description of this program, with accompanying sketches and floor plans, is available from Associate Professor Michael Andrejasich, School of Architecture, University of Illinois at Urbana-Champaign, 434 Flagg Hall, (217) 244-4270.

Rationale:

The demand for transitional housing is difficult to gauge, but evidence indicates a need for additional transitional housing and more temporary shelter in East St. Louis. The 1992 East St. Louis Comprehensive Housing Affordability Strategy report (CHAS) surveys the nine agencies in East St. Louis providing temporary housing and services for homeless individuals and families. Of these agencies "there is neither transitional housing for the homeless nor is there transitional housing designed for the handicapped homeless." (CHAS, p. 18) This report mentions that many related social service have specified target groups, thereby not reaching all of those who may benefit from homeless services. "St. Clair County and East St. Louis do not currently have programs which serve male and female elderly, those physically handicapped requiring special facilities, males under the age of 18, large families, or persons suffering from AIDS." (CHAS, pp. 21-22)

In addition, four-thousand people in the region are going to be eliminated from participation in the State General Assistance program. Many of these are East St. Louis residents who will require a program to address their needs. This program will permit the creative rehabilitation of an existing building. This re-use plan for the Gateway building fits a community need and takes advantage of an abandoned structure. The hospital design of the structure provides considerable space, many dormitory size rooms easily converted to single-room occupancy, facilities for large numbers of people,

adequate mechanical systems and substantial parking. This facility will provide the necessary comprehensive mix of services that can help individuals and families overcome the serious problems of joblessness, homelessness, poverty, and drug abuse.

The Gateway provides a great opportunity to turn a negative landmark into a positive for the entire community. The building stands as an eyesore, contributing to the negative image of the area. Combining shelter with supportive services, residents are provided with the opportunity to develop long-term, goal-oriented plans for independent living. This will increase the stabilization of the neighborhood and of the city.

Activities:

The Winstanley/Industry Park Neighborhood Organization along with other citizens' groups should:

1. Prepare proposed concept plan for community review. Use the Report from the School of Architecture, University of Illinois at Urbana-Champaign to familiarize residents with the possibility of the Gateway re-development.
2. Organize Gateway Rehabilitation Committee involving interested residents, officials, social service providers, and developers. This committee should review the same report and consider the appropriateness of proposals.
3. Secure support of local municipal leaders for the rehabilitation of Gateway. Efforts to rehabilitate the structure will require considerable funding from public and private sources. The support of local officials and leaders must be secured if such a major re-development effort is to be successfully launched.
4. Secure funding to hire local university staff to provide design services required for the renovation of the building. A local university could elaborate on the initial designs contained in University of Illinois' Architecture Report.
5. Present the concept plan and preliminary designs to State and Federal housing officials to identify possible funding sources. A finished, detailed re-development proposal should be used to lobby state and federal agencies for necessary support and funding.

6. Prepare preliminary application for submission to public funding sources.
7. Present proposal to local leaders to determine their interest.
8. Secure funding, identify general contractor.
9. Build structure.
10. Secure money for required social services programs.

Resources Required:

- * The Winstanley/Industry Park Architecture Report, School of Architecture, University of Illinois. Contact Professor Michael Andrejasich, (217) 244-4270.

Projected Program Costs:

Total projected costs for 'The Gateway' program:

Capital Costs:

Building/Land Purchase

\$ 0

Renovation/New Construction:

Gateway (\$117,000 sq.ft. @ \$53/sq.ft.)

6,201,000

Monroe (7,300 sq.ft. @ \$53/sq.ft.)

386,900

Next Stage (3,400 sq.ft. @ \$40/sq.ft.)

136,000

Total Capital Costs

\$6,723,900

Annual Operating Costs:

Annual Building Operations

\$ 500,000

Annual Services:

Room and Board

1,200,000

Staff Salaries

688,600

Total Annual Operating Costs

\$2,388,600

Program Funding:

Funding for this program will need to come from state and federal agencies committed to expanded social service provision in St. Clair County.

(C.) Public Housing Development Program**Description:**

The two unoccupied high-rises in Orr-Weathers will not be rehabilitated. These structures were designed for use by low-income family households and contain over two-hundred units. The East St. Louis Housing Authority has begun the process to demolish these structures. According to Federal Law, no federally sponsored public housing units can be demolished unless an equal number are constructed as replacement housing. This "one-for-one rule" greatly influences the pattern of public housing construction.

The two high-rises buildings in Orr-Weathers can not be demolished until approval has been granted for an equal amount of new construction. East St. Louis Housing Authority does not need to place new units at the same site but they must be located in the City. The new units can be of lower density and scattered site. It is not likely that Orr-Weathers will be able to accept 254 new units, but the amount of open space there and the fact that it is an established public housing site suggest that the Housing Authority will consider placing some of the new construction there.

Rationale:

Waiting lists for public housing in East St. Louis warrant the construction of new units. The East St. Louis Comprehensive Housing Affordability Strategy (CHAS) indicates that 456 households are on the East St. Louis Housing Authority's waiting list. The vast majority of these are large families, 312, with 108 small families and 36 elderly households. (CHAS, p. 34) The public housing stock has considerable vacancies that cannot be filled due to the deteriorated condition of the structures. Structures like the Orr-Weathers high rises are less expensive to replace than rehabilitate.

However, many other structures are less expensive to repair for habitable use. Townhouses, single-family homes, and low density multi-family buildings can provide an equivalent amount of housing at less cost. The demolition and replacement costs for 254 units in the vacant Orr-Weathers high rises is \$18 million. This amounts to \$72,000 per unit. A recent report housing in East St. Louis estimates initial construction of a 3 bedroom single-family home at \$55,000. (Koenig, p. 21) In addition, there are many houses in the neighborhood that can be rehabilitated for \$20,000. (See Appendix M) Table 8.1 shows that the rehabilitation of 46 unoccupied structures could provide 90 units of new housing.

The presence of a new, large-scale development would have a major affect on the character of the Winstanley/Industry Park Neighborhood. Building features, landscaping treatments, and traffic generation will have a dramatic and long-term effect in the area. Residents and city officials should begin looking into the possibility of constructing new public housing units at the Orr-Weathers site and establishing appropriate development guidelines.

Activities:

The Winstanley/Industry Park Neighborhood Organization, the East St. Louis Housing Committee, and other interested groups should:

1. Direct the Housing Committee to consider the possibility of new public housing construction in the Winstanley/Industry Park Neighborhood.
2. Begin a series of discussions covering compatible development in the Winstanley/Industry Park Neighborhood. Residents should meet to discuss the location and type of acceptable new development.
3. Develop a list of development guidelines and proposals for the Winstanley/Industry Park Neighborhood. These guidelines would explicitly state the type of construction compatible with the character and health of the neighborhood, addressing landscaping, building design, safety, recreational opportunities, and spacing.
4. Present development guidelines to the Office of Community Development and the Housing Authority. Have officials accept that any new developments must be within the guidelines presented.
5. Encourage the Housing Authority to give neighborhood residents in sub-standard housing first choice at the new units. Neighborhood households who so desire should be able to re-locate within the neighborhood to the new housing.
6. Work with the Housing Authority to develop a proposal that is acceptable to both the Neighborhood Organization and the Housing Authority.
7. Identify local residents who may benefit from the construction of new standard housing. Encourage them to register with the Housing Authority to possibly take advantage of the new units.

Resources Required:

- * The Housing Committee. See **Housing Market Analysis Program**, Activity 1, page 200.
- * Housing Market Analysis. Take special note of the demand for standard, affordable housing.

Projected Program Costs:

The projected costs of demolishing the two vacant high-rises is \$1.5 million. Estimated costs for replacement units is \$5.5 million annually for three years. Total program costs: \$18 million. (CHAS, p. 36)

Program Funding:

New construction by the East St. Louis Housing Authority would be funded by the United States Department of Housing and Urban Development. No units may be demolished until funding for the replacement units has been approved. Funding for the Housing Committee could come from the Office of Community Development with support from local developers and financiers.

Timeline:

The vacant high-rises are scheduled to be demolished in 1994. Construction on new units, at sites to be determined, will follow the demolition.

IX.

Urban Design

INTRODUCTION

Imagine a neighborhood dotted with gardens, green open spaces, play-grounds and parks...tree lined streets lead to an open air market place where local residents buy and sell fresh produce, baked goods, and home-made crafts...landscaped open spaces border the neighborhood, buffering industrial noise and hazards while cleaning the air and soil. Such changes can happen within the Winstanley/Industry Park Neighborhood if people work together. The neighborhood's vacant land and people power offer excellent opportunities to make Winstanley/Industry Park a more pleasant and comfortable place to live.

The objective of the Urban Design Initiative is to improve the neighborhood's physical appearance and function by involving residents in implementing an integrated urban design scheme.

Since the turn of the century, Patrick Geddes and other urban sociologists and planners have adopted an ecological perspective on city life. They have stressed the importance of the physical environment in shaping individual and group behavior and attitudes. Emerging from this tradition is the idea that people working together can alter the built environment and thus improve the quality of life that exists within a community. This chapter focuses on ways the built environment in Winstanley/Industry Park can be altered to achieve a healthier, safer, more attractive, and more functional residential neighborhood.

Much of the initial research regarding the relationship between Urban Design and societal goals was done by a professor of planning at the Massachusetts Institute of Technology, Kevin Lynch. Lynch focused on the concept of imagability. Imagability is that aspect of the physical setting that elevates human experience, elicits strong responses and commitment, and persists in human memory.

There are several major elements of the built environment that contribute to a neighborhood's imagability. These design elements include: districts, edges, pathways, landmarks, and nodes. This initiative assists local residents in organizing and supporting these elements so that a sense of security and comfort is achieved.

The definitions Kevin Lynch used for these elements can be applied to Winstanley/Industry Park. A "district" is a medium to large portion of a city that has a set of common recognizable characteristics. An "edge" is a clear and defined border that creates a sense of being enclosed in familiar territory. "Pathways" are channels through which travelers move. A "landmark" is a significant and collective point of reference that communicates critical messages about community values. A "node" is a point where pathways converge, sometimes creating a special locale in which many people gather to socialize and communicate. When these design elements are integrated in an understandable way, the physical neighborhood enhances the residential community.

URBAN DESIGN EVALUATION

According to Kevin Lynch's criteria, Winstanley/Industry Park has low imagability. The five elements are not well organized, reducing the sense of security, community, and neighborhood uniqueness. Following is an evaluation of the neighborhood, based on Lynch's design elements.

District

The Winstanley/Industry Park Neighborhood is a residential district. Nearly 90% of structures in the neighborhood are for residential use. (Table 3.1) Houses and apartments show a higher level of occupation than business structures (Table 3.4) and many of the residential buildings have similar designs, contributing to a sense of neighborhood. But the high degree of private and public disinvestment over the years has contributed to deteriorated aesthetic conditions and decreased the continuity of the district.

Since 1960, the population of Winstanley/Industry Park has decreased by about 50%, resulting in significant commercial and residential abandonment. One in three parcels in the neighborhood is vacant. Many homes and commercial structures stand unoccupied. These empty buildings are eyesores for local residents and, in some cases, represent health and safety hazards. The population loss decreases the amount of private funds available for investment.

This lack of private investment is compounded by a lack of public investment. Public agencies have failed to repair and replace deteriorated infrastructure, leading to serious health and safety concerns in some areas. St. Clair County and the City of East St. Louis do not properly maintain much of the property for which they are responsible. The City does not provide trash pick-up. As a result, and because of lax health and safety code enforcement, illegal dumping has occurred in some parts of the neighborhood. Poorly maintained vacant lots, and dilapidated buildings discourage current owners and residents from investing time, energy, and money into the neighborhood. At the same time, local banks have been hesitant to make home improvement loans in the neighborhood.

There has been significant public investment in one portion of the neighborhood in the form of public housing. The area between Missouri and Broadway Avenues and 10th and 16th Streets has been developed with both high rise and garden style public housing. The "Tower in the Park" concept of public housing is evident on 13th Street. Two of the four towers are now unoccupied and boarded, leaving the surrounding open space unused. This space is largely unimproved and bordered on two sides by garden style housing that hides it from view. The empty structures and hidden nature combine with a perception of crime to effectively cut this open space off from the rest of the neighborhood.

Edges:

The borders, or edges, of the neighborhood are well-defined but their aesthetic and economic contributions are minimal. The edge areas contain the highest rates of vacancy and the poorest building and site conditions. State Street, forming the northern edge of the neighborhood, has historically been a thriving commercial strip. Today, although still heavily travelled, it is lined with many unoccupied commercial structures and vacant lots.

Heavy industrial activity, large structures and railroad tracks form the southern and eastern edges of the neighborhood. The railroad tracks separate Winstanley/Industry Park from other neighborhoods but the industrial activity has ceased, leaving large buildings and tracks of land unused and unattended. Along the

eastern edge, the Southern and Terminal Railroads run parallel, creating what local residents have described as a no-man's-land.

Pathways:

Contributing to Winstanley/Industry Park's low imaginability are poorly defined pathways. The major streets in the neighborhood lack common organizing elements that notify travellers they are in a special part of the city.

The street pattern grid supports substantial east-west movement. The neighborhood is divided by two arterial streets, Missouri Avenue and Martin Luther King Drive, connecting downtown with other parts of the City. These streets carry large volumes of traffic through the neighborhood and are important links in the City's transportation network. On the other hand, no north-south streets continue uninterrupted through the neighborhood. Pedestrian movement on both north-south and east-west routes is hampered by missing or deteriorated sidewalks while abandoned buildings and poor street lighting undermine aesthetics and create safety concerns.

Landmarks and Nodes:

The most well known landmark in the neighborhood is Gateway Hospital on Martin Luther King Drive. It once represented the City's commitment to serving residents, but today stands vandalized, symbolizing the area's decline. A node is another type of point reference containing meaning and identity. Because nodes can be centers of community activity they are important in defining a neighborhood.

Focal points are also important organizing features in a neighborhood. A focal point is either a small scale landmark or a collection of similar structures focusing community attention on specific sections of the neighborhood. The area near Martin Luther King Drive and Columbia Place, with its cluster of churches and maintained open spaces, serves, to some extent, as a neighborhood focal point.

Summary Evaluation:

Winstanley/Industry Park lacks defined entryways signifying a special residential district. Because of structural and aesthetic problems, pathways do not adequately link pedestrians to other sections of the neighborhood. East-west paths are dominated by arterial streets that divide the neighborhood rather than unify. The edges do not support the residential areas, the major landmark is in disrepair, nodes are underutilized, and focal points are poorly defined.

Urban Design Proposal:

A comprehensive urban design scheme is needed which improves neighborhood boundaries, enhances pathways and focal points, develops landmarks and activity centers, and converts publicly controlled vacant land into private and community property. The design scheme presented here incorporates each of these elements in an integrated strategy that directly involves local residents in making Winstanley/Industry Park a more attractive and effective residential neighborhood.

The design elements also serve to link the community together so that areas experiencing renovation are connected to future improvement areas. Figures 9.1 and 9.2 illustrate how design elements and site specific projects detailed in this report work to connect and foster neighborhood improvements. The specific projects are part of five major programs that comprise the urban design scheme.

The success of a neighborhood as a safe and livable place is closely tied to it's physical appearance. Physically sound and aesthetically pleasing places encourage investment. A neighborhood committed to beautification and improvement programs, even on a small scale, will attract the attention of lending institutions, businesses, local government, and potential newcomers.

I. Urban Design Initiative**A. Open Space Buffer Program****B. Street Improvements Program**

1. Local Street Beautification Projects
2. Entranceway Treatment Projects
3. Arterial Streetscape Projects

C. Vacant Land to Productive Use Program

1. Community Garden Project
2. Community Education Garden Project
3. Focal Point Project
4. Mid-Block Tot-Lot Project

D. Columbia Place Market Program (Design Aspects)**E. Adjacent Vacant Lot Acquisition Program**

URBAN DESIGN INITIATIVE

(A.) Open Space Buffer Program

Description:

The Open Space Buffer Program is designed to strengthen the southern and eastern borders of Winstanley/Industry Park. Imagine a belt of green open space and trees that extends the entire length of the railroad tracks as they pass through the neighborhood. The Open Space Buffer Program will create such an area that buffers residential uses from the heavy industrial uses, toxic waste sites, and railroad tracks that line the southern and eastern boundaries of the neighborhood. The open space will provide substantial vegetation that takes pollution from the air and absorbs rain water runoff. This area in time would offer space for both active and passive recreation. Figure 9.1 shows the location of the proposed buffer zone.

The program will prevent future development and building in the buffer zone. It also calls for a permanent moratorium on all public improvements in the area except emergency infrastructure repair and replacement. Demolitions of dilapidated buildings and lot clearance should occur where appropriate. Other physical improvements contained in this plan will not be made in the area designated for the buffer zone.

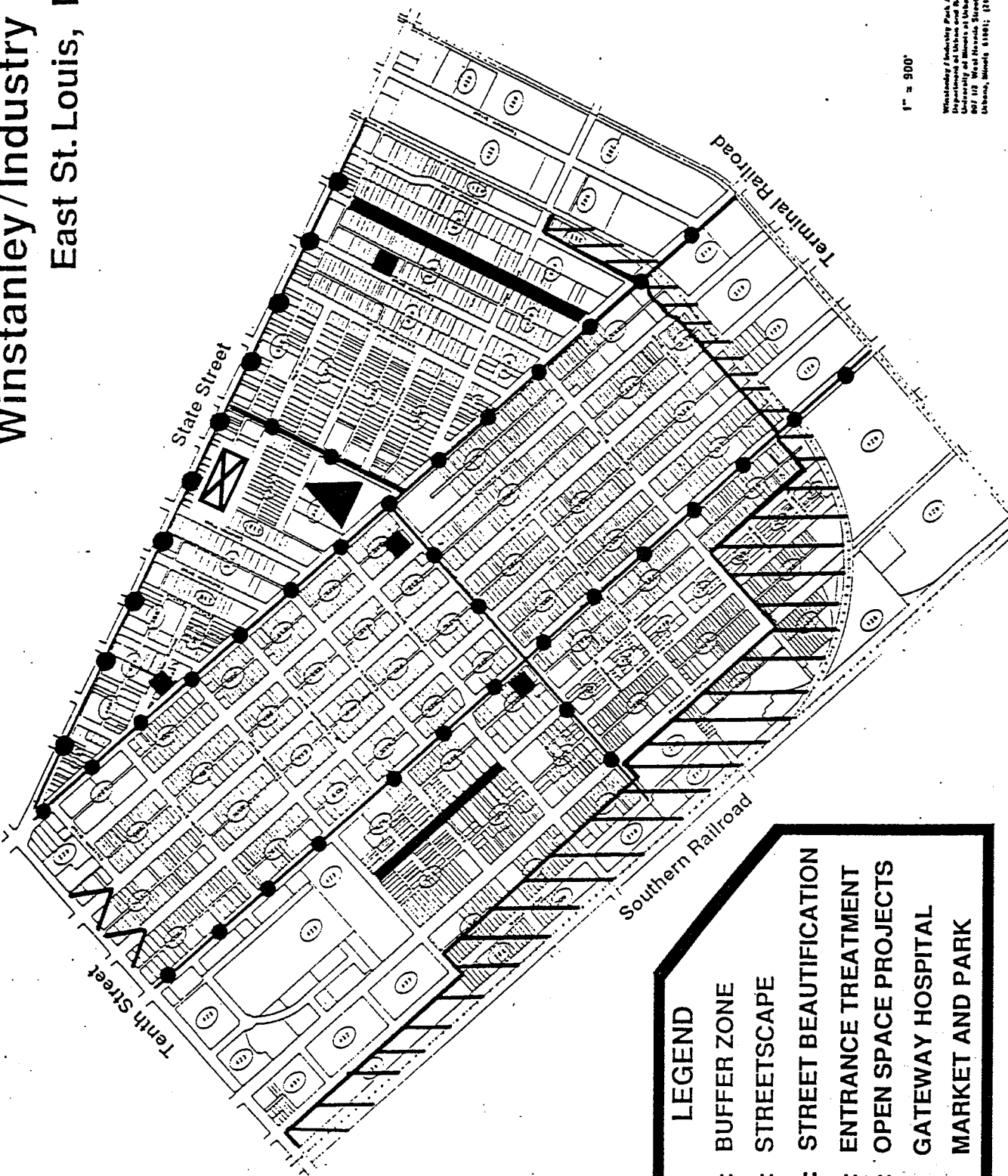
During the next five years the program calls for three major steps. First, a zoning change to prohibit public or private building and the extension of public improvements. Second, relocation assistance to residents wishing to move from the buffer zone to other parts of the neighborhood. Third, an assessment of the area and a plan for its conversion to open space. The assessment should indicate methods of defining the edge of the buffer zone through the use of consistent landscaping techniques and tree planting, and methods of acquiring and planting the buffer zone with donated trees. The United States Forestry Service has a very active urban forest program and will be asked to provide technical assistance on this program. If successful, such an approach might be used in other neighborhoods.

Ample opportunities exist for the rehabilitation of housing units, and the construction of new units, in other parts of the neighborhood where physical conditions are sound. Residents who live in the proposed buffer zone will be offered assistance in relocating to these areas if they choose. Relocation assistance will consist of the following: priority in renovated housing funded by Community Development Block Grants (CDBG) and in publicly funded new housing construction. (See Chapter VIII, "Improving Housing" for a description of the housing improvement programs








URBAN DESIGN COMPONENTS

Winstanley/Industry Park East St. Louis, Illinois

Figure 9.1



LEGEND

-  : BUFFER ZONE
-  : STREETScape
-  : STREET BEAUTIFICATION
-  : ENTRANCE TREATMENT
-  : OPEN SPACE PROJECTS
-  : GATEWAY HOSPITAL
-  : MARKET AND PARK

1" = 800'



Winstanley/Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
601 1/2 West Nevada Street
Urbana, Illinois 61801 (312) 243-2800

recommended in this plan). Owners will also be offered fair market value for property by the City of East St. Louis through condemnation proceedings.

Rationale:

A series of conditions present potential hazards to residents in the buffer zone area. The United States Environmental Protection Agency has designated two neighborhood areas containing toxic waste as Super Fund sites. Several toxic waste spills occurred in the late 1980s, polluting soil and ground water. The potential for additional spills remains. In addition, hazardous materials are transported regularly along the Southern and Terminal Railroads.

This area of the neighborhood is well on its way to becoming largely abandoned. The local infrastructure has deteriorated, and major portions of street surfaces are missing. In many places manhole covers and street signs are missing and lighting is inadequate. Vacant lots with excessive amounts of garbage and unoccupied and dilapidated buildings are concentrated in this area. There are substantial public land holdings in this area. Both St. Clair County and East St. Louis have taken control of many tax delinquent properties.

These areas are prone to flooding and current vegetation is not sufficient to mitigate flood and erosion damage (See Figure 4.5, "Hazards," for the location of areas prone to flooding). Stagnant water in these areas can be breeding grounds for mosquitoes and other pests. The industrial buildings in the southeast portion of the neighborhood dominate the sky line. The area is currently zoned M2 (heavy industrial) and M1 (light industrial). Together these conditions contribute to the problems of the proposed buffer zone making it un-fit and unsafe for residential use.

Resources to improve the neighborhood are limited, and thus need to be invested in ways that maximize their impact for the entire community. The area has undergone a dramatic change in its land use, and attempts to reverse trends will prove irresponsible in light of current conditions. Open space that buffers residential areas will protect the health, safety, and general welfare of residents in the entire neighborhood. An open space buffer zone will also protect the economic value of residential and commercial properties that surround it.

There are many ecological values of open space. An abundance of vegetation including trees, soaks up excess rain water, filters pollutants, insures ground water recharge, sustains wetlands, increases oxygen in the air, catches air borne particles, and protects wildlife. Open space also reduces noise pollution and visual blight. It serves as a neighborhood amenity bringing nature and people together.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Contact the National Trust for Public Land. The Trust is a non-profit land conservation organization that assists local groups in developing major land acquisition strategies. The Trust's Local Training Program trains members of citizens' organizations in methods of acquiring land.

National Office
116 New Montgomery St.
Fourth Floor
San Francisco, CA 94105
(415) 495-4014
(415) 495-4103 FAX

Mid West Office
Butler North Building, Suite 210
510 First Avenue North
Minneapolis, MN 55403-1609
(612) 338-8494
(612) 333-8467 FAX

2. Petition for the zoning changes necessary to implement the buffer zone. Such changes will be consistent with the **Proposed Sub-Area Zoning Program** described in Chapter XII, page 328.
3. Continue **Trash Removal, Lot Maintenance, and Surveillance Program**, page 145, and **Removal of Dilapidated Structures Program**, page 147, described in Chapter VII.
4. Contact the Department of Urban and Regional Planning and the Department of Landscape Architecture at the University of Illinois at Urbana-Champaign to prepare an assessment of the area. This assessment should include an environmental analysis and a long range plan for converting property to open space amenities. The study should identify existing vegetation types, soil types, the degree of soil and ground water pollution, appropriate flood and erosion prevention measures, including the development of plant species, landscaping changes, and appropriate visual easements. The United States Forestry Service's urban forestry program should also be contacted for assistance.
5. Identify sources of donated trees to be planted in the buffer zone. A program to encourage private developers in St. Clair to save trees for transplant in the buffer zone might be developed. The National Arbor Day Foundation and Plant Illinois should be contact about ways to acquire and plant trees.

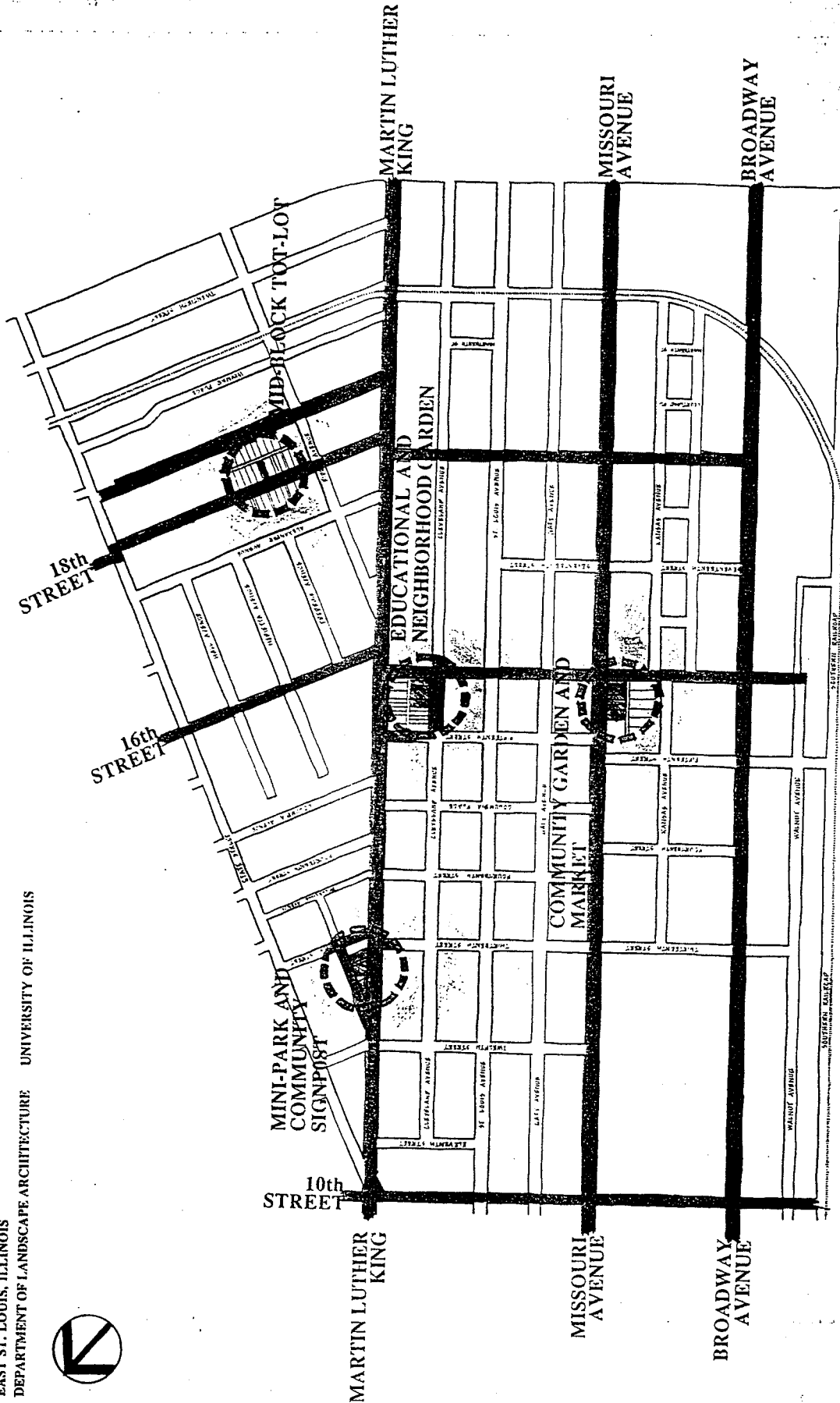
Figure 9.2

WINSTANLEY NEIGHBORHOOD OPEN SPACE IMPROVEMENTS

EAST ST. LOUIS, ILLINOIS

DEPARTMENT OF LANDSCAPE ARCHITECTURE

UNIVERSITY OF ILLINOIS



PROJECT SITE LOCATION MAP

6. Track ownership patterns in the proposed buffer zone area by maintaining access to an ownership database from the County Tax Assessor's Office.
7. Explore funding for park space and natural preserves at the local, State and Federal levels. Private funding available through environmental agencies, nature conservation groups, and private corporations should also be examined.

(B.) Street Improvements Program

Description:

The Street Improvements Program is designed to improve the function and appearance of streets so they may better serve as pathways for pedestrians and automobiles. Contained in this program are improvements for local streets, entranceway treatments, and arterial streets.

Generally, streets in the neighborhood are either local or arterial. Local streets are not as wide as arterial streets, and have smaller traffic volumes and lower speeds. In the neighborhood context, these streets are considered collectors because they collect traffic from major streets and distribute it into residential spaces. Local streets are more than transportation routes. They provide entranceways to each house, pedestrian movement systems, meeting places for residents, play areas for children, and physical settings for community celebrations. They should be safe and pleasant places for pedestrians and should have common unifying characteristics.

Arterial streets carry heavy volumes of traffic at greater speeds, and are important city-wide transportation links. Missouri Avenue, Martin Luther King Drive, State Street, and 10th Street are the three arterial streets in the neighborhood. Their function is to ensure that traffic moves efficiently through the City. They too should have unifying characteristics that promote safe and pleasant travel. Figure 9.1 shows the location of streets proposed for design improvements, including two local streets and three arterials.

Because local and arterial streets function differently they require different types of improvements. Improvements to local streets are labeled street beautification, and improvements to arterial streets are labeled streetscaping. 16th Street is not an arterial, but has been added to the list of streets in need of streetscaping because of its special role in developing the neighborhood's image. 16th Street deserves arterial status for improvement because it is centrally located, and directs traffic through improvement areas that are vital to the creation of imaginability.

Rationale:

The ideas contained in the Street Improvements Program will strengthen the pathways in the neighborhood and link important design elements together. Volunteers who live and work on these streets should be part of the planning and construction process. They should be encouraged to act as stewards over individual sections. As stewards they would water new plantings, prune shrubs and trees, and contact the City or State for any more ambitious maintenance effort. The improvements will contribute to the sense of ownership and community pride that residents have often spoke of as lacking.

Local Street Beautification Projects:

The two collector streets identified for beautification are Gray Boulevard and Kansas Avenue. These streets have been identified for specific reasons, relating to their role in building community image. Both will serve important linking functions. Gray Boulevard will link neighborhood improvements in the Northeast Quadrant of the neighborhood to future improvements in the East Central Section. (See Figure 6.1 for how the location of these sub-areas relate to the phasing of physical improvements.) Kansas Avenue links two open space areas, located south of Missouri. These streets should receive treatments that identify their function and set them apart from all other streets.

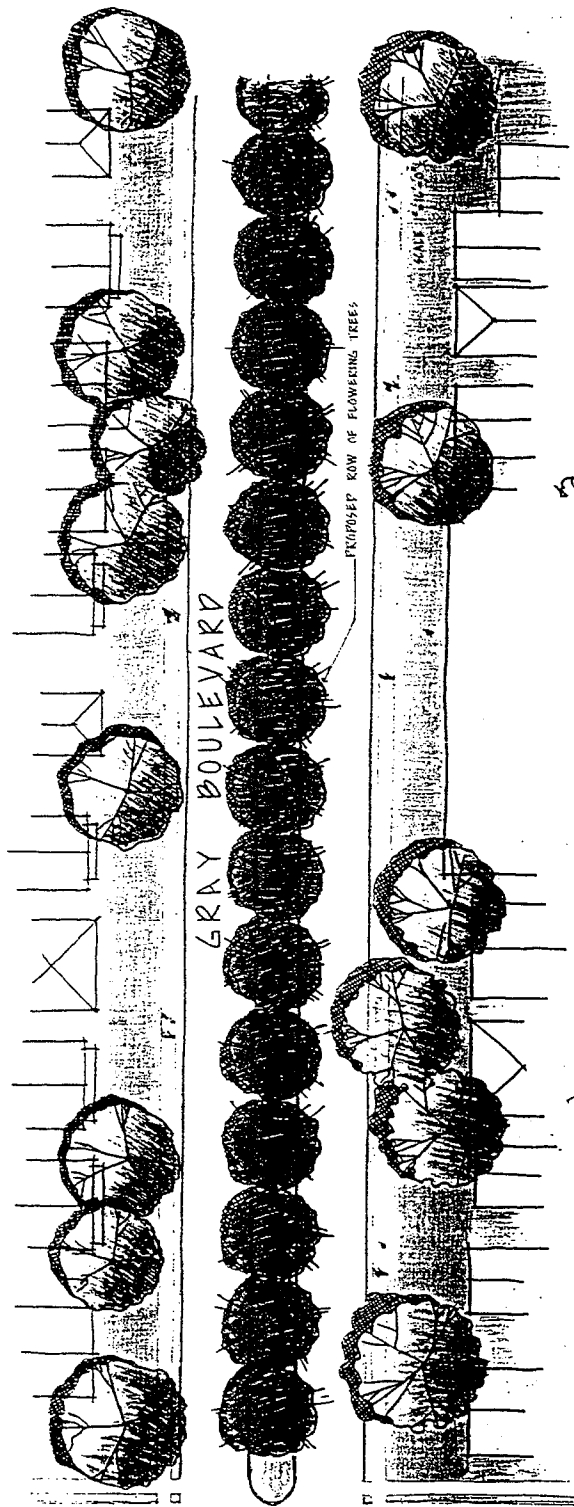
The improvement program along Gray Boulevard will assist residents who live on the street in acquiring and planting trees on the existing median strip. (See Figure 9.3) Residents have maintained an informal network to ensure the median strip is mowed. This informal organization of residents will make community involvement in the project more likely.

The improvement program on Kansas Avenue will assist residents, especially those living between 13th and 15th Streets, and Missouri and Broadway Avenues to develop a pedestrian pathway that links the Helen Davis Community Center and its surrounding green space to the baseball field and a proposed community garden

The Helen Davis Community Center is located at the western end of Kansas Avenue and is currently closed. The open space surrounding the center is unused. At the eastern end approximately 1,000 feet from the community center there is a fenced baseball field. Between these two points, along Kansas Avenue, there is a large number of occupied structures comprising the Orr Weathers Public Housing Developments. Kansas Avenue has been barricaded at its intersection with 15th Street.

WINSTANLEY NEIGHBORHOOD OPEN SPACE IMPROVEMENTS

EAST ST. LOUIS, ILLINOIS
DEPARTMENT OF LANDSCAPE ARCHITECTURE UNIVERSITY OF ILLINOIS



GRAY BOULEVARD
BETWEEN MARTIN LUTHER KING & STATE STREET

The appropriate use of trees along Kansas will soften the sharp image created by the paved surfaces, and boarded-up high rise public housing apartments. A canopy of trees will provide shade, break heavy winds, and focus the attention of travellers towards the open spaces at either end. The link will encourage the use of the open space by making the trip to each safe and more comfortable.

Entranceway Treatment Projects:

Intersections can be designed to encourage safe driving at slow speeds, and to discourage through travel. This program calls for the design of entranceway treatments on both Gaty and St. Louis Avenues as they intersect with 10th Street. These entranceway treatments will reduce the amount and the speed of traffic by narrowing the avenues as they meet 10th Street. This type of entrance treatment is called a choker because it reduces the width of the roadway. Landscape improvements and a welcome sign at the intersections will immediately notify travellers that they are entering a unique neighborhood.

Activities:

These tasks apply to both Local Street Beautification Projects and Entranceway Treatment Projects. The Winstanley/Industry Park Neighborhood Organization should:

1. Gather support for the beautification projects by canvassing the area and presenting these design ideas to area residents. In the case of the Kansas Avenue Project, the idea should be presented to the tenants' union and the local senior citizens' club.
 2. Contact local organizations with experience in beautification projects. Make East St. Louis Beautiful and Operation New Spirit should be among those contacted.
 3. Decide on the type of trees and the planting scheme. A local landscape architect or horticulturist should be contacted for advice and assistance. The Department of Landscape Architecture from the University of Illinois at Urbana-Champaign would be a good source for such technical assistance.
 4. Make a timetable for the project's implementation.
 5. Inform the East St. Louis Housing Authority of the Kansas Avenue Beautification Project, and seek its support.
-

6. Seek funds and donations to pay for trees, or other materials. Potential sources include the Office of Community Development (OCD), State Department of Environmental Conservation, State Motor Fuel Tax, the Illinois Department of Transportation, corporate contributions, and individual contributions.
7. Contact the East St. Louis Department of Public Works, and the Illinois State Department of Transportation for their advise and assistance.
8. Acquire and plant trees.
9. Contact the city about removing the barricade at 15th Street and Kansas Avenue.
10. Evaluate and monitor the project.

Arterial Streetscape Projects:

The arterial streets identified for streetscape improvements are Missouri Avenue, Martin Luther King Drive, and State Street. Each of these major streets, especially State was once a vibrant commercial strip. Since the early 1960s, for a variety of reasons, the commercial vitality of the arterial streets has suffered. Today these streets are home to a substantial number of abandoned and unoccupied commercial buildings.

Though these arterial streets will continue to serve their function in the transportation network, it is unlikely that they will regain their prominence as commercial and shopping magnets. Great potential, therefore, exists in changing these streets to create unique pathways that excite travellers, including pedestrians. The goal of the arterial improvements is to create interesting roadway environments that lend a touch of uniqueness to Winstanley/Industry Park. Interesting and functional streets attract travellers and potential customers. It follows then that the **Local Merchants' Association Program** proposed in Chapter X, page 278, should serve as the main force behind major street improvements.

The proposed Merchants' Association should work together with the Chamber of Commerce and the Department of Public Works to adopt a long range plan for the beautification of Missouri Avenue, Martin Luther King Drive, and State Street. Improvements should range from streetscaping improvements, such as planting trees, to guidelines that regulate facade treatments and building massing. The group should pursue the goal of making streetscaping improvements a regular component of the City's

Capital Improvement Program.**Activities:**

These tasks apply to the Arterial Streetscape Projects. The Winstanley/Industry Park Neighborhood Organization should:

1. Insure the implementation of major components of this plan that call for demolishing dilapidated buildings, clearing and maintaining vacant lots and repairing and replacing infrastructure.
 2. Develop a long range plan for the improvement of arterial streets. A local urban planner or landscape architect may be a valuable source of information. The plan may include installing banners on light poles; planting small trees and shrubs; highlighting sidewalks and crosswalks; installing benches, water fountains, and other street furniture in areas of high pedestrian traffic; and regulating the facades, signs, setbacks, and heights of new buildings. All materials should be selected to create a sense of uniformity and coordination in the district.
 3. Gather support for the ideas by notifying business owners and community leaders, including the Chamber of Commerce and the Department of Public Works. Since these arterial streets are owned and maintained by the State of Illinois, the Illinois Department of Transportation must be contacted.
 4. Investigate funding sources. Possible sources of funding include: donations from individual business, Motor Fuel Tax Fund, Illinois Department of Transportation, and the Office of Community Development.
 5. Implement streetscape improvements.
 6. Pursue appropriate guidelines, and regulations.
 7. Evaluate and monitor effectiveness of streetscape improvements and guidelines.
-

(C.) Vacant Land to Productive Use Program

The goal of this program is to return vacant lots to productive use as places for community gardens, focal points, small parks, and playgrounds. These projects might be considered neighborhood image projects because they define what is important to local residents and express it in aesthetically pleasing ways. Each of the four projects contained in this program are designed to enhance visual quality and support social interaction among the residents of Winstanley/Industry Park.

There are many vacant lots in the neighborhood. In fact, 37% of the tax parcels are vacant. Much of this land distracts from the neighborhood's visual quality. Because of illegal dumping, some lots are health hazards and breeding grounds for pests. One in four vacant parcels in Winstanley/Industry Park is untended and contains trash.

The large number of vacant parcels, however, does present an opportunity to gradually change the neighborhood's appearance and health. Many vacant parcels are distributed throughout sound residential areas of the neighborhood. These lots are highly visible and are accessible to most residents. Because the City and County own a great number of these lots, acquiring them for productive community use is not a major obstacle. Together St. Clair County and East St. Louis own over 300 vacant parcels. Some residents have consistently shown a willingness to beautify the neighborhood by maintaining and improving vacant land near their homes.

Winstanley/Industry Park can become a neighborhood of gardens, green open spaces, small parks, and playgrounds. Residents can grow produce for themselves and to sell at small vegetable stands, or at the large Columbia Place Market discussed later in this chapter. Soil analysis conducted by agricultural researchers at the University of Illinois at Urbana-Champaign have shown the soil to be safe, and suitable for each of the four projects contained in this program.

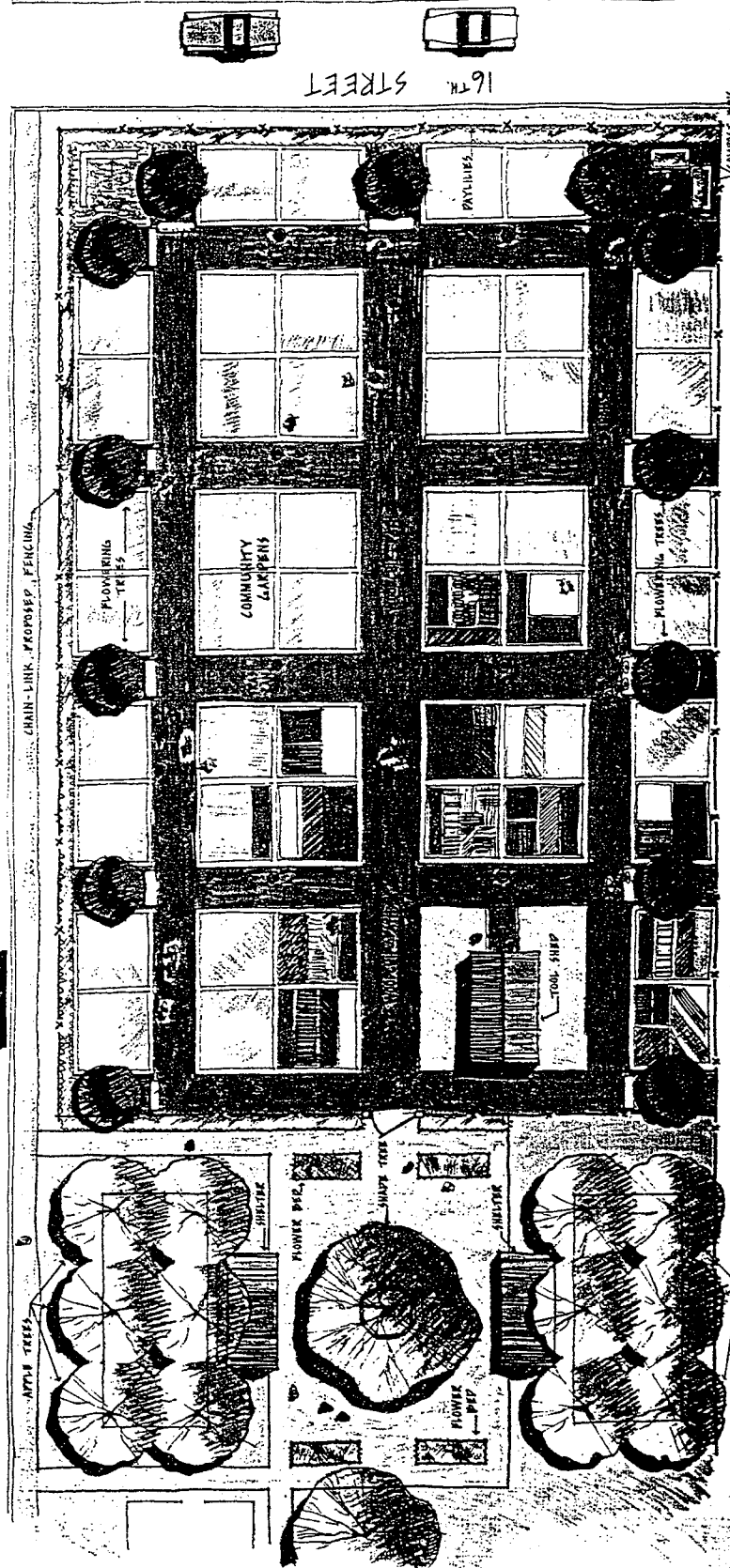
A key to exploiting this potential is resident involvement. Residents must be involved in converting vacant land to useful places. The projects contained in this section have been designed based on successful similar projects in other low income communities. These types of projects work, and with flexibility built into them local residents are free to create spaces that have special meaning and uses.

The program calls for the implementation of four specific projects to begin in the Summer of 1992. The project proposals should be presented to the East St. Louis Office of Community Development and to other potential funding sources and donors as a package. These projects are distributed throughout the neighborhood in highly visible locations and will immediately call attention to the neighborhood improvement and organizing efforts that take place in Winstanley/Industry Park. The activities necessary

WINSTANLEY NEIGHBORHOOD OPEN SPACE IMPROVEMENTS

EAST ST. LOUIS, ILLINOIS
DEPARTMENT OF LANDSCAPE ARCHITECTURE UNIVERSITY OF ILLINOIS

MISSOURI AVENUE



COMMUNITY GARDEN AND MARKET
MISSOURI AVENUE AND 16TH STREET

Figure 9.4

to implement the projects as well as proposed funding sources and a timeline for implementation are presented after a description of each of the four proposed projects.

Community Garden Project:

Description:

A series of connected publicly owned vacant lots at the corner of Missouri Avenue and 16th Street provide an excellent location for a community garden. This location is accessible to residents of nearby public housing and single-family homes. The location shares a city block with a publicly improved baseball field and is highly visible to travellers on Missouri Avenue.

The proposed community garden has separate garden plots which are 15' x 15', arranged on a grid for easy access and maintenance. Pathways are covered with wood chips. Watering and compost facilities are available as well as a tool storage shed.

The design of the garden is in part dictated by its location along Missouri Avenue. It has a strong perimeter planting of flowering trees, bordering day-lilies, and a prominent sign announcing the community garden. Shaded seating and play areas are provided within the garden for adults and children.

An area between the garden and the public housing units is set aside as a community gathering space and an entrance way into the garden. This aspect of the design creates spaces of varying degrees of privacy and use. Shade trees and shelters are provided and may facilitate informal produce marketing. (See Figure 9.4)

Rationale:

The garden will provide an oasis of improved green space in the community, a signboard for community activity, and a focal point for building neighborhood spirit. It will also provide income generating opportunities for neighborhood gardeners who wish to sell their produce.

Due to the garden's location, the Neighborhood Organization should contact the East St. Louis Housing Authority and the Tenant Union. These two groups may prove to be lead organizations in the planning and development of the site.

Activities:

A list of general activities for the Community Garden Project can be found on page 231.

Resources Required:

The following is a list of resources that may be donated.

1. 3 shade trees, 13 flowering trees, and perennials
2. 300 railroad ties
3. 500 cubic yards of wood chips/mulch
4. materials to construct compost bins

The following is a list of resources that may need to be purchased.

1. 450 linear feet of 8 foot tall fencing
2. 4 high-output discharge lamps for lighting
3. materials to construct a tool shed
4. trash receptacles
5. 600 square yards of sod

Projected Project Costs:

The total estimated cost of purchased items, excluding lamp installation, and water supply is \$4,200.00.

Community Education Garden Project:**Description:**

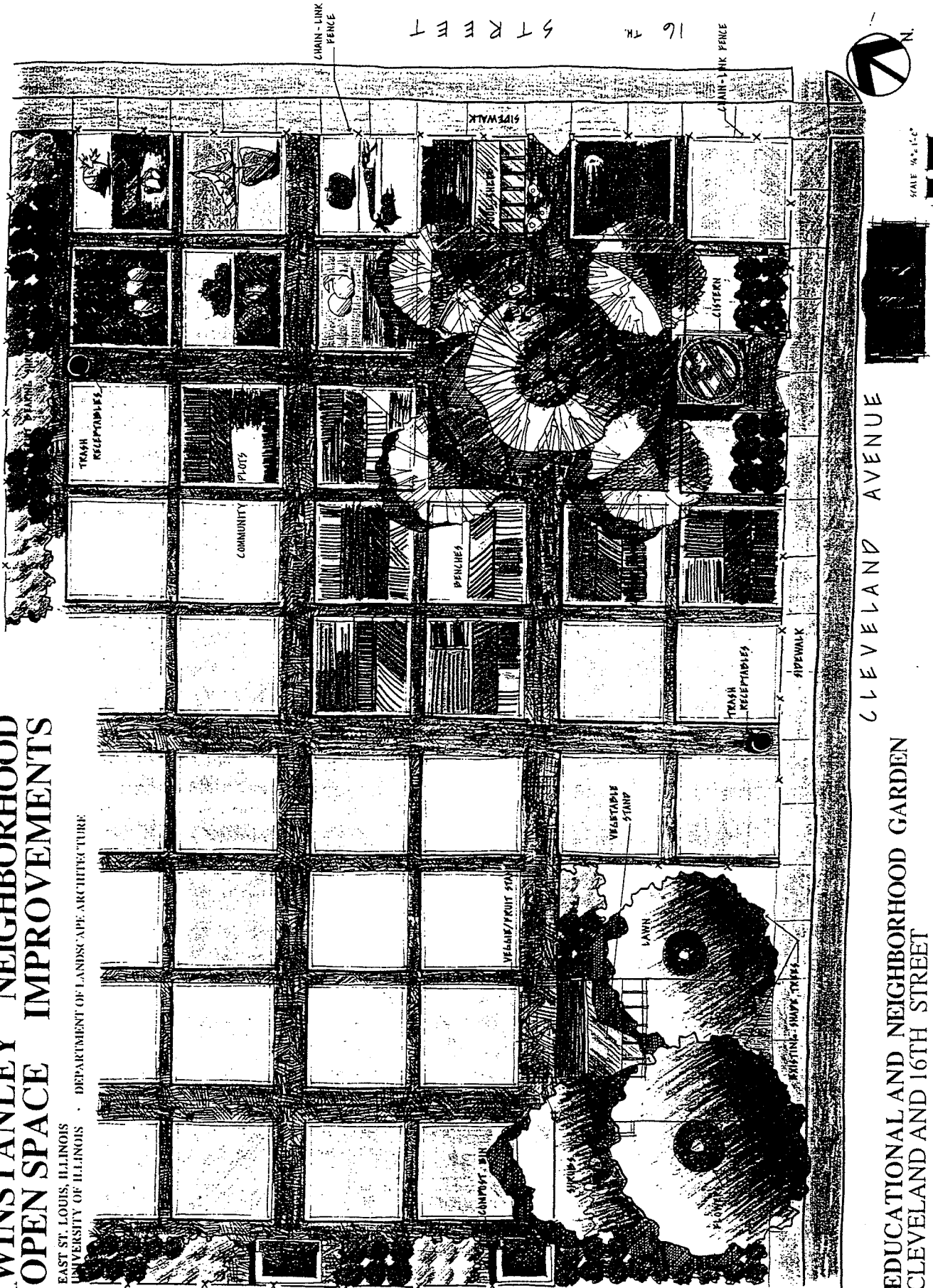
Located across 16th Street from the Billy Jones Elementary School, at the intersection of 16th Street and Cleveland Avenue are four publicly owned parcels that are well suited for a Community Education Garden. The Community Education Garden is intended to be a place where both school children and neighborhood residents can be instructed in the practice of growing food. The garden will also provide a comfortable place for passive recreation and social activity. (See figure 9.5)

The dimensions of the garden will be 136' x 92'. There will be small plots for crop planting and a meeting area with sufficient room for teaching and announcing

Figure 9.5

WINSTANLEY NEIGHBORHOOD OPEN SPACE IMPROVEMENTS

EAST ST. LOUIS, ILLINOIS
UNIVERSITY OF ILLINOIS • DEPARTMENT OF LANDSCAPE ARCHITECTURE



EDUCATIONAL AND NEIGHBORHOOD GARDEN
CLEVELAND AND 16TH STREET

community events. Components of the garden that make it self-sufficient include a cistern for supplying irrigation water, a small vegetable stand, and compost bins. Fencing will be needed for security but the site benefits from surrounding homes and the adjacent elementary school.

Rationale:

This project will convert unattended vacant lots adjacent to an elementary school into a place where school children and residents can feel comfortable interacting. The garden will provide recreational opportunities and also money making opportunities for those residents who wish to sell the produce they grow. The project will create an interesting focal point and will complement the proposed community garden at 16th Street and Missouri Avenue.

School District #189 and the Billy Jones Elementary School may serve as the lead organizations in planning and implementing this project. They should be contacted by the Neighborhood Organization. Many active and retired school teachers live in Winstanley/Industry Park. They represent a unique resource and should be contacted for their ideas, insights, and participation in this project. Project Earthbloom should also be contacted. This organization arranges the donation of plant materials to neighborhood schools and helps organize community improvement projects through local schools.

Activities:

A general list of activities for the Community Education Garden Project can be found on page 231.

Resources Required:

The following is a list of resources that may be donated.

1. 1 shade tree, 4 fruit trees, and perennials
2. 200 railroad ties
3. 300 cubic yards of wood chips/mulch
4. materials to construct compost bins

The following is a list of resources that may need to be purchased.

1. 360 linear feet of 8 feet tall fencing
 2. 4 high-output discharge lamps for lighting
-

3. materials to construct a tool shed
4. trash receptacles

Projected Project Costs:

The total estimated cost for purchased items, excluding lamp installation, is \$2,800.

Focal Point Project:**Description:**

The goal of this project is to create a space with a memorable and positive image in a highly visible area of the neighborhood. An ideal location is the triangle of publicly controlled land at the intersection of Martin Luther King Drive, Fisher Avenue, and 13th Street. This small park will complement the historic churches on Martin Luther King Drive and assist in making this part of the neighborhood an attractive focal point. The dimensions of the space are 395' on Martin Luther King Drive, by 361' on Fisher Avenue, by 160' on 13th Street.

Potentially, there are many users of this space. The park could be an outdoor gathering place for people attending services at the nearby Mt. Pieron Baptist Church. Active use by church members will encourage its upkeep. Another group of users may be mass transit commuters who currently use an adjacent area as a bus stop.

The design maintains existing trees, adding flowering trees and perennials to provide color and texture to the street. A large sign on busy Martin Luther King Drive will indicate the Winstanley/Industry Park Neighborhood. (See Figure 9.6)

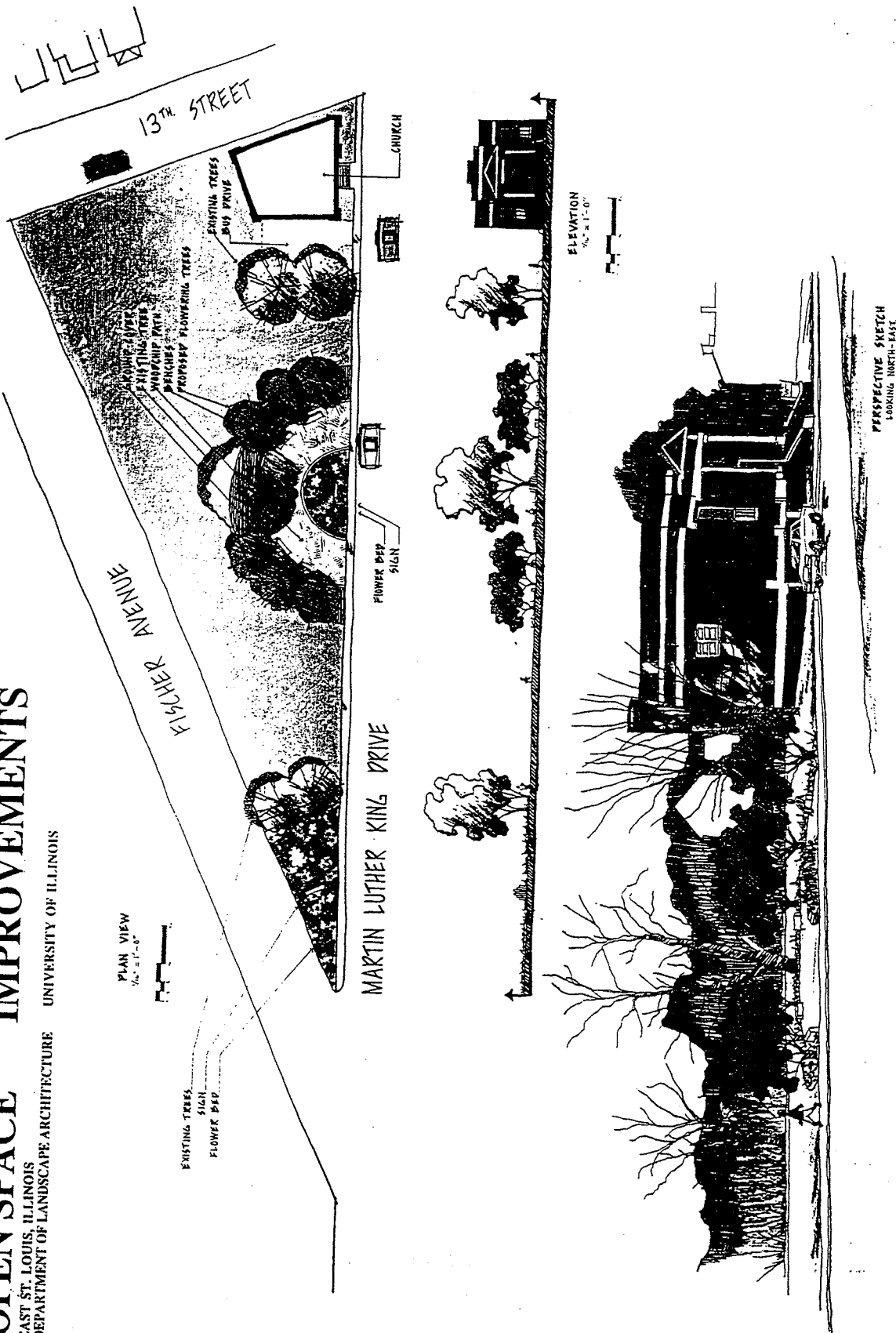
Rationale:

This project creates an important focal point. Currently, there are no enhanced focal points in the neighborhood. The project will compliment the improvements that area churches have made to vacant lots and help create an identifiable area.

The members of Mt. Pieron Baptist Church, St. Joseph's Catholic Church, and other churches in the area should be contacted. Because of the proximity of the site to these institutions they may be interested in planning and maintaining the focal point. The Bi-State Mass Transit District should also be contacted to furnish a bus stop shelter.

WINSTANLEY NEIGHBORHOOD OPEN SPACE IMPROVEMENTS

EAST ST. LOUIS, ILLINOIS
DEPARTMENT OF LANDSCAPE ARCHITECTURE UNIVERSITY OF ILLINOIS



COMMUNITY SIGNPOST
MARTIN LUTHER KING DRIVE & FISCHER AVENUE

Figure 9.6

Activities:

A general list of activities for the Focal Point Garden Project can be found on page 231.

Resources Required:

The following is a list of resources that may be donated.

1. 6 flowering trees and perennials
2. 20 railroad ties
3. 23 cubic yards of wood chips/mulch
4. 12 railroad ties to construct a compost bin

The following is a list of resources that may be need to be purchased.

1. 200 recycled bricks
2. 2,500 square yards of sod

Projected Project Costs:

The total estimated cost for purchased items is \$5,300.

Mid-Block Tot-Lot Project:**Description:**

A mid-block tot lot is a playground for small children located on a residential street. The key feature of the tot-lot concept is its small size which is an asset because it is immediately recognizable as a child's play area. It also offers opportunities for community surveillance and ownership. (See Figure 9.7)

The mid-block tot lot is planned for a city-owned vacant lot on 18th Street between Ridge Avenue and State Street. The dimensions of the playground will be 120' x 35'. Occupied single-family homes enclose the lot. The surrounding block is one of the most densely occupied in Winstanley/Industry Park.

At the street entrance to the lot there will be a sitting area with shade trees and permanently installed tables and chairs. The forward placement of the sitting area enables adults to supervise play and view passers-by at the same time. The design of

the tot-lot is simple and flexible and can easily be refined if necessary. A small and rugged water fountain stimulates play and provides irrigation by water runoff to the rear of the lot. Local residents can plant and maintain flower gardens on the site.

Rationale:

The importance of a mid-block tot lot goes beyond its recreational and aesthetic values. It integrates the activities of families directly into the physical fabric of the neighborhood. It offers safe and functional facilities for small children under the watchful eye of long-time neighborhood residents. Such a place is quickly understood to be a neighborhood amenity and off limits to strangers.

The residents in a three block area of the playground shall be specifically notified of the plans to convert the vacant lot. A group of these residents, especially young mothers may be recruited to plan for the site's conversion. Barbara Hernden of the Head Start program at Wesley Bethel United Methodist Church and Barbara Hilliard of the Head Start program at St. Joseph's Catholic Church should be contacted. These child care specialists can provide valuable information about the final design of the tot-lot, program opportunities, and funding strategies.

Resources Required:

The following is a list of resources that may be donated:

1. 4 Sycamore trees, 10 Yew Hedges, 10 Juniper shrubs, perennials, ground covers annuals, and seeds
2. 12 clean truck tires
3. 4 cubic yards of wood chips
4. 12 railroad ties
5. 4 cubic yards of sand

The following is a list of resources that may need to purchased.

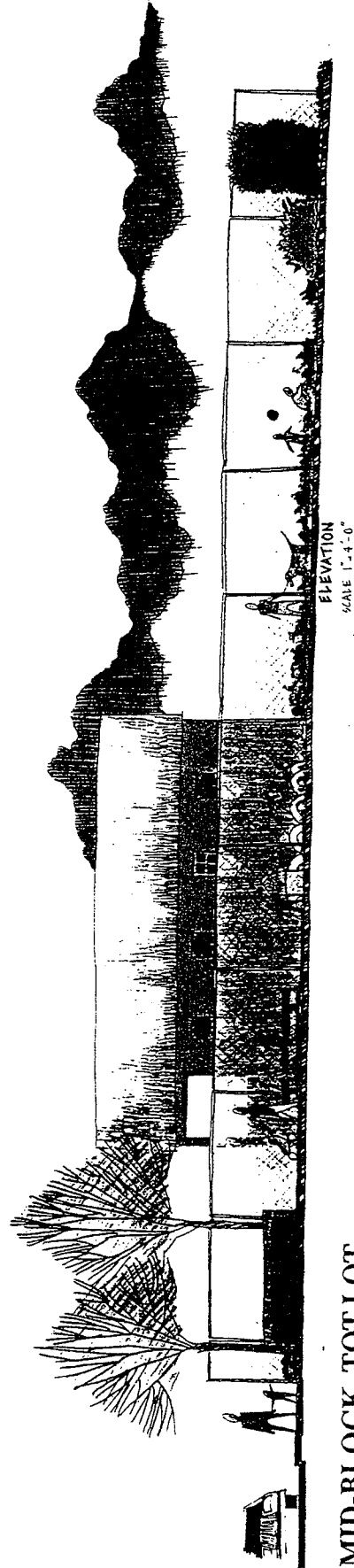
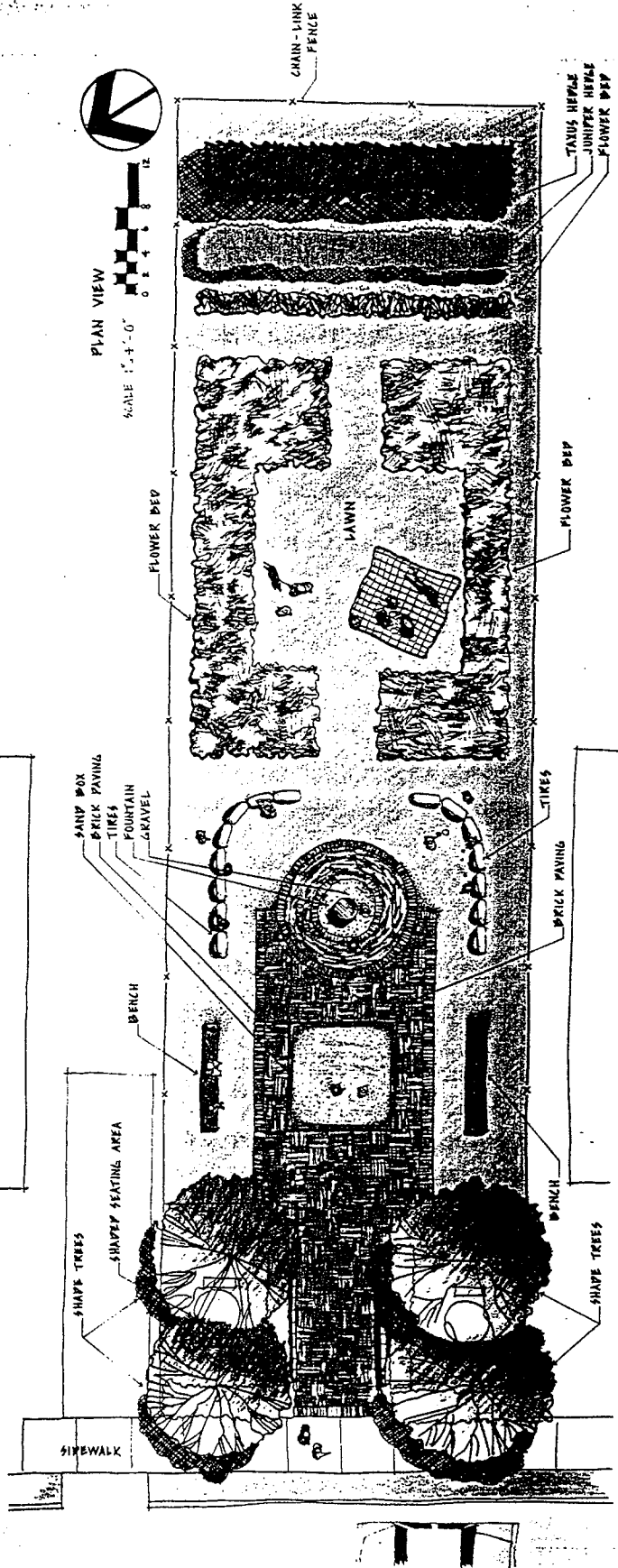
1. 3000 recycled bricks,
 2. 133 cubic feet of concrete,
 3. 278 linear feet of 8 feet tall fencing,
 4. 4 high pressure discharge lamps and poles for lighting, and
 5. 200 square yards of sod.
-

Figure 9.7

WINSTANLEY NEIGHBORHOOD OPEN SPACE IMPROVEMENTS

EAST ST. LOUIS, ILLINOIS
DEPARTMENT OF LANDSCAPE ARCHITECTURE

UNIVERSITY OF ILLINOIS



MID-BLOCK TOT LOT
18TH STREET BETWEEN RIDGE STREET AND STATE STREET

Projected Project Costs:

The total estimated cost for purchased items, excluding lamp installation, is \$2,677.

Activities:

The following is a general list of activities for each Project in the **Vacant Lot to Productive Use Program**. The Winstanley/Industry Park Neighborhood Organization should:

1. Notify local residents of project plans and distribute fliers with the appropriate site plan and a timeline for construction activities. The Neighborhood Organization should initiate discussions with appropriate organizations and agencies.
 2. Petition the city for the right to use publicly controlled parcels for community projects. The National Trust for Public Lands and the Institute For Self Reliance should be contacted to help establish the proper legal conditions for community use of these parcels.
 3. Approach funding organizations, including the East St. Louis Office of Community Development, for grants to provide the physical structures in the plan and the payment of youth labor to build the projects.
 4. Organize labor to implement the project. Assistance in coordinating workers and volunteers may be available through Clean East St. Louis (Operation New Spirit) and Make East St. Louis Beautiful.
 5. Contact companies that might donate materials. The Department of Landscape Architecture at the University of Illinois at Urbana-Champaign has compiled a list of organizations and businesses which may donate materials. The list is available upon request. The Department will also assist in identifying suppliers of materials for purchase.
 6. Begin site preparation work with the assistance of local volunteer project groups.
 7. Begin first phase of installation including clearing and preparing the site.
-

8. Coordinate educational and recreational programs for users of the site. The University of Illinois Cooperative Extension Service and its Expanded Food and Nutrition Program may help to develop educational materials. They may also assist in identifying sources of on-going support.

Program Funding:

Potential sources of funding include the East St. Louis Park District, the East St. Louis Office of Community Development, the East St. Louis Community Fund, Make East St. Louis Beautiful, Illinois Department of Environmental Conservation, local and regional corporations, and individual donations. The following list consists of organizations that may also provide assistance in various ways including developing funding strategies:

Institute for Self Reliance
National Arbor Day Foundation
Empty Tomb
Plant Illinois
Project Earthbloom
Cooperative Extension Service
National Trust for Public Land

Timeline:

First Quarter

1. Initiate a community awareness program
2. Begin organization of labor and materials
3. Begin site preparation work

Second Quarter

1. Collect materials
2. Begin and finish construction
3. Plant perennials as available
4. Plant trees
5. Initiate classes in maintenance

Third Quarter

1. Educate community about open space use and maintenance
2. Initiate a winter clean-up

Fourth Quarter

1. Initiate planting and care programs
2. Evaluate and monitor the project's effectiveness

(D.) Columbia Place Market Program (Design Aspects)**Description:**

This program calls for the creation of a node, or a center for social interaction. The program will create an open air retail vendor market that will serve people from the neighborhood, City, and region. The market program compliments the Vacant Land to Productive Use garden projects. Local residents will have the opportunity to sell at the market the produce grown on their plots. The proposed site for the market is the area bordered by Columbia Place, Hall Avenue, and State Street. The market site and its surroundings will double as a park and recreational center for neighborhood youth, and as a center for cultural and artistic events.

This project, by it's very nature, will be an economic generator. Such projects have been a magnet for commercial investment in other cities such as Baltimore, Washington D.C., Philadelphia, New York, and Seattle. Central to the market's success are low construction and maintenance costs, and low cost leases for market stalls. Some minimum lease would be needed to cover such things as electricity, trash collection, and market promotions. The economic development aspects of the Columbia Place Market program are examined in the **Columbia Place Market Program (Economic Aspects)**, Chapter X, page 274.

Rationale:

Currently, the effect of neighborhood nodes and landmarks is minimal. This program will give the Winstanley/Industry Park Neighborhood a city-wide and regional center for commercial and cultural activity. It will provide a physical space for social interaction. The entire site shall be planned and designed to serve as a physical, visual, and psychological link between the area east of 16th Street and the area west of Columbia Place. As a result, it can contribute greatly to local identification of

Winstanley/Industry Park as a stable residential neighborhood.

The niche the market will seek to fill is the demand for high quality and low cost fresh vegetables, fruits, baked goods, and handicrafts prevalent in so many other urban centers. Variations of these goods are central to African-American culture and diet, and often difficult to find in area stores.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Begin a campaign to notify all residents in the neighborhood, business owners, and city officials and leaders of the Columbia Place Market and Park idea. The Winstanley/Industry Park Neighborhood Organization can be instrumental in this effort.
 2. Petition the East St. Louis Board of Alderman to institute all necessary zoning changes. Currently, parts of the site are zoned for three different uses: Highway Commercial, Highway Commercial Parking, and Multi-Family. The appropriate changes will classify the entire site as Neighborhood Commercial. This change is consistent with the zoning changes proposed in Chapter XII, page 328.
 3. Clear the land to make it suitable for outdoor market activities.
 4. Research successful retail vender markets.
 5. Develop a plan and a budget.
 6. Seek funding for market construction and advertising from the Illinois Department of Agriculture.
 7. Consolidate and acquire parcels needed for the market and park. This may entail the City of East St. Louis exercising its powers of eminent domain.
 8. Contract a local architect, or the School of Architecture and the Department of Urban and Regional Planning from the University of Illinois to assist local residents in the design of the site.
-

9. Make necessary improvements including on-site, and off-site preparations, and begin construction. This work should be done by East St. Louis businesses and include teens involved in summer employment programs.
10. Construct stalls to be used by local vendors. This work could be done by students attending local high schools and trade schools or by local tradesmen.
11. Recruit potential vendors. Contact the Southern Cooperative of Black Farmers.
12. Begin market operations.
13. Develop programs so that the site can be used in a variety of ways.
14. Develop an aggressive marketing and special events program to attract buyers to this market.

Resources Required:

1. Flyers and people-power to advertise and notify residents of the Columbia Place Market and Park idea.
2. Phone numbers and addresses of appropriate business and political leaders in the City, County, and Metropolitan area.
3. Assistance from local advertising and marketing experts or students to effectively promote the market to regional shoppers.
4. Assistance in the site and building design from local planners, architects, or students.
5. Assistance in the programming of the market from the Southern Cooperative of Black Farmers, Illinois Department of Agriculture, and East St. Louis Cooperative Extension Service.

Guidelines for Development of Columbia Place Market and Park:

One of the basic goals of the Columbia Place Market Program is to create a place with meaning that will contribute to the identity and image of the neighborhood. A place with meaning has visual prominence, and is unlike other areas in the

neighborhood or city. It hosts everyday activities and becomes a familiar activity center. It has interesting art and architecture and reinforces local heritage and experience. It is a location that local people call their own, where certain traditional ceremonies and rites are celebrated.

In order to achieve this goal a set of guidelines have been designed to regulate the development of the market site. These guidelines should direct the efforts of all people and organizations as they pursue the implementation of the Columbia Place Market and Park. The urban design guidelines for the Columbia Place Market and Park are listed in Appendix O.

(E.) Adjacent Vacant Lot Acquisition Program

Description:

This is a program to assist local property owners in purchasing and maintaining publicly controlled vacant lots. In the long term, East St. Louis must establish a policy and legislative agenda that advances the goal of assisting local residents in owning land in their neighborhood. St. Louis, Missouri has a model program operated by the Land Utilization Authority that offers vacant lots, at a cost of \$100 to \$150 to adjacent property owners. Local banks are also encouraged through this program to make low interest long term loans to new owners of vacant lots who wish to make external improvements.

The Adjacent Vacant Lot Acquisition Program offers homeowners an opportunity to purchase city-owned property at low cost, it develops a neighborhood reinvestment fund, and it sets minimum standards for property maintenance. The components of the program include:

1. Neighborhood Reinvestment Fund

- A: Section 1: Neighborhood Improvement Package funds physical improvements and beautification projects.
- B: Section 2: Lot Acquisition Assistance Package offers financial assistance for individuals to purchase lots.

2. Purchase Qualifications

- A: Buyer must own property in Winstanley/Industry Park.
- B: Buyer's property must be adjacent to the vacant lot purchased.
- C: Vacant lot must be owned by City or County.
- D: Buyer must be up to date on property tax payments.

3. Maintenance Guidelines
 - A: New owners must maintain property consistent with city sanitation codes.
 - B: Improvements must be made at least three months following purchase that demonstrate active stewardship of the property. Improvements may include: trees, hedges, flowers, fences, or other physical enhancements.
4. East St. Louis Office of Community Development
 - A: Establishes Neighborhood Reinvestment Fund with a grant to assist first year buyers.
 - B: Contributes money to Neighborhood Improvement Package.
 - C: Processes petitions for funding of neighborhood improvement projects from the Neighborhood Organization.
 - D: Administers Neighborhood Reinvestment Fund.
 - E: Works with the Neighborhood Organization to develop a pricing scheme and guidelines for neighborhood improvement project proposals.
5. Winstanley/Industry Park Neighborhood Organization
 - A: Acts as clearinghouse of information about the program.
 - B: Recruits potential buyers.
 - C: Petitions Office of Community Development for funding of neighborhood improvements.
 - D: Works with Office of Community Development to develop a pricing scheme and guidelines for neighborhood improvement project proposals.

The program will give individuals who own residential structures located adjacent to publicly controlled vacant parcels the opportunity to purchase these properties at a reduced cost. When such properties become available adjacent owners will be notified by the Office of Community Development (OCD) and given priority in the purchase. If homeowners adjacent to the property choose not to make a purchase within a designated period of time, the property will be added to a list and become available for residents within the borders of Winstanley/Industry Park to buy. The price of the lot will be subsidized by Community Development Block Grants (CDBG). The cost to the adjacent property owner should not exceed \$200. The new owner will not be responsible for back taxes.

New owners must meet minimum standards for physical improvements on newly acquired lots. Improvements must be made that demonstrate ownership and care of the

property. These physical improvements may include trees, hedges, and fences on the front property line. All properties must also meet city sanitation and maintenance codes.

Money from these sales, including the CDBG subsidies, will go into the Neighborhood Improvement Package of the Neighborhood Re-investment Fund. This fund shall be administered by the East St. Louis Office of Community Development. The agency shall contribute to the building of this fund by adding two dollars for every dollar gained through property sales.

The Winstanley/Industry Park Neighborhood Organization, representing members who contribute to the fund by purchasing vacant land, will be able to petition the OCD for funding of specific projects from the Neighborhood Re-investment Fund.

Projects receiving money from the Neighborhood Re-investment Fund must meet certain criteria set by the Office of Community Development and Winstanley/Industry Park Neighborhood Organization. Criteria shall be established for judging the effectiveness of projects. Projects sponsored through the fund shall be consistent with and advance the goal and objectives of the Winstanley/Industry Park Neighborhood Improvement Plan.

The purchase of publicly controlled land will place parcels back on the tax roles. A portion of the City and County tax on these parcels will be channelled back into the Neighborhood Re-investment Fund, as a contribution to the Neighborhood Improvements Package and to the Lot Acquisition Assistance Package. Money in the Lot Acquisition Assistance Package will be available to individuals in the neighborhood for purchase of publicly owned parcels adjacent to houses they own.

Rationale:

Together East St. Louis and St. Clair County control over 300 parcels in the neighborhood. About 60 of these vacant parcels are located adjacent to single family houses. These 60 do not include lots soon to become vacant due to projected building demolitions. These properties do not contribute to tax revenues, and are not used productively or responsibly. Unattended vacant properties contribute to neighborhood blight encouraging further disinvestment and abandonment.

This program provides a responsible way for East St. Louis and St. Clair County to dispose of the property to which they hold title. The property goes back onto the tax roles in a way that focuses the attention of both the City and County on neighborhood improvement. The program allows public agencies to pass the job of maintaining property to neighborhood residents.

The Office of Community Development and the Winstanley/Industry Park Neighborhood Organization must work together to improve physical conditions. This model may serve as an effective partnership for a city-wide approach to converting publicly held land to private use. Many residents are interested in buying adjacent lots but often find the costs prohibitive. Resources that OCD can provide will be invaluable.

The program creates a funding source for neighborhood improvements. The Neighborhood Re-investment Fund will be consistently renewed by tax supplements and future lot sales, and if managed correctly, should remain a viable source of neighborhood improvement money for many years.

The program gives local residents a greater stake in the health of their neighborhood. Money that local residents spend to purchase lots is re-invested in a thoughtful and organized manner. Under this program, residents become directly involved in guiding the implementation of physical improvements. The proposed guidelines require maintenance and improvement that will foster a sense ownership and neighborhood pride.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Meet with the East St. Louis Office of Community Development and the St. Clair County Tax Assessor's Office to discuss the implementation of the **Adjacent Vacant Lot Acquisition Program**. Issues to be discussed include: granting "first purchase priority" to adjacent property owners, and standardizing the cost of residential vacant parcels.
2. Develop guidelines for physical improvements on newly acquired lots, and for neighborhood improvement project proposals. This should be done in conjunction with the Office of Community Development.
3. Advertise the program with a map showing the location and block and parcel numbers of publicly held land.

The East St. Louis Office of Community Development should:

4. Commit funds for the initial program start up, including subsidies to the first buyers.

5. Compile and maintain a list of publicly controlled parcels and their location. Use Figure 3.5, the "Ownership"; Appendix F, "Public Ownership Data"; and the land ownership data base maintained by the St. Clair County Tax Assessor's Office.
6. Notify adjacent property owners when parcels become available for sale.

Resources Required:

1. Figure 3.5, "Ownership," contained in the Winstanley/Industry Park Neighborhood Improvement Plan.
2. Ownership records identifying the owners of parcels in the neighborhood. The St. Clair County Tax Assessor's Office maintains a data base with these records.
3. Legal research on how to address the issue of forgiveness of back taxes.
4. Legal and financial research related to the method of establishing and maintaining the Neighborhood Reinvestment Fund.

X.

**Economic Development
and Job Generation**

INTRODUCTION

This section addresses the economic development, job creation and small business expansion needs of the Winstanley/Industry Park Neighborhood and the City at large. The ultimate goal of this chapter is to facilitate increased employment of neighborhood residents through local business development, focused job training, and increased accessibility to area employment. Specific action-oriented programs are recommended in this chapter. First-year programs are presented in a step-by-step "cookbook" style, including estimated project budgets. In all cases, we have attempted to provide a plan of action and suggestions regarding appropriate contacts and potential funding sources to aid in implementation of these recommendations.

- I. Introduction
 - A. Economic Development: A Community-Based Approach
 - B. Current Situation
 - II. Promoting Resident Accessibility Initiative
 - A. Educational Barrier
 - 1. Scholarship Program
 - 2. Worker Training and Public Works Program
 - 3. Project Read/Algebra Program
 - B. Financial Barrier
 - 1. Bi-State Transportation Program
 - 2. Short-Term Grant Program for New Workers and Job-seekers Program
 - 3. Day Care Cooperative Program
-

- C. Information Barrier Program
 - 1. Neighborhood Resource Center

III. Expand Local Business Initiative

- A. Industrial/Commercial Survey Program
- B. Economic Development Appraisal Program
- C. Columbia Place Market Program (Economic Aspects)
- D. Local Merchants' Association Program
- E. Buy East St. Louis/Hire East St. Louis Program

Economic Development - A Community-Based Approach:

Neighborhood-based economic development is a strategic response to the failure of many traditional economic development models and methods. The governing principle of this approach is direct involvement of the community in the decision-making process for all activities and public policies that affect them. The idea is simple: "Who knows what the public needs better than the public?"

Traditionally, government policies and programs have been developed and implemented in a top-down fashion. The primary goal of most economic development programs was to increase investment in large-scale commercial and industrial projects. In the 1980's, local economic development agencies sought to attract large-scale commercial and industrial development through a wide range of financial incentives, such as enterprise zones, loan guarantees, tax abatements and incentives, and special public/private partnerships. This practice was referred to as "smoke stack chasing" by proponents and opponents alike.

Many of the incentive programs were originally established to redevelop inner cities and other economically depressed areas. However, these programs, such as Enterprise Zones, tended to be under-funded or highly politicized, so that their effects were diluted over the many population centers that sought them. While many of the tools worked in attracting some local development, most of this new activity was concentrated in Central Business Districts (Atlanta Central Business District, Miami Central Business District) or more affluent suburban settings (Western Suburbs, Chicago, Illinois). Any development that did occur in the inner city all but ignored the needs of the local community, as in Poletown (Detroit, Michigan). In general, there was very little, if any, involvement of the community in decisions and policies that directly impacted them.

Most of the benefits of these policies were given directly to the business and investors that were directly involved in specific ventures. The economic state of the general population in urban neighborhoods was not significantly improved through this "trickle down" approach. Through all of this, the basic premise that economic development should benefit lower and middle income communities was lost.

On the other hand, community-based, grass-root approaches to economic development have, in many instances, resulted in neighborhood revitalization efforts that have saved and created local jobs, directly benefitting the people of the community (Essex Street Market, New York City). Unlike traditional economic development approaches, community-based efforts seek to directly involve common citizens, as well as elected officials, in the decision making process. Through community involvement, leaders learn what issues residents believe are most important, and residents are empowered to "make things happen." Local firms benefit from enhanced training and other incentives. The city benefits from a sustainable, growth-oriented program that promotes balanced growth throughout the commercial, industrial, and residential areas. Residents directly benefit from increased local employment, improved morale, and more focused public services.

Do these programs really work? While many of these approaches and concepts are relatively new, early evaluations of these efforts indicate some promising results. There is substantial evidence to suggest that they are effective in generating new economic activities in areas where traditional economic development has not. These efforts are now receiving assistance from national databases and resource centers to expand their efforts.

Community-based efforts in the Lansdowne and Emerson Park neighborhoods of East St. Louis have successfully addressed key issues that were essentially ignored by traditional economic development programs. Plans created by the University of Illinois at Urbana-Champaign in cooperation with local residents have resulted in capital commitments by City and Federal government organizations. Therefore, we have chosen to continue this approach in the Winstanley/Industry Park Neighborhood of East St. Louis due to the failure of traditional approaches to generate significant numbers of new jobs.

Current Situation:

The Winstanley/Industry Park Neighborhood is very rich in commercial and industrial corridors. The Central Business District (CBD) of East St. Louis borders virtually the entire western side of the neighborhood from State Street south to Missouri Avenue. In fact, the CBD extends into the neighborhood in three places: 1) along both

sides of State Street from 10th Street to 14th Street, 2) along the south side of Missouri to 11th Street, and 3) along the entire east side of 10th Street. (see Figures 1.1 and 1.2) In addition, there are smaller neighborhood-oriented commercial centers scattered throughout the neighborhood featuring "mom and pop" shops. Aside from the CBD and its extensions, the only significant concentrations of commercial activity are located along Broadway Avenue and State Street, with smaller commercial areas along Martin Luther King Drive, St. Louis Avenue, and Missouri Avenue. (See Figure 3.1, "Land Uses")

The industrial corridors in the neighborhood are concentrated in the southern and eastern sections: 1) between the Terminal Rail Line and Southern Rail Line, and 2) south of Broadway Avenue to the Southern Rail Line east of 15th Street. Most of these industrial sites are now abandoned, and represent health and safety hazards to the public. There are only two scattered light industrial areas outside of these concentrations. Together, these commercial and industrial corridors greatly impact the social and physical context of the neighborhood, and provide significant opportunities and liabilities for the neighborhood. (See Figure 3.1, "Land Uses") The manner in which these large tracts of land are redeveloped will fundamentally effect the character of the community in the future.

The Winstanley-Industry Park Neighborhood is a microcosm of the city. Due to overwhelming city-wide economic issues, the neighborhood can not realistically attract outside commercial and industrial ventures. These issues include very high local property taxes, inadequate infrastructure, negative public image of the city, a generally under-educated population, weak municipal services, wide-spread environmental problems, the lack of a comprehensive economic development strategy, high crime rates, and a very poor local population. While many cities do not have a comprehensive economic development strategy, East St. Louis is at a point where such a development strategy would help the city address some of the key issues facing it in the near future. However, the neighborhood does have a strong base of local businesses that could provide the basis for long-term economic growth if they are provided with necessary assistance. In addition, there is a large, available labor force that can provide the energy to improve the neighborhood and the city. Keeping this in mind, the remainder of this chapter will provide a "cook book" of action programs designed to promote local businesses and foster resident employment.

PROMOTING RESIDENT ACCESS TO JOBS INITIATIVE

Residents of the neighborhood and community leaders cited the availability and accessibility of educational and career opportunities among their top concerns. This section seeks to address some of the barriers that face residents of Winstanley-Industry Park and the City of East St. Louis in taking full advantage of some of the already available regional job opportunities. The following paragraphs will address the information, education, and financial barriers currently preventing area residents from successfully competing for regional jobs.

Educational Barrier:

Educational attainment is closely related to personal and financial success. In most cases, higher paying jobs require at least a high school level education. East St. Louis has a very high dropout rate, only 39.8% of young adults complete high school. In Winstanley/Industry Park, only 46.7 % of young adults completed high school. This data suggests that a large percentage of East St. Louis residents may lack basic skills needed to secure meaningful employment, such as reading, writing, and math. As a result, potential employers often perceive East St. Louis residents as unskilled for many positions. This section proposes several specific action programs designed to make education and training more accessible to Winstanley/Industry Park residents.

(A.) Scholarship Program

Description:

Scholarship programs are a key resource to make existing educational opportunities more accessible to qualified students. They often serve as an incentive to keep young kinds in school by rewarding them for their hard work and effort. Such a program can often be used to help young adults who have already graduated or dropped out.

The East St. Louis Community Fund has established a major new scholarship effort. The program is actually an educational interest-free loan program open to any East St. Louis resident for use at any accredited formal or vocational institution. The program allows for loans of up to \$3,000. Loan payback begins one year after completion of the program, with a five year payback period. There is also some reduction or "forgiveness" of the loan if the student returns to East St. Louis and performs some community service following graduation.

In addition to the East St. Louis Community Fund Program, virtually every college and university will establish scholarship endowment accounts to receive contributions. An endowment is sum of money that will support a specific cash award in perpetuity based on interest generated. For example, it is possible to endow (in perpetuity) one four-year tuition and fee scholarship for one freshman per year at Southern Illinois University at Edwardsville for a total one-time donation of \$35,000. A similar program at the University of Illinois at Urbana-Champaign would cost approximately \$300,000. Most institutions can restrict eligibility of a scholarship fund within legally prescribed bounds, including academic standing, financial need, city of origin, high graduated, ethnic status, etc. Therefore, it is possible to establish a scholarship that is restricted to residents of the City of East St. Louis, for example. Specific details regarding these restrictions must be obtained from the administering body.

This program is designed to supplement and support the efforts of the East St. Louis Community Fund and other foundations through donations to existing funds and the establishment of new scholarship opportunities. Any cash raised in support of scholarship endowments should be restricted, so that only East St. Louis residents are eligible to receive the funds. The Winstanley/Industry Park Neighborhood Organization should help organize and coordinate fund-raising efforts to supplement the scholarship fund(s), but it should not directly administer the scholarship program. This task, which is both expensive and time-consuming, should be left to professional program administrators at college foundations and existing scholarship programs.

Rationale:

The cost of attending post-secondary institutions, both public and private, continues to increase. Tuition and fees alone at many private institutions are prohibitive for the majority of East St. Louis residents (Washington University, Northwestern University, and Saint Louis University all exceed \$15,000 to \$20,000 per year). As a result of state cut-backs, state universities, including the University of Illinois and Southern Illinois University at Edwardsville (SIUE), are raising their tuition and fees as well. Combined with an overall reduction in State and Federal financial aid, the hopes of many young college-bound adults are now being cut short.

A scholarship program provides the assistance needed by many young people to help them escape poverty by making a college education financially available. The East St. Louis Community Fund Program seeks to make post-secondary education more accessible to young citizens of the community. However, the program is limited by the total funds available. The more money that can be raised for the scholarship fund, the more people the program will be willing to help.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Contact target institutions which could serve students from East St. Louis. This list should include not only the 30 plus St. Louis area colleges and universities, but would also include regional and national trade schools, nationally-renowned colleges and universities, and traditional African-American institutions. Information should be collected on all aspects of scholarship establishment, including endowment requirements, allowable restrictions, and other information that could impact the endowment decision. Appendix P contains contact addresses and phone numbers for St. Louis area colleges and universities. In addition, a listing of additional resources from which information on other schools can be obtained is provided.
2. Develop a comprehensive strategy for scholarship endowment. This would include specific plans for selecting the host institution, endowment level, recipient qualifications, etc. Now, determine a specific action goal (e.g., to endow two full-tuition scholarships at SIUE). This should be set up with the appropriate agency, foundation, or school.
3. Approach matching grant sources with a written strategy and action plan, including a time line. There are a number of local, regional and national sources for such funds.
4. Organize fund-raisers to generate cash. These can include the following: 5th Sunday Church Donations, Benefit Dances, Sports Exhibition, Neighborhood Picnics, etc.
5. Collect all donations and matching grants and deposit them at the target institution. These institutions will provide all of the necessary advertising and financial management for the scholarship fund for a small fee.

Resources Required:

Donations made to established foundations at universities require little or no administrative expense, as they are managed by these organizations. The Neighborhood Organization may not wish to take an active part in the administration of scholarship funds. However, the organization should help organize and coordinate fund-raisers. The United Negro College Fund and the various national African-American fraternities

and sororities in the area could provide technical support and manpower. Additional resources required depend on the types of fundraisers organized, but might include the following:

1. Neighborhood Coordinator - This volunteer would help coordinate and organize fund raising events involving any neighborhood group or person. This person would recruit a committee of volunteers to assist as needed.
2. Available telephone line, to let this person stay in contact with appropriate persons at universities, foundations, fundraisers, etc.
3. In-kind donations for fundraisers, to help cut direct expenses for events.
4. Small expenses budget (to be reimbursed from fund raising profits) that can cover incidental expenses of events.

Projected Program Costs:

Labor:

| | |
|--|-----|
| Volunteer Coordinator (1 @ 5 to 10 hours/week) | \$0 |
| Volunteer Assistants (as needed) | \$0 |

Materials:

Materials required will depend on the type of fund raising that is organized. Most materials should be sought as in-kind donations when possible. In all cases, the fund-raising should at least cover its expenses out of proceeds. \$0

Equipment:

| | |
|--|------|
| Phone Line (provided by Neighborhood Organization) direct expenses (calls made) | \$30 |
|--|------|

Some fundraisers may require equipment rentals. In general, daily activities associated with this program should be very low. Resources required for fundraisers will vary according to the activity.

Actual resources for establishment of specific scholarships will come from direct fundraisers. Donations could also be solicited from local area business, such as Monsanto. Many of these firms have community relations departments and foundations.

Program Funding:

The program should be a self-supporting activity. However, the program will need some initial "seed" money to support the direct expenses of the first one or two fund raising events. There are several potential sources for this initial account.

1. Louis Tiemann, East St. Louis Financial Advisory Authority, Address, c/o Belleville Economic Progress, 330 West Main Street, Belleville, 62220, 618-233-3015.
2. Robert Batts, East St. Louis Office of Community Development, City Hall, 301 North Broadway, 3rd Floor, East St. Louis, 62201, 482-6635.
3. Metro East Church-based Citizens' Organization (MECCO), 771 Vogel Place, East St. Louis 62205, 874-0110.

Timeline:

This program should be initiated in the first phase of the project. Working with Louis Tiemann and MECCO, the first scholarship could be established by the end of the current year.

(B.) Worker Training and Public Works Program**Description:**

This program is designed to accomplish three important tasks that are central to sustainable economic development: 1) employ East St. Louis and Winstanley/Industry Park residents in productive work; 2) provide much needed job skills training in an on-the-job, hands-on setting; and 3) provide an organized and trained work force to help carry out many of the clean-up, demolition, construction, and other community development projects that currently exist in the City or will occur in the future.

This initiative would be a locally-based community oriented program modeled after the Works Progress Administration (WPA) and the Civilian Conservation Corps (CCC) programs of the New Deal that were successful in combatting unemployment and poverty in the 1930's. The governing concept would be to put local people, especially those receiving public assistance, to work solving local problems. Among the projects that could be carried out by the program are: building demolition and salvage, neighborhood cleanup efforts coordinated with Operation New Spirit, upgrading of local

infrastructure and parks, new construction projects, or any other projects that could be identified by the governing board.

The Public Works Program (PWP) would be governed by a Private Industry Council (PIC) - a board composed of local political, business, and social leaders from the greater St. Louis area and special committee representatives selected by East St. Louis neighborhood organizations. Since the goal of the program is to facilitate employment, at least 51% of the members of this board should be private industry representatives. In addition, a majority of members should also be from the East St. Louis community to keep local control of the program. Neighborhood residents would provide direct input to PWP-PIC through special committee representatives. Representatives from university business development and outreach programs should also be included among the PWP-PIC members. [Note: This is only a suggested governing structure to provide a basis for discussion. The final structure of the board must be researched and debated to ensure that the program does what it is designed to do - train local residents for area jobs.]

The strategy of the governing board is to make the most efficient use of greatly diminished Federal and State resources by insuring that:

1. Training is customized to meet employer's needs;
2. The readiness for training of each participant is individually assessed;
3. The performance of the network of community-based training and placement agencies is expanded, evaluated and improved; and
4. Job Training Partnership Act (JTPA) funds are leveraged with non-Federal resources.

Implementation of this program would be completed in phases. Phase I would be a pilot program enrolling at least 25 specially selected East St. Louis residents. This pilot program would be coordinated by a scaled-down version of the PWP-PIC, and would operate on limited funds for one year. The program would be reviewed by the PWP-PIC and other agencies after the first year to determine its effectiveness. If the program is considered viable, Phase II would be initiated. In this phase, the program would increase to a minimum of 100 trainees within three years. If the program is still viable after the third year, the program would be established as a "permanent" assistance program based in East St. Louis.

Working with local neighborhood organizations that are currently in place, projects would be identified based upon a series of criteria including impact on the local economy, safety and health, aesthetics, and sustainability. The program would use the various neighborhood and city-wide plans completed during the last five years to help identify specific community needs and to develop a coordinated action plan for dealing with the city's major problems. Projects for the pilot program should be selected that help promote a positive image for the program, projects that are highly visible and practical in the first year.

The program would require individual assessment of current skills and interests. Those needing any basic skills training would be allowed to participate in the program based on satisfactory progress in an approved remediation program. Substance abusers would also be allowed to participate in the program if they can show satisfactory progress in an approved substance abuse program, and come to work sober.

Suggested job categories would include, but not be limited to, the following:

| | |
|----------------------------|-----------------------------|
| Carpenter | Plumber |
| Electrician | Heavy Equipment Operator |
| Landscape Specialist | Mason |
| Mechanic(Diesel and other) | Infrastructure/Public Works |
| Commercial Truck Driver | Maintenance |
| General Construction | General Demolition |

Actual training efforts would focus on two areas: classroom instruction and on-the-job training. Classroom instruction would be limited to a few hours per week, and would be designed to familiarize participants with current practices in their field of interest (e.g., basic maintenance on heavy equipment for operators). These courses could be contracted through existing training centers, including State Community College and Belleville Area College. Courses would also be designed to meet State certification or licensing requirements. On-the-job training would supplement classroom instruction by giving trainees the opportunity to practice specific trades in the field. By the end of the program, each trainee will be able to claim both formal and actual experience in a given field. Participants in the program would receive official certification for the training completed and hours worked through the program. Collaboration with area Labor Councils will be critical to the success of the program.

While the idea of resurrecting these old programs may seem difficult on the surface, there are several key mechanisms in place that will help facilitate program implementation. Under Title 1, East St. Louis is able to divert general assistance and community development block grant money to programs that stabilize and/or remove

blight from an area. The numerous neighborhood plans and housing/infrastructure studies that have been completed can serve as important resources for problem identification. There is also potential for private and public funding in areas that have developed planning documents. There are also organizations, such as the National Black Republican Council, the University of Illinois, and Southern Illinois University at Edwardsville, that may be willing to help secure the additional financial and technical assistance in establishing these types of programs.

Rationale:

The primary goal of this program is to provide on-the-job career training to East St. Louis residents, especially those on public assistance, to improve their employability. A second goal of the program is to reduce the number of people currently on public assistance by providing them with the opportunity to secure a good job. This would enhance the City's economic position by increasing the income of residents. In addition, this program would be able to provide some of the labor needed to implement many of the proposed urban improvement programs contained in recently completed East St. Louis plans.

Activities:

1. Establish a pilot program governing board composed of city and area residents and leaders to oversee the pilot program and develop to a coordinated action plan for the program. The board membership should be voluntary.
2. Examine all of the current neighborhood plans, infrastructure plans, housing studies, etc., in order to become familiar with local conditions.
3. Contact the appropriate government agency to implement monetary diversions from GA and IDFA funds under Title 1. Appropriate contacts would include:

Robert Batts, Director
Office of Community Development
East St. Louis, Illinois
482-6635

Toni Kruger or Karen Pinkston
Department of Commerce and Community Affairs
East St. Louis Office; 582-2273

The East St. Louis Township Office
1210 State Street
874-3650

4. Conduct a series of public meetings with each neighborhood group to determine neighborhood priorities. There should also be several city-wide meetings and meetings with local civic groups (e.g., Metro-East Church-Based Citizens' Organization, Operation New Spirit, the Metro East Lenders Group). Also, input should be solicited from local and area elected officials. The purpose of these meetings is develop a coordinated need/success based plan of action to deal with some of the most serious and visible problems of the city. The projects could address beautification, clean-up, building demolition, and structural rehabilitation.
5. Establish a basic training program that meets the needs of industry and trainees. This may be difficult given the small number of trainees, but it would demonstrate program effectiveness.
6. Recruit and train workers for the types of jobs that will be available based on the plan. Examples of these include heavy equipment operator, carpenter, and mason. Then match the workers to the projects based on expertise.
7. Administer the program very closely in order to insure the program's success. During the first year, the PWA-PIC board must be prepared to make frequent adjustments in the program as experience and knowledge are gained.
8. Conduct a year-end review of the program based on the success of the projects, participant evaluations, and community leader perceptions. If the program is found worthy of refunding, the governing board should lobby the City, County and State for recurring funding.

Resources Required:

The initial program would require an initial funding level to cover the training and work activities of its participants. Most of this cost could be covered by transferring the General Assistance benefits to the program to serve as participant wages. Wages could also be supplemented by various state-level training funds, community re-investment act funds, and other sources. Additional administrative overhead, if any, could be covered by the Office of Community Development or another local

organization.

Projected Program Costs:

The following cost estimates were obtained from telephone interviews with representatives of the National Black Republican Council. These estimates apply only to a bare-bones pilot program. While the project costs are somewhat high, note that most of the wage expenses would be covered if General Assistance funds normally paid to trainees were transferred to the program (see Possible Funding Sources).

Labor:

(25 trainees @ \$5.00 per training hour,
40 training hours per week, 45 week program) \$225,500

NOTE: The wage listed above is for illustration purposes only. The final wage must be set later by the PWA-PIC.

Materials:

Dependent on actual projects undertaken. Specific project expenses must be determined when projects are identified.

Equipment:

Equipment needs are dependent on projects selected.

Program Funding:

- Labor expenses -
- 1) IDPA Funds
 - 2) General Assistance Funds
 - 3) CDBG Funds
 - 4) State Training Funds

The idea is to use funds that are normally distributed to aid trainees as welfare payments to help offset the bulk of the training wages.

Materials - These should be secured as donations or through government agencies.

Equipment expenses - While some equipment purchases may be necessary, this program should be able to work with St. Clair County, the City of East St. Louis, and Operation New Spirit to secure equipment for the project. When the permanent program is approved, money to purchase equipment, tools, and other supplies must be provided.

Contact the people listed in Activity 3 of this program for information on potential funding of this program. In addition, program organizers should seek direct input from local area business assistance programs run through colleges and universities, as they can program technical assistance in setting up the training portion of the program.

Timeline:

The 25 person pilot program would be set-up to run for one calendar year from the selection and induction of the first trainees. Based upon the success of the pilot program, a larger scaled-up program will be established to serve a minimum of 100 trainees at any one time. This program would receive more stable funding. Based on the performance of the program, it would be made "permanent" by the third year. The program could then grow based upon available resources.

(C.) Project Read and Project Algebra Program

Description:

The goal of this program is to address the math and reading deficiencies of East St. Louis area residents to facilitate their successful entry into the job market. The program would be open to anyone who needs these services, but directed to those between 18 and 30 years of age. This is the most "employable" group, and would receive the greatest benefit from improved skills.

The program would rely on volunteers to teach basic skills classes to those who need them. Many of these volunteers would be college students at area colleges and universities. Many universities now have leadership training and volunteerism offices that could support this program. Their hours would be designed to meet internship and practicum requirements for academic programs and service hours for leadership programs. Each teacher would be required to attend a training session with other literacy groups to help them become familiar with the program and specific teaching methods.

Participants in the program would be interviewed and screened for their interest and desire to succeed. This is necessary to insure that scarce resources are used to benefit people who truly want to improve themselves. The cost of the program would be free to participants except for a small initiation fee to cover the costs of skills assessment and placement tests to determine their skill level. This initiation fee also ensures the participant is committed to learning.

The program would consist of basic skills classes that use everyday situations as the textbook (i.e., reading the daily newspaper, filling out job applications, determining the length of time it takes to go to the store on the bus). The program would be modeled on existing basic skills services, including Project Literacy, the Chicago Algebra Project and others. This program would be designed to supplement and expand on any existing efforts in the City.

Rationale:

Employers stress repeatedly that employees need to have the basic reading, writing and math skills that are taught in grade and high schools to be employable in the average work place. Workers without these skills face high unemployment, low job security, and little opportunity for advancement to high paying jobs. This is a major concern to both residents and leaders of East St. Louis. High dropout rates have left many local residents without the skills to compete in the contemporary job market. This skills deficit represents a fundamental problem for the community, it is absolutely necessary to develop and coordinate some type of effort to address the situation.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Contact other similar programs to develop a basic understanding of the issues and problems facing similar community efforts in other cities.
2. Develop a basic strategy for service delivery based on the need of the population. A set of questions regarding basic skills training and needs should be included in the *Industrial/Commercial Survey Program*, page 267. The administrative structure of the program should also be developed.
3. Contact local service organizations and programs to generate interest and solicit volunteers to teach basic skills course. Universities are often excellent sources of volunteer labor.

4. Contact the Mayor's Office and the City Council concerning potential financial and in-kind support for the program. In addition, funding should be sought from private foundations and the Community Development Office. In addition, the United Way and other area civic and business groups, such as the Chamber of Commerce and Target 2000, may have resources and should be approached.

Resources Required:

The resources required for this type of program are minimal. Testing and placement expenses should be covered by a program start-up fee. General overhead, which should be minimal, could be covered by a number of public and private sources. These include Community Development Block Grant funds, East St. Louis Financial Advisory Authority Resources, Tax Increment Financing (TIF) funding, and other revenue provided through charities or state agencies. Volunteer "teachers" could be recruited from the local area universities and colleges, including SIUE Student Leadership Development Program. There are also programs at local and regional Schools of Education that should be approached.

Financial Barrier:

As many current job seekers know, it takes a great deal of time and money to locate a new job. Many times a new worker is also faced with the financial burden of upgrading a wardrobe, providing transportation to and from the job site (which may be in Belleville, St. Louis or elsewhere), the cost of child day care, as well as many of the daily expenses that accumulate before pay checks start. For those on welfare, there is the additional fear that the government will suspend public aid checks for new workers who have been receiving them. Together, these things prove to be substantial disincentives to seeking and retaining employment. This section discusses several programs designed to reduce these disincentives to the job-seeker to improve the employability of neighborhood residents.

(A.) Bi-State Transportation Programs

Description:

This program would provide two different levels of service. First, qualified job-seekers would be eligible for a two-month non-renewable free pass for unlimited access on Bi-State busses. Job-seekers would have to make application directly to the Bi-State Development Office in East St. Louis. Applicants must show satisfactory evidence of

effort to obtain a position, such as a letter of application.

The second program would allow newly hired workers to receive a half-price, one-month unlimited use pass on any of Bi-State Development's Transport Lines. New employees would have to show proof of employment to be accepted for this program. Both of these program would require proof of residency in East St. Louis.

Rationale:

Many persons may find themselves unable to take advantage of job opportunities because they can not afford transportation to interviews or to job sites, especially in the light of other expenses. These programs are designed to make job opportunities available to the job-seeker and the newly employed by providing no cost transportation to and from work for a limited time period.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Contact Bi-State officials to determine and eligibility requirements for both programs. Contact: Pat Helman, Bi-State Development, (314) 982-1373.
2. Work with Bi-State officials to determine the budget for this pilot program. The pilot program should use an identifiable section of the City, such as the Winstanley/Industry Park area, as its test base. Determine a target funding range that Bi-State itself can fund, and seek additional funds from other sources, including the Office of Community Development, the Mayor's Office and private organizations. (At the time of this report, Bi-State had suffered major financial setbacks and would not be able to help in funding the program but would be able to administer it)
3. Implement and market the pilot program.
4. Carefully evaluate the effectiveness of the program to determine whether continuation and expansion is warranted.

Resources Required:

This program would require on-going support. According to Bi-State officials, sponsors of the program would have to either pre-purchase a selected number of passes, or they would have to set up a direct cash account to which the passes could be charged.

The cash necessary for this program would depend on the number of passes that are made available.

| | |
|-------|---|
| 25 | two month free "Job-Seeker" passes/quarter |
| 75 | one month 1/2 price "New Employee" passes/quarter |
| <hr/> | |
| 100 | passes per quarter |

(B.) Short-term Grant Program for New Workers and Job-Seekers

Description:

This program would be initially designed as a grant program to cut administrative costs. Later the program could evolve into an established loan program. Initially, this program would provide grants to qualified job-seekers and new employees to help offset initial employment-related expenses. The grant would provide up to \$ 100 per job-seeker and \$ 250 per new employee. Participants would have to document these expenses and provide receipts for all eligible expenses. Grants would not have to be repaid.

Rationale:

Many job-seekers and new employees find it very difficult to cover daily expenses, let alone the extra expenses associated with looking for a job. In addition, it is very costly to secure transportation, buy new clothes, and hire day care in the early weeks of employment. Often, new employees will wait two to four weeks for their first paycheck. This program would help people who want to help themselves by providing them with a little financial assistance during their job search and the first weeks of employment before they receive their first paychecks.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Approach the Southwestern Illinois Leadership Council for assistance in funding and administering this program.
2. Approach alternative funding sources for additional program support.
3. Publicize the program once it is established. The actual form of

advertising that would be most effective could be determined by student advertising majors from area colleges.

Resources Required:

The resources required for the program include an administrative entity and a grant pool.

| | |
|--------------------------------------|----------|
| 75 people @ \$100 per quarter | \$ 7,500 |
| 100 people @ \$250 per quarter | \$25,000 |
| | ----- |
| Total Grant Pool per 3-month quarter | \$32,500 |

(C.) Day Care Cooperative Program

Description:

This program would be designed to provide working parents with a safe and affordable day care alternative within the City. The program should be modeled around the Early Childhood Center at Southern Illinois University at Edwardsville. At this center, children are challenged to learn and interact during their stay. The center provides both indoor and outdoor activities under constant supervision for its children. By providing a permanent site for the cooperative, the facility will be more conducive to learning. In addition, health and safety standards will be more easily achieved.

The site selected for this Day Care Cooperative should be highly accessible and away from significant hazards. The site should be on a major road, but preferably shielded from major arterials such as State Street or Missouri Avenue. The site should also provide relatively good access to the Interstate highway network, so that parents can get to work quickly. Possible sites for this type of day care center include the rehabilitated Gateway Hospital and the Monroe School at 16th Street and Martin Luther King Drive.

As a cooperative, the day care program would be owned by the people who use the center. This gives family members direct input into the operations of the facility. As part of the payment program, some families may choose to offer babysitting time or other services to the center as payment in-kind for services received. For instance, a working mother may donate 2 hours per week of babysitting time to the center to cut her expenses. Therefore, someone who chooses to donate hours has an ownership stake in the operation. This also tends to keep the costs down for users.

Rationale:

Like the many other program in this section, this program is designed to help individuals interested in working to secure meaningful employment by reducing the often substantial cost of quality family day care. The primary goal is to provide affordable, safe, high-quality day care for working parents. By allowing families to have a direct stake in the operation of the day care facility, they help keep costs down, maintain an active role in their child's development, and feel more comfortable with leaving their children while at work.

Activities:

1. Conduct a study to assess the laws, standards, training requirement, and funding of a day-care center. Contact area social work-related programs, including those at Washington University, Southern Illinois University at Edwardsville, St. Louis University, and the University of Illinois at Urbana-Champaign to perform this task.
2. Work with local government officials, potential funding agencies, and the original study organization to acquire funding and establish a pilot center at an accessible site within the neighborhood.
3. Once the pilot organization has proven successful, seek additional resources to expand services to other sites within the neighborhood and the city.

Resources Required:

Actual resources required for such a day care center will be determined by the study described in Activity 1. Resources required for this study are likely to be:

\$1,500 - \$ 7,500 for a University Study.

Information Barrier:

Lack of information about current opportunities often prevent local residents from taking full advantage of educational and career opportunities that are available within the region. Numerous scholarship programs and foundations offer financial assistance for post-secondary education at colleges, universities, and trade schools around the country. In addition, numerous minority training programs exist for youth, adolescents and adults. In many cases, these opportunities are not used by those who they are

supposed to serve because people are unaware of them.

(A.) Neighborhood Resource Center Program

Description:

At a Neighborhood Resource Center, persons seeking jobs, training, scholarships, or educational opportunities would find up-to-date posting of relevant programs, applications, and contacts names. The center would feature information on government jobs, GED programs, basic skills and occupational training, educational opportunities and scholarships, and a job posting of currently available positions. The center would also carry current course catalogs and schedules from all of the area colleges and training centers. In addition, job seekers could pick up information on employment agencies in the area, and other services that may be of interest.

Additional services, such as interview skills workshops, resume writing seminars, and job search counselling could also be provided. If space is available, on-site interviewing could be arranged. Depending on resources, access to computer-based job information might also be provided. Job fairs could also be sponsored by the center.

Ideally, this center would be located in a highly visible and accessible site within the neighborhood and would serve all age-groups within the neighborhood and the City. Efforts should be made to occupy under-utilized space rather than pay for rental or rehabilitation of space. It is important to realize that some spaces may be intimidating to the long-term unemployed, or less accessible to those without personal transportation. Keeping this in mind, possible locations for this center include:

1. Gateway Hospital Rehabilitation Project (See Gateway Re-Development Program, page 202),
 2. Rehabilitated space in Orr-Weathers,
 3. Space at a local church or school,
 4. Southern Illinois University at Edwardsville, East St. Louis Center,
 5. State Community College,
 6. Rehabilitated or under utilized store-front space along State Street or 10th Street (the Job Service Office is located at State and 20th Streets), or
-

7. Under utilized space at local churches or schools.

The resource center should be a cooperative effort between the local office of the Illinois Department of Employment, at least one East St. Louis business group (i.e., Target 2000, the East St. Louis Chamber of Commerce, the Southwest Illinois Leadership Council), and at least one labor group (i.e., St. Clair County Labor Council, American Federation of Teachers Organization). Together, these groups can provide the professional contacts and monetary resources to provide comprehensive services to the community. Participation in such a center also helps them meet their stated service goals.

Residents have complained about having to travel all over town to get necessary services. Therefore, the center should be located in close proximity to the Job Service office located at State and 20th Street. This would provide convenient "one-stop shopping" for users of the service.

Rationale:

Currently, there is no comprehensive job service or placement center in or near the Winstanley/Industry Park Neighborhood. Residents find it difficult to locate available jobs in and around East St. Louis. In addition, residents noted that it is hard for young people to secure timely information on available scholarship and educational programs. This center would provide community-based career services to the local community, and would supplement the current Job Service Office operations. The Center could be staffed by retired East St. Louis teachers who might be willing to volunteer for a few hours a week.

Activities:

1. Contact the regional office of the Illinois Department of Employment Security, 233-4735, to sponsor this program. With the help of the Metro-East Church-Based Citizens' Organization (MECCO), the East St. Louis Job Service Office, 271-7750, and the Department of Employment of Security, local area employers should be contacted to request the opportunity to meet with local business leaders and personnel heads. At these meetings, a request should be made for local businesses to send copies of job posting and promotion opportunities to local area churches for announcement and posting. Also, MECCO and the local Job Service office should stress the size and quality of the local work force. They should also stress the role the local Center can play in providing them with highly-qualified minority employment candidates.

2. Locate, acquire, and rehabilitate a physical site for the Center. The site should be highly visible in both the City and neighborhood. A temporary location can be used until funds are collected to acquire and upgrade a permanent site.
3. Contact targeted employers through a letter announcing the Center's services and guidelines, including the opportunity to post and file position descriptions through the Center.
4. Contact targeted educational institutions to receive information regarding programs, costs, financial aid, and housing for those who may be seeking to go on for a college degree.
5. Seek funding from various sources, including grants from the Community Development Block Grant administrator, local and regional business institutions, and private foundations.

Resources Required:

1. Computers with dedicated modem access to State and Federal employment databases.
 2. Adequate number of employment counsellors and job trainers through local human resource associations, area employers, human resource managers, and college personnel.
 3. Computer room to allow residents access to computer-based resume preparation and job search tools. This room should also be equipped for job training classroom work.
 4. Telephone lines to allow local resident to call perspective employers about positions and to set up interviews (restricted to local calls without phone card).
 5. Copier to help job-seekers copy job posting and resumes.
 6. Video equipment (monitor, VCR, Video Camera, and Tapes) to conduct videotaped mock interviews.
 7. Video library of company films and how-to videos (supplied by companies) and a VCR/Monitor set-up (with headphones).
-

8. Several large glass-encased bulletin boards for job posting.
9. ID Card system to allow residents full access to services and to help the center track its customer usage.
10. General office budget for supplies.

EXPANDING LOCAL BUSINESS INITIATIVE

Until the City of East St. Louis can address some of the critical economic issues discussed in previous sections, it is not very likely that the City will experience substantial new growth in the next decade. Therefore, it makes more sense to focus available resources on strengthening and retaining existing businesses in the city. While laying some of the groundwork for new business development the underlying economics that drive business in the City and neighborhood must be acknowledged.

The next section will outline several key programs designed to facilitate the expansion and retention of existing business within the Winstanley/Industry Neighborhood. Some programs are long-term in their approach to community-based economic development, but all of these programs and recommendations, if implemented, can have an immediate, positive, short-term impact on the local business environment.

(A.) Industrial/Commercial Survey Program

Description:

Currently, there is no concrete database on the condition of East St. Louis area businesses and industries. While there are private databases, such as Standard and Poor's, none provide detailed and comprehensive information on the City. This is not to say that these sources would not yield useful information. Rather, it is to say that they lack the detail that is necessary in developing comprehensive local strategies for economic development.

Census and tax data shows that East St. Louis has lost most of its commercial and industrial economic base over the past thirty years. This is easily confirmed by informal land use and site condition surveys of the City. This industrial and commercial decline has eroded the tax base for the City and its neighborhoods.

However, there are still a number of small East St. Louis commercial and industrial enterprises that have survived the general economic decline. These ventures represent one of the City's most important economic development resources. This survey would seek to identify the current and future needs of East St. Louis area businesses. The survey should determine their specific training and employment needs, the type of businesses available, and the condition of the site. The survey should also determine whether and what types of financing would be useful to them (building improvement loans, operating revenue loans, or business expansion loans). The survey should also assess what types of special services that they would find useful from the Chamber of Commerce or a local Merchants' Association. This information should be collected from a variety of different sources, including tax data, personal interviews with merchants and business leaders and physical assessment of sites.

Such a survey should assess the type, size (by revenue and employment), and nature of every business entity in the City. It should also assess the financial situation, problems and needs of current businesses so that city planning and economic development agencies can address these areas. Furthermore, the survey should determine what local business people know about available services. This type of basic data collection should be one of the first areas of concern for the City and the neighborhood.

In the immediate term, information collected by the survey would help both government and business leaders identify service strategies that would address the major issues facing local businesses. In the longer term perspective, the information collected could serve as a basis for development of a comprehensive economic development strategy for the City. It would also allow city planners to determine the best way to foster and manage growth in the City. In other words, current services could be better focused on the long and short-term business development needs of local merchants and manufacturers.

Rationale:

It is difficult, if not impossible, to develop an effective service delivery schedule without knowing what services the customer needs or expects. Currently, there is no database that clearly or adequately outlines the situation and needs of East St. Louis area businesses. This type of information is critical in designing both long-term and short-term economic development programs to assist area businesses and residents.

Activities:

1. Contact community and economic development resource organizations. Many of these organization can provide technical assistance in identifying potential areas of concern for community-based economic development efforts, and assistance in making this survey much more effective. The following organizations can provide technical assistance for this step of this program:

Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
907 1/2 West Nevada Street
Urbana, Illinois 61801

The Center of Neighborhood Technology
570 West Randolph Street
Chicago, Illinois 60606

The Center for Advanced Manufacturing and Production, Tract 31
Southern Illinois University at Edwardsville
Edwardsville, Illinois 62026

Regional Research and Development Services, Building 3, Room 3301
Southern Illinois University at Edwardsville
Edwardsville, Illinois 62026.

American Marketing Association
250 South Wacker Drive
Chicago, Illinois 60606-0536.

American Economic Development Council
9801 West Higgins Road, Suite 540
Rosemont, Illinois 60018-4726

2. Develop contacts with appropriate agencies and educational institutions to promote student involvement in these projects. Many schools have programs designed to facilitate student involvement in business development and community service. Many of these institutions may be able to focus student efforts in a way that could provide assistance to the neighborhood. Contact the following organizations:

Robert Schutzius, Director
Student Service/Professional Experience Program,
Building 2, Room 3131
Southern Illinois University at Edwardsville
Edwardsville, Illinois 62026.

Colleen Herlihey, Director
Student Leadership Development Program, Kimmel Leadership Center
Southern Illinois University at Edwardsville
Edwardsville, Illinois 62026

Tom Trone
Small Business Institute
College of Commerce and Business Administration
University of Illinois at Urbana-Champaign
305 Armory
Champaign, Illinois 61820.

3. Contract with a specific agency. This could be done through a graduate program in business, public administration and policy, or an urban and regional planning program. Another option is to contract through a private consultant, though this will likely be considerably more expensive. Some regional and local organizations, such as Regional Research and Development Service or St. Louis Regional Commerce and Growth Association, may have the resources to initiate and/or coordinate the survey effort.
4. Use this data, in conjunction with the Economic Development Appraisal Program, page 271, to restructure the service delivery strategies of public service agencies. In addition, a comprehensive economic and community-based development plan should be prepared in cooperation with East St. Louis municipal officials.

Projected Program Costs:

This program is expected to cost between \$10,000 and \$50,000 depending on the contract agency and the scope and depth of the survey. University and college associated groups will tend to provide good technical assistance at low cost. Other non-profit service agencies may also be a low-cost provider of this service. Local economic development agencies should not be overlooked. Private consultants will tend to be more expensive, but they may also collect the information more quickly. Final cost of

the project will have to be negotiated at the contract.

Program Funding:

Based upon the nature of the survey, the first source of funding should be local and regional economic development agencies. These include the following:

- * Regional Commerce and Growth Association
- * Mr. Wallace Carson, East St. Louis Economic Development Director
- * Mr. James Pennicamp, Executive Director, Southwestern Illinois Leadership Council.
- * Mr. Robert Pinkerton, Executive Director, Southwestern Illinois Metropolitan Planning Commission.

Timeline:

This survey should be initiated in the first year following delivery of this document. The project length will likely be one year. Upon delivery of this study to the appropriate groups, the City should begin to develop a comprehensive economic development strategy, and should re-examine its current service delivery systems.

(B.) Economic Development Appraisal Program

Description:

In conjunction with the Commercial/Industrial Survey Program described on page 267, the City should seek an outside, independent appraisal of the local economy and economic structures. This appraisal can be performed at very little cost by the University of North Carolina at Chapel Hill. The appraisal is designed to evaluate local economic conditions, service needs and delivery and make recommendations regarding improvements in the economic development structure. The appraisal can address broadly (i.e., the City of East St. Louis) and narrowly (i.e., the Winstanley/Industry Park Neighborhood) defined geographic areas. The assessment is comprehensive in nature, and should yield much needed information on the current state of the local economy.

Rationale:

This survey would help the City, regional investors, lending institutions, and public service agencies to realign their resources with current demands and to promote the most effective use of current resources. Based on information gathered through

these surveys, current and past efforts of the University of Illinois and other sources, the City could build an efficient economic and community development structure around a clearly identified set of goals and objectives. A great effort should be made to develop a comprehensive economic development plan for the City structured around and integrated with neighborhood Community Development Corporations and Organizations (CDC's). Without this type of basic information, any efforts to develop a comprehensive community and economic development plan could be misdirected and ineffective.

Activities:

1. Contact the University of North Carolina's Institute of Economic Development. They provide free and nearly-free economic development assessments to communities who apply. The following excerpt was taken from the American Planning Association News and Views, February 1992:

Cities, counties and community organization concerned with economic development are invited to sponsor a project planner who conducts a complimentary appraisal of their local economies and development functions. Under faculty direction, each economic development graduate student agrees to serve as a project planner for a single sponsor. This entails the application of professional planning and analysis techniques to prepare a detailed policy memorandum that appraises one local economy.

Other than the \$ 25 administrative fee, there is no charge for this service. Direct project costs, if any, are limited to covering the minimal expenses necessary to provide the information and on-site visits. Sponsor interest and written agreements with a project planner are necessary to obtain an assessment.

To receive details, write or FAX name and address to:

Dr. Edward M. Bergman, Professor and Director
University of North Carolina Institute of Economic Development
CB # 3140 New East Building
University of North Carolina at Chapel Hill
Chapel Hill, North Carolina 27599-3140
FAX (919) 962-5206

2. Focus efforts on bottom-up economic development projects spearheaded through community-based economic development. This would allow the existing economic development organization to capitalize on the volunteer efforts of local agencies.

3. Use this data, in conjunction with the Industrial/Commercial Survey Program, page 267, to restructure the service delivery strategies of public service agencies. In addition, a comprehensive economic development and community development plan (based on the community-based approach) should be developed.

Resources Required:

Local resources required will be minimal. The only resources required include: 1) cooperation of local and regional government community agencies included in this appraisal, and 2) a small amount of cash (less than \$2,500) to cover direct expenses at the site.

The local economic development department should establish a committee to sponsor the study and work together to review the results of the appraisal. This would help facilitate proper implementation of the recommendations.

Program Costs:

Other than the \$ 25 administrative fee, there is no charge for this service. Direct project costs, if any, are limited to covering the minimal expenses necessary to provide the information and on-site visits.

Program Funding:

Funding should be earmarked for incidental expenses related to this program. Given the nature of this program, funding should be obtained through the Mayor's Office, 482-6600, or through the State of Illinois Department of Commerce and Community Affairs, 582-2273.

Timeline:

This economic development appraisal should be initiated in the first year following delivery of this document. The project length will vary according to the scope and depth of the assessment. Upon delivery of this study to the appropriate groups, the City should begin to develop a comprehensive economic development strategy, and should reexamine its current service delivery systems.

(C.) Columbia Place Market Program (Economic Aspects)

Description:

Community markets have proven to be welcome centerpieces of many neighborhood-oriented development efforts. (Souard Market, St. Louis; Pikes Place Market, Seattle; Essex Street Market, New York; Lexington Market, Baltimore) These markets generally feature low-priced, high-quality produce, ethnic foods, and a variety of novelty items. While providing much needed service to area residents, community markets also serve as means of creating jobs, generating tax revenues, and promoting a sense of community.

Columbia Place Market would be a retail vendor market that would provide local residents with an outlet for their home grown, baked, and crafted foods and products. In conjunction with this program is the **Columbia Place Market Program (Design Aspects)** discussed in Chapter IX, page 233. This companion program encourages local food production and distribution centered around the Columbia Place Market. It would also provide local and regional truck farmers with an urban outlet for their products. In addition, the Cooperative of Southern Black Farmers and other similar organizations could supply traditional Southern agricultural products, including traditional African-American foods. In general, the market would feature a wide product mix of food, crafts and other products.

The market would be run as a cooperative of vendors, but owned by the City. The City would triple-net lease the site to the cooperative for a minimal fee (i.e., 10% of vendor rents). In this type of arrangement, the vendors own and control the market, including operations, finances, activities, promotions, and general maintenance. When vendors have a direct stake in the profitability of the market, they tend to be much more successful. The major emphasis of the market must be keeping overhead costs and product costs down. Not only does this promote the market's competitive position relative to grocery outlets, but it also permits low-income families to enter the market as merchants. According to most market managers, community markets must be able to accept food stamps as well. In general, local markets must do effective promotions, including cultural and educational activities, to promote a "festival like" atmosphere at the market. These special events tend to draw both regular and first time customers to the market.

The primary site under consideration for the "Columbia Place Market" is an area bounded by Columbia Place, State Street, 16th Street, and Hall Avenue. The site would encompass the adjacent storefronts on both sides of State Street as well as the vacant lots south of State Street. The actual market would be located under roof behind the store

fronts on the south side of State Street with entrances fronting all four streets. Using the market as a traffic builder, the on-site store fronts could become the core for economic revitalization in the neighborhood, and would help to ensure the success of both market vendors and retail merchants.

Activities:

1. Conduct a basic market study to determine the feasibility of such a market. This study should examine consumer behavior, traffic patterns, and financial issues. It should also determine potential tenants for renovated market place store fronts. Area business schools should be contacted to perform the study as a case study, graduate project/thesis, or class project for little or no cost. If local universities are unable to conduct the study, private consultants should be contracted. University contacts include:

Tom Trone, Director
Small Business Development Center
College of Commerce
University of Illinois at Urbana-Champaign, Champaign
Champaign, Illinois 61820.

David E. Ault, Dean
School of Business, Building 2, Room 3306
Southern Illinois University at Edwardsville
Edwardsville, Illinois 62026

Office of the Dean
Olin School of Business
Washington University
One Brookings Drive
St. Louis, Missouri 63130

Office of the Dean
Saint Louis University School of Business
221 North Grand Avenue
St. Louis, Missouri 63110

2. Begin assembling parcels for the marketplace, associated public park and parking. The City should act as the assembling agent for the market. This could be a slow process, and should be begun immediately. The most likely source of funding for this phase of the market is Community

Development Block Grant monies. Contact Robert Batts, Director, East St. Louis Office of Community Development, 482-6635. Other sources include municipal bonds, and economic development funds.

3. Make the market site available to anyone who wants to sell. Local residents should be encouraged to sell locally grown items, including garden produce and crafts, to build public recognition of the site as a marketplace. Area farmers could also sell their items at the site. Southern black farmers could also add the market to their routes. The idea is to "let the market happen" while the appropriate studies are conducted and plans are made for the permanent market. In this phase, the market would only be an open air market with makeshift stands. However, some public services would be required, including garbage cans, lighting and storage, and trash pickup.
4. Identify the site as the "Future Home of Columbia Place Market." This again builds public awareness for the market. These signs, which would describe and announce the market, should be placed along State Street so that traffic in both directions can see it.
5. Contact similar markets across the country, especially those in lower income, African-American communities, to learn how they operate in their respective markets. Visiting these markets when possible would also provide first-hand observations on market operations. It is critical to collect information on the ownership and funding patterns of these markets, as well as on management, cost structures, marketing strategies, and operations/maintenance issues. Shirley Secunda at the Market Collaborative, a division of the Project for Public Spaces in New York, would also provide good input on the market (212) 255-1219 and (212) 620-5660; 153 Waverly Place; New York, New York 10014.
6. Hire a professional to manage the market to ensure that the start-up, daily operations, and public relations are carried out properly.
7. Examine various funding alternatives for market operations and site development. The daily operations of the market should be financed through vendor rents. For actual site development, funds may be available from a variety of sources. Contact the following agencies about development financing:

Department of Commerce and Community Affairs, 875-9300,
Metro East Lending Group, 875-5300,
Illinois Department of Agriculture, (217) 782-2172,
Small Business Association, 1-(800) 827-5722.

8. Determine the specific site design. Low-cost assistance may be obtained through university architectural, engineering, urban planning and business programs. If universities are unable to participate, a private architectural/engineering firm should be contracted.
9. Obtain additional government backing where needed. This could include loan-interest loans for both the market and merchants, zoning changes, publicity assistance, property assembly and purchase, and special tax treatment such as assistance in filing for the appropriate enterprise zone and other benefits. In addition, special districts should be explored to prevent "hostile" development in the immediate area. It is critical that local government move to support and encourage any type of community-based economic development.

Resources Required (Phase I):

The market study would be the largest single expense for Phase I of the market. Property acquisition would also require substantial funds. In addition to these expenses, market-related activities would have to be coordinated by a responsible agency, such as the economic or community development departments or the East St. Louis Chamber of Commerce.

Projected Program Cost (Phase I):

| | |
|----------------------|---|
| Market Study | \$3,000 - \$ 5,000 (University Study) \$7,500 - \$15,000 (Private Study) |
| Property Acquisition | To be determined later. |

Program Funding:

The most probable source of funds for Phase I would be Community Development Block Grant funds. Another source may be a municipal bond issue by the City. The State of Illinois Department of Agriculture and Commerce and Community Affairs might be interested in this program. See Activity 7 for other potential funding sources.

Timeline:**Phase I:**

Market Study and Initial Property Acquisition.
(Activities 1 and 2)

Phase II:

Completion of property acquisition. Opening of market. This would involve making the site suitable for vendors, identifying the site, and providing some basic services. (Activities 3 through 6)

Phase III:

Design and construction of the permanent marketplace. Market would become a center for commerce and community activity. (Activities 7 through 9)

(D.) Local Merchants' Association Program**Description:**

This organization would be designed to promote the interests of neighborhood or corridor businesses through a range of special merchant services (e.g., State Street Merchants' Association). This organization would coordinate the business development efforts of community agencies and local merchants, and would supplement (not replace) the East St. Louis Chamber of Commerce. Services should be provided by the Merchant's Associations include:

1. Determine local business needs, particularly as they relate to the municipal service needs of area stores,
2. Provide information services, such as local economic databases, business directories, and other items as needed,
3. Development of joint marketing, promotion and merchandising activities aimed at promoting local businesses (e.g., Columbia Place Market),
4. Training of small business leaders in key business skills: marketing, merchandising, promotion, inventory control, promotion, accounting, financial planning/budgeting, customer relations/service, and facility management,

5. Pursue a Black Business Mentor program, which would seek to pair successful business persons in the St. Louis area with local entrepreneurs,
6. Micro-loan program for small businesses development that would be tailored to local business needs,
7. Cost sharing programs for basic business needs, such as bookkeeping and,
8. Lobbying efforts, as needed, to represent local business interests in public policy issues.

Rationale:

There is an East St. Louis Chamber of Commerce. While it works hard to serve and represent East St. Louis businesses, the Chamber is forced to try to serve everyone in every part of the City equally. As a result, specific issues relating to local business needs may not be adequately addressed. In addition, many small businesses do not join city-wide Chambers because they feel that small business needs are not adequately addressed by the Chamber.

This Local Merchants' Association would be a supplement, not a replacement, for the current Chamber of Commerce. This organization would focus on the micro-issues facing its members, and would seek both micro and macro solutions for the problems that it identifies. This organization would serve its member at a more grass-roots level, and would coordinate with the East St. Louis Chamber to address City-wide issues.

Activities:

1. Select a manageable target area to establish a pilot organization. This area should be clearly definable, with businesses that exhibit a strong interest in local business development issues. This area should include the Columbia Place Market zone, if possible.
2. Neighborhood and community leaders should approach local merchants to assess their need and support for a Local Merchants' Association. This could also be done by local area students in business, community development and economic development.
3. Establish a basic service strategy, or business plan, for the organization. Select an interim organization leader who knows the local business community, and can solicit membership in the organization. The

organization should seek matching funds for its membership dues and other fundraisers from the Office of Community Development and the Illinois Department of Commerce and Community Affairs.

Resources Required:

The leader of the organization should be an elected volunteer from the local business community. Staff-time should be paid for through an organizational account or through the existing Chamber of Commerce. The organization should eventually occupy a prominent storefront in its service area, but could be housed in a local member business until financially stable.

Dues paid by members (and other solicited funds) should pay for user services. While many of the services should be free, some services may not be entirely free of charge, but should be subsidized by member dues. Members should pay dues equal to 1% of their annual revenues. This is fair, since the larger firms will tend to receive more of the organization's resources. Additional support should be solicited from the Office of Community Development or the Illinois Department of Commerce and Community Affairs.

(E.) Buy East St. Louis/Hire East St. Louis Program

Description:

Chicago and other communities have pursued "buy local" campaigns. These programs encourage and often mandate that local government agencies and private firms receiving government funding purchase a minimum percentage of local items when possible. Often, these "buy local" initiatives are linked to "hire local" efforts that encourage or mandate that developers, contractors and government agencies give some preference to local workers as well. Together, these programs can potentially pump a great deal of revenue back into the economy. These programs would be modeled on similar programs in Chicago called "First Source" and "Buy Chicago".

These plans are multi-faceted in their approach. First, "Buy Local/Hire Local" campaigns tend to target local business with bid requests. By insuring that local businesses know about opportunities to bid on a specific project, they are more likely to participate in the program. Second, "outside" firms that win tax-payer sponsored contracts are required to hire 25% or more local workers to service the contract. In addition, these programs often mandate that jobs created through successful bids be posted, at a minimum, at the local Job Service and other specified resource centers, as

well as in local papers and churches. Third, these programs generally specify that a high percentage of government contracts be given to local firms, and that local firms be given "bid price preferences". This helps to promote the local economy by keeping tax dollars at home.

Three scenarios illustrate how these types of programs work:

Scenario 1: Say the City purchases \$150,000 of paper every year. A "Buy Local" campaign might mandate that the City purchase 40% to 50% of its supplies from local vendors. This would represent up to \$75,000 in contracts to local companies.

Scenario 2: The City intends to purchase uniforms for its police officers. Bids are taken from local and regional firms. Assuming the quality of local product is acceptable, the "Buy Local" campaign would give the local producer a 15% bid price advantage plus a tax break on the revenues collected from the sale.

Scenario 3: The City awards a maintenance contract to a St. Louis area construction firm. The "Hire Local" campaign might dictate that the successful contractor hire at least 25% of the required labor from the City of East St. Louis. Skilled labor could be supplied through the Public Works Program.

While the actual mandates of the program must be set later, the "Buy Local/Hire Local" programs have proven a very effective way to use local tax dollars to support the local economy. Most of these programs are quite aggressive in their mandates, so that the community gains the maximum benefit from the program. However, the community must resist taking a local firm over an "outside" firm if the quality is not comparable. Some programs provide business loans to local firms who compete for local government contracts. These loans also help entrepreneurs set-up local sources for materials and supplies if the community lacked one before.

This program should be initiated first with the City of East St. Louis, as it is the most likely entity to bow to public pressure. After the program has been successfully implemented, local leaders should approach the State and Federal governments with a less aggressive plan for their East St. Louis area offices. This plan can be packaged as an economic development program for the City.

Rationale:

City and local governments have enormous resources at their disposal. Most traditional economic development has concentrated on direct grants, loans, and tax breaks to promote the economy. However, one of the best sources of economic

development, namely government consumption, has been overlooked. These programs promote economic revitalization through local sources of government contracts. By keeping locally generated tax dollars in the local economy, the benefits are greatly multiplied as they cycle back to government. This buyer-seller situation represents a complete and sustainable closed market situation. This is immensely more efficient than pouring funds to markets that leak resources outside of the area.

Activities:

1. Approach the purchasing director for the City, the economic development and community development departments about the program. This should be a sales pitch to each agency about the economic benefits of the program.
2. Develop a program task force to include economic development, community development, and purchasing personnel from the City, local community leaders, and business leaders. This task force should be limited to 6 members, with the Mayor (or an appointed representative) to serve as chair. This task force would develop the actual program format and guidelines for the "Buy Local/Hire Local" campaign.
3. Submit the campaign to at least two public hearings. Make any modifications to the guidelines that are deemed necessary. The City Council should be invited to these public hearings.
4. Seek City Council approval of the program as presented. Upon approval of the program, implement the program within 6 months.
5. Make available to all local businesses a complete directory of local businesses along with the goods and services provided. Such a directory might serve to encourage local firms to buy locally.

Resources Required:

These program do not require substantial additional resources. The largest expense associated with the "Buy Local" program is the time and office supplies required to target local firms for more information on contracts (this means sending them special notices on Bid Requests). There should be a tracking system to record how many local firms respond to these new opportunities, and whether the City is meeting its requirements. Local economic development officials should assist local firms in preparing and submitting bids.

For the "Hire Local" portion, a training program (e.g., Public Works Program) should be established to provide the necessary skilled labor. In addition, there should be a specific established hiring process that specifies the minimum effort that contract winners must pursue before hiring non-local workers (there will be times when contractors will not find the right person for the job locally). Some firms may be exempted on a case-by-case basis from "Hire Local" if the contract requires highly specialized skills not common to the general population.

XI. Reducing Substance Abuse and Crime

INTRODUCTION

Law enforcement officials estimate that 60% of all criminal activity is drug related. Individuals often engage in criminal activity to finance the purchase of illegal drugs, conduct drug sales, or because they are under the influence. Between 1984 and 1989 the number of criminal arrests in the City of East St. Louis more than doubled. As a result of this increase, St. Clair County now ranks second only to Cook County in the total number of criminal arrests. In 1989, the crime rate for the City of East St. Louis was nearly three times the State average, with the police reporting more than 6,397 crimes.

Residents throughout the community view crime as one of the City's most pressing problems. In the Winstanley/Industry Park neighborhood, crime was listed as one of the major problems facing the community. Residents spoke about "drug rings" controlling the neighborhood and how it "use to be a nice pace to live, but recently peoples' houses have gotten broken into." Understanding the strong correlation between illegal drug use and criminal activity, local residents have urged quick action to reduce the level of illegal drug use in the community through the development of a comprehensive, neighborhood-based prevention, intervention and treatment program.

- I. Introduction
- II. Substance Abuse Prevention Initiative
 - A. Prevention Services Directory Program
 - B. Improved Law Enforcement Services Program
 - C. Neighborhood Watch Program
 - D. Chemical-Free Lifestyle Media Campaign Program
 - E. Alternative Community-based Activities for Youth Program
- III. Substance Abuse Intervention Initiative
 - A. Basic Alcohol and Drug Awareness Program
 - B. Advanced Alcohol and Drug Education Program
- IV. Substance Abuse Treatment Initiative
 - A. Organizing Community-based, Self-Help Groups Program
 - B. Community-based Outreach and Referral Program
 - C. Supplementing Available Treatment Services Program

SUBSTANCE ABUSE PREVENTION INITIATIVE

The Winstanley/Industry Park Substance Abuse Program has three critical components: prevention, intervention, and treatment. Prevention efforts focus on education and law enforcement initiatives aimed at discouraging the use of illegal drugs by neighborhood residents. Intervention initiatives provide individuals who are "at risk" for chemical addictions with counselling and social service assistance before they become heavily involved in alcohol or drug abuse. Treatment programs offer alcohol and drug addicted individuals appropriate clinical services to assist them into and through recovery.

(A.) Prevention Services Directory Program

Description:

The East St. Louis Alcohol and Drug Related Task Force has developed a complete directory of prevention services available within the Metro East Region. The

Winstanley/Industry Park Neighborhood Organization should work with members of the Task Force to acquire bulk copies of this directory for distribution to households within the neighborhood. In this way, interested parents, teachers, and coaches will become aware of available prevention services. This will increase the likelihood that the services will be utilized by individuals and community organizations within the area.

Rationale:

Many substance abuse experts feel that prevention programs are our most important weapon in the "war on drugs." While many prevention services exist in the Metro East Region, residents and civic leaders have no simple way of accessing them. The Prevention Services Directory will provide clear and concise information on all prevention programs within the region.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Establish a Substance Abuse Committee through the Winstanley/Industry Park Neighborhood Organization to provide leadership on this issue.

The Substance Abuse Committee should:

2. Contact the East St. Louis Alcohol and Drug Related Task Force to seek the formal recognition of the Substance Abuse Committee.
3. Request 2,500 copies of the Directory of Prevention Services to distribute throughout the neighborhood. Committee representatives should be responsible for this task.
4. Organize Block Captains in the neighborhood to help distribute copies of the Directory. The directories should be distributed on a door to door basis. Individuals who seem particularly interested in the issue should be invited to join the Winstanley/Industry Park Organization and its Substance Abuse Committee.

Resources Required:

1. Participation of Winstanley/Industry Park Block Captains in the distribution of the Directories.

Program Funding:

Copies of the Directory should be provided free of charge. If this is not the case, local businesses should be asked to pay for needed copies. The names of all contributing firms will be placed on the cover of the Directories to be distributed.

(B.) Improved Law Enforcement Services Program**Description:**

Members of the Winstanley/Industry Park Neighborhood Organization's Substance Abuse Committee should work with the management of the East St. Louis Police Department and the East St. Louis Alcohol and Drug Related Task Force to improve drug law enforcement efforts within the neighborhood.

Rationale:

Winstanley/Industry Park residents complain bitterly about the low level of police protection in their neighborhood. The most common criticism of the police department is slow response times. Residents feel criminals often target Winstanley/Industry Park as a place to commit crimes due to the area's reputation of being under served by local police agencies.

Activities:

The Winstanley/Industry Park Neighborhood Organization's Substance Abuse Committee (see page 289) should:

1. Recruit a college intern from an area institution to create a report documenting the nature, location, and extent of local drug-related arrests. This intern would be supervised by the Substance Abuse Committee.
 2. Facilitate a meeting between the East St. Louis Police Department, East St. Louis Alcohol and Drug Related Task Force and the East St. Louis Housing Authority's Security Department to develop a comprehensive plan for improving local enforcement efforts.
 3. Hold a monthly meeting in the neighborhood sponsored by the Substance Abuse Committee with local law enforcement agencies to discuss the
-

effectiveness of local law enforcement efforts.

Resources Required:

The Enforcement Subcommittee of the East St. Louis Alcohol and Drug Related Task Force has tremendous expertise in this area. The Task Force also has information regarding special funding for enforcement efforts.

Program Funding:

Necessary funding can be provided by the member groups of the East St. Louis Alcohol and Drug Related Task Force.

(C.) Neighborhood Watch Program

Description:

The Winstanley/Industry Park Neighborhood Organization should establish a neighborhood watch program to increase the surveillance of local streets by residents and to accelerate the speed and accuracy of crime reports made by neighborhood residents. Volunteers would be recruited from each block in the neighborhood to serve as crime watchers. These individuals will be trained by local law enforcement officials to observe and report suspicious activities.

The volunteers on each block will be coordinated by a Block Captain who will meet with them monthly to discuss local crime activities and the functioning of the watch. An in-depth training program for volunteers will be organized on an annual basis. Individuals who have made significant contributions to the success of the watch will be recognized at this time.

Block watch signs will also be placed throughout the neighborhood to inform 'would be' criminals of the group's existence. All homes that have participated in a local crime prevention seminar will also have a decal placed on their window to discourage criminal activities.

Rationale:

Effective law enforcement depends upon the level of trust and cooperation that exists between neighborhood residents and local law enforcement agencies. Research has shown that block watch neighborhoods, over time, experience of lower crime rate

then residential communities that do not have such a group.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Ask individuals interested in crime prevention activities to serve as the neighborhood watch captain for their block.
2. Canvass block neighbors to solicit volunteers to serve as local crime watchers. This should be done by the Block Captains.
3. Invite all Block Captains and crime watchers to a neighborhood-wide training session conducted by the East St. Louis Police Department. This session will focus on the following topics:
 - a. The nature and purpose of a neighborhood crime watch,
 - b. The roles and responsibilities of crime watchers, Block Captains and the police,
 - c. Noticing suspicious activity,
 - d. Making an effective crime report by phone,
 - e. Keeping track of the crime reports you make, and
 - f. Helping your neighbors complete a safety and security check of their homes.
4. Develop a procedures manual that provides a detailed orientation for all crime watchers and Block Captains.
5. Distribute and post Neighborhood Watch signs and decals throughout the neighborhood to inform intruders of the existence of an active neighborhood-based, anti-crime effort.
6. Hold a quarterly meeting of all neighborhood participants to provide further training, discuss recent criminal activity, recognize outstanding volunteer performance and recruit additional volunteers.

Resources Required:

The East St. Louis Police Department should be able to provide basic information regarding how to establish a Neighborhood Watch Program. The St. Clair County Sheriff's Office should be able to supplement this information with materials from its

national organization.

Program Funding:

Residents and businesses should contribute a modest amount to support the establishment of the neighborhood watch. These resources should be supplemented by anti-crime resources secured through the East St. Louis Alcohol and Drug Related Task Force. The East St. Louis Housing Authority should be contacted regarding program support in its housing developments.

(D.) Chemical-Free Lifestyle Media Campaign Program

Description:

A multi-media campaign emphasizing the benefits of a chemical-free lifestyle should be developed. Representatives of local treatment agencies, area youth organizations, and media representatives should collaborate in formulating such a campaign. They should identify the information that needs to be communicated, the audience that needs to be reached, and the most effective media vehicles to communicate this information. Technical assistance can be provided by the Partnership for A Drug-free America and the Advertising Council.

Rationale:

Anti-drug and alcohol campaigns have proven very effective in reinforcing chemical-free lifestyle messages being promoted in home and school. The good work being done by parents, teachers and coaches in East St. Louis should receive the full support of all media organizations.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Form a Media Committee, composed of local treatment officials, area youth organizations, media representatives, public relations professionals, and advertising representatives to discuss the development of a Metro-East Anti-Drug and Alcohol Abuse Campaign.

The Media Committee should:

2. Seek input from the Illinois Department of Education, Division of Substance Abuse Services and the Partnership for a Drug Free America.
3. Focus the campaign by identifying the information that needs to be communicated. Describe the exact audience that is to be reached. Develop a media plan featuring both advertising and public relation approaches to the campaign.
4. Develop target goals for outreach and exposure along with a concrete plan to reach these objectives.
5. Contact all media outlets to secure concrete commitments of free space and air time to advertise the campaign.
6. Contact area public relations and advertising firms to secure pro bono assistance in producing the media advertisements.
7. Conduct the advertising and public relation campaigns and evaluate their effectiveness.

Resources Required:

The Illinois Division of Alcohol and Substance Abuse Services should be able to help with the content of the campaign. The American Association of Advertising Agencies and the Public Relations Society of American should be able to secure the participation of the makers of advertising and public relations. The Partnership for a Drug Free America should be able to help on the mechanics of organizing a public service campaign.

Program Funding:

The promotional materials themselves will be paid for by the advertising and public relations firms. The media outlets will donate the space and time. The State substance abuse agency will help provide the content for the ads and releases.

(E.) Alternative Community-based Activities for Youth Program

Description:

There is a critical need for an additional recreation center in the community for

children and youth of all ages. This center should be open after school, during evenings, and on weekends. It should have a full-range of educational, cultural, and recreational activities for boys and girls. Such a center should be run by professionals with education, human development, and counselling backgrounds. To the extent possible, children should be involved in the governance and program activities of the center so they may learn leadership skills.

Rationale:

As a result of various government cutbacks, many youth programs have been restricted or curtailed. In many cases, young people have to leave their neighborhood to participate in constructive youth programs. Many parents concerned about the safety of their children as they travel to such programs have opted to keep them at home. These kids are often forced to spend time on the streets within the neighborhood where they are susceptible to the pressures of aggressive street dealers. They are also much more likely to be victims of random violence when they are on the street.

Activities:

The Winstanley/Industry Park Neighborhood Organization's Substance Abuse Committee (see page 289) should:

1. Convene a meeting of interested parents, youth and service providers to discuss the need to augment services in the community.
2. Gauge the interest of area youth by interviewing them regarding their program interests.
3. Develop a concrete proposal to expand youth programming in the neighborhood.
4. Present this proposal to the United Way and the Illinois Department of Youth and Family Services to secure their feedback on the program and input regarding funding possibilities.
5. Examine possible sites for the program including the Helen Davis Center on 13th Street. This Center is part of the East St. Louis Park District.
6. Hire a professional, upon receipt of necessary funding, to work with the Committee in further developing the program.

Resources Required:

The University of Illinois Cooperative Extension Youth Workers should be able to help develop this program. Assistance can also be provided by area youth organizations, including the Boy's Club. The United Way and Division of Youth and Family Services should also be of assistance.

Program Funding:

Support for additional youth programs might be provided by the United Way, the East St. Louis Alcohol and Drug Related Task Force, and local corporations. Service firms that offer goods and services to families might be particularly interested in such a program. The national black service fraternities and sororities might also be helpful in this regard.

SUBSTANCE ABUSE INTERVENTION INITIATIVE**(A.) Basic Alcohol and Drug Awareness Program****Description:**

The Winstanley/Industry Park Neighborhood Organization will work with local alcohol and drug treatment organizations to develop an eight-week educational program on addiction aimed at area parents, teachers, coaches, and youth workers. Area churches and schools will be asked to co-sponsor this seminar series. Each week the program will be held at a different area church to encourage participation from that congregation. The program will feature an hour long presentation on a specific addiction topic. This large group session will be followed by small group discussion sections focusing on the specific questions of those attending.

The speakers will be provided by the Illinois Division of Alcohol and Substance Abuse Services, the East St. Louis Alcohol and Drug Related Task Force, St. Clair County Mental Health, St. Mary's Hospital, and from potential service providers at the renovated Gateway Treatment Center. (See *Gateway Re-Development Program*, page 202) Materials on each of the topics will be provided so the attendees can share this information with family members and friends. Among the specific topics to be covered are:

1. What is chemical dependency?
2. What are the signs of addiction?
3. What are the major stages of addiction?
4. What is the pharmacology of addiction?
5. What are the basic forms of treatment?
6. What can a friend or family member do for an alcoholic or addict?
7. What are AA, NA, Alanon, Alateen, and CoDaall about?

Rationale:

Many recent anti-drug abuse campaigns have urged parents to speak about alcohol and drug addiction with their children. Most adults feel very insecure about doing so because they know so little about these topics. The above mentioned educational program will address this problem by giving parents and youth workers solid information about these topics.

Activities:

The Winstanley/Industry Park Neighborhood Organization's Substance Abuse Committee (see page 289) should:

1. Form an education subcommittee to organize the development of such an alcohol and drug awareness education program.
2. Contact local treatment agencies regarding their interest in participating in such a program. Each agency should be asked what they feel the content of such a program should be. In addition, they should be asked to identify resources they can provide for such an effort.
3. Ask the Parent Teacher Associations of the local schools and the area parish councils to co-sponsor the education program.
4. Survey members of these organizations regarding the issues they would most like to see the program address.
5. Develop, with this data, a complete curriculum for the program. Teaching materials should be identified. Specific trainers should be solicited from area treatment organizations.
6. Set dates and location for the program.

7. Carry out an extensive media campaign aimed at getting the maximum turnout for the program.
8. Implement the education program. Set a goal of 50 participants and work to achieve it.
9. Ask participants and trainers to evaluate the program.
10. Use the evaluations to plan future educational programs.

Resources:

Local treatment agencies should have materials regarding adult education on alcohol and drug addiction. In addition, the Illinois Division of Alcohol and Substance Abuse Services should have curriculum materials. The Office of Substance Abuse Prevention in the U.S. Department of Health and Human Services will also have resources.

Program Funding:

Local treatment providers should be willing to supply trainers for the program. Area churches and schools should be able to provide the facilities. Program participants should be able to make small contributions towards the cost of printed materials.

(B.) Advanced Alcohol and Drug Education Program

Description:

Following the completion of the basic alcohol and drug awareness program, the Winstanley/Industry Park Neighborhood Organization should consider sponsoring an advanced training program for parents, teachers, coaches, pastors, and other youth workers. The focus of this program should be to train local leaders in basic referral and intervention techniques. The goal should be to train at least one adult in each community-based organization to serve as a referral volunteer who can provide families with accurate information regarding local alcohol and drug treatment programs. In addition, these volunteers could be trained to work with families to do structured interventions aimed at getting individuals into treatment at an earlier point in their addiction.

Most alcoholics and addicts deny the seriousness of their problem. Their interest in staying high makes it difficult for them to honestly face their addiction. As their dependency progresses, family members, friends, and employers become aware of the extent of their problem. These individuals usually have a series of conversations with the alcoholic or addict to encourage them to get help. However, alcoholics and addicts can be very manipulative on a one-on-one basis. For this reason, treatment specialists have developed a technique for families, friends, and employers to confront the alcoholic or addict, as a group, to encourage them to seek treatment. This approach often results in an alcoholic or addict seeking treatment.

Rationale:

The longer an alcoholic or addict drinks or takes drugs the more damage they do to their health, family, professional standing, and financial status. Denial makes it very difficult for individuals to accept the fact that they may be powerless over alcohol or drugs. As a result, they often avoid treatment for many years. When they finally seek help, they have suffered many losses and the road to recovery may be very long and expensive. Therefore, all possible steps should be taken to get individuals into recovery as soon as possible.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Offer individuals participating in the basic alcohol and drug awareness program the opportunity to participate in this advanced program.
2. Share announcements regarding the organization of this new series with other prevention, intervention, and treatment programs serving the community. These organizations may have volunteers with basic knowledge regarding this service area who would be interested in seeking advanced training as referral and intervention volunteers.
3. Bring together local treatment specialists, along with representatives from the East St. Louis Alcohol and Drug Related Task Force and the Division of Alcohol and Substance Abuse Services, to review the possible content for such an advanced training program.
4. Review materials from the Queens Outreach Projects Substance Abuse Ministry Program for possible help in designing a workable curriculum. Representatives of the Queens Outreach Program may even be willing to

make a site visit to East St. Louis to discuss their experience with this type of program.

5. Set a schedule and location for the training program.
6. Distribute announcements regarding the program throughout the community. Efforts should be made to recruit at least one volunteer from every community-based organization to participate in this program.
7. Recruit volunteer trainers from area treatment organizations.
8. Set a goal of involving at least 30 individuals in the program.
9. Hold a rigorous evaluation of the effort following the completion of the program.

Resources Required:

Local treatment organizations can assist with curriculum ideas, training materials, and volunteer trainers. Community-based organizations can help assist in recruiting volunteers from their organizations to participate in the effort. The Queens Outreach Project can review the developed curriculum in light of their experience with such programs. The East St. Louis Alcohol and Drug Related Task Force can provide a manual of existing treatment programs for the participating volunteers. The Illinois Division of Alcohol and Substance Abuse Services can provide additional help on the curriculum, access to appropriate training materials, and some financial assistance to subsidize the program.

Program Funding:

The costs of this training series will be quite minimal. Funding assistance might be provided by the treatment agencies that will receive referrals. The United Way might be interested in supporting this volunteer referral and intervention effort. The East St. Louis Alcohol and Drug Related Task Force, as well as the Illinois Division of Alcohol and Substance Abuse Services, might be interested in providing some level of support.

SUBSTANCE ABUSE TREATMENT INITIATIVE

(A.) Organizing Community-Based, Self-Help Groups Program

Description:

The Winstanley/Industry Park Neighborhood Organization should work with area churches and the General Services Office of Alcoholics Anonymous (A.A.) to help establish, in Winstanley/Industry Park, several A.A. meetings. Currently, there is a lack of such self-help activity. Following the establishment of several A.A. meetings, the Neighborhood Organization should explore establishing Alanon and Alateen groups for the family and friends of alcoholics. Following these efforts, the organization should explore establishing several Narcotics Anonymous groups. Such self-help efforts have proven to be a very effective route to recovery for many individuals. The vast majority of chemical dependency programs follow the 12 Step Program developed by the founders of A.A. in 1938 and the Traditions issued by A.A. in 1950.

Rationale:

There will never be sufficient public dollars to provide institutional care for all alcoholics and addicts needing treatment. Many of these individuals can, however, enter recovery through participation in a 12 Step Program such as A.A.. Today, there are very few A.A. meetings in the East St. Louis community. There are, however, many people who have successfully entered recovery through participation in meetings outside of the City. These individuals, along with area churches and treatment organizations, should work with the General Services Office of A.A. in New York City to establish a series of A.A. meetings in the community. Many people will enter and maintain their sobriety if such meetings are organized. Once the A.A. meetings have been successfully established, work can begin to establish other self-help meetings for addicts and co-dependents.

Activities:

The Winstanley/Industry Park Neighborhood Organization' Substance Abuse Committee (see page 289) should:

1. Establish a subcommittee of the Substance Abuse Committee to pursue conducting self-help meetings in the community.
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2. Call the General Services Office of AA in New York City to see if there is an Intergroup Service Committee covering the East St. Louis area. Such a local committee assists new A.A. groups in getting organized.
3. Make announcements in area churches asking individuals interested in establishing local self-help meetings for alcoholics to come forward.
4. Contact A.A. Groups from the surrounding areas to ask them to provide speakers for new meetings held in East St. Louis.
5. Ask two area churches to host these new self-help meetings.
6. Notify area doctors, social workers, clergymen, and treatment specialists about the organization of these meetings.
7. Notify the Intergroup Service Committee and the General Services Office of A.A. of the existence of such groups, so local residents can be referred to them.
8. Order appropriate A.A. literature from the national office so those new to recovery can get the information they need to stay sober.

Resources Required:

All the information and materials necessary to establish new A.A. Groups can be secured through the General Services Office of A.A.. A local Intergroup Service Committee, if one exists, can also be of invaluable service. Finally, leaders from area A.A. meetings can be of service in securing speakers and in doing preliminary 12 Step work in the community.

Program Funding:

A.A. is a self-funding fellowship of recovering alcoholics. A local group, with the help of the regional and national organizations of A.A., will fund its own growth and development. A.A. groups will not accept outside financial support and have grown to include groups in 140 nations without the benefit of non-member support.

(B.) Community-Based Outreach and Referral Program

Description:

The Winstanley/Industry Park Neighborhood Organization's Substance Abuse Committee should approach local treatment agencies to secure commitments from them to: 1) provide outreach workers to distribute treatment information to active drug users concentrated in public spaces throughout the neighborhood, and 2) provide part-time staff for a local substance abuse assessment office.

There are times in every alcoholic's and addict's life when things become so unmanageable that they are willing to seek treatment. However, they have to know where to find reliable help. Often, they will only seek help from an organization where they know someone. The Queens Outreach Project of New York City send clinical staff into municipal parks everyday to distribute treatment information cards to active alcoholics and addicts. Local users see these professionals, for a brief moment, several times a week. When these individuals feel they are getting into trouble they frequently call this agency for help.

In the case of East St. Louis, such an effort may be beyond the resources of an single treatment provider, but certainly not the combined resources of all area treatment agencies. To make this effort work, a local Assessment and Referral Office would be necessary. This could be a local storefront office staffed by clinically trained individuals from local treatment agencies. A person seeking treatment could visit this community-based facility, speak briefly to a counselor, and be referred to the appropriate treatment agency. Like the outreach effort itself, the Assessment and Referral Office would be staffed by a coalition of local treatment service providers.

Rationale:

Individuals ready to enter treatment may be discouraged from doing so if it is difficult to secure services. The neighborhood-based outreach and referral effort would make it much easier for individuals seeking treatment to find appropriate services. This might shorten the cycle of addiction for these individuals, lessening the physical, emotional, and financial costs to themselves, their families, and the community.

Activities:

The Winstanley/Industry Park Neighborhood Organization's Substance Abuse Committee (see page 289) should:

1. Contact all treatment agencies serving the East St. Louis community regarding this outreach and referral initiative.
2. Ask each agency to make a contribution towards providing outreach staff for street work. In addition, each agency should be asked to shoulder part of the expense of staffing the Assessment and Referral Office.
3. Develop, with the assistance of local residents, law enforcement, and former alcoholics and addicts from the area, a plan for providing outreach coverage for the community.
4. Contacts among local churches to see if they might have an appropriate space to house the Assessment and Referral Office.
5. Ask local religious congregations to make pledges to pay the Assessment and Referral Office's routine expenses.
6. Advertise the existence of the Assessment and Referral Office to local school personnel, area pastors, youth leaders, community activists, and the police. This effort will encourage walk-in traffic at the Assessment and Referral Office.
7. Hold a monthly meeting by project staff, local treatment agencies, and community leaders to discuss the effectiveness of the program.

Resources Required:

Local treatment agencies should provide both the outreach and assessment staff. Local churches should be able to offer free office space to house the Assessment and Referral Office. The Queens Outreach Project in New York City can provide technical assistance in running a similar program in a low income area.

Program Funding:

Local treatment agencies should be able to fund the necessary part-time staff. The churches should be able to cover office-related expenses. Illinois Division of Alcohol and Substance Abuse Services might be able to provide resources for technical assistance and consulting that would be necessary.

(C.) Supplementing Available Treatment Services Program**Description:**

There is a real need to supplement local treatment services in East St. Louis. Residents should work with local treatment organizations and funding agencies to identify additional services that are needed for local residents. Once these needs have been identified, community leaders should organize a grassroots campaign aimed at placing maximum pressure on State and Federal representatives to insure funding for these efforts.

Rationale:

Many individuals who seek treatment are unable, in a short period of time, to find the appropriate form of in-patient or out-patient care they need. As a result, they often continue to abuse alcohol and/or drugs at great expense to themselves, their families, and the community.

Activities:

The Winstanley/Industry Park Neighborhood Organization's Substance Abuse Committee (see page 289) should:

1. Approach the East St. Louis Alcohol and Drug Related Task Force, as well as local treatment organizations, to discuss various strategies for meeting locally unmet treatment needs.
2. Give particular attention to the adequacy of the following services:
 - a. Length of treatment provided to long-term alcohol and drug abusers at St. Mary's,
 - b. The absence of an adequate alcohol and drug treatment facility for teenage users,
 - c. The absence of a treatment program where mothers can receive treatment while their children are given proper care,
 - d. Community-based half-way houses with ongoing educational, job training, substance abuse counselling, and a chemical-free living environment. This is appropriate for individuals whose only home is not likely to be alcohol and drug free. These individuals may need a somewhat sheltered environment early on in their recovery where they can build their confidence and successfully

follow their own recovery program.

3. Develop a proposal for additional services by the Substance Abuse Committee and the East St. Louis Alcohol and Drug Related Task Force, in conjunction with local treatment providers.
4. Organize a campaign aimed at building political support for the expansion of services.
5. Contact, once sufficient support has been built, officials from the Illinois Division of Substance Abuse Services (DOSAS) to press for a commitment of additional funds to support the community's request for new services.
6. Monitor, after the necessary commitments have been secured from DOSAS officials, the development of these new services to make sure they are responsive to community needs.

Resources Required:

The participation of local residents, treatment specialists, and policy-makers in developing a local substance abuse services needs assessment.

Program Funding:

Required funding might be provided by the East St. Louis Alcohol and Drug Related Task Force and the Illinois Division of Alcohol and Substance Abuse Services.

While these ideas have been developed in response to concerns regarding alcohol and drug abuse in the Winstanley/Industry Park Neighborhood, this area of East St. Louis is not unique. Other neighborhoods within the City face similar problems related to substance abuse and crime. Residents of the Winstanley/Industry Park community are willing to cooperate with any community organization, private institution, or public agency seeking to seriously address this problem.

XII. City-Wide and Regional Policies Affecting the Neighborhood

INTRODUCTION

Historically, residents of older areas in East St. Louis have made dramatic steps to improve local conditions only to have their efforts frustrated by insensitive city and regional policies. For example, neighborhood residents involved in volunteer clean-up efforts have seen their good work negated by the absence of city-wide trash collection and the poor enforcement of illegal dumping ordinances. To enable the proposals in this plan to be successful, specific city-wide and regional policy changes are critical.

The impact of the Winstanley/Industry Park Neighborhood Improvement Plan will depend upon resident efforts and the degree to which neighborhood preservation initiatives are supported by city-wide and regional policies. These policies must be sensitive to needs of the older residential areas of East St. Louis.

Current City and regional policies tend to undermine the health of residential areas such as Winstanley/Industry Park in several critical areas. These include: zoning, taxation, credit services, regulatory policy, and municipal services. The following initiatives present specific policy changes in each of these areas aimed at supporting the neighborhood stabilization efforts of local residents.

- I. Introduction
- II. Credit Services Initiative
 - A. Community Reinvestment Program
 - 1. East St. Louis, Illinois
 - 2. Dayton, Ohio Neighborhood Lending
- III. Municipal Services Initiative
 - A. Citizen Review and Involvement Program
 - 1. Fire Protection
 - 2. Police Protection
 - 3. Sanitation Service
 - B. Model Neighborhood-Based Municipal Service Programs
 - 1. New York City - The Community Board and Community Assistance Unit
 - 2. Dayton Ohio - The Priority Board
- IV. Land Use Regulation and Comprehensive Planning Initiative
 - A. The Special District Program
 - B. Proposed Sub-Area Zoning Program
 - C. Environmental Quality Control Program
 - 1. Railroad Terminal Crossings
 - D. Comprehensive Planning Program
- V. Property Tax Initiative
 - A. Tax Reform Program

CREDIT SERVICES INITIATIVE

Tight lending policies by area banks have made it extraordinarily difficult for local residents and businesses to secure needed credit services. This section will explore the establishment of new credit arrangements to expand credit, allowing low-income households greater access to home improvement and mortgage loans. These changes will also enable East St. Louis lenders to better meet the requirements of the Community Reinvestment Act.

(A.) Community Reinvestment Program

Description:

Most banks in East St. Louis are faced with a serious dilemma. The income of the average East St. Louis resident is not high enough to meet their lending terms. Even when residents meet the income and credit record requirements, characteristics of the neighborhood make it difficult to finance property improvements or purchases. However, the local banks must meet the requirements of the Community Reinvestment Act (CRA), Title VIII of the Housing and Community Development Act of 1977. The act obligates federally regulated financial institutions to have a continuing and affirmative obligation to help meet the credit needs of their service area, including low and moderate income neighborhoods.

The CRA operates as an important tool for community and neighborhood organizations, whether their objectives are to contest redlining (non-lending or discriminatory practices by banks), or to implement neighborhood development strategies financed by private investment.

It is essential that Winstanley/Industry Park residents understand the opportunities available through the CRA for challenging the lending practices of area banks. They should also be aware of available loan programs created to promote reinvestment. For more information on neighborhood-based reinvestment strategies, the CRA Guidebook published by the U.S. Department of Housing and Urban Development (Office of Neighborhoods, Voluntary Associations, and Consumer Protection) should be consulted.

The following examples from East St. Louis and Dayton, Ohio describe recently developed lending programs aimed at increasing credit services to low-income neighborhoods.

East St. Louis, Illinois:

East St. Louis and Metro-East lending institutions have established the Metro-East Lenders Group, a coalition of seven area banks seeking to provide mortgage and home improvement loans to residents of East St. Louis. Specifically, the Lenders Group seeks to offer terms affordable for low-income households. Participating institutions include:

- Magna Bank of St. Clair County
 - Landmark Bank of East St. Louis
 - Mark Twain Bank of Belleville
-

- Boatmen's National Bank of Belleville
- Union Bank of East St. Louis
- First Financial Bank of East St. Louis
- First Illinois Bank of East St. Louis

The Metro-East Lenders Group (MELG) has already targeted residents in the Denverside area, on the south side of East St. Louis, as the first area in which to begin their program. The Lenders Group has committed \$1 million dollars to this new residential lending program, which will be used to offer home improvement and mortgage loans in the Denverside area. The program does not include small business loans.

The Lenders Group currently offers an Educational Community Home Buyers Program through the State Community College in East St. Louis. In order to take advantage of the Home Buyers Program, potential borrowers must meet the requirements of a debt ratio that is calculated by dividing their total monthly liabilities (rent receipts, auto loan, credit receipts) into their gross monthly income. Under normal credit terms, if the resulting figure exceeds 28% they do not qualify for the loan. Under the Home Buyers Program the percentage increases to 33%-38%. The program has been in effect for about two years, however, many East St. Louis residents are unaware of its existence.

Under a second effort, the Primary Housing Program, a potential loan applicant must not exceed a 25%-33% debt ratio to qualify for a mortgage loan. The home improvement loan qualification requires that an applicant's total obligation not exceed 40% of total income. Most of the loans require a 5% down payment that can be relaxed according to the applicants final debt ratio.

The Lenders Group is presently attempting to negotiate an agreement with the East St. Louis Office of Community Development (OCD) to organize a neighborhood lending program in which OCD would subsidize down payments on loans. This would lessen the initial financial burden on potential clients. In addition, the Lenders Group is trying to develop a program in which OCD would guarantee the repayment of certain loan types, if the applicant meets specified qualifications.

For more information on the Metro East Lenders Group, contact Mr. Willie Nelson at First Financial Bank of East St. Louis. To obtain more information on the neighborhood lending program contact Mr. Robert Batts or Ms. Vivian Ramos at the East St. Louis Office of Community Development.

Dayton, Ohio:

The City of Dayton, Ohio has set up a Neighborhood Lending Program through its Office of Housing Development to cooperate closely with local lenders, neighborhood groups, and priority boards. Seven area lenders have committed \$10 million to a neighborhood lending program. The lenders provide purchase rehabilitation loans, exterior improvement loans, new housing loans, and special project loans. Purchase rehabilitation loans allow buyers to finance up to \$40,000 dollars to buy and rehabilitate owner-occupied, one and two family homes anywhere in the City of Dayton. Exterior improvement loans provide up to \$6,000 dollars for upgrades to home appearance.

The loans allow owners to complete long-lasting improvements, like new siding, roofing, gutters, exterior painting, masonry work, sidewalk repairs, new windows or doors, fences, and driveway paving. New housing loans are designed to provide financing of up to \$50,000 to construct new manufactured homes on unimproved lots within the city. The mortgages are adjustable, three year loans. Special project loans offer neighborhood groups the opportunity for a comprehensive, well-planned approach to neighborhood revitalization. In order to qualify, a neighborhood organization must have a project providing market-rate housing with the majority of the work delivered by a single lead developer. The development must also include public improvements such as parks or other common-use areas.

One item of particular interest is the Dayton Neighborhood Housing Resource Center. This center provides information and services related to neighborhood housing revitalization services. The Neighborhood Lending Program has worked closely with not-for-profit neighborhood groups to establish the Resource Center. The Resource Center offers assistance to neighborhood development groups who need assistance in legal and accounting affairs and in preparing development proposals.

Rationale:

It is essential for the Winstanley/Industry Park Neighborhood Organization to take the proper steps to ensure that residents are involved in planning for the revitalization of their neighborhood. By becoming more knowledgeable about the lending practices of local banks, and by taking advantage of opportunities improving or purchasing homes, local residents can make Winstanley/Industry Park a better place to live. Therefore, it is recommended that a neighborhood reinvestment committee be formed. This committee would be the lead organization responsible for studying the lending practices of area banks and for establishing a neighborhood lending program with local banks and the East St. Louis Office of Community Development. The following outline provides a first and second year plan for residents to follow to

improve bank credit services and to increase the opportunities available for residents to improve or purchase homes.

Activities:

Year One:

First half

The Winstanley/Industry Park Neighborhood Organization should:

1. Form the Neighborhood Reinvestment Committee to study the lending practices of local banks. This Committee should be formed from the Winstanley/Industry Park Neighborhood Organization, Metro-East Church-Based Citizens' Organization (MECCO), and other interested citizen's groups. The Committee should request the University of Illinois at Urbana-Champaign, Southern Illinois University at Edwardsville, and other regional Universities to provide technical assistance in studying local bank credit practices. Assistant Professor Kieran Donaghy from the Department of Urban and Regional Planning, at the University of Illinois at Urbana-Champaign, has conducted reinvestment research in Delaware and should be contacted for reinvestment research assistance.

The Neighborhood Reinvestment Committee should:

2. Request the University of Illinois at Urbana-Champaign to help conduct a rigorous empirical study of community reinvestment activities by East St. Louis area banks.

Second half:

3. Meet with the East St. Louis Office of Community Development to discuss local government participation in encouraging the development of a joint neighborhood lending program with area banks (such as, the Metro-East Lenders Group) aimed at encouraging reinvestment in the neighborhood.
4. Begin a grass roots campaign and focus on increasing lending policy awareness and building city-wide support for the joint lending strategy with the Office of Community Development and local lenders.

Year Two:

The Community Reinvestment Committee should:

1. Request the St. Louis Federal Reserve Bank's assistance in hosting a meeting for all East St. Louis community groups and lenders to discuss community reinvestment.
2. Secure an overall commitment from the Metro-East Lenders Group to make available a certain amount of funds at attainable credit terms, to Winstanley/Industry Park residents. Additionally, the Committee should secure a solid commitment from the Lenders Group to market the neighborhood lending program.

MUNICIPAL SERVICES INITIATIVE

The City of East St. Louis is not presently able to provide basic municipal services such as police, fire, and sanitation at an adequate level. In order to mitigate these shortcomings, this section will provide specific action recommendations that Winstanley/Industry Park residents should undertake as part of a neighborhood-based approach to improving the delivery of services. This section will provide a review of several examples from other cities' neighborhood-based programs to improve the delivery of city services. Additionally, a brief review of the present East St. Louis municipal service delivery system will be provided.

(A.) Citizen Review and Involvement Program

Description:

Fire Protection:

According to Deputy Fire Chief Jerry Humphrey, the City of East St. Louis has more fires per month than all the rest of St. Clair County. The East St. Louis Fire Department provides service via a Census Tract system that divides the City into distinct service districts. They have been operating under this system for twenty-five years. Under this system, city census tracts are divided among the total number of operating fire trucks on any given day. There are 17 census tracts in East St. Louis. Presently, the Department has three to four trucks operating on a regular basis. As a result, the City

is divided into three or four engine house service areas.

The Deputy Fire Chief suggests that the department lacks fire fighters and functional equipment. Currently, 54 men work four shifts with nine men per shift. The Deputy Chief would like to have at least 20 more fire fighters and four new trucks.

Citizen Review and Involvement:

All Fire Departments are required by State law to file monthly incident reports to the State of Illinois Office of the Fire Marshall. The East St. Louis Fire Department is currently operates under this system of review. However, the Department lacks a program to involve residents in the review and management of fire department services.

Police Protection:

According to East St. Louis Assistant Patrol Division Chief James Borsis, the Police Department provides service by way of a "beat" or "zone" system. The Police Department has divided the City into six police districts. Winstanley/Industry Park falls into districts #4 and #5. (See Figure 12.1)

The boundaries of police district #4 are 10th Street from Missouri to St. Clair Avenues on the west. On the north, the boundaries are St. Clair Avenue from 10th to 37th Streets. On the east, the district line progresses from 37th Street to St. Clair Avenue to Ridge Avenue. The boundary then moves east along Ridge Avenue to the City limits and south along the City limit to Missouri Avenue. On the south, the boundary line is Missouri Avenue from 10th Street to the City limit.

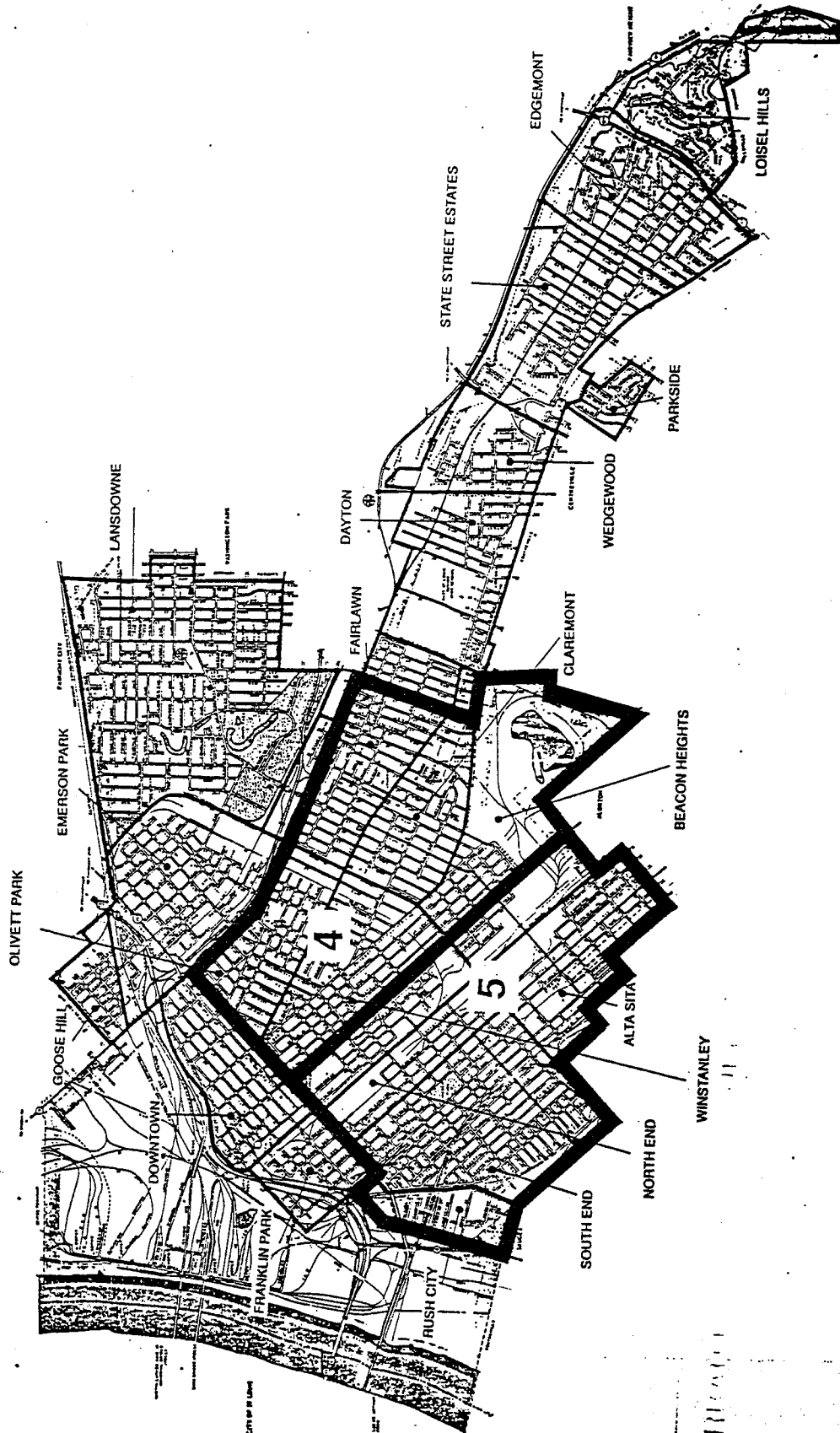
The boundaries of police district #5 are 10th Street from St. Clair to Piggott Avenues on the west. The line progresses west along Piggott to 8th Street, and south and west to the City limit. On the north, the boundary is Missouri Avenue from 10th Street to the City limit east. On the East, the boundary is from Missouri Avenue south to the City limit. The southern boundary is 8th Street along the southern City limit to the eastern City limit.

Citizen Involvement and Review:

The East St. Louis Police Department has not established a regular meeting between police representatives and concerned citizens to review performance and to provide input on police service delivery.

EAST ST. LOUIS POLICE DISTRICTS NUMBERS 4 AND 5

Figure 12.1



EAST ST. LOUIS, ILLINOIS

Sanitation Service:

Residents in East St. Louis are currently served by individually contracted refuse haulers. There is no City administered garbage collection. Residents that are able to afford private service have their refuse hauled to local landfills throughout St. Clair County.

Residents unable to afford private haulers have found various methods to dispose household trash. Some burn their trash in large abandoned dumpsters, others take it to their place of employment for disposal in company dumpsters, some discard it along railroad lines or in secluded areas at the end of dead end streets and rights-of-way, others leave it in abandoned structures, while many individuals simply burn their trash in barrels at the back of their yards.

Citizen Involvement and Review:

Currently, there is a city-wide clean-up effort in East St. Louis initiated by concerned community groups organized under the name of Clean East St. Louis. The clean-up effort has been titled Operation New Spirit. Temporary City Sanitation Manager, Jim Shay, a liaison between the city administration and community groups working on the clean-up, states that Operation New Spirit has divided the City into sixteen different service districts. (See Figure 12.2) Clean East St. Louis is taking a comprehensive, participatory approach to cleaning up the City. To oversee the clean-up, a public-private partnership has been formed by the Mayor, City Manager, Aldermanic Council, Police Department, a sanitation code enforcement unit, the Metro-East Church-Based Citizens' Organization, organized neighborhood groups from each service districts, and the East St. Louis Trash and Refuse Commission. This group was appointed by the Mayor and approved by the City Council to develop a strategy for addressing the City's ongoing illegal dumping problems.

Operation New Spirit will establish an extensive citizen review and enforcement program to ensure that the clean-up effort is not negated by future illegal dumping. Review and enforcement of the clean-up will be undertaken through an organizational network that requires the coordination of neighborhood watch groups, the Police Department, Illinois State Police, the Illinois Secretary of State's Office, the County Sheriff, the City, State, and U.S. Attorney's office, and a newly formed East St. Louis Trash Utility.

(B.) Model Neighborhood-Based Municipal Service Program**Description:**

New York City and Dayton, Ohio have aggressively pursued the neighborhood association approach to citizen participation in local government affairs. They are noted for strong citizen participation programs. The purpose of this section is to provide a brief review of model citizen participation techniques. Techniques designed to involve residents at the ground level and explore ways neighborhood organizations can become more involved in the delivery of municipal services.

New York City: The Community Board and Community Assistance Unit

Community Boards are the local representative bodies of New York's 59 Community Districts (Office of The Mayor, New York, 1992). Board members are selected by Borough Presidents and City Council Members, who choose from active, involved citizens of each community. Efforts are made to assure that every neighborhood is represented. Members must reside in or have a significant interest in the community. These boards are supported by the Mayor's Community Assistance Unit.

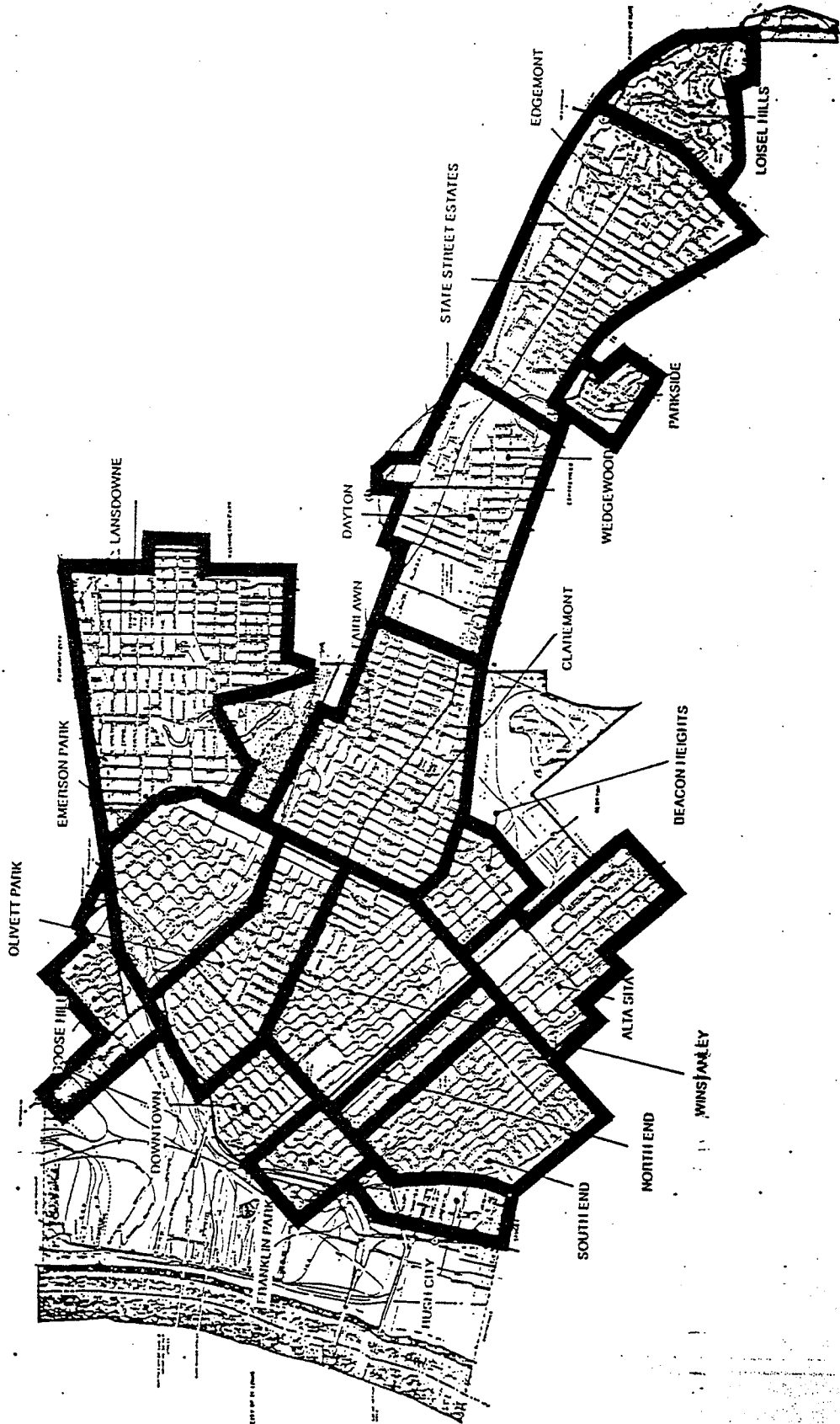
Under New York's Community Assistance Unit system, the Mayor appoints City Commissioners/Chiefs (police, fire, sanitation, parks, housing, social services) who in turn have a district service cabinet of agency line officers (Deputy Police Chief, Deputy Fire Chief, etc.) who serve as liaisons with a District Manager or Area Manager. The Area Manager is hired by the Neighborhood Community Board or Priority Board. The District Manager reviews agency performance and makes sure that resident needs are being satisfied in accordance with tax dollar revenues. The District Manager then reports back to the priority board membership in his or her particular Community District.

The boards play an important role in local issues. Zoning, land use, the City budget, municipal service delivery, and other matters relating to communities' welfare are addressed by such community boards. The primary responsibility of the District Manager's office is to receive and resolve complaints from community residents. Although most of the complaints deal with municipal services, any community-related complaint may be handled by the District Manager's Office.

Figure 12.2



Westinghouse / Industry Park / Urban Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
1001 West Hancock Street
Urbana, Illinois 61801 (312) 244-2496



EAST ST. LOUIS, ILLINOIS

OPERATION NEW SPIRIT DISTRICTS
CLEAN EAST ST. LOUIS PLAN

Dayton Ohio: The Priority Board

A Priority Board is a group of elected citizen volunteers who care about their neighborhood (City of Dayton, 1992). Dayton, Ohio has divided the City into six separate areas with a Priority Board representing each geographic area. The Priority Board's aim is to improve and maintain the quality of life for the residents in the area they serve. The board meets monthly to address citizen concerns and to provide residents with a voice in the decision-making process of city government. The board regularly forwards citizen concerns on proposed zoning and liquor license requests to city officials. Board members also review proposed regulations that affect the neighborhood, such as group homes, business development, and water quality. Through Priority Boards, citizens can bring their concerns directly to the city officials responsible for providing services. To become a member of the Priority Board you must: be a registered voter, reside in the precinct or area you represent, and submit a petition bearing the signatures of 25 registered voters from your precinct. (City of Dayton, 1992)

Priority Boards have no formal power. However, they are viewed as equal partners in the development of policies and programs which impact neighborhoods. Priority Boards are consulted in the beginning of policy development, budget forecasting, and program application to offer input for City Council consideration.

The boards are in close communication with city departments. Residents are able to meet directly with service agency heads if they have a particular grievance or an idea to be implemented. The service agency head is required to work directly with the Priority Board to address problems and find solutions.

The responsibilities of the Priority Boards are to: develop annual needs assessment reports for review by affected city departments during budgeting, hold monthly meetings with Administrative Councils to discuss service delivery, respond to policy proposals by City Commissioners or the administration, provide the vehicle for the broadest possible involvement of citizens, and distribution of information between government and residents, and to cooperate with all agencies and units of government in resolving community-wide problems.

Rationale:

It is crucial for neighborhood residents to have a voice in the allocation and performance of municipal service organization. By establishing a working relationship between not only the East St. Louis City Council and line agency commissioners, but also with concerned citizens, City departments can begin to take an active role in ensuring that the needs of residents are being met. It is clear that the present municipal

service system does not contain mechanisms that allow for effective service provision. By realigning the present service district boundaries of all municipal agencies to one set of service areas, each public department would be better coordinated and could operate under the same system of service. Consequently, they could share resources and information.

Each service area would have an advisory council of residents nominated by their neighbors. This council would have input on budget priorities, capital improvement proposals, land use decisions, and municipal service provision. The council would also help monitor performance, solve problems, and evaluate services. The objective of this section is to enable municipal service agencies, through a neighborhood-oriented system, to provide more efficient coverage to meet neighborhood police, fire, and sanitation services.

Activities:

Year Two

First half:

The Winstanley/Industry Park Neighborhood Organization, in conjunction with the Metro-East Church-Based Citizens' Organization and other interested citizens groups should:

1. Encourage each service agency to develop basic monthly performance standards and a method to track performance similar to that of the New York City and Dayton examples.
2. Invite the mayor to appoint a blue ribbon committee of local government officials to look at the implementation of a neighborhood-oriented service delivery system.

Second half:

3. Establish an agency-citizen partnership to complete a joint feasibility study for implementing a neighborhood-oriented service delivery system throughout the City. The aim would be to decentralize the management and administration of local municipal services.
-

Year Three

First half:

1. Form a partnership between the neighborhood organizations in Winstanley/Industry Park, Lansdowne, and Emerson Park. This neighborhood partnership should then consider requesting the University of Illinois at Urbana-Champaign to contract with local community groups to provide certain local support services.

Second half:

2. Implement, on a pilot basis, the newly designed neighborhood service system in Emerson Park, Lansdowne, and Winstanley/Industry Park.

Year Four

1. Encourage a Mayor committee to recommend the adoption of neighborhood service area districts by the City Council.

Additional Note: In order to present any proposal to the Aldermanic Council, a citizen comment form must be completed for review by the City Council and an open public hearing must be held. A citizen comment form must also be completed for final inclusion on the council agenda. The City Council then submits the proposal to the appropriate review committee depending on the nature of the proposal. If the document is approved, it is then passed back to City Council for final adoption. For more information, contact Bonnie Carter of East St. Louis Aldermanic Offices.

LAND USE REGULATION AND COMPREHENSIVE PLANNING INITIATIVE

(A.) The Special District Program

Description:

In the absence of a fully staffed planning and zoning department, the City of East St. Louis has not been able to maintain or update its land use controls. The present Zoning Ordinance is outdated and the City Zoning Map was last revised in 1986. In light of this situation, development has become largely unregulated, resulting in inconsistent land use and a risky investment climate.

To illustrate this point, presently there is a bill pending in the Illinois Senate to extend the Jefferson National Expansion Memorial Park to the East St. Louis riverfront. The bill has been presented in relation to a proposal by a private developer to expand the Gateway Arch grounds. The developer owns 55 acres of East St. Louis riverfront property opposite the Gateway Arch and plans to use his land to create a large set of fountains and a pond. The developer intends to build a fountain that will shoot a stream of water 600 feet in the air, nearly as high as the Arch. The Mayor of East St. Louis is in opposition to the proposal. However, the City does not have a land use control system in place to prevent the proposal from occurring. The City must rely on the Federal Aviation Administration to reject the proposal and prevent construction of the fountain.

The last comprehensive plan for East St. Louis was completed in 1960. The City of East St. Louis has had a Zoning Ordinance in effect since 1944 to control the location and use of land and buildings. The Zoning Ordinance was intended to support the City Comprehensive Plan of 1960; to protect the value of land and buildings; to promote the public health, safety, and welfare; and to preserve the character of neighborhoods.

Zoning is the most common technique to control land use and implement a comprehensive plan. The primary purpose of zoning is to ensure that compatible land uses are located within the same area. Zoning regulations consist of a zoning map and written regulations. Presently, the City of East St. Louis has a document of written zoning regulations last updated in the late 1960's. These regulations are in need of review and revision. (Carson, Wallace. Economic Development Director, City of East St. Louis. Telephone Interview, 26 March 1992.) A zoning map defines the areas of different land uses and the regulations indicate how property may be used in each zoned district.

Enforcement of local zoning ordinance requirements has been minimal throughout the 1980's and continues to be a problem in East St. Louis. The City continues to face budget and staff problems in all departments and is not able to enforce many regulations. Additionally, the City does not have a building permit system in place, making it difficult to track construction or rehabilitation occurring in the City.

Winstanley/Industry Park represents a legacy of land use patterns that evolved over the past 50 years. The result is a unique mixture of land uses. Well maintained residential blocks can be found within 150 feet of a fuel blending plant, junk yard, and other industrial uses. There are two hazardous waste sites in the neighborhood. Wastex Incorporated is an EPA Superfund site and Lefton Iron and Steel Company was on the Environmental Protection Agency's immediate removal list in 1989 for PCB contamination. The rail lines that traverse the neighborhood often carry hazardous waste and have recently been a point of controversy. In December of 1991, the Southern

and Terminal Railroads petitioned the State to close the Gaty and Cleveland Avenue rail crossings in Winstanley/Industry Park. The closing of these crossings would severely restrict emergency police and fire service access in the area. This attempt to close the crossings was stopped by several concerned residents from the neighborhood. Nevertheless, these crossings continue to experience a lack of ongoing maintenance by the railroad companies.

Two edges of Winstanley/Industry Park, along the Terminal and Southern Railroad tracks, are zoned for medium and heavy manufacturing and presently meet that use. The two other edges of the neighborhood along State and 10th Streets are zoned largely for commercial use. The interior of Winstanley/Industry Park is predominately zoned residential.

Without a current comprehensive plan to define the long-range goals of the City, the effectiveness of public investment in the area is minimized. There is not a practical planning guide available for addressing the needs of residents and business. The new Mt. Sinai Baptist Church under construction at the corner of St. Louis Avenue and 13th Street is an example. Currently, there is little protection from a topless bar locating next door or across the street from the church. The intent of this initiative is to prevent such occurrences.

As part of efforts to respond to the City's current and long-term needs, it is imperative that neighborhood organizations; local business; Federal, State, regional, and local government; and private interests coordinate their efforts by beginning a comprehensive plan for the City's future. This section offers the steps that should be taken to begin this process. Also, several strategies will be outlined that could be pursued by Winstanley/Industry Park residents to ensure the implementation of proper land use controls to positively affect their health, safety, and general welfare.

As part of a long-run comprehensive solution to land use problems in Winstanley/Industry Park, the area should be designated as a Special District. A Special District is an amendment to the text of a zoning ordinance, creating a new zoning district with regulations that are tailor-made to some particular set of circumstances in a particular area. (Babcock and Larsen, 1990)

In light of the fact that the Zoning Ordinance and Zoning Map for the City of East St. Louis are outdated, it is essential for City government to make a solid commitment to updating land use controls. Starting this process in Winstanley/Industry Park would give the City the foundation for future planning and development activity.

5. Citizens in the neighborhood desire the implementation of land use regulations.
6. The neighborhood contains unique environmental resources and threats that pose special problems and opportunities.

Designing a Special District:

In designing a Special District, the targeted neighborhood is divided into sub-areas. For purposes of this plan, Winstanley/Industry Park has been separated into seven sub-areas that reflect proposed zoning changes and relate to the phasing program described in Chapter VI, page 135. The following pages offer a brief description of the seven sub-areas. Figure 12.3 illustrates the proposed scheme.

Sub-Area Description:

1. Sub-Area "A": Target Area

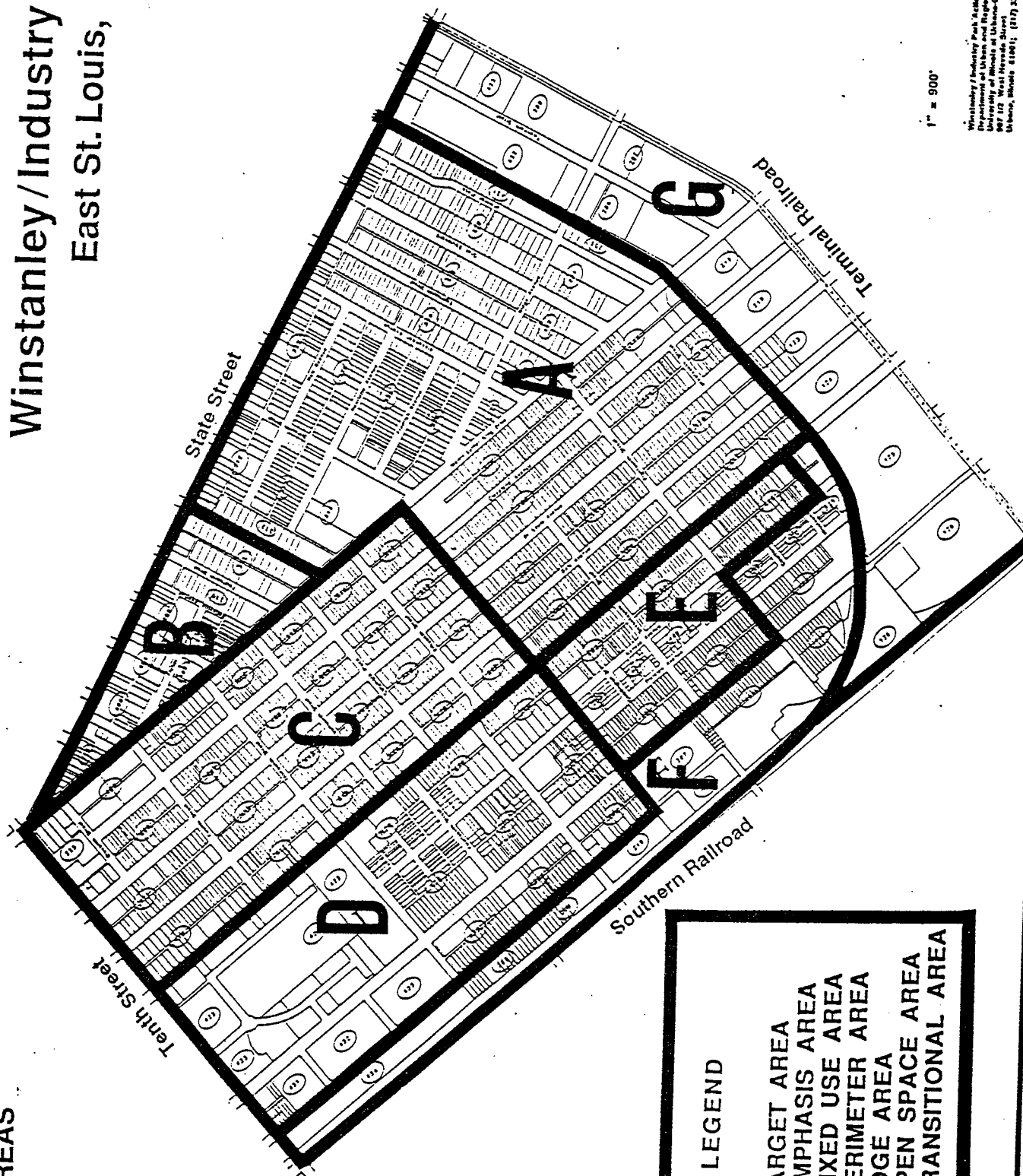
This area generally encompasses the most densely settled single-family residential area in the neighborhood. The area is bounded by State Street on the north, Martin Luther King Drive on the south, the Southern Railroad on the east, and Columbia Place on the west. It contains a concentration of brick bungalow-style, single-family residences. The area bounded by Martin Luther King Avenue on the north, Missouri Avenue on the south, 16th Street on the west, and the Southern Railroad on the east, is an area of additional single-family residential structures. Most of these homes are occupied and well maintained, showing a considerable level of pride in ownership.

The infrastructure in this area is in relatively good condition. Gray Boulevard has a wide grass median dividing the street. This is one of the few boulevard streets remaining from the City Beautiful movement of the late 1920's. This median strip is routinely maintained by residents who mow the grass and keep it clear of trash. Nearby is the focal point of the area, Billy Jones Elementary School at the corner of St. Louis Avenue and 16th Street. The abandoned Gateway Hospital, facing Billy Jones School, also serves as a point of recognition. Several properties with light industrial uses are located along Martin Luther King Drive and may pose problems for the rest of the area. Neighborhood-oriented commercial establishments are located throughout the area and deserve attention.

Winstanley/Industry Park East St. Louis, Illinois

Figure 12.3

SPECIAL DISTRICT
SUB-AREAS



LEGEND

- A: TARGET AREA
- B: EMPHASIS AREA
- C: MIXED USE AREA
- D: PERIMETER AREA
- E: EDGE AREA
- F: OPEN SPACE AREA
- G: TRANSITIONAL AREA



1" = 900'

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607 1/2 West Nevada Street
Urbana, Illinois 61801 (312) 243-2000

2. Sub-Area "B": Emphasis Area

This area presently contains many vacant parcels. It also has several institutional, commercial, and religious structures. Due to this area's visibility at the corner of State Street, Martin Luther King Drive, and 10th Street, it may be best suited for commercial redevelopment and new entranceway treatments.

3. Sub-Area "C": Mixed Use Area

This area should be encouraged for multi-family one and mixed use development. In this section of the neighborhood, first floor commercial and second floor residential structures should be permitted to continue. A multi-family two structure at St. Louis and Gaty Avenues was noted during resident interviews as being a source of local disturbances, perhaps limiting the viability of single-family homes nearby. Many vacant parcels in the area are maintained as side yards or left abandoned. These vacant parcels pose an opportunity for consolidation and development. Several of these vacant parcels are publicly owned. (See Figure 3.5, "Ownership")

4. Sub-Area "D": Perimeter Area

This area contains a high concentration of public housing units, the majority of which are part of the Orr-Weathers apartments. Most of the public housing units are low-rise structures with varying numbers of units. There are two eight-story vacant and boarded public housing structures that dominate the landscape in this area and may pose a safety threat. These two structures are slated for demolition in the next two to three years. (East St. Louis Comprehensive Housing Affordability Strategy 1992, page 36) Additionally, two occupied high-rises with twelve and ten-stories respectively, provide housing for the elderly. This area also contains Lilly-Freeman Elementary School and the recently closed Hughes-Quinn Middle School. Many vacant publicly-owned parcels along Walnut Street are overgrown and not well maintained.

5. Sub-Area "E": Edge Area

This area has substandard infrastructure and many vacant parcels. Some vacant parcels are maintained by residents as side yards, but others remain unattended and detract from the area. The majority of housing in this area is single-family. There are, however, several multi-family buildings as well as some commercial structures. The occupancy rate in this area is low. Very few of the commercial establishments are operating and several residential buildings are unoccupied. Many of these structures could be rehabilitated to provide new housing.

6. Sub-Area "F": Open Space/Buffer Area

This area extends from Missouri Avenue south along the Southern Railroad to 10th Street. A belt of open space in this area would buffer the nearby residential areas from several industrial land uses. A buffer would limit the noise and danger of the railroads as well as increase the distance between residents and two toxic waste sites: the Wastex site and the former Lefton Iron and Steel factory. (See *Open Space Buffer Program*, page 216, for a detailed explanation of the buffer.) (See *Environmental Hazards*, page 87, for reference to the toxic waste sites.)

7. Sub-Area "G": Transitional Area

This area contains several light and heavy industrial uses. Wastex, Incorporated; Clarvo Towing and Salvage; and the Southern and Terminal Railroads are located here. The area is characterized by large parcels either vacant or with unoccupied buildings in poor condition. Many lots are overgrown with weeds and small trees.

(B.) Proposed Sub-Area Zoning Program

Description:

The Winstanley/Industry Park area should have specific land use regulations in place to ensure that the future expenditures in the area are used efficiently to encourage compatible development. To accomplish this, appropriate, enforceable zoning designations and controls must be in place.

Rationale:

Certain zoning change proposals will protect the value of land and buildings; promote the public health, safety and welfare; and preserve the character of the neighborhood. However, it is beyond the scope of this document to propose specific zoning regulations.

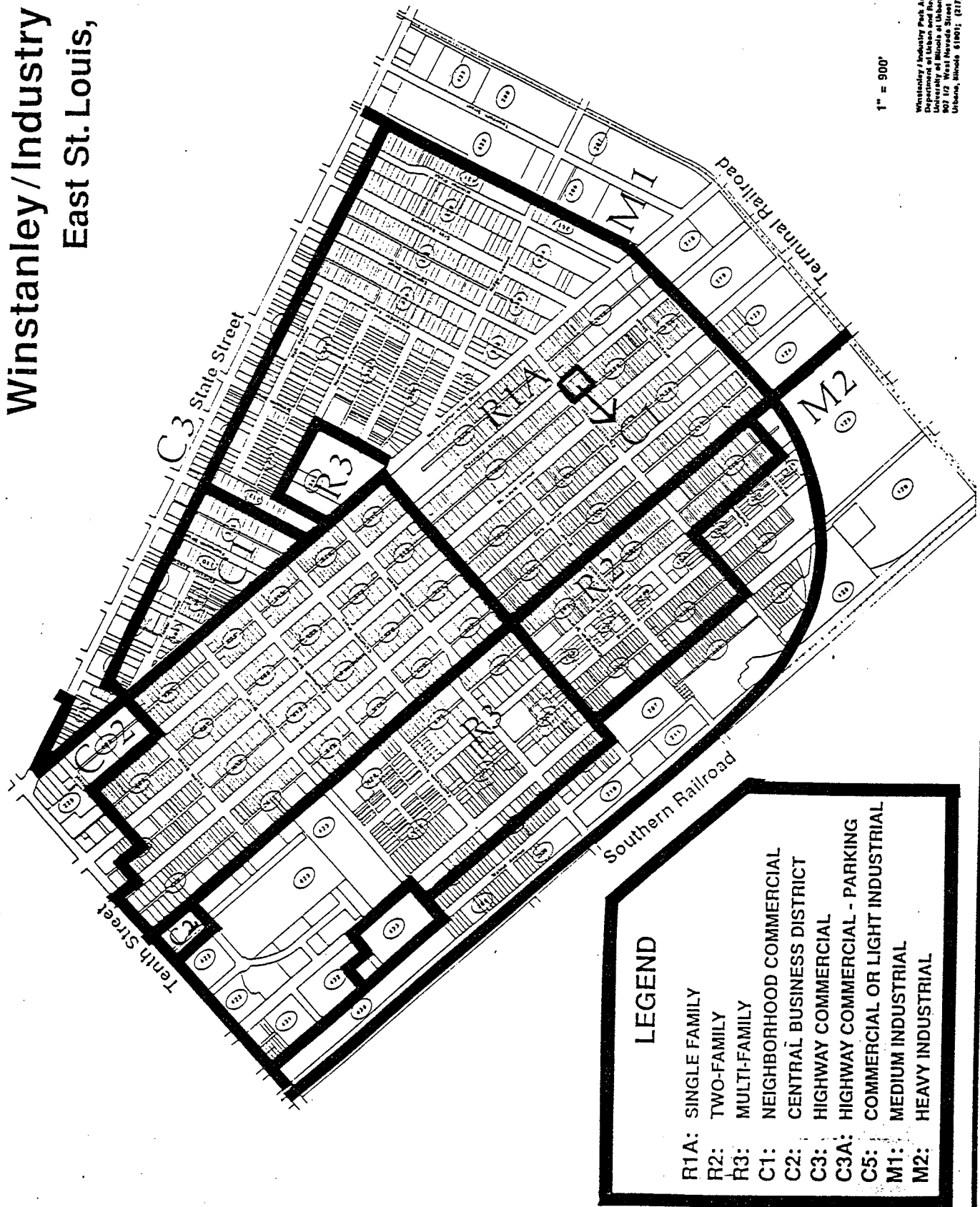
Sub-Area A:

The goal of zoning changes in this sub-area are to protect the residential nature and to ensure future viability as an area of single-family housing. According to Figure 12.4, "Proposed Zoning," the present R1A zoning from Columbia Place on the west should be maintained. However, the M1 zoning boundary should be moved east to the railroad tracks. This change would ensure that no future manufacturing use would

PROPOSED ZONING

Winstanley / Industry Park East St. Louis, Illinois

Figure 12.4



1" = 900'

Winstanley / Industry Park Urban Research Project
Department of Urban and Regional Planning
University of Illinois at Urbana-Champaign
601 W. Green Street, Room 201
Urbana, Illinois 61801; (217) 333-3990

extend into residential sections of the area.

The C3A zoning, directly behind the C3 highway commercial zoning along State Street should be eliminated. (See Figure 3.6, "Current Zoning") This zoning is no longer needed. However, the C3 zoning on this street should remain to allow for future commercial development along State Street. The R3 zoning for Gateway Hospital should remain in light of the possibility for the hospital to become a multi-use facility for public services. (See Gateway Re-Development Program, page 202)

The C2 zoning adjacent to Gateway Hospital should also be eliminated to prevent further non-residential uses into the residential area to the east (this single parcel is presently vacant). There are also two R3 spot zones located on Columbia Place and Gaty Avenue which are currently vacant. These parcels should be re-zoned R1A. There is one vacant two-story multi-family public housing structure on Wimmer Place and two others occupied. These structures should be re-zoned R3 and continue as non-conforming uses. There should also be some future provision in the zoning changes to allow for proposed parks and gardens presented in the Vacant Land to Productive Use Program, page 224.

Sub-Area B:

Zoning changes in this sub-area protect and enhance existing uses while accommodating the possibility of future development. Much of the area should be re-zoned to C1, neighborhood commercial, except for the C3, highway commercial zoning, along State Street. In order to accommodate future commercial development the C3 zoning should remain. This area also includes C3A, highway commercial parking, zoning that should be changed to C1. C3A zoning may discourage residential redevelopment. The intersection of State Street, Martin Luther King Drive, and 10th Street is suitable for neighborhood commercial development. This is a highly visible and accessible area suited for future development. There should be some provision for additional parking in this area to accommodate future demand. There is presently ample vacant land to meet possible future parking requirements. Additionally, this is a target area for future urban design initiatives that may have particular zoning requirements.

Sub-Area C:

Zoning in this area should continue higher density residential development allowed with R2 zoning. Due to the multi-family one structures and single-family residences located in this section, this area should continue to be zoned R2. Sub-Area C contains a small central business district zone that should be maintained to encourage

small scale office development. Buffering provisions should be required of developers in this area to shield the R2 residential housing units from the adjacent central business district zoning. The multi-family two structures located along Gaty, Missouri, and St. Louis Avenues should be protected with a zoning change to R3. (See "Land Uses," Figure 3.1)

Sub-Area D:

Zoning modifications in this area limit the extent multi-family residences may encroach into the R2 zoning of sub-area E. In this sub-area, the current R3 zoning should be maintained, but it should be limited east to 16th Street and south to Broadway Avenue. Changing the zoning would prevent additional expansion of multiple-family two structures into sub-area "E". There is also a small area zoned C3, highway commercial, along Missouri Avenue. The C3 parcels are vacant and should be changed to R3 to discourage incompatible development.

Sub-Area E:

The area west of 16th Street should be re-zoned from R3 to R2 to prevent any further large scale multi-family development. Several commercial establishments in this section need to be appropriately rezoned as either C1 or C5.

Sub-Area F:

Zoning in sub-area "F" should be changed to 'open space' to assure that no future manufacturing uses expand into the neighborhood. Industrial development here would endanger the health, safety, and welfare of neighborhood residents. An 'open space' zoning would prevent such development. This open space would also buffer the neighborhood from the hazards of the former industrial sites. (See *Open Space Buffer Program*, page 216) The open space zoning would shift the M1 and M2 zoning boundaries east and south to the Southern Railroad. Within this buffer zone is Lilly-Freeman Elementary School, zoned C5, commercial or light industry, this zoning should be changed to school use.

Sub-Area G:

M1 and M2 zoning designations would remain here but be highly regulated. It is recommended that this area be developed to include an open space buffer to screen industrial uses and accompanying large, vacant, overgrown parcels.

Additional Zoning Changes:

As mentioned, these zoning change recommendations are based on information on the 1986 East St. Louis Zoning Map. Other parcels may exist in the neighborhood that do not comply with current zoning. These parcels should be re-zoned according to the above guidelines and included as part of the Winstanley/Industry Park Special District Zoning and zoning ordinance amendment.

In order to begin the process of obtaining a Special District zoning designation, there are several steps that the Winstanley/Industry Park Neighborhood Organization should pursue. The following list offers a set of steps residents can use to eliminate incompatible land uses in the neighborhood. Ensuring the future compatibility of land uses in the neighborhood protects the health, safety, and general welfare of Winstanley/Industry Park residents.

Activities:

Year One

First half:

The Winstanley/Industry Park Neighborhood Organization should:

1. Establish a Planning and Zoning Committee to pursue a "Special District" land use designation for Winstanley/Industry Park.

Second half:

2. Secure the assistance of the Department of Urban and Regional Planning, University of Illinois at Urbana-Champaign, to study the legal aspects of a Special District in the neighborhood. Contact Professor Clyde Forrest at the Department of Urban and Regional Planning, University of Illinois at Urbana-Champaign; 907 1/2 West Nevada Street; Urbana, Illinois; 61801 (217) 333-3890.

Year Two

1. Seek the neighborhood zoning changes recommended above. The Planning and Zoning Committee should work with an outside planning agency to establish an administrative procedure for the recommended Special District zoning text and map changes, land use plan review, permit application procedure, and appeal. Contact a private planning consultant such as
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Woolpert Consultants at 333 Salem Place; Suite 170; Fairview Heights, Illinois 62206, for assistance with this task.

(C.) Environmental Quality Control Program

Description:

The two hazardous waste sites in the neighborhood pose health and safety threats to residents of Winstanley/Industry Park. Concerned citizens should be familiar with two documents - "The Resource Conservation and Recovery Act" and the "Illinois Environmental Protection Act." Each provides a guide for future citizen involvement in the regulation of nearby hazardous waste sites. The documents can be obtained by contacting Mr. Tom Miller of the Illinois Environmental Protection Agency (IEPA); 2009 Mall Street; Collinsville, Illinois; 62234. If specific information on a particular site is desired, information can be obtained under the Freedom of Information Act by writing to Ms. Vicki Beard; 2200 Church Hill Road; Springfield, Illinois; 62706.

These documents answer questions about the rights of parties affected by hazardous waste sites. For example, Section 2.2f of the IEPA answers the question of who is liable for costs incurred in a toxic waste clean-up. It places the liable parties into four groups categorizing types of liability. Section 22.2k outlines the punishments for polluters who fail to clean-up their site. According to Section 22.k, they must pay punitive damages in an amount equal to, and not more than, three times the amount of any costs incurred by the State as a result of failure to remove hazardous material. (Comprehensive Plan for East St. Louis, University of Illinois, 1989)

Citizens can also apply pressure to negotiate with companies involved through political advocacy, media involvement, or legal avenues to ensure that their rights are not being violated and they can recover compensation for harm done. Specific provisions allow citizens to sue private parties or government who violate a statute requirement. Citizens can file a complaint with the pollution control board, the Illinois EPA, or the US EPA; complain to the Illinois Attorney General's Office; or contact a private attorney.

Railroad Terminal Crossings:

The railroad companies previously attempted to close street crossings in the Winstanley/Industry Park neighborhood. Residents should be aware of what to do once they hear of any attempt by the railroads to initiate any action that may negatively affect the neighborhood. In the event that the residents of the neighborhood have future

problems with the railroads, they should contact Ms. Carol Perry; 1852 Gaty Avenue; East St. Louis. Ms. Perry was partially responsible for the 1991 stoppage of a proposal to close the crossings at Gaty and Cleveland Avenue.

(D.) Comprehensive Planning Program

Description:

Long-range development goals accompanied by a comprehensive plan are prerequisites to evaluating any development proposals. The officials and residents of East St. Louis must reach a consensus on stated objectives to encourage the future prosperity of the City.

Comprehensive Planning:

Comprehensive planning is a way to develop the full potential of a city. A comprehensive plan for the City of East St. Louis will identify long-range goals of the City and provide a practical guide for attaining these goals. (Master Plan East St. Louis 1960, Candeub & Fleissig) This was the purpose of the last comprehensive plan completed for the City of East St. Louis in 1960. While the long-range goals of a comprehensive plan for the City may have changed over the past thirty years, the necessity of developing a practical guide for attaining them has not. It is essential to establish a long-range plan for the public and private uses of land in the City. A plan should be developed to alleviate existing land use problems, to function as a guide for future development, and to integrate the City into the St. Clair County Comprehensive Plan.

The St. Clair County Comprehensive Plan:

In 1991, the St. Clair County Planning Commission prepared a St. Clair County Comprehensive Plan. This Comprehensive Plan serves five functions, it:

- * Provides an explicit statement of public policy for the control of future development within St. Clair County,
- * Establishes relationships between County land uses, highway network, and infrastructure,
- * Determines how to best provide a balance between agricultural and conservation areas and areas identified for future urban, suburban, and rural development,
- * Establishes a framework for coordinated action between the County, individual townships, units of local government, the State of Illinois, and the Federal

- government, and
- * Provides continuity in the direction of future growth in the County through successive administrations and boards.
(St. Clair County Comprehensive Plan, 1991)

The St. Clair County Planning Commission has divided the County into four sub-areas. The City of East St. Louis, and subsequently the Winstanley/Industry Park Neighborhood fall within the North America Bottoms sub-area of the County Comprehensive Plan. The County Planning Commission has established a long-term goal for this sub-area with several specific recommendations.

The goal for the North American Bottoms sub-area is to stabilize and expand its economic base. This will be accomplished by capitalizing on the area's varied transportation network and creating a more positive image by enhancing entranceways into the urban core of East St. Louis. The plan also outlines five development strategies for the North American Bottoms sub-area.

- * Create a warehousing/distribution center in the vicinity of the National Stockyards,
- * Establish a park of national significance in the East St. Louis riverfront, between the Poplar Street Bridge and the Martin Luther King Bridge,
- * Create an overlay zoning district with additional zoning regulations for areas of proposed Metro-Link stations,
- * Create special zoning overlays with specific regulations for highway interchanges to promote flexible mixed-use development patterns and the clustering of office distribution activities, and
- * Implement circulation improvements for Illinois Route 15, Illinois Route 3, and the new Mississippi River bridge.

It is clear that East St. Louis is a vital part of plans for St. Clair County. Planning is underway to improve the City and its relationship with the rest of the Metro-East area. Yet three of the five development strategies have more to do with enhancing regional transportation networks than encouraging economic development in the City of East St. Louis. These proposals are unrelated to many of East St. Louis' economic development concerns. In light of this fact, it is imperative that East St. Louis residents and City leaders begin working towards a comprehensive plan completed for East St. Louis. By having in place a consensus-built comprehensive plan the City can begin to develop a solid, well-structured, and healthy economy in which East St. Louis residents may enjoy an enhanced quality of life.

Rationale:

The Winstanley/Industry Park Neighborhood Improvement Plan is a step in a long-range process aimed at improving the City. In order for Winstanley/Industry Park residents to affect the future of their neighborhood, they must develop an approach to ensure their concerns will always be addressed. Residents are in a unique position to guide the development of their neighborhood and they have the opportunity to be responsible for the comprehensive stabilization and development of the area. In order for this to be accomplished, they will need to ensure the inclusion of their interests and concerns into a city-wide plan coordinated with the St. Clair County Comprehensive Plan. In other words, the residents of Winstanley/Industry Park need to aid in the development of a comprehensive plan for the City of East St. Louis.

Activities:**Year Three****First half:**

The Winstanley/Industry Park Neighborhood Organization should:

1. Develop a Comprehensive Planning Committee from the membership of the East St. Louis neighborhood partnership of Lansdowne, Emerson Park, and Winstanley/Industry Park. This group would formulate arguments for a city-wide comprehensive plan and prepare an assessment of planning needs as well as proposed goals, objectives, and actions.

Second half:

The Comprehensive Planning Committee should:

2. Seek technical assistance from the Metro-East Church-Based Citizens' Organizations (MECCO), regional universities, and county planning staff to form an expanded committee to go through a similar review process.

Year Four**First half:**

1. Request the Mayor to ask for a city-wide committee to aid in developing a comprehensive planning process and to secure funding for city planning. This committee might have a membership of one-third neighborhood representatives, one-third business representatives, and one-third public
-

officials.

The Mayoral Committee should:

2. Select planning staff or seek private consultants to complete the comprehensive plan.

Second half:

3. Develop a contract with a public or private agency to work on preparing a participatory approach to comprehensive planning.

Year Five

First half:

1. Initiate a city-wide grassroots campaign to support preparation of a comprehensive plan.

Second half:

2. Organize a community review process to analyze plan content.
3. Submit the East St. Louis Comprehensive Plan to the City Manager for review and introduction to the City Council.

PROPERTY TAX INITIATIVE

(A.) Tax Reform Program

Description:

High property tax rates encourage community disinvestment and create barriers to new investment in East St. Louis. In this section, the property tax and its function in the City will be examined. Additionally, a review of several tax reform strategies will be included as possible long-run solutions to reducing high property taxes.

The East St. Louis tax base has been shrinking for the past forty years. The City has experienced a steady decline in population over the past three decades. This loss has resulted in a 50% decline in City property tax revenues. As a result, the City of East

St. Louis has had to increase the rate of property tax to maintain the same level of services. The tax rate in East St. Louis is presently \$21 per every \$100 of assessed valuation, the highest rate in the State of Illinois. This tax rate has driven businesses from the City, resulted in many delinquent tax properties, encouraged the abandonment of parcels and buildings, and exacerbated the decline of the City.

Rationale:

To provide critical property tax relief in East St. Louis, it is essential for residents to be involved in the process of reforming the local tax system. Since the late 1950's there have been several tax reform strategies proposed for the City of East St. Louis. The tax reform proposals have included: a land based tax, tax base sharing, tax classification, and an earnings tax. These and other reforms should be considered and studied by local officials. Exorbitant property taxes represent the major obstacle to new investment in the City and efforts at revitalization.

Land Based Tax:

The concept of a land based property tax originates from the work of economist Henry George in the late 1800's. The goal of a land based tax is to shift the tax burden from homeowners to land speculators. This approach places emphasis upon land instead of buildings. The implementation of a land based tax in East St. Louis may foster economic development through an incentive to build and generate revenue for the City. Others claim that the City would be putting itself at risk with a land based tax as additional tax defaults on property may result. Several cities in Pennsylvania, including Pittsburgh and Scranton, have opted for a land based tax structure. As of May 8, 1992, MECCO, in conjunction with the Coro Foundation (a not-for-profit research organization committed to development in low-income communities), has completed two proposals for the adoption of a land based taxation system for the City of East St. Louis. Presently, the proposal is awaiting mayoral review and City Council consideration.

Tax Base Sharing:

Tax base sharing involves regional reorganization of functional services in a multi-county area. Under a revenue structure, local counties and townships would continue to have authority in levying property taxes. However, a levy would also be instituted on the counties outside of St. Clair for regional revenue sharing. All counties agreeing to participate in the revenue sharing program would benefit from a special tax assessment that the authorized body would levy. The twin cities of Minneapolis-St. Paul have instituted many governmental reforms that allow for the overall coordination and planning of several governmental bodies involved in a revenue sharing program. By

enacting a revenue sharing program, a more equitable distribution of revenues throughout the Greater St. Louis Metropolitan Area may be realized.

Head Earnings Tax:

An Earnings Tax would address the large number of people who work in East St. Louis yet live in other jurisdictions. An Earnings Tax would tax income earned in East St. Louis. According to the residents and leaders interviewed, this would affect a substantial number of people. Residents and leaders claim that employees from other areas cause substantial wear and tear on local infrastructure and require a certain level of municipal services. However, because they do not own property in the City, they do not pay for city services. The alternative of an Earnings Tax would operate against this.

Tax Classification:

Under the tax classification initiative, state law permits different classes of property to be taxed at different rates. Residential property can be assessed at a lower percentage of its fair market value than industrial or commercial property. This takes into account varying demands for municipal services. Heavy users would be charged accordingly while those requiring fewer services would be taxed less. Many people feel that business has a responsibility to pay a larger share of local taxes since they place the greatest demand on municipal service provision. Again, the goal is the creation of a more equitable distribution of the local tax burden.

Activities:

Year Three

First half:

The Winstanley/Industry Park Neighborhood Organization should:

1. Establish tax appeal campaign to solicit neighborhood support in appeals of neighborhood property tax assessments. This would be done in conjunction with other interested city-wide organizations.
2. Work with Metro-East Church-Based Citizens' Organization (MECCO) to support the Citizen Task Force established to study the reform of the East St. Louis property tax structure. This can be accomplished by contacting Mr. Edmond Brown or Mr. Bruce Stennis of MECCO.

Second half:

The Citizens' Task Force should:

3. Secure, through MECCO, technical assistance for tax policy analysis from graduate students and faculty from area universities.
4. Review alternative approaches aimed at reducing the property tax burden. Community leaders would invite state and national experts to discuss various approaches to solving its problem. Among the possible sources would be: Illinois Tax Payers Federation; American Federation of State, County, and Municipal Employees; The Illinois Education Association; League of Women Voters; Illinois Public Action Council; and the Washington-based, Citizens For Tax Justice.

Year Four

First half:

The Winstanley/Industry Park Neighborhood Organization should:

1. Adopt a specific tax program and a position paper for submission to the proper authorities. This should be done in conjunction with the Citizen's Task Force.

Second half:

2. Build support for the newly adopted tax strategy through a grass-roots campaign. Other community groups should be solicited for support of the newly adopted tax strategy.

Year Five

1. Pursue local government support including seek Mayoral introduction of the tax strategy for council adoption. Other community groups should be solicited for support.
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XIII. Building the Winstanley/Industry Park Neighborhood Organization

INTRODUCTION

The absence of an effective community organization within the Winstanley/Industry Park Neighborhood has contributed to the area being neglected by private and public agencies. An effective Neighborhood Organization would provide local residents with access to a structured vehicle through which to voice their concerns. Citizen participation can arrest the decline in neighborhood conditions. As a result, residents will become more optimistic about the future and less cynical regarding improvement efforts in the area. The Neighborhood Improvement Plan, outlined in Chapters VII - XIII of this document, requires aggressive action by residents, city leaders, and county, state, and federal officials.

Neighborhood and community organizations have become increasingly important players in urban politics and enjoy growing acceptance among government officials. Many urban areas are currently seeking ways to establish, maintain, or refine participatory systems so as to better service citizen needs. A concentrated effort should be made to develop the Winstanley/Industry Park Neighborhood Organization into a broad-based community organization capable of influencing local and regional decisions on major issues affecting the area. Active involvement of local residents in an expanded neighborhood organization would ensure consistent attention and follow-through by local officials regarding neighborhood improvement efforts, including the programs recommended in this plan.

Citizens can assist planning analysis through their firsthand knowledge of local conditions and needs. Their support for neighborhood improvement efforts will also increase the likelihood of program implementation. Citizen participation in planning allows residents to gain a greater understanding of program planning and development. Citizen involvement also has a democratic value, making it easier for residents to hold elected officials accountable for their actions. The Winstanley/Industry Park Neighborhood Organization serves as a vehicle for local residents to collaborate on the development of neighborhood improvement efforts and participate in their subsequent implementation and refinement.

GOALS AND OBJECTIVES OF NEIGHBORHOOD ORGANIZING

Description:

The growth of local government throughout the post-war period has resulted in large bureaucratic organizations. These public agencies are often insensitive to the needs of local communities, especially those that have limited political power. A strong case can be made for active citizen involvement in this new era. Governmental programs directly affect lives, and yet, are not always responsive to the serious problems perceived by citizens. A new generation of institutions can best address local needs by ensuring that the policies they initiate are developed and implemented with neighborhood input.

The goal of the Winstanley/Industry Park Neighborhood Organization's community organizing efforts is to empower local residents to address pressing social, economic, and physical problems facing their community.

Objectives:

- * Increase active membership in the Winstanley/Industry Park Neighborhood Organization from 50 to 200 members during the next twelve months.
- * Expand the leadership core of the Winstanley/Industry Park Neighborhood Organization from 6 to 20 participants while strengthening the organizational, planning, and communication skills of these individuals.
- * Execute a successful direct action campaign focused on securing the formal adoption of the Winstanley/Industry Park Neighborhood Improvement Plan. The plan should be adopted by the City of East St. Louis with supportive

funding of first year improvement activities through Community Development Block Grant and State Motor Fuel Tax revenues.

- * Establish an appropriate organizational structure through the Winstanley/Industry Park Neighborhood Organization to support the above mentioned community improvement activities.

1992-1993 Initiatives:

The following initiatives should be implemented during the First Phase of the Neighborhood Improvement Plan. (See Chapter VI, page 135, for information on the phasing of programs.)

- I. Membership Development Initiative
- II. Leadership Development Initiative
- III. Community Action Now Initiative
- IV. Organizational Development Initiative

MEMBERSHIP DEVELOPMENT INITIATIVE

Description:

The ultimate resource of any political organization is its membership. Citizen groups make their voice heard on important civic issues through the public actions of its membership. The first priority of the Winstanley/Industry Park Neighborhood Organization will be to increase the size of its membership.

Objective:

The objective of this initiative is to increase active membership in the Winstanley Industry Park Neighborhood Organization from 50 to 200 members during the next twelve months.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Identify and recruit residents to serve on a Membership Campaign Subcommittee. The essence of participation is shared decision making, and
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true participation means that people not only do the work of the organization but also make decisions.

The Membership Subcommittee is responsible for the following tasks:

- ✓ 2. Determine individual and family membership goals. Establish a reasonable dues rate to achieve growth from 50 non-paying to 200 dues paying members. A suggested annual membership level is twenty dollars per family and ten dollars for families on General Assistance.
3. Recruit Block Captains representing each of the neighborhood's blocks. The role of a Block Captain is to serve as a liaison between the Neighborhood Organization and local residents, to provide outreach for membership recruitment efforts, and to encourage social activities in their specific area of the neighborhood.
- ✓ 4. Organize training sessions to prepare Block Captains for a door to door membership drive. Door to door recruitment is by far the most effective method. It calls for Block Captain volunteers to share the benefits of belonging to a neighborhood organization with friends, neighbors, and fellow workers, and to invite them to join.

Word of mouth recruitment hinges on volunteers within the organization perceiving their experience as exciting and meaningful. If done correctly, recruitment should generate interest and involvement. It is important that the Neighborhood Organization generates a spirit of comfort, enjoyment, and cooperation to encourage Block Captain volunteers to recruit their friends, family and neighbors.

- ✓ 5. Send an official flyer to every Winstanley/Industry Park resident informing them of the membership drive and urging them to respond positively when contacted by volunteer Block Captains. These mailings should be sent at least 7-10 days prior to the membership drive.
 - ✓ 6. Undertake a supportive media campaign which highlights the benefits of organizational membership. Inexpensive public relations tools include: community bulletin boards, church announcements, public service announcements and newspaper advertisements, and cable access television.
 - ✓ 7. Execute a telephone follow-up campaign after the door to door and media drive. Block Captains should thank new members for their pledge and
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- make sure they received a meeting or event flyer, understands the agenda, and plans to attend.
8. Distribute reminder flyers and make calls on the day prior to the meeting/event to reinforce the original personal invitation. Block Captains along with members of the Membership Sub-Committee can assume this responsibility.
 9. Welcome attendees at the door of all meetings/events and provide a sign-up sheet for future meeting notification. It is crucial that a new member's first impression of the formal organization be a positive and welcoming experience.
 10. Execute a telephone follow-up for reactions to any meeting/event by all attendees. This effort will increase ownership, strengthen communication, and provide additional ideas and support for future programming.
 11. Develop a membership database system by computerizing the names of all active members. The membership list should contain individual names, addresses, day and evening telephone numbers, and issues of direct importance. The database can be used to send organizational mailings and recruit local residents for major events.
 - ✓ 12. Develop a membership newsletter and discount program. The newsletter would report on local events and the work of the Winstanley/Industry Park Neighborhood Organization. The discount program would encourage local businesses to support community organizing efforts by providing discounts on purchases to members of the neighborhood organization.
 - ✓ 13. Perform a yearly membership evaluation session. Evaluation is an inexpensive method to measure the effectiveness and improve the operation of the Winstanley/Industry Park Neighborhood Organization. It is an attempt to be objective, rational, and hard-nosed about the results of programs, projects, and activities so that better judgement can be made for future efforts.

This evaluation process can occur two ways, either internally through self-evaluation or externally through civic agencies or local governments. There are four essential parts of the evaluation process:

a. **Stress Program Achievements:**

The emphasis should be on results, not on all the things that went on to produce the results. Output is essential. For example, The Garbage Committee's performance should be judged on the extent of garbage disposal, not on the efforts of committee members to have a good meeting.

b. **Define the Measurement Tool:**

Evaluation is not just a vague estimate and impressionistic assessment, evaluators have to get down on their hands and knees and actually apply a measuring stick to the results of their programs.

c. **Link Goals to Objectives:**

Evaluation is measured against the purpose and objective originally created to launch the program. If the objective of Saturday's neighborhood fund-raising project was to net \$1,500, then there is a clear way to evaluate whether this objective has been met or not. If the goal was, for everyone to have a great time and to intensify neighborhood bonds, then an additional level of evaluation would exist.

d. **Incorporate Evaluation Recommendations:**

The evaluation of programs should lead to some action that improves the program. An evaluation that merely gathers dust and has no impact on the program is of limited value.

Resources:

✓ Bobo, Kim et al. *Organize - Organizing for Social Change: A Manual for Activist in the 1990s*. Chicago: Midwest Academy, 1991.

Delgado, Gary. *Organizing the Movement: The Roots and Growth of ACORN*, Philadelphia: Temple University, 1986.

Dermer, Joseph. *How to Raise Funds from Foundations*, Public Service Materials Center, 1979.

✓ Flanagan, Joan. *The Grassroots Fundraising Book: How to Raise Money in Your Community*, Chapter Four, Chicago: Contemporary Books, 1988.

In addition, the local United Way and the Metro-East Church-Based Citizens' Organization should be consulted for support of membership campaign and recruitment efforts.

Consultation:

Illinois Public Action Campaign
1 Quincy Court Suite 714
Chicago, Illinois 60604
(312) 431-1000 FAX (312) 341-4716

Midwest Academy
225 West Ohio
Chicago, Illinois 60610
(312) 645-6010

Funding Sources:

The following is a list of possible funding sources for the employment of a part-time Community Organizer for Winstanley/Industry Park. Ideally, this position could be split between Winstanley and another neighborhood with an established organization in need of professional support.

United Church of Christ
Board of Homeland Ministries
c/o National Council of Churches
475 Riverside Drive
New York, New York 10025

Catholic Campaign for Human Development
United States Catholic Conference
Washington, D.C.

Community Service Program ✓
Division of Youth and Community Services
Illinois Department of Children and Family Services
10 Collinsville Avenue
East St. Louis, Illinois 62201
(618) 583-2134

Joyce Foundation ✓
135 LaSalle Room 4010
Chicago, Illinois 60603
(312) 782-2464

McArthur Foundation ✓
140 South Dearborn Street
Chicago, Illinois 60603
(312) 726-8000

United States Presbyterian Church
Self-Development of the People's Fund
c/o National Council of Churches
475 Riverside Drive
New York, New York 10025

LEADERSHIP DEVELOPMENT INITIATIVE

Description:

In the words of Si Kahn, author of *Organizing: A Guide for Grassroots Leaders*, "A leader is someone who helps show us the directions we want to go and who helps us go in those directions. All of us in our own lives have had people who played that role for us: parents, teachers, friends, spouses, children. Leaders give us a sense not only of who they are but of who we are. Good leaders are willing to step outside of themselves into others' lives."

Through experience and training, leaders who emerge in the community are able to sharpen their abilities, build on existing skills, and develop an innovative approach to deal with neighborhood issues. Leadership identification and recruitment can occur through the activities of the Winstanley/Industry Park Neighborhood Organization. The role of Neighborhood Organization leaders, such as Steering Committee members (See "Acknowledgements," page xiii) or as Block Captains, is to evaluate the events and actions of the organization as they occur and to provide leadership training to additional members.

Objective:

The objective of this program is to expand the leadership core of the Winstanley/Industry Park Neighborhood Organization from 6 to 20 participants while strengthening the organizational, planning, and communication skills of these individuals.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Execute an aggressive neighborhood membership drive aimed at recruiting local residents to participate in one of the Winstanley/Industry Park
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Neighborhood Organization Committees.

2. Identify those new members with leadership potential. The Steering Committee should ask the key question regarding leadership of the Neighborhood Organization: Are too few people doing all the work? Many organizations fail because not enough people are allowed to take on leadership responsibilities. Unless people have the opportunity to lead, they can never be expected to become good leaders. Opportunities for participation and action should be encouraged in all members.
3. Recruit the identified potential "leaders" to serve as Block Captains. These Block Captains should be assigned to each of the neighborhood's blocks to serve as the primary link for communication between residents and the organization. Block Captains should also participate in ongoing recruitment and membership development strategies.
4. Encourage representatives of local businesses and institutions serve on all organizational committees. These groups should also be asked to encourage their employees and members who live in the area to become involved in the organization. Finally, these organizations should be asked to request support for local community development efforts from their state, regional and national affiliates.
5. Develop training materials for Block Captains including an orientation manual, and telephone tree. Members of the Winstanley/Industry Park Neighborhood Organization will function more effectively if they are oriented to their responsibilities and appropriately trained. The telephone tree should be used to alert residents on upcoming neighborhood events.
6. Orient all volunteers at the beginning of their involvement. A good orientation method should provide:

Practical details: Where to park, where to leave coats, and where the restrooms are located.

Background literature about the organization: A good sense of organizational history and purpose can help volunteers see the purpose of what they are doing. The literature will familiarize the volunteer with the basic workings of the organization. Materials should include goals, future plans, program methods, and relationships to other organizations.

Introductory meetings with other volunteers: Each person should be introduced with a brief explanation of their responsibility. Some time should also be allowed for the volunteer to familiarize him/herself with the workings of the organization.

Training time for the volunteer: A volunteer supervisor should answer questions and show the volunteer where they will be working and what materials are available. A concise outline of the timing and content of future training is necessary for volunteers to have a clear idea of their role and opportunities.

Get-acquainted sessions with organization officials and local leaders: Discussion stimuli provided by group exercises involving community assets and needs will assist in the exploration of possible neighborhood projects. To facilitate this process, volunteers should be provided with background material about city agencies and programs.

7. Observe the work of each Block Captain to identify candidates for more intensive ten-day leadership training. Training sessions should focus on community outreach, recruitment skills, and action campaign identification.
8. Organize and implement training sessions which utilize developed materials. Training can increase the resources (e.g., money) of the Winstanley/Industry Park Neighborhood Organization by informing members where to look for project funding and how to benefit from area agencies.
9. Recruit selective graduates of ten-day training sessions to serve as members of the Steering Committee. The most important pre-requisite to the development of an effective community organization is the commitment to building a core group of highly motivated and dedicated leaders.
10. Develop a program plan for the remainder of the year based on the recommendations of the Steering Committee. This Committee is responsible for setting policy for the neighborhood organization and for organizing all events. They decide issue committees, approve positions, decide on actions, serve as spokespersons, and commit and control the financial resources of the organization. A member of the Steering Committee should chair all general membership meetings. The Steering Committee should meet two weeks before each general meeting to plan the

agenda, organize recruitment and outreach efforts, and evaluate past organization meetings and events.

Resources:

Kahn, Si. *Organizing: A Guide to Grassroots Leaders*, New York: McGraw-Hill, 1981.

Lappe, Frances Moore. *Building Citizen Democracy - A Discussion Tool*, San Francisco: Institute for the Arts of Democracy, 1991.

Funding Sources:

United Church of Christ
Board of Homeland Ministries
c/o National Council of Churches
475 Riverside Drive
New York, New York 10025

Catholic Campaign for Human Development
United States Catholic Conference
Washington, D.C.

Community Service Program
Division of Youth and Community Services
Illinois Department of Children and Family Services
10 Collinsville Avenue
East St. Louis, Illinois 62201
(618) 583-2134

Joyce Foundation
135 LaSalle Room 4010
Chicago, Illinois 60603
(312) 782-2464

McArthur Foundation
140 South Dearborn Street
Chicago, Illinois 60603
(312) 726-8000

United States Presbyterian Church
Self-Development of the People's Fund
c/o National Council of Churches
475 Riverside Drive
New York, New York 10025

THE COMMUNITY ACTION NOW INITIATIVE

Description:

Community-based organizations face a strategic problem in generating and maintaining high levels of citizen participation. For neighborhood residents to be mobilized they need to recognize a public problem, believe they have a stake in it, see the possibility of a solution resulting from their actions, and attach greater value to resolving the issue than to an alternative use of their time and resources. In the final analysis, the neighborhoods and the City are locked in a symbiotic relationship because they face the same issues. A decision or non-decision at one level may promote or preclude activity at the other. One intended impact of the Winstanley/ Industry Park Neighborhood Organization is to promote greater citizen participation in local and regional government.

Objective:

The objective of this program is to execute a successful direct action campaign focused on securing the formal adoption of the Winstanley/Industry Park Neighborhood Improvement Plan. The plan should be adopted by the City of East St. Louis with supportive funding of first year improvements coming from the Community Development Block Grant and State Motor Fuel Tax revenues.

Activities:

The Winstanley/Industry Park Neighborhood Organization should:

1. Establish issue task forces to develop detailed campaign strategies aimed at achieving the objectives of the Winstanley/Industry Park Neighborhood Improvement Plan. The committees should involve no less than 15 persons.
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2. Recruit additional task force participants from new members recruited through the membership campaign. Organizational strategies that encourage individuals to make a contribution to the group effort will add to the rate of neighborhood participation.
3. Conduct necessary research to complete a Campaign Strategy Chart. This chart relates the issues of membership, and fund raising by identifying allies, targets, resources, actions, and relevant time lines.
4. Review the Winstanley/Industry Park Neighborhood Improvement Plan to identify those proposals that might be funded under the Community Development Block Grant Program.
5. Establish a subcommittee of the Steering Committee to review the potential proposals to be funded under the Community Development Block Program to determine those which the community feels are most needed.
6. Devise and distribute, throughout the City, a summary fact sheet on the key proposals to be pursued under the Community Development Block Grant Program. This will help generate an aura of excitement and encourage involvement in the Winstanley/Industry Park Neighborhood Organization.
7. Initiate a supportive media campaign as the Community Development Block Grant Proposal is being developed. Support can be built by publicizing community outreach efforts.
 - a. mail notices to the press - letter to the editor campaign
 - b. seek meetings with editorial group - secure media endorsement
 - c. secure endorsement of the Neighborhood Improvement Plan
8. Challenge interested residents to secure organizational and business endorsements through a city-wide campaign targeted at major civic, citizen, service, business, labor, and religious organizations. Such institutions have an important stake in the community and have financial and human resources to offer.
9. Get on the formal agenda of the City Council meeting to secure a formal endorsement of the Neighborhood Improvement Plan. This process would begin when 10-20 Winstanley/Industry Park Neighborhood Organization members visit their local council person to press for support of this plan.

After these meetings have occurred, a minimum of 100 persons would be recruited to attend the East St. Louis City Council Meeting, when endorsement of the plan is on the official agenda.

10. Initiate an action campaign to encourage neighborhood improvement efforts. The symbolic demolition and clean-up of a deteriorated site would serve as a rallying cry for additional neighborhood beautification efforts. The anticipated attendance for such an event should be 200 people.
11. Follow-up with a city-wide rally in support of the Community Development Block Grant Proposal with an attendance goal of 500 people.
12. Recruit 700 people to attend the City Council Meeting when the Community Development Block Grant proposal is voted upon.

Resources:

Alinsky, Saul. *Rules for Radicals*, New York: Vintage Books, 1989.

Bobo, Kim, et al. *Organizing for Social Change: A Manual for Activists in the 1990's*, Chicago: Midwest Academy, 1991.

Delgado, Gary. *Organizing the Movement: The Roots and Growth of ACORN*, Philadelphia: Temple University, 1986.

For information on how to retrieve local, State and Federal information: The National Training Information Center offers "Who Me, A Researcher? Yes, You!" 654 West Washington, Blvd. Chicago, Illinois 60607, (312) 243-3035.

For information on how to use the Freedom of Information Laws write for a 20-page Freedom of Information Guide from Chicago Lawyer, 343 South Dearborn, Chicago, Illinois 60604. Or write or call Common Cause 2030 M Street N.W., Washington D.C. 20036 (202) 833-1200.

Funding Sources:

Discount Foundation
37 Temple Place, Third Floor
Boston, Massachusetts 02111
(617) 26-7471

Metropolitan Life Foundation
One Madison Avenue
New York, New York 10010
(212) 578-2377

Ford Foundation
320 East 43rd Street
New York, New York 10017
(212) 573-5000

Rockefeller Foundation
1133 Avenue of the Americas
New York, New York 10036
(212) 869-8500

Joyce Foundation
135 LaSalle, Room 4010
Chicago, Illinois 60603
(312) 782-2464

Sara Lee Foundation
Three First National Plaza
Chicago, Illinois 60602
(312) 558-8448

McArthur Foundation
140 South Dearborn Street
Chicago, Illinois 60603
(312) 726-8000

ORGANIZATION DEVELOPMENT INITIATIVE

Description:

Si Kahn writes that "In meetings people get to know the other members of the group well enough to feel that they can rely on them, even in difficult situations." Neighborhood meetings are the one sign of an organization's presence that is both visible and regular. No matter what type of meeting, communication between the leaders of the meeting and the participants is crucial. Proper interaction and facilitation in a meeting increases awareness and participation among regular attendees and those coming for the first time.

Objective:

The objective of this program is to establish an appropriate organizational structure through the Winstanley/Industry Park Neighborhood Organization capable of supporting the above mentioned community improvement activities.

Activities:

1. Establish a scheduled time and place for neighborhood meetings. These meetings should address major concerns and upcoming events in the area. A printed notice should be mailed to all residents in the Winstanley/Industry Park area, whether or not they are members. The

mailings should be timed so they are received within 7 to 10 days prior to the meeting.

- ✓ 2. Secure sufficient financial resources by developing both a grassroots fund raising and grant writing strategy. Local ministers and clergy should be asked to help raise funds for the organization by recommending the group to their national religious bodies for possible funding as an advocacy or community development group.
3. Take steps to secure 501(c)(3) designation from the Internal Revenue Service for the Winstanley/Industry Park Neighborhood Organization. This designation identifies the group as a non-profit, tax-exempt, and tax deductible organization. The process of establishing a 501(c)(3) takes approximately 6-12 months. It is recommended that this process be initiated as soon as the organization's by-laws and articles of incorporation are formally adopted.

There are important restrictions to keep in mind when forming a non-profit organization. Organizations with tax-exempt status under the Internal Revenue Code 501(c) (3) must adhere to the IRS limitation that no substantial part of the activities of the organization shall be the carrying on of propaganda, or otherwise "attempting to influence legislation." The main reason why voluntary associations must be supported by sponsors is the need, especially among low-income membership groups, for financial backing that cannot be supplied by their members. Most individuals, corporations, and foundations will not contribute to a community group unless it has a 501(c)(3) designation.

4. Register with the State Attorney's Office as a charity. Get Internal Revenue Service Publication 557: How to Apply for Recognition of Exemption for an Organization.
- ✓ 5. Form a Fund Raising Committee to develop a budget for the organization. This committee should also be responsible for developing a financial plan to sustain the organization. This fund raising plan should generate a maximum amount of revenue from internal grassroots efforts which are not dependent on outside funding sources.
- ✓ 6. Give consideration to establishing a relationship with a national community organizing center to provide planning assistance, staff supervision and board training for the organization.

7. Establish Issue and Standing Committees. The 1993 Winstanley/Industry Park Convention Committee should be established immediately. This Committee would be responsible for drafting the organization's constitution and bylaws. It would also establish an organizational budget and provide a detailed strategy for the direct election of the Board of Directors. The Board of Directors and officers should be elected as soon as the bylaws are adopted and the Winstanley/Industry Park Neighborhood Organization is officially recognized as an independent 501(c)(3) non-profit organization.
8. Evaluate the goals and objectives of the Winstanley/Industry Park Neighborhood Organization over time to determine advantages to the establishment of a Community Development Corporation. This corporation would serve as a non-advocacy/for-profit organization. The Community Development Corporation would deal directly with the provision of necessary housing and employment opportunities in the neighborhood.

Resources:

✓ Bobo, Kim, et al. *Organizing for Social Change: A Manual for Activists in the 1990's*, Chapter 24, Chicago: Midwest Academy, 1991.

✓ Flanagan, Joan. *Successful Fundraising: A Complete Handbook for Volunteers and Professionals*, Chicago: Contemporary Books; 180 North Michigan Avenue; Chicago, Illinois, 60601.

The Grantsmanship Center. *The Whole Non-Profit Catalog*, P.O. Box 6210, Los Angeles, California 90014, Free.

The Illinois Not-For-Profit Corporation Guide, the Attorney General's Charitable Division, 100 West Randolph, Chicago, Illinois 60601 (312) 917-2595

Internal Revenue Service, Internal Revenue Service Publication #557, CADP P.O. Box 9903, Bloomington, Illinois, 61799, 1-800-829-3676.

Klein, Kim. *Fundraising for Social Change*, Chardon Press, P.O. Box 101 Inverness, California 94937, 1985.

Consultation:

Center for Urban Economic Development
University of Illinois - Chicago
815 West Van Buren Street, Suite 500
Chicago, Illinois 60607; (312) 996-4329
CPA for Public Interest
222 Riverside Plaza
Chicago, Illinois 60606

Funding Sources:

Community Service Block Grant
Division of Economic Opportunity
State of Illinois Department of Commerce and Community Affairs
(217) 785-6206

National Congress for Community Economic Development
2025 I Street N.W., Suite 901
Washington, D.C. 20006
(202) 659-8411

National Council for Urban Economic Development
1730 K Street N.W.
Washington, D.C. 20006
(202) 223-4735

Additional Resources:

- * Neighborhood Works. Center for Neighborhood Technology 2125 West North Avenue Chicago, Illinois 60647. Publishes a monthly newsletter promoting neighborhood self-reliance and economic regeneration.
 - * ACORN (Association of Community Organizations for Reform Now), 523 West 15th Street, Little Rock, Arkansas 72202. A multi-state network of advocacy groups. Offers a community organizer training program.
 - * Center for Community Change, 1000 Wisconsin Avenue N.W., Washington D.C. 20005. Provides technical assistance to neighborhood-based groups and community design centers. It is involved in all aspects of neighborhood revitalization.
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- * Community Design Centers, c/o The American Institute of Architects, 1735 New York Avenue N.W., Washington, D.C. 20006. These are centers across the country, staffed by architects and other experts, that offer low cost services and free technical assistance on housing rehabilitation and neighborhood improvement projects in low income communities.
 - * The Grantsmanship Center, 1030 South Grand Avenue, Los Angeles, California 90015. Helps on fund raising for neighborhood organization. Publishes Grantsmanship Center News.
 - * Institute for Community Economics, 120 Boylston Street, Boston, Massachusetts 02116. Supplies information and technical assistance to community and neighborhood organizations that wish to establish community land trusts, both rural and urban areas.
 - * Institute for Local Self-Reliance, 1717 18th Street N.W., Washington D.C. 2009. Does research and provides assistance to neighborhoods and cities in a wide range of fields, including energy, composts, weather proofing, community gardens, and open space management. Publishes Self-Reliance, a bimonthly newsletter describing its projects and local self-help projects around the country.
 - * National Association of Neighborhoods, 1612 20th Street N.W., Washington D.C. 20506. Represents over 180 neighborhoods around the country and provides advocacy services on their behalf. Provides its member organizations with information, training and technical assistance through conferences, workshops and publications.
 - * National Low-Income Housing Coalition, 215 8th Street N.E., Washington D.C. 20002. Provides advocacy and information clearinghouse on low-income housing programs.
 - * National Self-Help Resource Center, 200 S Street N.W., Washington D.C. 2005. Supplies local citizens participating in neighborhood development with information and assistance.
 - * Neighborhood Funding, from Development Training Institute, 518 North Charles Street Baltimore, Maryland 21201, (301) 727-5161.
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Appendix

Appendix A

DESCRIPTION OF RESEARCH METHODOLOGY

Historical Research:

The Research Team began its investigation of the community with a review of past East St. Louis planning efforts. Relevant planning studies, reports, and proposals describing development and revitalization efforts were collected. Particular emphasis was placed upon documentation describing residential conditions as well as improvement efforts. These materials were analyzed for better understanding of the historical evolution of East St. Louis, especially the origins of the City's economic and social problems. Research and Methodology, page 365, in the Bibliography lists the sources reviewed.

Among the materials examined by the Research Team were: past Office of Economic Opportunity, Urban Renewal Administration, Model Cities, and Community Development Block Grant Program proposals, reports, and evaluation studies. Data was supplemented by information from scholarly writings on East St. Louis. Local newspaper articles describing economic and social conditions in East St. Louis appearing in the St. Louis Post-Dispatch, East St. Louis Monitor, and the Belleville News Democrat were also reviewed.

Examination of collected materials provided a basic description of the City's history, changing conditions in older neighborhoods, and various community-based planning proposals. However, these materials provided little information on current physical conditions or projects implemented to address local concerns.

Determining Neighborhood Boundaries:

Citizen input was crucial in the determination of neighborhood boundaries. An East St. Louis Street Map was utilized to facilitate resident response regarding geographic and social perceptions of the neighborhood. Based upon local input the boundaries of the neighborhood, as originally defined by the Research Team, were altered. The 10th to 21st Street and State Street to Illinois Central Railroad designation for Winstanley/Industry Park was determined and accepted by local residents at the Neighborhood Meeting of September 23, 1991.

The East St. Louis Office of Community Development was contacted to secure recent copies of Sidwell tax parcel maps. Based upon this 1989 information, the Research Team constructed a base map for the Winstanley area which included block and lot boundaries. The Winstanley/Industry Park Neighborhood Map is presented in the Introduction, facing page 6.

land use and physical condition information for each of the neighborhood's ninety-seven blocks, a detailed parcel by parcel foot survey was conducted on September 27 and 28, 1991.

The Research Team designed a two page survey instrument to collect data regarding fourteen separate land use characteristics including: parcel number, land use, occupancy, building material, and site condition. A copy of the Land Use and Building Condition Survey is presented in Appendix C. The Neighborhood Map was used to assign seven, two person teams to subsections of the study area. Each team was responsible for surveying the land use and physical conditions for each parcel within their section.

Student survey teams participated in a Land Use and Building Condition and Street Condition Survey Training Session prior to their arrival in the field. They were asked to rate the physical conditions of several sample sites in Urbana, Illinois. The session had three primary objectives: 1) to point out areas of concern in the data collection methodology, 2) to allow survey team participants to ask important clarifying questions prior to assessing target areas, and 3) to reduce variances in field observations by providing a common standard for evaluation.

The collected data presents a clear picture of current neighborhood physical conditions. However, the absence of previous corresponding data made it difficult to analyze overall trends affecting the neighborhood. Results of the Land Use and Building Condition Survey were recorded on IBM's R-Base system. This computer database was instrumental in accurately charting, mapping, and analyzing large amounts of collected information.

Property Ownership:

Information was collected on local property ownership patterns within the Winstanley/Industry Park Neighborhood. Using 1991 data from the St. Clair County Tax Assessor's Office, the Research Team calculated the number of privately and publicly-owned lots within the study area. This data revealed the extent to which the County as well as the School District, City, State, and Federal governments have become involved in local property ownership. This information was cross-tabulated with the Land Use and Building Condition Survey to determine the building and site conditions of publicly-held properties.

Infrastructure:

The evaluation of basic infrastructure in the Winstanley/Industry Park Neighborhood was carried out by means of a Street Condition Survey addressing ten components. The survey studied streets, curbing, sidewalks, manhole covers, street lights, street signs, stop signs, traffic lights, and general drainage. The condition and location of each item was logged on a block by block basis using the Neighborhood Map and the Street Condition Survey form. A copy of the Street Condition Survey form is

Local residents identified 120 key informants. Invitations to participate in interviews were extended to each identified leader through written correspondence or by telephone contact. Follow-up personal contacts were made to set specific interview times. As a result, 25 face-to-face interviews were completed during the weekend of November 15 and 16, 1991. Seven additional interviews were completed over the telephone or through the mail by November 17 and 18, 1991. A list of the organizations interviewed is included in Appendix J.

On November 20 and 21, 1991 the Neighborhood Resident Survey Teams knocked on the door of every fifth house in the Winstanley/Industry Park Neighborhood. They asked residents for their views on the community using the Neighborhood Resident Survey form. The every fifth door approach was chosen to gather a more representative, objective sample of views. During this weekend, the Research Team, along with local volunteers, completed interviews at 45 different households in Winstanley/Industry Park. The low level of completed interviews is due to several factors: lack of staff, the fifth door approach, and poor weather conditions.

Neighborhood Leader and Neighborhood Resident Surveys were conducted by one and two-person teams. Detailed interview notes were kept by each team. Each key informant was told the session was being recorded and promised complete anonymity. All close-ended responses were entered into the Lotus 1-2-3 database spreadsheet program. Interview notes regarding the open-ended responses were typed in narrative form for greater analysis. Neighborhood Leader interviews took place in the respondent's office or at Wesley Bethel United Methodist Church. Neighborhood Resident interviews took place in the respondent's home. The average interview lasted approximately one hour.

The Research Team's analysis of collected data identified areas in which local leaders and residents held similar and opposing views. Where consistent views were found, results were compared to those emerging from the Land Use and Building Condition Survey to identify neighborhood observations that were substantiated through several different sources. Use of these "triangulation" methods were considered vital and support the credibility of community observations. Conflicting data was also analyzed in light of other information gained about the community and if possible the reasons for different viewpoints was explained.

The results of both the Neighborhood Leader and Neighborhood Resident Surveys were scrutinized by local residents in a series of monthly meetings. Members of the Research Team presented the findings of each data set. Meeting participants were encouraged to verify or refute the presentations. This participatory approach to data analysis fostered a sense of collaboration between the Research Team and the neighborhood, uncovered questionable statements, and added strength to the overall analysis of the data.

CENSUS TRACT 5009

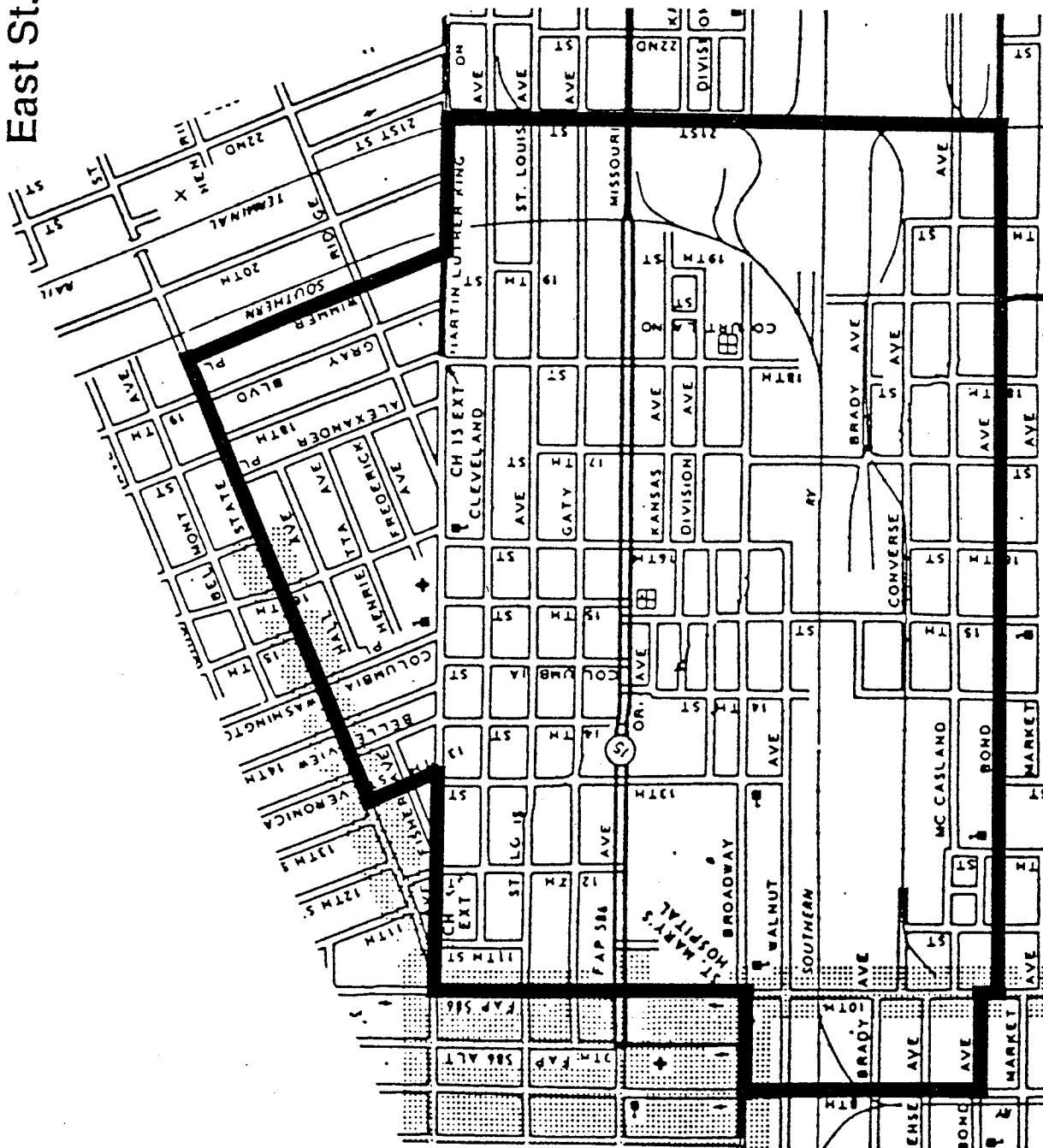
Winstanley/Industry Park East St. Louis, Illinois

Figure B.1

Appendix B



Winstanley/Industry Park Action Research Project
Department of Urban and Regional Planning
University of Illinois at Chicago
Chicago, Illinois 60607
Urban, Illinois 60607 (312) 335-3890



Land Use and Building Codes

| | | | | | | | | | | | | | | |
|------------------------------------|--|-------------------------------------|--|---------------------|--------------------|----------|--------------------|----------------|--------------------|------------|--|--------|------------|-------------------|
| Land Use | Single Family | Multi-Family (1-4) | Multi-Family (5+) | Retail | Wholesale | Industry | Warehouse | Transportation | School | Parks/Rec | Social Services | Church | Vacant Lot | Other (w/comment) |
| SF | MF1 | MF2 | R | WH | I | WA | T | S | PK | SS | C | V | O | |
| Occ.=Occupancy | Occupied | Unoccupied | Unoccupied and Boarded | Partially Occupied | | | | | | | | | | |
| U | UO | PO | | | | | | | | | | | | |
| Bld. Mat.=Building Material | Wood | Brick | Stone | Metal | Other (w/comment) | | | | | | | | | |
| W | B | S | M | O | | | | | | | | | | |
| Fire Evid.=Fire Evidence | Yes | No | | | | | | | | | | | | |
| Y | N | | | | | | | | | | | | | |
| Site Cond.=Site Condition | Mowed and Improved | Mowed | (clean, well kept) | Mowed | (clean, part-kept) | Unmowed | (clean, part-kept) | Unmowed | (trash, part-kept) | Unattended | (trash, abandoned vehicles abandoned appliances) | | | |
| M1 | M | MP | UC | UT | G | | | | | | | | | |
| Tree Cond.=Tree Condition | Good (healthy, free of disease/damage) | Fair (healthy, some disease/damage) | Poor (unhealthy, trunk and limb deterioration) | Dead (void of life) | | | | | | | | | | |
| G | F | P | D | | | | | | | | | | | |
| Ins.=Inspection | Inspection for demolition | Inspection for rehabilitation | No inspection needed | | | | | | | | | | | |
| D | R | N | | | | | | | | | | | | |

Street and Sidewalk Codes

| | | | | | | | | | | | | | | |
|--------------------------------------|---------------------------------|--|--|--|--|--|--|--|--|--|--|--|--|--|
| Street Mat.=Street Materials | Asphalt | Brick | Concrete | Unpaved | | | | | | | | | | |
| A | B | C | UP | | | | | | | | | | | |
| Street Cond.=Street Condition | Good (no obvious deterioration) | Fair (minor cracking, few small potholes) | Poor (large cracks, many potholes, vegetation in cracks) | Deteriorated (major portions of surface missing, large quantities of vegetation) | | | | | | | | | | |
| G | F | P | D | | | | | | | | | | | |
| S. Walk=Side Walk | Yes | No | Partial Sidewalk | | | | | | | | | | | |
| Y | N | P | | | | | | | | | | | | |
| S.W. Mat.=Sidewalk Material | Asphalt | Brick | Concrete | Unpaved | | | | | | | | | | |
| A | B | C | UP | | | | | | | | | | | |
| S.W. Cond.=Sidewalk Condition | Good (no obvious deterioration) | Fair (minor cracking, few small potholes, some vegetation in cracks) | Poor (large cracks, many potholes, large quantities of vegetation) | | | | | | | | | | | |
| G | F | P | | | | | | | | | | | | |
| Curbs | Yes | No | Partial Curb | | | | | | | | | | | |
| Y | N | P | | | | | | | | | | | | |
| Curb. Mat.=Curb Material | Asphalt | Brick | Concrete | | | | | | | | | | | |
| A | B | C | | | | | | | | | | | | |
| Curb Cond.=Curb Condition | Good (no obvious deterioration) | Fair (minor cracking, few small holes) | Poor (large cracks, many holes) | Deteriorated (Major portions of surface missing) | | | | | | | | | | |
| G | F | P | D | | | | | | | | | | | |

Drains, Signs, and Lights

| | | | | | | | | | | | | | | |
|---------------|--------------------------------------|--------------------------------------|--------------------------------------|-----------------------------------|--|--|--|--|--|--|--|--|--|--|
| Drains | Yes | Yes (evidence of clogging) | No | | | | | | | | | | | |
| Y | C | N | | | | | | | | | | | | |
| Signs | Good (signs present, good condition) | Fair (signs present, poor condition) | Poor (sign posts, no signs) | Missing (no sign posts, no signs) | | | | | | | | | | |
| G | F | P | M | | | | | | | | | | | |
| Lights | Good (light fixtures, with bulbs) | Poor (light fixtures, w/o bulbs) | Missing (no light fixtures or bulbs) | | | | | | | | | | | |
| G | P | M | | | | | | | | | | | | |

Public Space:

Included in the Public Space category are recreational spaces maintained by a public housing authority or by a City department.

Religious:

Included in this category are churches, mosques, and synagogues and their offices, convents, and rectories. Also included are parcels containing parking lots, driveways, and garages associated with adjacent religious land uses.

Light-Industrial:

Light-Industrial includes salvage yards, marble and stone cutting, construction contracting, and printing/production operations. Also included are parcels containing parking lots, driveways, and garages associated with adjacent Light-Industrial land uses.

Heavy-Industrial:

The Heavy-Industrial category includes large scale manufacturing, processing, and refining factories; and hazardous waste treatment and disposal facilities. Also included are parcels containing parking lots, driveways, and garages associated with adjacent Heavy-Industrial land uses.

Institutional:

The Institutional category includes hospitals, medical offices, economic recovery agencies, legal services, social services, emission control testing facilities, and day care centers. Also included are parcels containing parking lots, driveways, and garages associated with adjacent Institutional land uses.

Utility:

Utility includes parcels with electrical sub-stations. Also included in this category are parcels containing parking lots, driveways, and garages associated with adjacent Utility land uses.

Warehouse:

Warehouse includes parcels with structures used for the storage, and not sale, of goods. Also included in this category are parcels containing parking lots, driveways, and garages associated with adjacent Warehouse structures.

Appendix E

Table E.1
Site Conditions
Maintained versus Not Maintained
1991

| SITE CONDITIONS | Maintained | Not Maintained |
|------------------|------------|----------------|
| Single-Family | 86% | 14% |
| Multi-Family One | 85% | 15% |
| Multi-Family Two | 93% | 7% |
| Commercial | 49% | 51% |
| School | 100% | 0% |
| Public Space | 80% | 20% |
| Religious | 100% | 0% |
| Light-Industrial | 36% | 64% |
| Heavy-Industrial | 21% | 79% |
| Institutional | 69% | 31% |
| Utility | 50% | 50% |
| Warehouse | 80% | 20% |
| Mixed Uses | 64% | 36% |
| Vacant | 50% | 50% |
| TOTAL | 68% | 32% |

St. Clair County-Owned Properties

| <u>Parcel #</u> | <u>Site Condition</u> | <u>Building Condition</u> |
|----------------------|-----------------------|---------------------------|
| 1-24-0-201-032 | M | F |
| 1-24-0-202-(013-017) | UC | |
| -031-041) | UC | |
| -054 | UT | |
| -(056-059) | M | 056-058 F |
| -062 | M | F |
| -(071-072) | UC | |
| 1-24-0-203-(002-003) | M | |
| 1-24-0-204-009 | MI | F |
| -011 | UC | |
| -(015-018) | UC | |
| -(025-026) | UC | |
| -(033-034) | UC | |
| -045 | UC | |
| -048 | UC | |
| 1-24-0-205-024 | MP | |
| -033 | UT | F |
| 1-24-0-208-001 | UC | |
| 1-24-0-209-016 | G | |
| 2-18-0-309-001 | MP | |
| -(012-014) | M | |
| -023 | UC | |
| -(028-031) | UC | |
| -034 | UT | |
| 2-18-0-313-008 | UT | DP |
| -(020-022) | M | |
| -029 | G | DP |
| 2-18-0-315-013 | UT | |
| -(015-018) | UT-UT-UC | |
| -024 | UC | |
| 2-18-0-317-001 | M | |
| -014 | UC | |
| -(017-020) | UC | |
| 2-18-0-319-002 | M | |
| -004 | UT | |
| -010 | M | |
| -012 | M | |
| 2-18-0-322-008 | M | |

St. Clair County-Owned Properties

| <u>Parcel #</u> | <u>Site Condition</u> | <u>Building Condition</u> |
|----------------------|-----------------------|---------------------------|
| 2-19-0-101-(006-009) | M | |
| -013 | UT | |
| -016 | UC | F |
| -031 | M | |
| 2-19-0-102-016 | M | F |
| 2-19-0-103-(015-016) | G | 016-DP |
| -058 | M | |
| -060 | M | |
| 2-19-0-104-(022-024) | M | |
| -034 | M | |
| 2-19-0-105-(013) | MI | |
| 2-19-0-106-027 | M | |
| -036 | M | |
| 2-19-0-107-032 | UC | |
| -053 | M | |
| 2-19-0-108-009 | UT | |
| 2-19-0-109-(014-017) | M-MP-MP-MP | |
| 2-19-0-110-(001-004) | UC | |
| -(013-015) | G | |
| -034 | UT | |
| 2-19-0-111-(004-014) | UC | |
| -118 | UC | |
| 2-19-0-114-010 | M | |
| 2-19-0-118-014 | UC | |
| -016 | M | G |
| -(076-080) | UT | |
| -087 | UC | |
| 2-19-0-119-007 | UT | |
| -017 | M | |
| 2-19-0-120-006 | UT | |
| 2-19-0-122-013 | MI | |
| 2-19-0-126-001 | MP | DP |

City of East St. Louis-Owned Properties

| <u>Parcel #</u> | <u>Site Condition</u> | <u>Building Condition</u> |
|----------------------|--------------------------|---------------------------|
| 1-13-0-225-031 | UT | |
| 1-13-0-402-001 | MP | |
| 1-13-0-404-036 | MP | |
| 1-13-0-423-040 | M | F |
| -050 | M | |
| 1-13-0-431-007 | UC | |
| 1-13-0-432-021 | M | |
| 1-13-0-433-022 | MI | |
| 1-13-0-435-016 | M | |
| 1-13-0-435-031 | UC | |
| -039 | UC | |
| 1-24-0-205-022 | MP | |
| -(025-028) | MP-MP-UT-UT-DT | O28-DT |
| -(030-031) | G | |
| 1-24-0-207-(022-024) | MP | |
| -(050-064) | MP | |
| 1-24-0-208-(002-008) | UC-UC-UC-UC-UC-UC-M | 008-F |
| -(015-016) | M | |
| 2-18-0-328-003 | UT | |
| -052 | M | |
| -097 | M | F |
| 2-18-0-419-043 | M | |
| 2-18-0-423-006 | G | |
| 2-19-0-122-023 | UT | |
| -031-040 | UT-G-UT-UT-UT-UT-G-G-G-G | 032-037-DP |

School District #189-Owned Properties

| <u>Parcel #</u> | <u>Site Condition</u> | <u>Building Condition</u> |
|----------------------|-----------------------|---------------------------|
| 1-13-0-431-001 | M | |
| -006 | UC | |
| -(016-017) | UC | |
| 1-13-0-432-001 | M | |
| 1-13-0-433-049 | MI | |
| 1-13-0-434-060 | G | |
| 2-18-0-328-(001) | MI | |
| 2-19-0-205-(001-004) | UT | DT |
| -015 | UT | |

Census Tract No. _____
 Tax Block No. _____
 Sheet No. _____ of _____

Surveyor _____
Date: _____

[illegible]

HOUSING

7. Please rank the following on a scale from one to five, with one being the best and five being the worst:

| | | | | | | | |
|-----|--------------------------|---|---|---|---|---|---|
| 7A. | condition of housing | 1 | 2 | 3 | 4 | 5 | 6 |
| 7B. | affordability of housing | 1 | 2 | 3 | 4 | 5 | 6 |
| 7C. | availability of housing | 1 | 2 | 3 | 4 | 5 | 6 |

8. How has the condition of housing changed since you moved here?
Please explain.

9. What could be done to improve the current physical condition of houses in your neighborhood?

10. Have you ever applied for a home improvement loan while living in this neighborhood? Yes____ No____

- 10a. If yes, from which bank or lending institution?

- 10b. If yes, were you granted the home improvement loan?
Yes____ No____

11. What are the reasons most often given by local financial institutions for not providing home improvement loans?

(Record response and circle appropriate letter.)

- A. Personal credit history B. Insufficient income
C. Condition of surrounding blocks D. All of the above

INFRASTRUCTURE IN THE NEIGHBORHOOD

16. Please rank the following on a scale from one to five, with one being the best and five being the worst:

| | | | | | | |
|---------------------|-----------|---|------|------|------|------------|
| 16A. streets | 1 | 2 | 3 | 4 | 5 | 6 |
| 16B. sidewalks | 1 | 2 | 3 | 4 | 5 | 6 |
| 16C. traffic lights | 1 | 2 | 3 | 4 | 5 | 6 |
| 16D. street lights | 1 | 2 | 3 | 4 | 5 | 6 |
| 16E. curbs/gutters | 1 | 2 | 3 | 4 | 5 | 6 |
| 16F. drainage | 1 | 2 | 3 | 4 | 5 | 6 |
| 16G. street signs | 1 | 2 | 3 | 4 | 5 | 6 |
| | excellent | | good | fair | poor | no comment |

17. What do you think could be done to improve these components of the infrastructure?

MUNICIPAL SERVICES IN THE NEIGHBORHOOD

18. Please rank the police service in your neighborhood on a scale from one to five, with one being the best and five being the worst:

18A. police 1 2 3 4 5 6

18B. What do you think should be done to improve police services in your neighborhood?

19. Please rank the fire protection service in your neighborhood on a scale from one to five, with one being the best and five being the worst:

19A. fire 1 2 3 4 5 6

19B. What do you think should be done to improve fire services in your neighborhood?

- 35a. If yes, are you employed full-time or part-time?
Full____ Part____
- 35b. If yes, where is your job located?
(Record response and circle appropriate letter.)
- A. In same neighborhood B. In another ESL neighborhood C. Outside of ESL
D. Outside of St. Clair County E. Outside of Illinois F. In St. Louis, Missouri
36. How many people in your household work full time?
Yes _____ No _____
37. In what range does your monthly household income fall?
- | | |
|------------------|------------------|
| A. \$000-\$250 | F. \$1251-1500 |
| B. \$251-\$500 | G. \$1501-\$1750 |
| C. \$501-\$750 | H. \$1751-2000 |
| D. \$751-\$1000 | I. Over \$2000 |
| E. \$1001-\$1250 | |

NEIGHBORHOOD ORGANIZATIONS

38. What do you think should be the primary goals of a plan to improvement your neighborhood?
39. What do you think will be the major obstacles to achieving these goals?
40. How much influence do you think you have over decisions city administrators make about your neighborhood? Would you say:
- | | | |
|-----------------|-----------------|---------------|
| A. A great deal | C. A little, or | E. Don't Know |
| B. Some | D. None | |
41. Would you be willing to get involved in a neighborhood organization that is seeking community improvements?
Yes____ No____

47. Do you know any individuals or organizations who would be interested in participating in a Neighborhood Improvement Plan?

Yes____ No____

Name

Address

Phone #

Name

Address

Phone #

Thank you for your time and input. Your comments will improve the quality of neighborhood improvement efforts.

DATE:

TIME:

INTERVIEWER:

RESPONDENT:

Address:

How many years have you lived in East St. Louis? in Winstanley?

Age:

Race:

Sex:

ORGANIZATION:

Respondent's position:

How long have you been with (this organization)?

Number of employees/members:

ORGANIZATION BACKGROUND

1. When was this (organization, business, church) founded? Why?
- * 2. What are your organization's current goals and objectives?
- * 3. Identify some of your programs that are aimed at improving the community.
- * 4. Do you believe these efforts are successful? Why or why not?
5. What criteria do you use to evaluate the success of these efforts?
6. What has been (this organization's) experience operating in East St. Louis?
7. What are your experiences in working with other organizations providing services in East St. Louis?

UTILITIES

26. Please rank the following on a scale from one to five, with one being the best and five being the worst:

| | | | | | | | |
|------|------------|-----------|------|------|------|------------|---|
| 26A. | water | 1 | 2 | 3 | 4 | 5 | 6 |
| 26B. | sewer | 1 | 2 | 3 | 4 | 5 | 6 |
| 26C. | gas | 1 | 2 | 3 | 4 | 5 | 6 |
| 26D. | electrical | 1 | 2 | 3 | 4 | 5 | 6 |
| 26E. | phone | 1 | 2 | 3 | 4 | 5 | 6 |
| | | excellent | good | fair | poor | no comment | |

- * 27. What is your organization's experience in dealing with the local utilities?

CONSUMER SERVICES

28. Please rank the following on a scale from one to five, with one being the best and five being the worst:

| | | | | | | | |
|------|---------------------|-----------|------|------|------|------------|---|
| 28A. | grocery shopping | 1 | 2 | 3 | 4 | 5 | 6 |
| 28B. | housewares shopping | 1 | 2 | 3 | 4 | 5 | 6 |
| | | excellent | good | fair | poor | no comment | |

29. What is your organization's experience with local businesses?

EMPLOYMENT

30. Please rank the following on a scale from one to five, with one being the best and five being the worst:

| | | | | | | | |
|------|--------------|-----------|------|------|------|-------------|---|
| 30A. | unemployment | 1 | 2 | 3 | 4 | 5 | 6 |
| 30B. | job skills | 1 | 2 | 3 | 4 | 5 | 6 |
| 30C. | job training | 1 | 2 | 3 | 4 | 5 | 6 |
| | | excellent | good | fair | poor | no comment* | |

31. How would you describe the employment situation in Winstanley?

32. What's your experience with attracting qualified personnel from East St.Louis?

Appendix J

LOCAL LEADER INTERVIEWS

| <u>Organization</u> | <u>Type</u> |
|---|-----------------------|
| 1. Metro East Baptist Association | Religious |
| 2. Land of Lincoln Legal Aid | Social Service |
| 3. Orr Weathers | Tenants' Organization |
| 4. Lessie Bates Davis | Social Service |
| 5. Hoyleton Youth and Family Services | Social Service |
| 6. East St. Louis Office of Community Development | Government |
| 7. Office of Representative Wyvetter H. Younge | Government |
| 8. Southern Illinois University at East St. Louis | Education |
| 9. Joshway Harding Real Estate | Business |
| 10. Head Start - Wesley Bethel | Education |
| 11. Head Start - St. Joseph | Education |
| 12. St. Clair County Grants Department | Government |
| 13. Ernest Marble and Stone Company | Business |
| 14. Lessie Bates Davis | Social Service |
| 15. KETC Television | Media |
| 16. East St. Louis Township Office | Government |
| 17. East St. Louis Office of the Mayor | Government |
| 18. East St. Louis Board of Education | Education |
| 19. Nash Funeral Home | Business |
| 20. First Financial Bank | Financial |
| 21. SW Illinois Metropolitan Planning Commission | Planning |
| 22. East St. Louis Chamber of Commerce | Business |
| 23. East St. Louis Chapter NAACP | Social Service |
| 24. East St. Louis Financial Advising Authority | Financial |
| 25. Orr Weathers | Tenants' Organization |
| 26. East St. Louis Community Fund | Financial |
| 27. Lily Freeman School | Education |
| 28. East St. Louis Arts Council | Social Service |
| 29. Union Bank of Illinois | Financial |
| 30. Wesley Bethel United Methodist Church | Religious |

Organizations Represented

| | |
|-----------------------|---|
| Businesses: | 4 |
| Education: | 5 |
| Financial: | 5 |
| Government: | 5 |
| Media: | 1 |
| Planning: | 1 |
| Religious: | 2 |
| Social Service: | 5 |
| Tenant Organizations: | 2 |

Race

Black: 21
White: 9

Sex

Male: 22
Female: 8

THE HOME-INSPECTION CHECKLIST: INTERIOR INSPECTION

ALL ROOMS

Windows and Doors

Determine whether windows and doors protect the house from weather.

- Are doors and windows weatherstripped?
- Do they open easily? Have working locks?
- Is there evidence of water damage on the insides of windows? Could this be caused by condensation in cold weather?

Walls and Ceilings

Look for stains on ceilings and at tops of walls.

- Are there brown spots on ceilings or walls?
- Do walls bulge? Are ceilings sagging? Are walls or ceilings cracked?
- Is the condition of the paint good?

Floors

Make sure floors are reasonably level.

- Are any areas sagging badly?
- Are there soft spots near doors, around sinks, or near showers and toilets?

Fireplaces and Freestanding Heating Stoves

Make sure these are installed according to code.

- Does the fireplace damper close tightly?
- Is the chimney flue clean? Is there a flue liner? Are mortar joints in good condition?
- Are the wall and ceiling surfaces next to a wood stove adequately protected?

BATHROOM

Check bath carefully for electrical, plumbing, ventilation, and water-damage problems.

- Are bath receptacles protected with ground fault circuit interrupters?
- Is there a vent fan? Where does it discharge?
- Do all fixtures have shut-off valves?
- Is water pressure adequate?
- Are any pipes leaking?
- Are there loose tile around the shower or spongy areas on the floor around the toilet?

KITCHEN AND UTILITY ROOM

Major appliances in the kitchen must be inspected individually. Frequently, the electrical service, the water heater, and the furnace and air conditioner will also be located in the kitchen or utility room.

- Does the water heater have shut-off valves? A pressure-relief valve?

- Do all appliances work? Test each range element.
- Is there a vent over the kitchen stove? Does it discharge to the out-of-doors?
- Is all plumbing free of leaks?
- Is water pressure adequate?
- Are electrical outlets grounded? Are there enough outlets around the counter?

ATTIC

Look for attic insulation and ventilation.

- Is the attic insulated?
- What is the material? How many inches?
- Is the attic well ventilated?
- Is the roof sheathing (the wood to which the shingles are nailed) in good condition? Are there signs of water damage? Check chimney area carefully.
- Is there rust on the nails or stains of the sheathing?
- Do any exhaust fans vent into the attic?
- Have any structural members (such as rafters or trusses) been cut to allow ductwork placement?

BASEMENT/CRAWL SPACE

Inspect for water and insect damage.

- Are there cottony white growths or black mildew stains on any wood members? Does a screwdriver or scratch awl penetrate the wood?
- Are there mud tubes on wood members or foundation walls? Are there piles of sawdust beneath wood? Small holes or channels where insects might have entered?
- Is exposed earth or gravel covered with plastic?
- Are the crawl space or basement walls insulated?
- Are there crawl space vents?

MECHANICAL AND ELECTRICAL SYSTEMS

Electrical System

Look for an electrical system to meet the buyers' needs.

- How many amps does the system have?
- Are there circuit breakers or fuses?
- Is there knob-and-tube wiring?

Heating and Cooling System

Check the age of the heating and cooling equipment.

- Is there rust visible inside (near the burner) of the forced-air furnace? Inside the water heater?
- Are there cracks in the furnace heat exchanger?
- Do the furnace and air conditioner heat/cool the house? Turn them on to check.
- Is the boiler leaking or corroded?

North-East Quadrant (continued)

| <u>block # - parcel #</u> | <u>street</u> | <u>land use</u> | <u>occupancy</u> | <u>ownership</u> |
|---------------------------|---------------|-----------------|------------------|------------------|
| 325 - 043 | Frederick | sf | 1 | |
| 325 - 044 | Frederick | sf | 1 | |
| 326 - 008 | Frederick | sf | 0 | |
| 326 - 033 | M.L.King | mf | 2 | St.Clair County |
| 326 - 041 | Ridge | mf | 2 | |
| 327 - 003 | M.L.King | sf | 1 | St.Clair County |
| 329 - 058 | 18th | sf | 1 | |
| 329 - 060 | 18th | sf | 1 | |
| 330 - 015 | M.L.King | com | 0 | |
| 419 - 018 | 18th | sf | 1 | |
| 419 - 019 | 18th | sf | 1 | |
| 419 - 028 | 18th | mf | 2 | |
| 419 - 052 | 18th | mf | 0 | |
| 419 - 053 | 18th | mf | 0 | |
| 419 - 060 | Gray | sf | 1 | |
| 419 - 062 | Gray | sf | 1 | |
| 419 - 074 | Gray | mf | 0 | St.Clair County |
| 420 - 001 | State | com | 0 | |
| 420 - 002 | State | com | 0 | |
| 420 - 009 | Gray | sf | 1 | |
| 420 - 011 | Gray | sf | 1 | |
| 420 - 013 | Gray | sf | 1 | |
| 420 - 016 | Gray | sf | 1 | |
| 420 - 017 | Gray | sf | 1 | |
| 420 - 025 | Gray | sf | 1 | |
| 420 - 026 | Gray | sf | 1 | |
| 420 - 032 | Gray | sf | 1 | |
| 420 - 044 | Ridge | mf | 3 | |
| 420 - 065 | Wimmer | mf | 1 | |
| 420 - 090 | Gray | sf | 1 | St.Clair County |

Central District - East

| <u>block # - parcel #</u> | <u>street</u> | <u>land use</u> | <u>occupancy</u> | <u>ownership</u> |
|---------------------------|---------------|-----------------|------------------|------------------|
| 100 - 020 | Cleveland | sf | 0 | |
| 100 - 022 | Cleveland | sf | 1 | |
| 100 - 025 | Cleveland | sf | 1 | |
| 100 - 028 | Cleveland | sf | 1 | St.Clair County |
| 100 - 097 | Cleveland | sf | 1 | |
| 102 - 012 | Gaty | sf | 0 | |
| 105 - 027 | St.Louis | mf | 1 | |
| 106 - 031 | Missouri | sf | 1 | |
| 106 - 035 | Missouri | sf | 1 | |
| 113 - 042 | Cleveland | mf | 1 | |
| 114 - 043 | St.Louis | mf | 0 | |
| 114 - 045 | St.Louis | sf | 0 | |
| 114 - 054 | St.Louis | mf | 0 | |
| 115 - 007 | Cleveland | sf | 1 | |

Southeast Quadrant

| <u>block # - parcel #</u> | <u>street</u> | <u>land use</u> | <u>occupancy</u> | <u>ownership</u> |
|---------------------------|---------------|-----------------|------------------|-------------------|
| 103 - 010 | Missouri | sf | 1 | |
| 103 - 014 | Missouri | sf | 1 | |
| 103 - 042 | Kansas | sf | 1 | |
| 104 - 013 | Division | sf | 1 | |
| 107 - 031 | Kansas | sf | 0 | |
| 107 - 051 | Kansas | sf | 0 | |
| 107 - 057 | Missouri | mf | 1 | |
| 108 - 005 | Division | sf | 0 | Housing Authority |
| 108 - 022 | Division | sf | 1 | |
| 110 - 016 | Division | sf | 0 | |
| 110 - 031 | Division | com | 0 | |
| 110 - 049 | Broadway | sf | 1 | |
| 110 - 062 | Broadway | sf | 0 | |
| 118 - 048 | Kansas | sf | 1 | |
| 118 - 051 | Kansas | mf | 2 | |
| 118 - 093 | Kansas | sf | 0 | |
| 119 - 009 | Courtland | mf | 0 | Housing Authority |
| 120 - 013 | 19th | sf | 0 | Housing Authority |
| 122 - 056 | Division | sf | 0 | Housing Authority |
| 204 - 010 | 16th | sf | 1 | |

Southwest Quadrant

| <u>block # - parcel #</u> | <u>street</u> | <u>land use</u> | <u>occupancy</u> | <u>ownership</u> |
|---------------------------|---------------|-----------------|------------------|-------------------|
| 201 - 047 | Broadway | mf | 3 | |
| 205 - 003 | Broadway | com | 0 | |
| 205 - 004 | Broadway | mf | 3 | |
| 205 - 028 | Broadway | sf | 1 | St.Clair County |
| 205 - 034 | Walnut | com | 0 | |
| 206 - 011 | Broadway | mf | 0 | |
| 206 - 014 | Broadway | mf | 0 | |
| 206 - 016 | Broadway | mf | 1 | |
| 206 - 034 | Walnut | sf | 1 | |
| 206 - 037 | Walnut | sf | 1 | |
| 209 - 002 | Walnut | sf | 1 | |
| 430 - 016 | Missouri | com | 0 | |
| 430 - 025 | 14th | mf | 4 | Housing Authority |
| 430 - 035 | Orr-Weathers | mf | 3 | Housing Authority |

C. New Wiring

1. Amount of Electrical Wire: exact figures of linear feet of wire were not known, figures were estimated
2. Materials: romex wiring, 100 amp service panel
3. Unit Costs: romex wiring, \$2,000; service panel, \$600
4. Total Costs (estimated): \$2,600 $\{ \$2,000 + \$600 \}$

D. New Plumbing

1. Amount of Pipe: exact figures were not known, costs were estimated
2. Materials: various lengths and shapes of pipe
3. Total Costs (estimated): \$3,000

E. New Windows

1. Number of Windows Replaced: seven
2. Type of Window: double hung, solid vinyl
3. Unit Cost: \$230 per window
4. Total Costs: \$1,610 $\{ 7 \text{ windows} \times \$230/\text{window} \}$

F. New Exterior Doors

1. Number of Doors Replaced: two
2. Type of Door: mineral-core birch, MDO face, 60 minute fire rating
3. Unit Cost: \$130 per door
4. Total Costs: \$260 $\{ 2 \text{ doors} \times \$130/\text{door} \}$

G. New Carpet

1. Floor Size: 450 square feet $\{ 15 \text{ ft.} \times 30 \text{ ft.} \}$
2. Materials: FHA minimum carpeting, padding included, contractor installed
3. Unit Costs: \$1.85 per square foot
4. Total Costs: \$832.50 $\{ 450 \text{ square feet} \times \$1.85/\text{square foot} \}$

H. New Tile

1. Floor Size: 225 square feet $\{ 15 \text{ ft.} \times 15 \text{ ft.} \}$
2. Materials: vinyl composition tile, 1/8 inch thick, contractor installed
3. Unit Costs: \$1.30 per square foot
4. Total Costs: \$292.50 $\{ 225 \text{ square feet} \times \$1.30/\text{square foot} \}$

I. New Interior Wall Treatments (less than 40% replacement)

1. Interior Wall Surface Area: 2,000 square feet (approximate)
2. Materials: scrape and patch 40% of plaster, paint ceilings and walls
3. Unit Costs: \$1.34 per square foot
4. Total Costs: \$2,680 $\{ 2,000 \text{ square feet} \times \$1.34/\text{square foot} \}$

Appendix N

Office of Community Development
301 E. Broadway
East St. Louis, IL 62201

Home Repair Rebate Program Program Description

The Program

The East St. Louis Office of Community Development (OCD) has funding assistance available for eligible home repairs for low and moderate income owner-occupants. A total of \$350,000 is available for this program. The amount of assistance available to the homeowner is dependent on household income, and will be in the form of a partial rebate. Selection of participants will be done on a first-come first-serve basis. Assistance is available throughout the City, but a portion of the funds will be designated for elderly residents and residents of the target neighborhoods - Emerson Park and Landsdowne.

General Eligibility

In order to be eligible for the Home Repair Rebate Program, all of the following criteria must be met:

1. The property must be an owner-occupied single-family or two-family structure.
2. The applicant's total gross income does not exceed 80% of the area median income.
3. The repairs needed are included in the list of eligible repairs for this program.
4. The property is not in a floodplain, or if the property is in a floodplain the homeowner must have flood insurance.

Eligible Repairs

The following repairs are eligible under the Home Repair Rebate Program:

- Repair or replacement of plumbing systems and their components.
- Repair or replacement of heating systems and their components.
- Repair or replacement of electrical systems and their components.
- Roof repair or replacement
- Exterior painting if required by City building code
- Replacement of windows and doors to improve energy efficiency
- Smoke detectors (required)
- Inspection of repairs for compliance with City building codes (required)

The last two items on the list - smoke detectors and code inspection - will be required for all program participants. All repairs made through this program must be in compliance with City building codes. The homeowner will not receive a rebate on any repairs that are not in compliance with City building codes.

The Rebate

The funding assistance available will be in the form of a rebate of a percentage of the total cost of repairs. There are three levels of assistance. Dependent on income, the homeowner will receive a 50%, 75%, or 95% rebate of approved repair costs. The maximum expenditure per house is \$10,000.

| | Level 1 50% Rebate | Level 2 75% Rebate | Level 3 95% Rebate |
|-----------------------------|-----------------------|-----------------------|-----------------------|
| Max. Expenditure - \$10,000 | \$5,000 | \$7,500 | \$9,500 |

Home Repair Rebate Program Application for Assistance

Participant Information

Name _____
Last _____ Husband _____ Wife _____
Address _____
_____ Street _____ Zip Code _____
Phone: Home _____ Work _____
Best time to contact _____
How many living in your household? Adults _____ Children _____
Income from all sources? Monthly? _____ Annual? _____
(Includes wages, interest, pension, social security, government payments, alimony, child support, etc. for the year beginning January 1, 1991 and ending December 31, 1991)
Do you own your own home? _____
Age(s) of homeowner(s)? _____
Do you live in the Emerson Park or Landsdowne neighborhood? (see attached map) _____
Is your home in a flood plain? (see attached map) _____
If yes, do you have flood insurance? _____
What repairs are needed? _____

I have thoroughly read, understand, and agree to comply with, all materials in the application package and have completed the Application, in full, and accurately, to the best of my knowledge.

Owner _____

Owner _____

Office Use Only

Date _____
Received by _____ Ward _____
Elderly (62+) _____
Neighborhood _____
Citywide _____
Level 1 _____
Level 2 _____
Level 3 _____
Comments _____

Appendix O

GUIDELINES FOR DEVELOPING THE COLUMBIA PLACE MARKET AND PARK

One of the basic goals of the Columbia Place Market Program is to create a place with meaning that will contribute to the identity and image of the neighborhood. A place with meaning has visual prominence, and is unlike other areas in the neighborhood or city. It hosts everyday activities and becomes a familiar activity center. It has interesting art and architecture and reinforces local heritage and experience. It is a location that identifies the neighborhood.

In order to achieve this goal a set of guidelines has been designed for development of the market site. These guidelines should direct the efforts of all people and organizations as they pursue the implementation of the Columbia Place Market. The following design guidelines shall be met in the development of the site:

Access:

The economic success of the market hinges on its ability to attract customers from throughout the region. Customers and retail vendors will need to easily enter the market by auto, truck, and foot. The design of the site and its surroundings should not prevent those with physical disabilities from accessing the market.

1. Vehicular and pedestrian access from State Street to Columbia Place and from 16th Street to Hall Avenue shall be maintained.
2. Handicapped accessible ramps shall be provided at cross walks at the following intersections: State/Columbia, State/16th, and 16th/Hall, and shall conform to State of Illinois Handicapped Accessibility Standards.
3. Market entrance and egress shall be made accessible to the handicapped.
4. The vacant lots (tax block#: 311 and parcel#: 007,009) on 14th Street between State Street and Martin Luther King Drive shall be improved and maintained as a visual easement and a pedestrian right of way to and from the market.

Lighting:

The lighting should create a safe and functional environment during both night and day. The appropriate placement of light poles will create a special image for the market site.

3. Healthy trees that are currently on the site shall be maintained in existing locations where possible. Transplanting trees that must be moved to publicly controlled property in the area of the neighborhood designated as a buffer zone is encouraged.

Site Design:

Design guidelines ensure that the Market serves the important function of a link in the phasing of physical improvements throughout the neighborhood.

1. The design and placement of the structure shall be oriented in such a way that gives expression to an east-west linear park.
2. The linear park shall offer both active and passive recreational opportunities. The park design shall focus most strongly on recreational activities for residents under the age of eighteen.
3. The retention of existing occupied housing and sound commercial structures is encouraged.

Design and Construction of Market:

Construction guidelines insure that the actual physical structure facilitates successful and prosperous market place activities. Also important is that the structure accommodate other important uses throughout the year.

1. The design and construction of the market and surroundings should permit a variety of uses including outdoor musical and dance performances, community meetings, and festival celebrations.
2. The structure should be one story and allow views from the entire length of the building.
3. Its eventual design and construction should be based on the following elements of successful public markets in located through the nation:
 - a. Easy to follow layout with clear aisles, and visible signs,
 - b. Dramatic entrance treatments that invite and welcome customers,
 - c. Stall design that promotes cross market visibility,
 - d. Uniform signage that is easy attractive and easy to see,
 - e. Good lighting that illuminates all areas of the market,
 - f. Separate and visually removed locations for critical facilities,

Appendix P

Contact List for St. Louis Area Colleges and Universities

Belleville Area College

2500 Carlyle Rd.
Belleville, IL 62221
618-235-2700

Clayton University

7710 Cardondelet Ave.
St. Louis, MO 63105
Mailing address
P.O. Box 16150
St. Louis, MO 63105
314-727-6100

East Central College

Highway 50 & Prairie Dell Rd.
Union, MO 63084
Mailing address
P.O. Box 529
Union, MO 63084
314-583-5193

Fontbonne College

6800 Wydown Blvd.
St. Louis, MO 63105
314-862-3456

St. Mary's College of O'Fallon

200 N. Main St.
O'Fallon, MO 63366
314-441-7040

Greenville College

315 E. College Ave.
Greenville, IL 62246
618-664-1840

Harris-Stowe State College

3026 Laclede Ave.
St. Louis, MO 63103
314-533-3366

Jefferson College

Hillsboro, MO 63050
Mailing address
P.O. Box 1000
Hillsboro, MO 63050
314-789-3951

Jefferson College North

4500 Jeffco Blvd.
Arnold, MO 63010
314-933-0202

Kaskaskia College

(Operated by Community College
District No. 501)
Sattuc Rd.
Centralia, IL 62801
618-532-1981

Laclede School of Law

8356 Big Bend Blvd.
St. Louis, MO 63119
314-961-7663

Lewis & Clark Community College

5800 Godfrey Rd.
Godfrey, IL 62035
618-466-3411

Lindenwood College

Kingshighway & First Capitol Drive
St. Charles, MO 63301
314-946-6912

Logan College of Chiropractic

1851 Schoettler Rd.
Chesterfield, MO 63017
Mailing address
P.O. Box 100
Chesterfield, MO 63017
314-227-2100

American Red Cross
St. Louis Be-State Chapter:
4050 Lindell Blvd.
St. Louis, MO 63108
314-658-2000

Arts & Education Council
40 N. Kingshighway Blvd.
St. Louis, MO 63108
314-367-6330

Belleville Area College
2500 Carlyle Rd.
Belleville, IL 62221
618-235-2700

Berlitz School of Languages
200 S. Hanley Rd.
St. Louis, MO 63105
314-721-1070

Carnegie (Dale) Institute of St. Louis
10880 Baur Blvd.
St. Louis, MO 63132
314-991-4490

Columbia College - St. Louis Area
(College headquarters in Columbus,
MO.)
10350 Baltimore (St. Ann), MO 63074
314-429-5500

Hickey School
(Suby. of Bradford Schools Inc. of
Pittsburgh, PA)
6710 Clayton Rd.
St. Louis, MO 63117
314-644-2866

**International Institute for Advanced
Studies**
8000 Bonhomme
St. Louis, MO 63105
314-725-6068

**International Institute of
Metropolitan St. Louis**
3800 Park Ave.
St. Louis, MO 63110
314-773-9090

Jewish Community Centers Association
2 Millstone Campus Dr.
St. Louis, MO 63146
314-432-5700

Jewish Federation of St. Louis
12 Millstone Campus
St. Louis, MO 63146
314-432-0020

Medical Professions Institute
9100 Lackland Rd.
St. Louis, MO 63114
314-429-3344

Metropolitan College
221 N. Grand
St. Louis, MO 63103
314-658-2330

Missouri Cooperative Extension Service
University of Missouri-St. Louis
8001 Natural Bridge Rd.
St. Louis, MO 63121
314-553-5184

New Directions Center
5101 McRee Ave.
St. Louis, MO 63110
314-776-2215

SIU Business Development Center
Campus Box 1107 SIU - E
Edwardsville, IL 62026
618-692-2929

**University of Illinois Cooperative
Extension Service**
St. Clair County Office:
116 S. Charles St.
Belleville, IL 62222
618-233-1047

St. Louis Science Center
(Operated by the Museum of Science &
Natural History
Subdistrict)
Forest Park:
5100 Clayton Ave.
St. Louis, MO 63110
314-289-4400

Sanford Brown Business College
4100 Ashby Rd.
St. Ann, MO 63074
314-427-7100
Des Peres Campus:
12006 Manchester Rd.
St. Louis, MO 63131
314-822-7100

**United Nations Assn. of Greater St.
Louis**
(Chapter of United Nations Association
of the USA, NYC)
7359 Forsyth Blvd.
St. Louis, MO 63105
314-721-1961

Urban League of Metropolitan St. Louis
St. Louis Offices:
3701 Grandel Square
St. Louis, MO 63108
Mailing address:
P.O. Box 8138
St. Louis, MO 63156
314-371-0400

Vatterott Educational Centers
3925 Industrial Dr.
St. Ann, MO 63074
314-428-5900

Webster University
(Formerly Webster College)
470 E. Lockwood Ave.
St. Louis, MO 63119
314-968-6900

Wespine Study Center
(Organization aka Association for
Educational Development,
with national hq in Chicago, IL)
100 E. Essex Ave.
St. Louis, MO 63122
314-821-1608

YWCA of Metropolitan St. Louis
(Affiliate of National Board YWCA in
NYC)
1015 Locust St. Ste. 734
St. Louis, MO 63101
314-421-2750