

**THE WINSTANLEY/INDUSTRY PARK  
COMMUNITY DEVELOPMENT  
BLOCK GRANT PROPOSAL  
1992-1993**

*A First-Year Comprehensive Funding Strategy for the  
Winstanley/Industry Park Neighborhood of East St. Louis*

**Presented to:**

**East St. Louis Office of Community Development  
City of East St. Louis  
301 North Broadway  
East St. Louis, Illinois 62201**

**Submitted by:**

**Winstanley/Industry Park Neighborhood Organization  
c/o Wesley Bethel United Methodist Church  
1411 Missouri Avenue  
East St. Louis, Illinois 62205**

**September 1992**

OCT 4 1993

**THE WINSTANLEY/INDUSTRY PARK  
COMMUNITY DEVELOPMENT  
BLOCK GRANT PROPOSAL  
1992-1993**

*A First-Year Comprehensive Funding Strategy for the  
Winstanley/Industry Park Neighborhood of East St. Louis*

**Presented to:**

**East St. Louis Office of Community Development  
City of East St. Louis  
301 North Broadway  
East St. Louis, Illinois 62201  
(618) 482-6635**

**Submitted by:**

**Winstanley/Industry Park Neighborhood Organization  
c/o Wesley Bethel United Methodist Church  
1411 Missouri Avenue  
East St. Louis, Illinois 62205  
(618) 274-2323**

**Prepared by:**

**Carla R. Spradlin  
Department of Urban and Regional Planning  
University of Illinois Urbana-Champaign**

**September 1992**

711.5804 1756  
SP 71W.  
cpx

## Table of Contents

	Page
Table of Figures	
Table of Tables	
Chapter One	
The University of Illinois East St. Louis Action Research Project	1
Origins of the Winstanley/Industry Park Action Research Project	1
The Winstanley/Industry Park Neighborhood Improvement Plan	2
Chapter Two	
An Analysis of Existing Conditions in the Winstanley/Industry Park Project Area	4
Description of Strengths and Weaknesses	4
Statement of Stabilization Needs	8
The Goal of the Neighborhood Improvement Plan	9
Chapter Three	
Objectives of the Neighborhood Improvement Plan	10
Emergency Infrastructure Improvements	10
Housing	10
Urban Design	10
Economic Development	10
Drugs and Crime	10
City-wide Policy Initiatives	10
Community Planning	10
Chapter Four	
East St. Louis Community Development Block Grant Program	12
Objectives of the Program	12
Current Funding	12
Chapter Five	
Winstanley/Industry Park 1992-93 Community Development Block Grant Proposal	13
First-Year Program Objectives	13
Emergency Infrastructure Interventions	13
Housing	13
Designing our Urban Environment	13
Community Planning	14

<b>Chapter Six</b>	
Winstanley/Industry Park 1992-93 CDBG Action Program	15
Initiative #1 - Infrastructure Assessment	15
Initiative #2 - Manhole Cover Replacement and Inspection	16
Initiative #3 - Immediate Infrastructure Improvements	17
Initiative #4 - Demolition of Dilapidated Structures	21
Initiative #5 - Rehabilitation of Deteriorated Structures	23
Initiative #6 - Entry Point Project	25
Initiative #7 - Illinois Avenue Park	26
Initiative #8 - Community Planning	28
<b>Chapter Seven</b>	
Program Administration	30
<b>Chapter Eight</b>	
Budget Proposal for 1992-93 CDBG Activities	31
<b>Bibliography</b>	32

## Table of Figures

After Page

<i>Figure A</i>	<i>City of East St. Louis, Illinois</i>	<i>1</i>
<i>Figure B</i>	<i>Winstanley/Industry Park</i>	<i>1</i>
<i>Figure C</i>	<i>Missing Manhole Covers</i>	<i>15</i>
<i>Figure D</i>	<i>Infrastructure Sub-areas</i>	<i>17</i>
<i>Figure E</i>	<i>Street Conditions and Traffic Indicators</i>	<i>18</i>
<i>Figure F</i>	<i>Sidewalk and Streetlight Conditions</i>	<i>21</i>
<i>Figure G</i>	<i>Entry Point Project</i>	<i>26</i>

## Table of Tables

	Page
<i>Table 1</i>	
<i>Total Number and Operating Status of Street Lights</i>	20

Chapter One:

The University of Illinois at Urbana-Champaign  
East St. Louis Action Research Project

## **The University of Illinois at Urbana-Champaign East St. Louis Action Research Project**

In 1987, State Representative Wyvetter H. Younge requested President Stanley Ikenberry's assistance in recruiting University of Illinois students and faculty to conduct projects to address the pressing social and economic needs of the City of East St. Louis. In response, President Ikenberry gathered representatives from the College of Commerce and Business Administration, the School of Architecture, and the Departments of Landscape Architecture and Urban and Regional Planning to discuss how each unit could aid new community and economic development efforts in the City.

In 1988, three of the four units chose to collaborate on a series of technical assistance projects in East St. Louis. Following consultation with local community leaders, social service providers, and area planners, the Department of Urban and Regional Planning choose to concentrate its efforts on the housing and community development needs of the City's older residential neighborhoods.

The Department began this effort by identifying community organizations whose development efforts could be enhanced by University research and planning assistance. Through the Lessie Bates Davis Neighborhood Center's Department of Outreach and Community Organization contact was made with representatives of the Emerson Park Development Corporation. Using a highly participatory research approach, University students began assisting residents from this neighborhood in developing a comprehensive stabilization plan.

The Emerson Park Neighborhood Improvement Plan, which won the American Institute of Certified Planners 1992 National Student Award, was the first plan to be completed. Accomplishments of the plan include a summer-long clean-up of more than twenty neighborhood lots, completion of a Neighborhood Safety Plan, and submission of a Community Development Block Grant Proposal. Presentation of the Emerson Park plan before the Metro East Area Project Board (MEAPB) stimulated further local research project opportunities. The highly participatory process utilized in Emerson Park has since been applied to neighborhood improvement efforts in both Lansdowne and Winstanley/Industry Park.

### **Origins of the Winstanley/Industry Park Action Research Project**

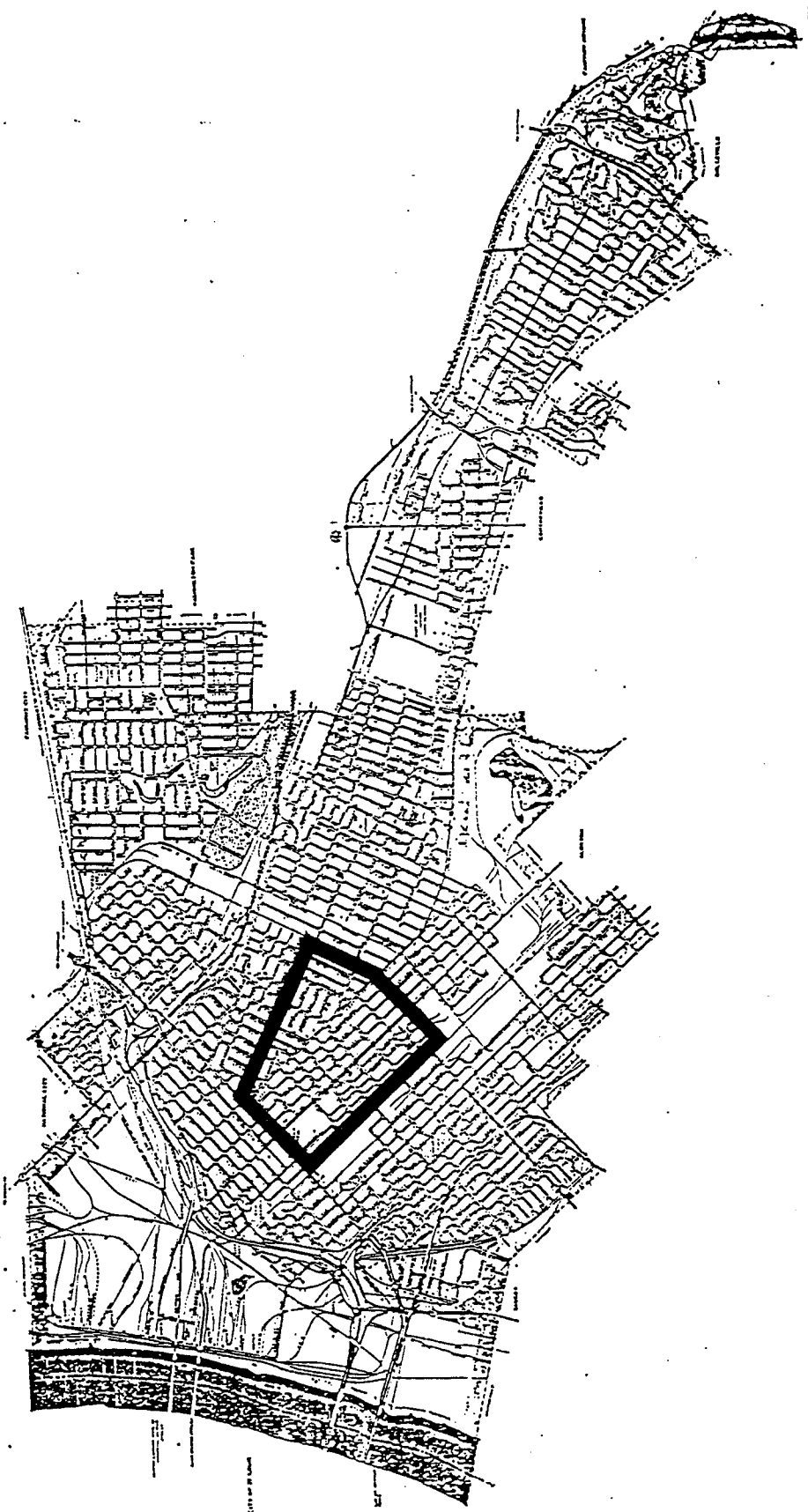
The success of University supported, community-based planning efforts in both Emerson Park and Lansdowne encouraged Reverend Gary Wilson of Wesley Bethel United Methodist Church to contact the Department of Urban and Regional Planning to discuss a possible project in Winstanley/Industry Park. This area is defined 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 A** indicates the neighborhood's location in the City while **Figure B** presents borders of the neighborhood project area.



# Winstanley/Industry Park

## East St. Louis, Illinois

Figure A

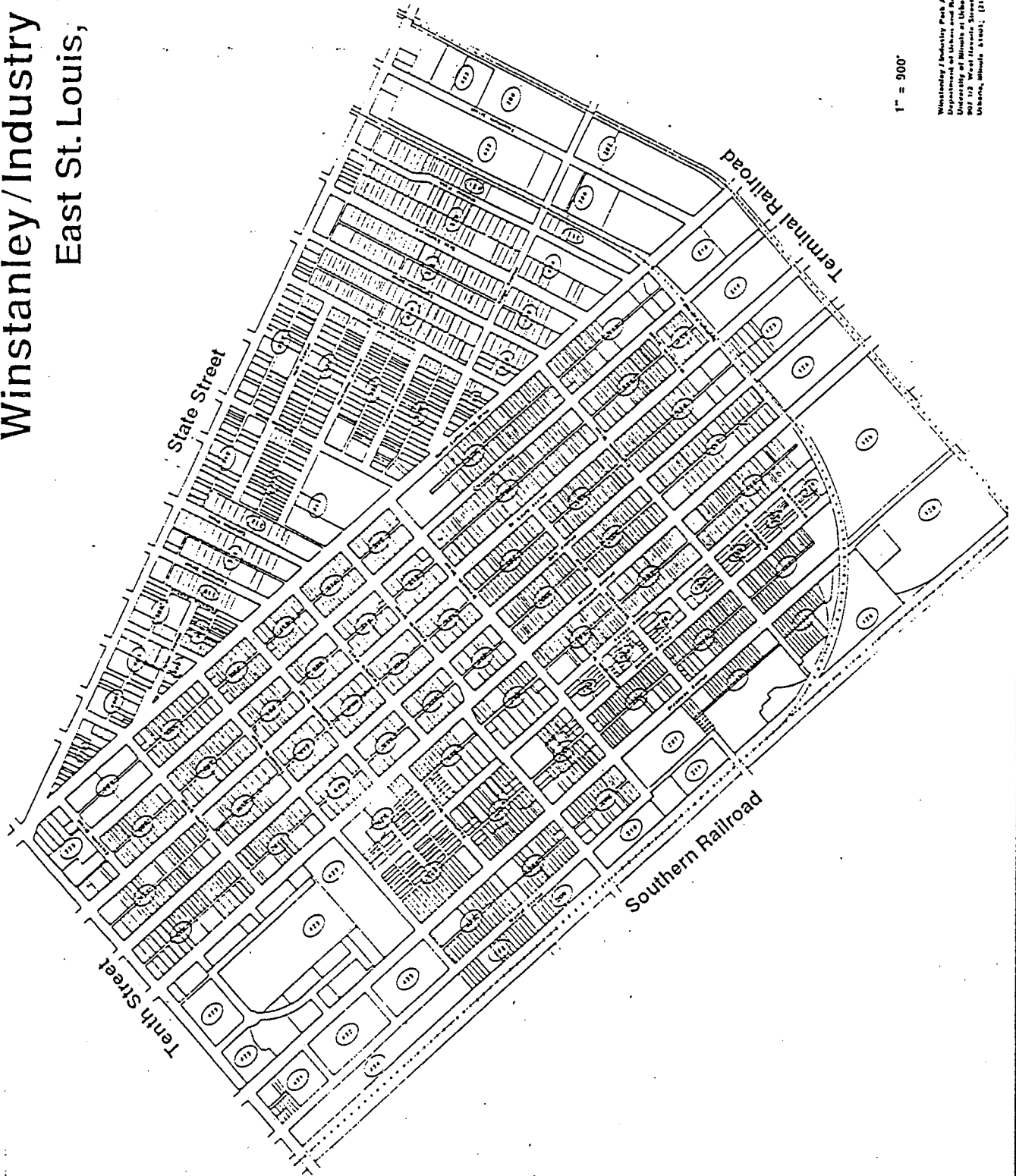


Winstanley/Industry Park Action Research Project  
Department of Urban and Regional Planning  
University of Illinois at Urbana-Champaign  
1107 S. Goodwin Avenue  
Urbana, Illinois 61801 (312) 333-3400

THE NEIGHBORHOOD

Winstanley/Industry Park  
East St. Louis, Illinois

Figure B



1" = 900'

N

Winstanley/Industry Park Action Research Project  
Department of Urban and Regional Planning  
University of Illinois at Chicago  
900 12 West Harrison Street  
Chicago, Illinois 60641 (312) 333-3400

In August 1991, a group of local residents and University students with faculty assistance began to document neighborhood conditions in Winstanley/Industry Park as part of the process of developing a neighborhood stabilization plan. The intent of the Research Project was to create an active community-based organization that could effectively press for the enactment of a comprehensive Neighborhood Improvement Plan for stabilizing and improving the area.

Winstanley/Industry Park is a community that has experienced severe economic decline and increasing social problems. Over the past thirty years residents have watched local services deteriorate while City Hall spent their limited resources on waterfront and downtown revitalization efforts to boost economic development. The failure to fund necessary neighborhood improvement projects has contributed to the area's decline.

The Neighborhood Improvement Plan for Winstanley/Industry Park builds on the area's strengths and addresses emergency physical stabilization efforts, housing issues, social concerns, economic growth, job development, intergovernmental relations, and neighborhood empowerment. The Winstanley/Industry Park Research Project is an integral component in the continuing effort by City officials, residents, and the University of Illinois to improve the quality of life in East St. Louis.

### **The Winstanley/Industry Park Neighborhood Improvement Plan**

The University of Illinois Research Team, began its' investigation of the community by reviewing past East St. Louis planning documents. Relevant studies, reports, and proposals describing past development and revitalization efforts were reviewed. This material was analyzed to achieve a better understanding of the social evolution of East St. Louis, especially the origins of the City's economic and social crisis. This analysis resulted in a basic description of the City's history, changing neighborhoods, and past community-based planning efforts. However, it provided little information on current physical conditions or projects that were implemented to address local concerns.

The Project Team verified recent population changes in Winstanley/Industry Park and East St. Louis by examining relevant U.S. Census Bureau information. Statistics regarding the Project Area's total population, household types, racial composition, age, household size, occupancy, education, income, poverty, employment, occupation, and industrial sector, were collected and analyzed. Census information was supplemented with data gathered during comprehensive Land Use and Building Condition, Site Condition and Street Condition surveys. In addition, local residents and leaders were interviewed by students and resident volunteers to gather data about their perceptions of the neighborhood.

In response to residents' criticisms of the "top-down" nature of past municipal planning processes, a serious effort was made to involve local residents and leaders in formulation of the Neighborhood Improvement Plan. Bi-monthly meetings were held by the Research Team with members of the Winstanley/Industry Park Neighborhood Organization to discuss the projects' development. Local input was consistently sought on the research plan, survey instruments, data analysis, and overall planning strategies of the project.

The Winstanley/Industry Park Neighborhood Improvement Plan describes current neighborhood conditions, the views of local residents and community leaders, and identifies issues for immediate public action. The Plan also presents an overall strategy consisting of seven program objectives, containing over sixh-five specific proposals for stabilizing and improving the neighborhood. Most proposals include a description of recommended actions, identify potential support organizations and funding sources. Upon reviewing the Neighborhood Improvement Plan residents enthusiastically adopted it at an open community meeting on April 23, 1992.

Copies of the Winstanley/Industry Park Neighborhood Improvement Plan can be obtained for \$43.75 plus shipping and handling by contacting Greg Jones, M.A., Instructional Copying Coordinator, Department of Speech Communication 44 Main Library 1408 West Gregory Drive Urbana, Illinois 61801 (217) 244-1455.

## **Chapter Two:**

### **An Analysis of Existing Conditions in the Winstanley/Industry Park Project Area**

## **An Analysis of Existing Conditions in the Winstanley/Industry Park Project Area**

The following section presents a summary of the existing conditions chapter from the Winstanley/Industry Park Neighborhood Improvement Plan. A complete analysis of this data and a supportive methodology are found in Appendix A of the Plan.

### **NEIGHBORHOOD STRENGTHS**

**Winstanley/Industry Park is distinguished from other local neighborhoods by its:**

**Central location which gives it excellent access to downtown East St. Louis, the St. Louis business district, and other regional employment centers.**

Winstanley/Industry Park is located adjacent to the East St. Louis central business district. The commercial strip along State Street and businesses located in the western part of the neighborhood along 10th Street from State to Missouri are extensions of downtown business activity.

The neighborhood provides excellent automobile and mass transit access to most locations within the metropolitan area. Major arterials traveling through the neighborhood provide easy access to Interstate 70 and downtown St. Louis. Regular bus service and the proposed Metro Link extension complement the area's strong automobile access.

**Substantial stock of existing affordable housing, including public housing.**

The most common land use in Winstanley/Industry Park is residential housing, with over 50% of all parcels used for this purpose. 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 which include numerous abandoned residential structures. These structures can be rehabilitated to provide future 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. There are many sections of the Orr Weathers development that can serve as an example of local family and senior citizen housing with rehabilitation potential.

**Strong sense of community spirit.**

Many long-term neighborhood residents provide stability through volunteer work and participation in civic projects. This local commitment is evidenced by the high number of Winstanley/Industry Park residents that serve as Operation New Spirit block

captains. Through informal networks, neighbors engage in mutual support activities by helping each other with lawn maintenance, day-care, transportation, and other requirements of daily life. A significant portion of the local residents are dedicated to bettering their community and working for positive change.

#### **Stable neighborhood-oriented business sector.**

Despite high vacancy rates for commercial structures on the periphery of the neighborhood, there are several vibrant business cores within the neighborhood offering a wide-range of retail services. These establishments benefit from access to transportation networks while others serve neighborhood needs. Available local services include professional day-care, medical care, small grocery stores, and restaurants. These enterprises indicate that businesses located in Winstanley/ Industry Park can be profitable.

Vacant commercial sites within the neighborhood offer additional opportunities for business creation and expansion. Of the seventy-eight commercial structures in the neighborhood 43% are vacant. This vacancy rate is most apparent along portions of State Street and in the 10th Street area.

#### **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. Vacant publicly-owned lots in the neighborhood have recently been cleaned by Operation New Spirit and are now ready for development. These parcels have great potential as future sites for new private or public housing construction, parks and recreation sites, and commercial developments.

The East St. Louis Housing Authority also has substantial holdings in the neighborhood. The Housing Authority owns 221 or 8.7% of the parcels in Winstanley/Industry Park. The vacant Gateway Community Hospital and Orr Weathers high rises are examples of publicly owned properties with development potential. The former is currently being considered as a site for transitional housing.

#### **Rich network of religious institutions involved in area social service provision.**

Religious institutions are a very visible part of life in Winstanley/Industry Park, with over sixteen separate congregations in the neighborhood. Many of these organizations are actively involved in service delivery and social justice programs. The services provided by religious institutions include: day-care, pre-school, and substance abuse counseling.

### **Active neighborhood organization committed to stabilizing and improving the area.**

Centered at Wesley Bethel United Methodist Church, the Winstanley/Industry Park Neighborhood Organization has been holding monthly meetings since September 1991. Attendance has increased steadily, potential leaders have been identified, and success is evident from recent membership recruitment efforts.

Members of the Neighborhood Organization led local planning efforts and are spearheading ongoing neighborhood improvement initiatives. Area residents serve as block captains for Operation New Spirit, lobbied State government to halt the closing of several area railroad crossings, monitored the neighborhood's two EPA Superfund sites, and were recently involved in increasing local recreational opportunities through the rehabilitation of Williams Park. They are now planning to create a new park at 26th and Illinois Avenue with the assistance of the Department of Landscape Architecture at the University of Illinois Urbana-Champaign.

### **NEIGHBORHOOD WEAKNESSES**

#### **The neighborhood has experienced a dramatic loss in population.**

The present population of Winstanley/Industry Park is estimated at five-thousand one-hundred persons (5,100). Increasing declines in population have resulted in lower occupancy rates for both residential and commercial structures. These lower occupancy rates have led to lower rents and fewer local customers. These developments have made it difficult to maintain private income-producing properties within the neighborhood.

#### **Occupancy and homeownership rates have declined in the study area since 1970.**

Single-family occupancy rates in the neighborhood remain high. However, 23% of multi-family dwellings, 43% of commercial units, and 55% of industrial structures are currently unoccupied. In addition, renters occupy 67% of neighborhood dwelling units. These figures are highlighted by the two boarded high rise apartment buildings at Orr-Weathers, abandoned businesses along State Street, and vacant factories near the railroads.

#### **Inappropriate lending criteria applied to local residents has made it difficult for property improvements to occur.**

An inappropriate lending criteria applied to local residents has resulted in lenders' portfolios being dominated by consumer, 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 clothing and automobiles.



**Poor condition of many residential structures represents a threat to the area's stability.**

Eighteen percent of all neighborhood structures are in deteriorated or dilapidated condition. Fifteen percent of residential buildings, 38% of commercial, and 63% of industrial structures are in deteriorated or dilapidated condition. The poor condition of neighborhood buildings contributes to continued local disinvestment and out migration.

**The absence of a public lot maintenance program poses a health and safety threat to local residents.**

There are 936 vacant lots in Winstanley/Industry Park, comprising 37% of all parcels. Operation New Spirit has recently cleaned the majority of these parcels. However, there is no ongoing property maintenance program for cutting the grass or removing trash from these publicly controlled areas. Experience has shown that without a public lot maintenance program illegal dumping quickly becomes a problem.

Another concern with vacant lots is their lack of concentration in the neighborhood. They are dispersed throughout the area and while some are contiguous, the majority are small parcels bordering occupied structures. This lack of concentration makes routine maintenance more difficult and expensive and also poses serious problems for new development.

**Deterioration of local infrastructure threatens the health and safety of local residents.**

The condition of area infrastructure is an important determinant of the physical, social, and economic health of Winstanley/Industry Park. Inadequate street lighting throughout the neighborhood permits criminal behavior to go unnoticed. Deteriorated sidewalks and 38 missing manholes represent hazards, particularly for children and the elderly. Poor street conditions in the center of the neighborhood alter the flow of traffic. These combined threats have caused some property owner disinvestment and a reluctance on the part of local financial lenders and new businesses to invest in the area.

**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 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. Businesses also consider the location unattractive for new development. As a result, high taxes contribute to the deterioration of physical conditions in the neighborhood.

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

The 1980 median household income in Winstanley/Industry Park was \$5,328. Only one other Census Tract in East St. Louis at that time had a lower annual median income. In 1980, over 45% of Winstanley/Industry Park families had incomes which fell below the poverty line. Relative to East St. Louis and St. Clair County, unemployment in the Winstanley area has been consistently higher during the last three decades.

**High percentages of neighborhood children require additional recreational and social services.**

Households in poverty cannot afford to meet basic needs. Nearly 40% of the Winstanley/Industry Park population is under the age of eighteen, financially dependent on others. Many neighborhood children are growing up in deteriorated physical surroundings, poor households, and without male role models. For playgrounds, many local children use areas with broken glass and non-functioning recreational equipment.

**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 Steel Company, is located between Broadway Avenue and the Southern Railroad at 16th Street. Toxic waste at these sites may threaten the quality of ground water, air purity, and the safety of local residents. Recurring vandalism suggests that both abandoned industrial sites have, at times, been inadequately secured.

## **STABILIZATION NEEDS**

An analysis of the preceding themes reveals Winstanley/Industry Park to be 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 the neighborhood. Winstanley/Industry Park is plagued by problems typical of many American cities: high unemployment, an eroding tax base, high marginal tax rate, low median income, high percentage of female-headed households, and an increasing ratio of renters to homeowners.

Economic conditions, institutionalized disinvestment, racial discrimination, and the collapse of area service provision, has led to deterioration in local housing stock and services. The cost of locally available goods and services has increased, infrastructure repair has been neglected, drug abuse and crime has increased, and private sources of capital continue to avoid the area. These problems indicate a neighborhood at a severe socio-economic disadvantage.

Despite disadvantages, the neighborhood has several strengths. It has a superior location within the City of East St. Louis and the greater St. Louis metropolitan area. The infrastructure system is substantially under-utilized and large tracts of land are vacant and suitable for development. There are also many unoccupied structures available for conversion to alternative use. The existing housing stock is in sound condition, readily available and affordable to most income groups.

Perhaps the most important neighborhood strength is the commitment of residents to local improvements. The Winstanley/Industry Park Neighborhood Organization is an active assembly of local institutional leaders, and residents. They are dedicated to positive change and have the support of neighborhood religious, social and service organizations.

Seeking to build on the historic strengths of the Winstanley/Industry Park neighborhood to address its' current problems the community has adopted the following neighborhood stabilization goal:

**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 its human and physical development.**

The goal of the Neighborhood Improvement Plan calls for Winstanley/Industry Park to be preserved as an attractive residential area for low-income and working class families. Incorporation of the desires and aspirations of local residents and leaders was crucial in the development of the Neighborhood Improvement Plan and has encouraged ongoing community improvements. Local support for the plan was evident on April 23, 1992 when the Winstanley/Industry Park Neighborhood Improvement Plan was enthusiastically adopted at an open meeting of neighborhood residents.

The Winstanley/Industry Park Neighborhood Improvement Plan is a community stabilization and development initiative. It is a comprehensive strategy involving local residents in identifying issues of concern, and working towards local improvements. The following Community Development Block Grant Proposal, based upon local resident concerns, seeks to achieve the objectives of the Neighborhood Improvement Plan.

### Chapter Three:

## Objectives of the Winstanley/Industry Park Neighborhood Improvement Plan

## **Objectives of the Winstanley/Industry Park Neighborhood Improvement Plan**

### **Objective #1 Emergency Infrastructure Intervention -**

Enhance public health and safety by implementing infrastructure repair and housing demolition programs.

### **Objective #2 Housing -**

Stabilize the existing stock of residential housing by reducing operating costs and assisting owners in making needed repairs.

### **Objective #3 Urban Design -**

Improve the neighborhoods' physical appearance and function by involving residents in implementing an integrated urban design and parks/recreation scheme.

### **Objective #4 Economic Development -**

Expand local business activity by aggressively pursuing small business assistance and job training programs.

### **Objective #5 Drugs and Crime -**

Reduce alcohol and drug abuse by developing a comprehensive community-based substance abuse prevention, intervention, and treatment program.

### **Objective #6 City-wide Policy Initiatives -**

Aggressively pursue campaigns to make City, County, State, and Federal policies more responsive to the needs of older residential neighborhoods such as Winstanley/Industry Park.

### **Objective #7 Community Planning -**

Establish a permanent neighborhood organization that empowers local residents to address their community's social and economic problems.

Upon approval of the plan, the Neighborhood Organization's Steering Committee began discussing ways that it could obtain funding for proposed improvements. Funding options from local, city, state, federal, corporate, and foundation sources were examined. Local funds were targeted first because residents believe that local

investment for neighborhood improvements will leverage additional outside funding. After examining available local funds, the Steering Committee agreed to submit their first funding request to the East St. Louis Office of Community Development.

During the Summer of 1992, members of the Winstanley/Industry Park Neighborhood Organization formed a Community Development Committee to prepare the outline for this proposal. The Committee was charged with further analysis of the Neighborhood Improvement Plan in order to devise a Community Development Block Grant Proposal which could adequately fund specific neighborhood improvement activities.

Upon review of the seven program objectives of the Winstanley/Industry Park Neighborhood Improvement Plan the resident committee established four priorities for first-year funding by the East St. Louis Office of Community Development. These priorities were based upon two criteria. The first criteria was that the improvement would protect the health and safety of local residents. The second criteria was existing United States Department of Housing and Urban Development enabling legislation and administrative regulations. The Community Development Committee presented the four priorities to the full body of the Neighborhood Organization along with requests for specific first year projects. The priorities and supportive actions were reviewed and discussed and resulted in enthusiastic approval by the members of the neighborhood organization.

## Chapter Four:

### The East St. Louis Community Development Block Grant Program

## **East St. Louis Community Development Block Grant Program**

The primary objective of the East St. Louis Community Development Program is to improve the quality of life for all residents. The City seeks to accomplish this by implementing projects designed to halt the trend of physical, economic, and social deterioration. The intent is also to make the City more conducive for low and moderate income residents by providing a wholesome living environment including decent housing, street and sewer improvements, and economic opportunities.

The overall strategy for the East St. Louis Community Development Block Grant Program was created by the Community Development Plans Inc. of St. Louis in conjunction with the East St. Louis City Council and the Department of Housing and Urban Development. The day to day operations of the Program are administered by the St. Louis firm of Equity Associates. Community Development Block Grant Funds in the amount of approximately \$7,000,000 will be available over the next 24 months. The 1992-93 Winstanley/Industry Park Community Development Block Grant Proposal outlined below calls for a "fair share" of the current \$ 2,315,000 in funds available. Since the neighborhood represents 16% of the city's total population, the 1992-93 Winstanley/Industry Park Community Development Block Grant Proposal requests \$ 370,400, an amount equal to 16% of the available funds, to be spent in the neighborhood during the coming year.



**Chapter Five:**

**The Winstanley/Industry Park  
1992-93 Community Development Block Grant Proposal**

**The Winstanley/Industry Park  
1992-93 Community Development Block Grant Proposal**

## **PROGRAM OBJECTIVES**

### **1. EMERGENCY INFRASTRUCTURE INTERVENTION**

**Enhance public health and safety by implementing infrastructure repair and housing demolition programs.**

Emergency stabilization measures will protect the immediate health and safety of local residents. This initiative includes analysis of the subsurface infrastructure, the replacement of missing manhole covers, completion of immediate infrastructure improvements, and the demolition of dilapidated structures.

These critical issues must be addressed to prevent continued neighborhood decline. Severely dilapidated buildings which cannot be rehabilitated need to be demolished. Necessary emergency infrastructure components, such as manhole covers, streets, and street signs and lights need to be repaired or replaced.

### **2. HOUSING**

**Stabilize the existing stock of residential housing by reducing operating costs and assisting owners in making needed repairs.**

Local rehabilitation efforts seeking to halt further deterioration of the existing housing stock will be supported. This initiative includes the provision of home rehabilitation grants through the East St. Louis Office of Community Development's Home Repair Rebate Program.

### **3. URBAN DESIGN**

**Improve the neighborhoods' physical appearance and function by involving residents in implementing an integrated urban design and parks/recreation scheme.**

Neighborhood design and appearance greatly influence local pride, cooperation, and investment. This initiative identifies potential sites 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 and recreational facilities will improve the quality of life in the neighborhood. Urban design and landscaping enhancements will also make the area

more attractive to public and private investors.

#### **4. COMMUNITY PLANNING**

**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 initiative recommends the creation of a funded neighborhood organization with permanent staff to pursue the ongoing implementation of the Neighborhood Improvement Plan. Very few organizations can address the kinds of problems found in Winstanley/Industry Park without technical assistance for such staff.

Chapter Six:

The Winstanley/Industry Park  
1992-93 CDBG Action Program

## Winstanley/Industry Park 1992-93 CDBG Action Program

### INITIATIVE #1 - INFRASTRUCTURE ASSESSMENT

#### Description -

Serious attention must be given to the neighborhood's underground sanitary and storm water sewage systems. East St. Louis is faced with a number of obstacles in its attempt to remove and process stormwater runoff and sanitary sewage. The City is located in a floodplain with a very high water table. Built on extremely flat terrain, it must use mechanical equipment to remove runoff from surrounding bluffs. To attract and keep industries the City must have an efficient sewer system.

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 approximately 40,000. While the infrastructure operates city-wide, there are a number of needs which must be addressed within the neighborhood. In order to comprehensively plan for the future improvement of the local infrastructure an assessment of the current system is necessary. This initiative calls for a complete evaluation of the area's subsurface infrastructure by means of a 'smoke test'.

#### 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 most important consideration in selecting particular sites or communities than in selecting regions or states." (Bamberger, p. 4)

In addition to 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 initiative is to restore the basic functioning and integrity of the current system and to ensure a decent quality of life for local residents.

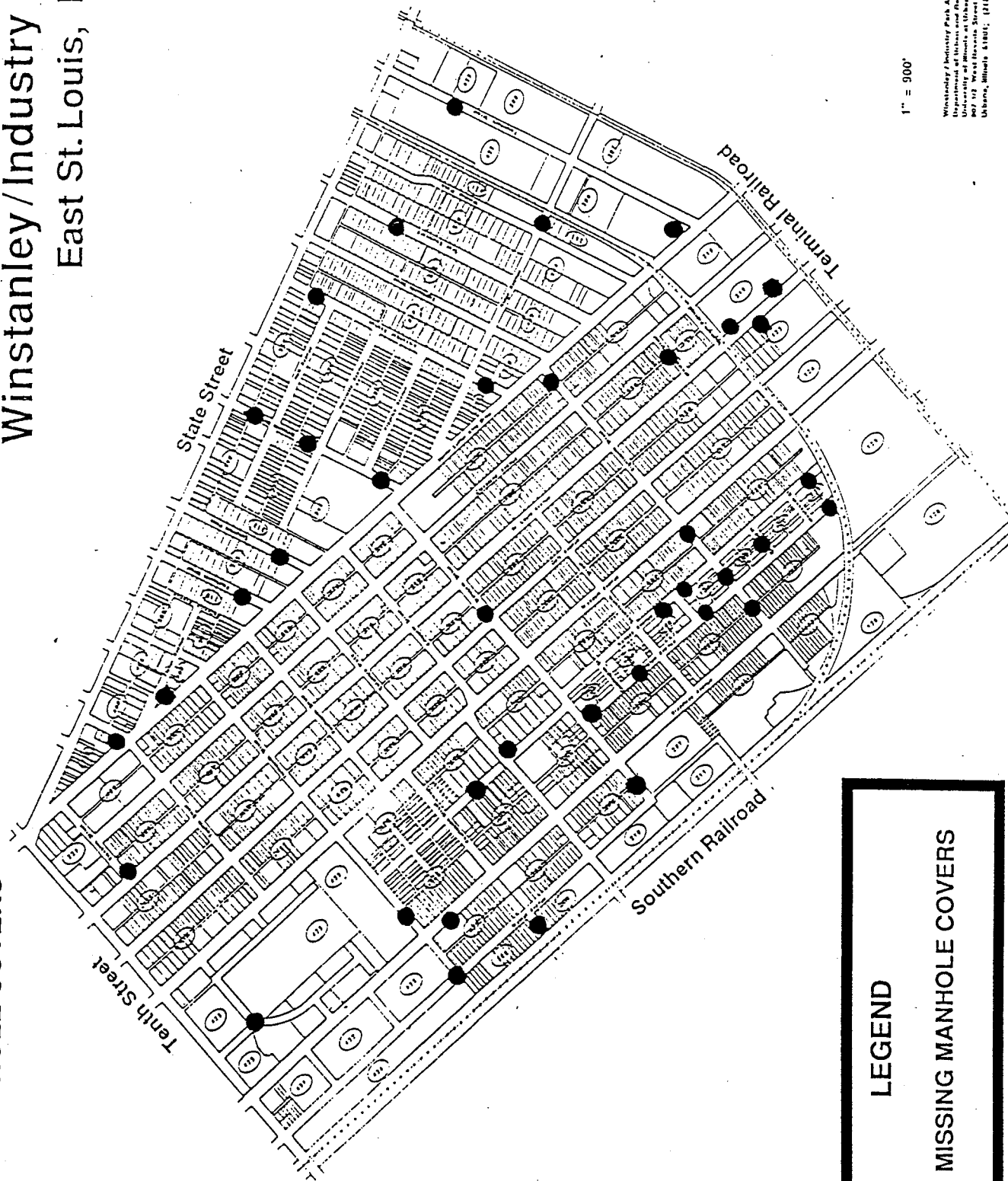
#### Action -

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 services, and then repair

# MISSING MANHOLE COVERS

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

Figure C



### LEGEND

● : MISSING MANHOLE COVERS



1" = 900'

Winstanley/Industry Park Action Research Project  
University of Illinois at Chicago  
100 West Lincoln Street  
Chicago, Illinois 60607 (312) 337-3890

those components of the system which service that area. (Bamberger, p. 3) The use of the 'smoke test' will provide public works officials with a complete assessment of necessary subsurface repairs.

1. Develop a Request For Proposal (RFP) to conduct a complete assessment of the area's subsurface infrastructure. A 'smoke test' is suggested because it is a quick, inexpensive, and safe way to collect solid data on subsurface conditions without needlessly interrupting service to local residents.
2. Post and advertise the RFP; in order to secure competitive bids for the assessment, and make the award.
3. Monitor the 'smoke test' and evaluate the results.
4. Based upon an evaluation of the 'smoke test' make recommendations for Year Two infrastructure improvements.

#### **Projected Costs -**

The cost for a 'smoke-test' of the infrastructure system in Winstanley/Industry Park is approximately \$24,500 (one square mile).

### **INITIATIVE #2 - MANHOLE COVER REPLACEMENT AND INSPECTION**

#### **Description -**

There are 38 missing manhole covers in Winstanley/Industry Park. The absence of these covers poses serious threats to the safety of local residents, particularly children and the elderly. **Figure C** shows the location of missing manhole covers. Missing manhole covers also contribute to the deterioration of the manhole itself by allowing trash and debris to enter the sewer system. This debris obstructs the sewers causing drainage problems and damage. Experts agree that most subsurface system problems occur within 10 feet of a manhole. The replacement and inspection of manhole covers has been identified as the most pressing infrastructure need in the area due to the immediacy of public safety threats and the relative ease of remedying the situation.

#### **Rationale -**

Inspecting and replacing the neighborhood's manhole covers removes a threat to the safety of local residents and will help insure proper functioning of the local sanitary sewer system.

### **Action -**

1. Review the Neighborhood Improvement Plan, **Figure C**, for the location of missing manhole covers.
2. Determine which manholes need new covers and which require more substantial repairs.
3. Purchase Bolt Lid manhole covers to prevent future loss and vandalism. These covers are made of non-salvageable materials and can be secured, reducing the likelihood of theft.
4. Utilize the Department of Public Works to inspect the manholes and install new manhole covers as necessary.
5. Monitor installation and inspection procedures and evaluate the results.

### **Projected Costs -**

The cost for replacing a missing manhole cover with a bolt-lid, including labor is approximately \$140. (Interview with Director of Public Works, City of Champaign, Illinois, March 31, 1992).

The cost of manhole inspections which includes cleaning is approximately \$46. (Interview with Rick Marley, Engineer, City of Champaign, Illinois, August 31, 1992).

38 Bolt Lid manhole covers @140.....	<b>\$5,320</b>
38 Manhole cleaning @46.....	<b>\$1,748</b>

Bolt Lid manhole covers can be obtained from:

The Neenah Foundry Company  
545 Kimberly Drive  
Carol Stream, Illinois 60188  
(708) 653-5440

## **INITIATIVE #3 - IMMEDIATE INFRASTRUCTURE IMPROVEMENTS**

### **Description -**

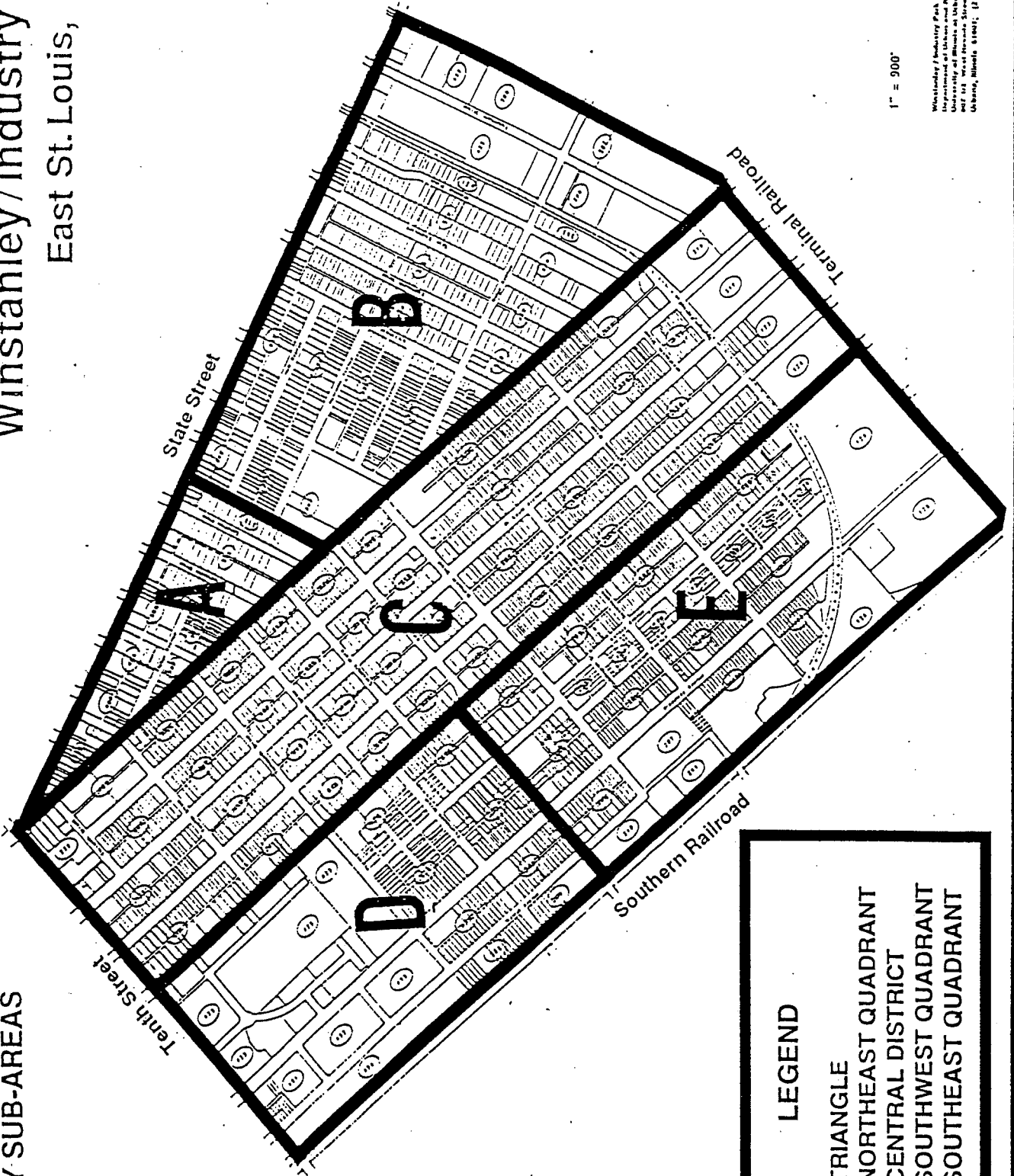
In order to ease discussion of necessary infrastructure improvements the Neighborhood Improvement Plan divides the Winstanley/Industry Park area into identifiable infrastructure sub-areas. **Figure D** provides a guide to these divisions. The infrastructure sub-areas are logical designations based on physical design, traffic



# INFRASTRUCTURE STUDY SUB-AREAS

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

Figure D



### LEGEND

- A: TRIANGLE
- B: NORTHEAST QUADRANT
- C: CENTRAL DISTRICT
- D: SOUTHWEST QUADRANT
- E: SOUTHEAST QUADRANT



1" = 900'

Winstanley/Industry Park Action Research Project  
University of Illinois at Chicago  
101 West Monroe Street  
Chicago, Illinois 60601 (312) 337-3400

patterns, common infrastructure, and housing stock characteristics. The following designations are the:

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

**Northeast Quadrant (B):** 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.

**Central District (C):** 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 in the west.

**Southwest Quadrant (D):** 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.

**Southeast Quadrant (E):** 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.

The goal of this initiative is to build upon the Infrastructure Assessment by implementing a series of immediate infrastructure improvements that will not jeopardize future rehabilitation of the subsurface system. Intense street repairs in the neighborhood cannot proceed until assessment and subsequent repair to the storm-water and sanitary sewer system is completed. Following sub-surface infrastructure repairs, street improvements should proceed from Arterials, to Collectors, to Sub-collectors, and Residential Streets.

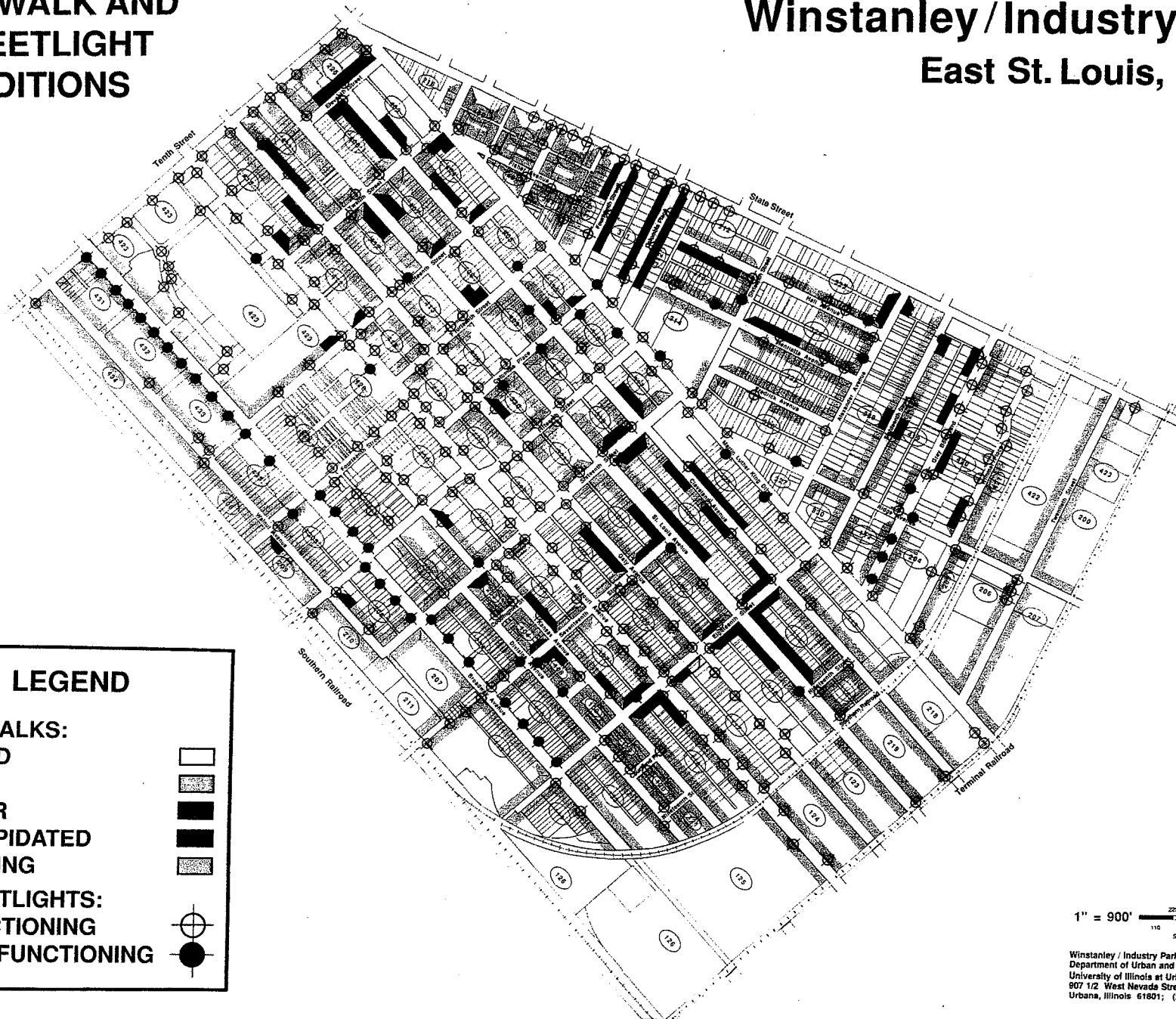
#### **Rationale -**

Improvements to area infrastructure must be phased logically over time. It is financially prudent to conduct the 'smoke test' and rehabilitate subsurface components of the infrastructure before repairing streets, curbs, or even sidewalks. Therefore, for purposes of first-year improvements emergency street, signage, and street lighting projects will focus on the Central District of Winstanley/Industry Park.

The area bounded by Martin Luther King Drive, the Terminal Railroad, Missouri Avenue, and 10th Street represents the Central District of Winstanley/Industry Park. Section C of the Infrastructure Sub-Areas Map, Figure D, represents the Central District. Improvements have been targeted to this area of the neighborhood for several reasons. The Central District represents a large portion of the neighborhood's population. It contains a variety of land uses, including residential, commercial and institutional. It has

# SIDEWALK AND STREETLIGHT CONDITIONS

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



### LEGEND

#### SIDEWALKS:

GOOD

FAIR

POOR

DILAPIDATED

MISSING



#### STREETLIGHTS:

FUNCTIONING

NON-FUNCTIONING



Figure 4.3

1" = 900'  
110 220 330 440 550  
Scale in Feet  
N

Winstanley / Industry Park Action Research Project  
Department of Urban and Regional Planning  
University of Illinois at Urbana-Champaign  
907 1/2 West Nevada Street  
Urbana, Illinois 61801; (217) 333-3890

also been identified by local residents as an area in which efforts should be concentrated in the first year.

### **Emergency Street Repairs -**

There are several areas in the Central District of Winstanley/Industry Park in need of emergency repair. Proposed street improvements focus on pothole rehabilitation and resurfacing located in the far eastern section (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), see **Figure E**. It is here that area road conditions range from poor to dilapidated. This Central District, especially between Missouri and St. Louis Avenue, contains a strong residential area.

#### **Action -**

1. Review **Figure E**, Street Conditions and Traffic Indicators, to confirm the Central District streets in need of immediate repair.
2. Develop a Request For Proposal (RFP) for filling area potholes.
3. Post the RFP, secure competitive bids for the immediate repairs, and make the award.
4. Monitor the repairs and evaluate the results upon completion.

### **Projected Costs -**

The approximate cost of rehabbing and resurfacing potholes in the Central District is \$73,234.

### **Signage -**

In total, the Winstanley/Industry Park Neighborhood is missing 110 stop, street name, dead end, or other traffic signs. Most critical are the 21 missing stop signs which need to be immediately replaced. Their locations are potential accident sites, particularly if stop signs are missing on opposing corners or at intersections with non-functioning traffic lights. The 64 missing street name and 15 missing dead end signs are also a nuisance. The repair and replacement of area signage is critical to the safety and accessibility of local streets.

#### **Action -**

1. Review **Figure E**, Street Conditions and Traffic Indicators, for the location of missing signage.

2. Develop a Request For Proposal (RFP) for the replacement of 21 stop, 64 street, and 15 dead end signs.
3. Post the RFP, secure competitive bids for the signage replacement, and make the award.
4. Monitor the replacements and evaluate the results upon installation.

#### Projected Costs -

The cost of replacing each form of missing signage is approximately \$80.

21 Stop signs	@80.....	\$1,680
64 Street signs	@80.....	\$5,120
15 Dead end signs	@80.....	\$1,200

#### Street Lights -

In total, there are 343 public street lights in Winstanley/Industry Park. Of these, approximately 55 lights (16%) were not functioning during the nighttime portion of the Research Project Teams' Street Condition Survey. Table 1 shows the number of street lights and their operating status per infrastructure sub-area.

**Table 1**  
**Total Number and Operating Status of Street Lights**  
**Winstanley/Industry Park**  
**1991**

<b>STREETLIGHTING</b>	<b>Total Street Lights</b>	<b>Total Non-functioning</b>
<b>Triangle</b>	<b>30</b>	<b>1</b>
<b>Northeast Quadrant</b>	<b>65</b>	<b>12</b>
<b>Central District</b>	<b>125</b>	<b>11</b>
<b>Southwest Quadrant</b>	<b>64</b>	<b>15</b>
<b>Southeast Quadrant</b>	<b>59</b>	<b>16</b>

### **Action -**

1. Review **Figure F**, Sidewalk and Streetlight Conditions, for the location of missing streetlights.
2. Review **Table 1**, to confirm the total number and operating status of Winstanley/Industry Park street lights.
3. Contact the utilities responsible for the maintenance of local streetlights. Request that they inspect the 11 non-functioning streetlights in the Central District of the Neighborhood and replace or repair them as necessary.
4. Monitor the replacements and evaluate the results upon installation.

### **Projected Costs -**

The cost of replacing street lights in the Central District of Winstanley/Industry Park with city-owned and installed, sodium lights is approximately \$26,978. Labor costs would approximate 20% of total cost.

## **INITIATIVE #4 - DEMOLITION OF DILAPIDATED STRUCTURES**

### **Description -**

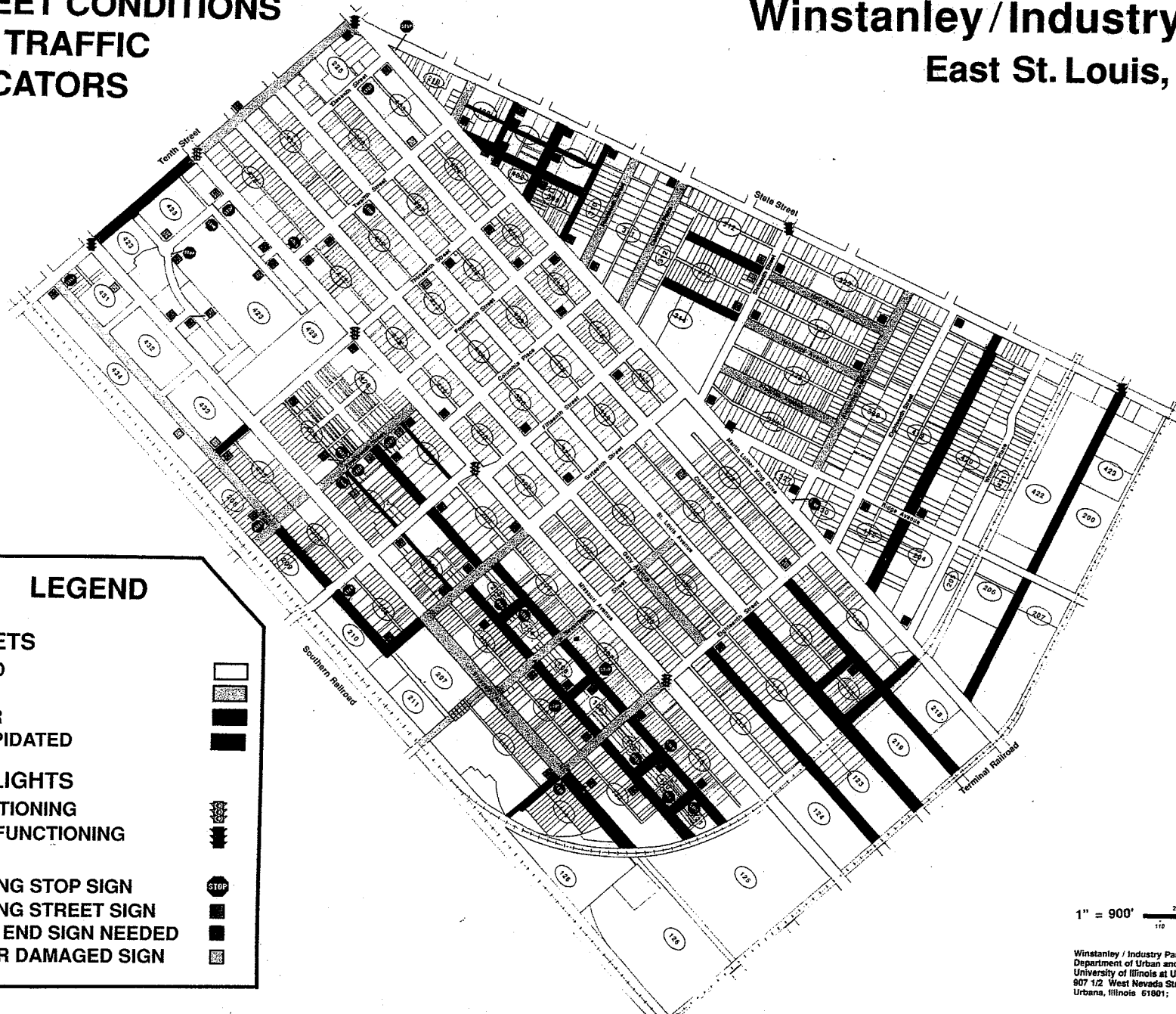
Due to large declines in neighborhood population and business activity, many area buildings have been abandoned. Neglect and fire have caused many of these structures to become seriously deteriorated thus posing a threat to remaining buildings and residents. The dilapidated structures cannot be economically rehabilitated and should be demolished.

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

- \* Structural weakness which cause the building to threaten public health,
- \* Unsound structures where illegal activities are conducted,
- \* Dilapidated structures 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.

# STREET CONDITIONS AND TRAFFIC INDICATORS

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



### LEGEND

#### STREETS

GOOD  
FAIR  
POOR  
DILAPIDATED



#### STOPLIGHTS

FUNCTIONING  
NON-FUNCTIONING

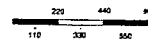


#### SIGNS

MISSING STOP SIGN  
MISSING STREET SIGN  
DEAD END SIGN NEEDED  
OTHER DAMAGED SIGN



1" = 900'



Winstanley / Industry Park Action Research Project  
Department of Urban and Regional Planning  
University of Illinois at Urbana-Champaign  
907 1/2 West Nevada Street  
Urbana, Illinois 61801; (217) 333-3890

Figure 4.2

## **Rationale -**

This initiative systemically 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 which detract from the neighborhood's appearance. The next priority would be dilapidated buildings clustered together as well as those structures located on blocks where most other structures are in good condition.

The Winstanley/Industry Park neighborhood contains 83 buildings in dilapidated condition. If 17 buildings are demolished in the neighborhood each year over the next five years, the quality of life for local residents would improve significantly. This initiative calls for the systematic removal of 19 dilapidated structures which meet the above demolition requirements. The Winstanley/Industry Park Neighborhood Organization hopes to stem a trend of future abandonment by rigorously pursuing the Home Repair Rebate Program. Without such an initiative the City could remove 83 dilapidated buildings only to see additional vacancies in the future.

## **Action -**

The removal of dangerous structures is the responsibility of East St. Louis Building Office. (Gene Evans, City of East St. Louis Building Office. Telephone interview, March 31, 1992). The procedure for removing a dangerous structure through the Building Office is as follows:

1. Confirm the complaint submitted by the Winstanley/Industry Park Neighborhood Organization to demolish the 19 dilapidated structures listed below.
2. Direct a field inspector to verify the location and condition of the 19 buildings.
3. Send a notice of responsibility to the property owners, informing them of code violations.
4. After the legal warning process has expired, secure a court order to condemn the properties.
5. Send-out a certified crew to demolish the buildings.
6. Place a lien on the property to recuperate some or all of the demolition costs.



The following 19 structures have been identified as candidates for first year demolition. All of the following parcels contain buildings in dilapidated condition. Those marked with a 'O' are next to occupied homes, those marked with an 'V' are in highly visible areas.

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

#### Projected Costs -

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

Single-family, brick home with basement.....\$2,800 to \$3,700.  
 The same house, with two stories.....\$3,500 to \$5,000.

Demolition of 19 wood structures @4,000.....\$76,000

(Gene Evans, Building Office, City of East St. Louis. Telephone Interview, March 31, 1992).

#### INITIATIVE #5 - REHABILITATION OF DETERIORATED STRUCTURES

##### Description -

Housing units in Winstanley/Industry Park that have significant structural problems require intensive reconstruction. These repairs differ from home maintenance because they are more costly, requiring the skills of trained craftsmen,

and occur less frequently so as not to be considered part of periodic home maintenance. Examples of repairs categorized as rehabilitation are roof re-shingling, kitchen or bath modernization, electrical re-wiring, or replacement of walls or porches.

There are 122 structures in the neighborhood that appear to require physical rehabilitation. The vast majority, 86% are residential units. The small number of remaining units are commercial structures. Residential structures with rehabilitation potential include 77 single-family homes and 28 multi-family buildings. Fifty-five of the single-family homes and 18 of the multi-family structures are occupied. One hundred-five households live in buildings listed as 'deteriorated', while 76 unoccupied residential units are also listed as 'deteriorated.' Seventeen of these units are industrial sites and two are vacant high rises at Orr-Weathers. However, not all of these are considered potential sites for rehabilitation.

#### **Rationale -**

All homes must be kept in good repair to provide decent shelter, insure the appearance of the neighborhood, and to maintain local property values. Local residents must have the opportunity to invest in their property, to improve the quality of their home life, and to adapt structures to fit special needs if neighborhood stability is to be restored.

The East St. Louis Office of Community Development has home rehabilitation funding available for low and moderate income owner-occupants. Currently, the Home Repair Rebate Program has a total of \$350,000 available for eligible home repairs. The amount of funds available to homeowners is dependent on household income, and is administered through a partial rebate. The selection process for the Home Repair Rebate Program is on a first come first served basis.

A concentrated effort to direct funds toward the rehabilitation of deteriorated housing units in Winstanley/Industry Park will affect over 100 neighborhood families. It will stabilize three-fourths of the salvageable buildings in the neighborhood that require major repairs. If this program is extended to unoccupied structures, excluding the Orr-Weathers high rises, it will provide new housing for over 70 households.

#### **Action -**

1. Develop a Home Repair Rebate Outreach Program targeted toward deteriorated homes in the Winstanley/Industry Park Neighborhood study area.
2. Provide the Neighborhood Organization with necessary applications and related information concerning the Home Repair Rebate Program.

3. Organize a neighborhood meeting to provide local residents with information on the program and the application process.
4. Contact the Neighborhood Organization before the deadline of each application cycle in order to secure opportunities for local residents to take advantage of the program.

#### **Projected Costs -**

The East St. Louis Office of Community Developments' Home Repair Rebate Program is funded by Community Development Block Grant monies. Currently there is \$350,000 available. 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 Assistance Level Guidelines.

The program provides up to \$10,000 for eligible home repairs for low and moderate income owner occupants. All Home Repair Rebate Program participants are required to pay part of the costs of rehabilitation. Homeowners will pay either 50%, 25%, or 5% of rehabilitation costs. The Winstanley/Industry Park Neighborhood is entitled to receive a "fair share" of program funds available. Since the neighborhood contains 16% of the City's population, \$96,000 of the available Home Repair Rebate funds should be targeted towards home rehabilitation in Winstanley/Industry Park.

12 Homes @8,000.....\$96,000.

#### **INITIATIVE #6 - ENTRY POINT PROJECT**

##### **Description -**

The goal of this initiative is to beautify a highly visible main entrance to the Winstanley/Industry Park neighborhood and to create a space with a memorable and positive image. An ideal location for such an improvement is the triangle of publicly controlled land at the intersection of Martin Luther King Drive, Fisher Avenue, and 13th Street. A small park area with dimensions of 395' on Martin Luther King Drive, by 361' on Fisher Avenue, by 160' on 13th Street would provide the neighborhood with an attractive open space with passive recreation potential.

The proposed design of this site maintains existing trees, adds flowering trees and perennials to provide color and texture to the site. A large sign on Martin Luther King Drive will welcome people to the Winstanley/Industry Park Neighborhood. See **Figure G** for a full description of the Focal Point Project.

## **Rationale -**

This project creates an important neighborhood focal point and compliments improvements made by area churches to nearby vacant lots. It will create an identifiable entrance to Winstanley/Industry Park promoting a positive image for visitors as well as residents. The focal point will compliment the Martin Luther King Drive intersection by providing an outdoor gathering space for many users.

## **Action -**

1. Check ownership of the parcels.
2. Grant the Winstanley/Industry Park Neighborhood Organization permission to develop the site as a park.
3. Review the design proposal and amend.
4. Provide grant monies to the Winstanley/Industry Park Neighborhood Organization to implement the park plan.

## **Projected Costs -**

The total estimated cost for purchased items listed below is.....\$5,300

- \* Six flowering trees and perennial
- \* Twenty railroad ties
- \* Twenty-three yards of wood chips/mulch
- \* Twelve railroad ties to construct a compost bin
- \* Two hundred recycled bricks
- \* Two thousand five hundred square yards of sod

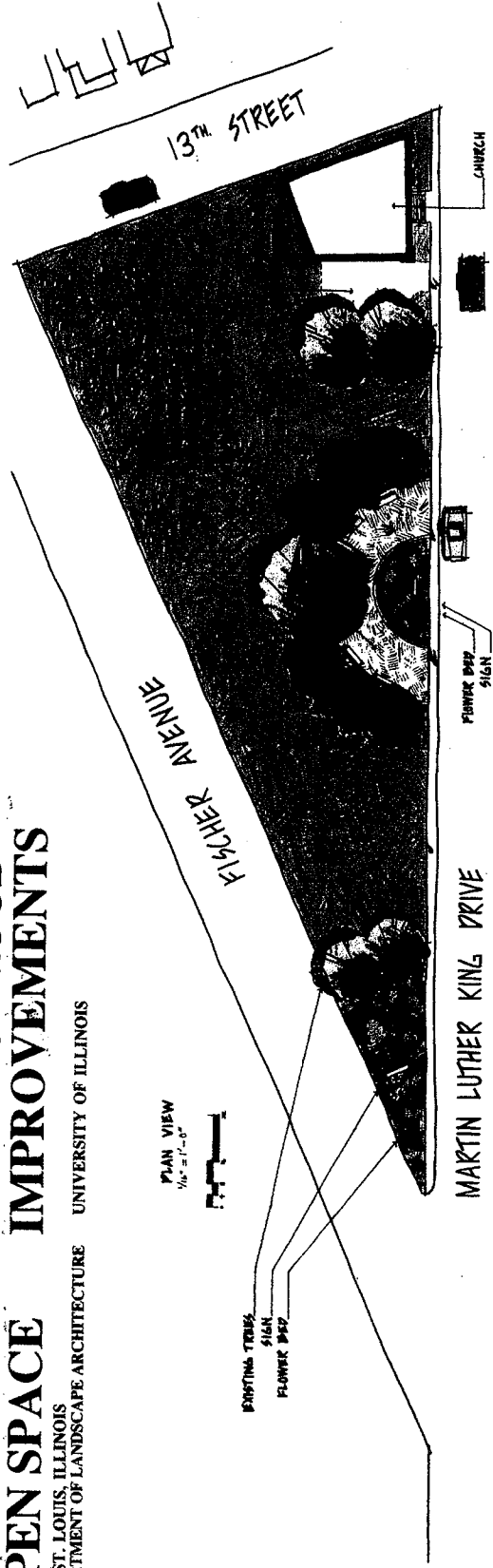
## **INITIATIVE #7 - ILLINOIS AVENUE PARK**

### **Description -**

This project will be located on a mixed-ownership lot at 26th Street and Illinois Avenue. The park is a close to square plot of land approximately 150' x 150', adjacent to currently occupied homes. The plot is partly cleared and in city ownership; partly occupied by two abandoned homes believed to be in private ownership; with the footings of two further homes evident and an adjacent alley. The surrounding block is one of the most densely occupied in Winstanley/Industry Park with high levels of property maintenance evident. The initiative for developing a park at this location came from a group of interested and committed neighborhood citizens who have worked on clearing and cleaning the lot and identifying owners for

# WINSTANLEY NEIGHBORHOOD OPEN SPACE IMPROVEMENTS

EAST ST. LOUIS, ILLINOIS  
DEPARTMENT OF LANDSCAPE ARCHITECTURE UNIVERSITY OF ILLINOIS



MARTIN LUTHER KING DRIVE

FISCHER AVENUE

PLAN VIEW  
1/4" = 1'-0"

EXISTING TREES  
SIGN  
FLOWER BED

CHURCH

FLOWER BED  
SIGN

ELEVATION  
1/4" = 1'-0"



PERSPECTIVE SKETCH  
LOOKING NORTH-EAST

COMMUNITY SIGNPOST  
MARTIN LUTHER KING DRIVE & FISCHER AVENUE

the lots to be included.

Initial activities include the development of a comprehensive plan for the proposed park site, as well as research into the property ownership status of the surrounding properties, to enable local citizens to pursue land acquisition. Detail design of the park is dependent on final details of the plot configuration but some desirable features have been identified in discussion with residents. Facing the street to the south of the lot there will be a sitting area with shade trees and permanently installed tables and chairs. Adjacent to the sitting area will be a small play area for young children. A small and rugged water foundation will stimulate play and provide irrigation by water runoff to the rear of the lot. The forward placement of the sitting area enables parents and grandparent to supervise play and while enjoying passersby.

Flower garden plots in the sitting area and rear of the lot are to be maintained by local residents. An open central area near the flower pots will be provide an opportunity for later the incorporation of a larger paved sitting area. An area on the 26th Street side of the plot will be devoted to play for older children, close enough to the sitting area for supervision, but far enough away to reduce nuisance. The location of this area on the corner of Illinois and 26th will ensure it's easy supervision from the street and surrounding properties, enhancing accessibility as well as safety and security for the neighborhood. The design of the Illinois Avenue Park is a simple and flexible one that can easily be refined if heavily used.

The Illinois Avenue Park's position creates a focal point, encouraging adoption of the lot by neighborhood residents. This local ownership and participation is essential to the park's continued care. This neighborhood consists of single-family houses that are closely spaced. The lot contrasts the existing fabric of the city streets by introducing a green space and by the use of brick paving and flowering plant material to create a unique territory within the block.

### **Rationale -**

The importance of placing Illinois Avenue Park in the middle of a residential area, beyond providing a playground, is to integrate 'safe' functional facilities for small children within this area. The integration of these areas into the residential block allows for direct surveillance of children's play by residents. Thus securing the environment for peaceful activities the fears of inhabitants can be reduced while the space can be more actively used.

The importance of Illinois Avenue Project extends beyond its recreational and aesthetics 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.

**Action -**

1. Review the Winstanley/Industry Park project plans and timeline for construction of the Illinois Avenue Park.
2. Upon notification by local residents of an appropriate site plan, grant the Neighborhood Organization the right to use publicly controlled parcels for community projects.
3. Provide funding for necessary materials.

**Projected Costs -**

The total cost for purchased items will be approximately.....\$3,320

**INITIATIVE #8 - COMMUNITY PLANNING**

**Description -**

The absence of an effective community organization within Winstanley/Industry Park has contributed to the area being neglected by private and public agencies. Community-based organizations enjoy growing acceptance, and many urban areas are seeking ways to establish, maintain, or refine participatory systems to better serve citizen needs. The goal of this initiative is to develop the Winstanley/Industry Park Neighborhood Organization into a community-based organization capable of influencing local and regional decisions on major issues affecting the area.

**Rationale -**

An effective neighborhood organization would provide local residents with a vehicle through which to voice their concerns for the neighborhood. It would also offer residents a way in which to mobilize volunteers for area improvement efforts. Citizen participation is critical to arresting neighborhood decline and will result in residents becoming more optimistic about future area improvements. 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 the Winstanley/Industry Park Neighborhood Improvement Plan.

### **Actions -**

1. Provide technical support to assist the Neighborhood Organization in securing a 501(c)(3) designation from the Internal Revenue Service. This designation will identify the group as a non-profit, tax-exempt and tax-deductible organization.
2. Assist the organization in registering with the State Attorney's Office as a charity.
3. Disseminate information on Fund Raising and Organizational Management to the group. This information should include financial planning strategies to assist in generating a maximum amount of revenue from internal grass-root efforts.
4. Grant the Neighborhood Organization the right to obtain a vacant storefront location for its headquarters.
5. Provide rehabilitation grants for the vacant property.
6. Secure funding for a part-time community planner who would work half-time in another East St. Louis neighborhood.

### **Projected Costs -**

The cost of developing the Winstanley/Industry Park Neighborhood Organization into an independent staffed organization with a local headquarters for one year would be \$50,000. Additional necessary funding for the organization would be garnered through local, state, and foundation support. Currently the Neighborhood Organization is seeking funds from the social justice ministries of several local religious organizations.



Chapter Seven:  
Program Administration

## Program Administration

During formation of the 1992-92 Winstanley/Industry Park Community Development Block Grant Proposal, Equity Associates, an independent St. Louis contractor, has continued to administer local CDBG disbursements. This arrangement agreed upon by the City of East St. Louis and the U.S. Department of Housing and Urban Development is the result of federal dissatisfaction with the City's administration of Community Development Block Grant disbursements in earlier years.

The Winstanley/Industry Park Neighborhood Organization proposes that the City of East St. Louis solicit public bids from among qualified firms for the completion of the construction projects included in this proposal. The Neighborhood Organization suggests preference be given to East St. Louis-based contractors who hire locally. To insure timely implementation of the proposals projects the Winstanley/Industry Park Neighborhood Organization suggests a monthly meeting between it's Executive Committee and the staff of the East St. Louis Office of Community Development to evaluate progress being made in implementing the program.

The 1992-1993 Winstanley/Industry Park Community Development Block Grant Proposal will be evaluated at the end of the 1993 fiscal year. The Steering Committee of the Neighborhood Organization will be assisted in this effort by the Department of Urban and Regional Planning at the University of Illinois at Urbana-Champaign. University students are in the process of assisting local residents in preparation of a two-five Year Community Development Block Grant Proposal. This funding proposal will be presented to the Office of Community Development at the end of the 1992-93 fiscal year. Local residents are currently researching additional funding sources for neighborhood improvements. Their efforts include petitioning national religious organizations for social justice funds and completing their own series of local fundraising events.

**Chapter Eight:**  
**Budget Proposal for 1992-93 CDBG Activities**

# Winstanley/Industry Park 1992-93 CDBG Budget Proposal

ACTIVITY	PROJECTED COST	TOTAL 370400
Infrastructure Assessment	24,500	345,900
Manhole Cover Replacement	7,068	338,832
Infrastructure Improvements	108,212	230,620
Demolition of Nineteen Structure	76,000	154,620
Rehabilitation of Twelve Structures	96,000	58,620
Urban Design Parks/Recreation	8,620	50,000
Community Planning	50,000	-----
TOTAL	370,400	-----

## Bibliography

- Adanri, Bayo, et. al. "Neighborhood Improvement Plan for Emerson Park", (1991) University of Illinois at Urbana-Champaign, Department of Urban and Regional Planning; Urbana, Illinois.
- Bamberger, Rita, et. al. "Infrastructure Support for Economic Development", (1985) American Society of Planning Officials--Planning Advisory Report #390, n.p.
- DePriest, Maria, et. al. "The Winstanley/Industry Park Neighborhood Improvement Plan", (1992) University of Illinois at Urbana-Champaign, Department of Urban and Regional Planning; Urbana, Illinois.
- "East St. Louis and St. Clair County Information", (1950-1990) U.S. Department of Commerce, Bureau of the Census.
- Evans, Gene. Director, East St. Louis Building Department. Telephone Interview, March 1992.
- Hooker, Joseph. "A Community Development Block Grant Proposal for the Lansdowne Neighborhood on East St. Louis, Illinois", (1992) University of Illinois at Urbana-Champaign, Department of Urban and Regional Planning; Urbana, Illinois.
- Johnson, Don, et. al. "East St. Louis Lansdowne Project", (1991) University of Illinois at Urbana-Champaign, School of Architecture; Urbana, Illinois.
- Kozol, Jonathan. *Savage Inequalities: Children in American Schools*. New York: Crown Publishers, Inc., 1991.
- Marley, Rick. Engineer, City of Champaign, Illinois. Telephone Interview, August 31, 1992.
- Stills, Wendell. "The Emerson Park Community Development Block Grant Program 1992-1997", (1992) University of Illinois at Urbana-Champaign, Department of Urban and Regional Planning; Urbana, Illinois.