

# **Winstanley Community Plan**



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A COMMUNITY PLAN FOR THE WINSTANLEY NEIGHBORHOOD

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DERRICK MAXWELL:

“I VOLUNTEERED TO BE PART OF THE WINSTANLEY  
COMMUNITY PLAN BECAUSE I WANT TO MAKE A POSITIVE  
IMPACT AND THOUGHT I COULD LEND MY EXPERTISE TO  
THE COMMUNITY. I ALSO WANTED TO PUT MY FOOTPRINT  
ON THE LANDSCAPE OF THE CITY I’VE LIVED IN MY WHOLE  
LIFE.”



# Winstanley Community Plan Steering Committee Members



**ANTWOINETTE  
AYERS**



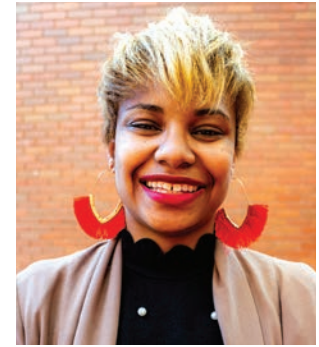
**CORLISS  
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**GERRY E.  
BOLDEN**

# EXECUTIVE SUMMARY

## A COMMUNITY PLAN FOR THE WINSTANLEY NEIGHBORHOOD

Communities must plan, align, and act to adapt for changing times and circumstances. This guiding principle is fundamental for the Winstanley neighborhood, a centrally located community in the City of East St. Louis where residents and other community stakeholders face historic and present challenges along with exciting opportunities.



Figure 1  
Planning area boundary lines.



## THE PLAN

The Winstanley Community Plan presents a future vision of the neighborhood to guide its resurrection in the years ahead. Rooted in community input and informed by data analysis, the plan provides a blueprint for action to advance community-determined priorities. It offers a number of policy recommendations, goals, strategies, and tactics that rely on the strong social capital of the neighborhood for implementation. Together, they support avenues to fulfilling the community's vision over the next 20 years.

## THE NEIGHBORHOOD

The 120-block neighborhood, bounded by State Street to the north, 21st Street to the east, Broadway Avenue to the south, and 10th Street to the west, is home to 4,000 residents, 98% of whom are Black. Over the past five decades the area has been in steady decline as it confronts various social ills, including high rates of poverty, unemployment, disinvestment, underperforming schools, and public safety issues. Only a few businesses

in or nearby the neighborhood provide services and jobs for local residents, contributing to the aforementioned chronic issues. Local government does not have the capacity or tax base to provide adequate public services to residents or begin needed capital improvement projects. Despite these substantial challenges, there are numerous community and locational assets that make the Winstanley neighborhood an attractive place to be.

The neighborhood is located less than 3 miles away from Downtown St. Louis and is close to other regional amenities.



Figure II  
Mt. Sinai community event.

It has ample access to regional transportation networks and public transit. Recent housing investment in the neighborhood by an experienced, place-based community development corporation, and other community-based nonprofit organizations, have begun to shift the landscape of the area. An abundance of underutilized land, a strong presence by community members, religious institutions, and the nonprofit community present an opportunity for sustained community improvements in the years to come.

## THE PEOPLE

The community cannot rely on outside help to address its problems. Both the state of Illinois and local government of East St. Louis are financially challenged and limited in their abilities to assist the community, and private foundations only have so much to give to any one organization or neighborhood. Investments in real estate and public infrastructure can only do so much to restore a community. Stronger grown-from-within, social capital-based investments must be made to ensure that the people of the neighborhood will be an integral part



Figure III  
*Winstanley Planning Kick Off Meeting.*

of a more prosperous and sustainable future. While the community has endured disinvestment, the residents and other stakeholders in the Winstanley neighborhood have a will to thrive. The Winstanley neighborhood has the opportunity to recreate itself. Therefore, this plan places the responsibility for the neighborhood's success on the

shoulders of residents and institutions in the community. Strong, robust partnerships must be fostered to build on the neighborhood's assets, beginning with its residents and community institutions.

## THE PLAN DOCUMENT

### OVERVIEW

Chapter 1 introduces the Winstanley neighborhood, the community planning process, and the community's vision. It provides important information on the rationale and guiding principles behind the community-driven plan for the Winstanley neighborhood.

### HISTORY

Chapter 2 contextualizes the history of East St. Louis in the Winstanley neighborhood. Understanding the events and conditions that led to the prolonged disinvestment and resulting social challenges is critical, as it can



Figure IV  
Winstanley Planning Kick Off Meeting topics and themes.

provide insights into what policy recommendations are needed for future community success.

### PAST AND ONGOING INITIATIVES

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Chapter 3 provides a comprehensive timeline of community planning efforts and official community plans for the Winstanley neighborhood and surrounding East St. Louis region. Beginning in the 1900's and extending to the present this chapter provides a quick summary of past planning efforts.

### EXISTING CONDITIONS

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Chapter 4 describes key findings from the analysis of community demographics using Census data from 2016, the most current and complete data for the planning area at the time of community engagement efforts in 2019. It confirms the importance of balancing social, economic, and physical development issues to ensure the Winstanley neighborhood evolves in a way that supports current needs and future priorities.

### COMMUNITY INPUT

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Chapter 5 summarizes the community input process and highlights how it informs what we know about the challenges and opportunities in the Winstanley neighborhood. Community conversations and feedback provided through stakeholder interviews helped define the vision that this plan aims to bring into reality.

### PRIORITY AREAS

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Chapters 6 - 11 describe the five priorities identified by the community: Residential Vitality, Economic Mobility, Social Wellbeing, Public Realm, and Land Use. The priority areas were designated based on outcomes of community engagement and the historical and present-day market analysis. Each priority area has goal with targeted strategies and tactics to achieve that goal.

### IMPLEMENTATION

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The final chapter, Chapter 12, offers a roadmap for the



implementation of the Winstanley Community Plan, including the need for a lead catalyst organization with the capacity to provide the necessary backbone to drive the plan forward, ensure accountability to the community, and deliver the desired outcomes.

This plan offers a long-term outlook to help Winstanley

residents and institutions work together toward a future with greater control over their own destinies, even as external conditions change. The cornerstone of the community's strength has, and will continue to be, in its residents. There is an incredible opportunity for residents to work with local institutions to realize a community vision for Winstanley that is historically rich and vibrant, safe and revitalized, and family-focused.



Figure V  
Winstanley Planning Kick Off Meeting opportunities discussed.



Figure VI  
Winstanley Planning Kick Off Meeting challenges discussed.









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1

# OVERVIEW





Residents, community stakeholders, financial institutions, and municipal leaders have the opportunity to collaborate on a newfound, shared vision of the Winstanley neighborhood into an historically rich and vibrant community that is revitalized, safe, thriving and family-focused.

WELCOME TO  
**SINAI VILLAGE**  
WINSTANLEY NEIGHBORHOOD



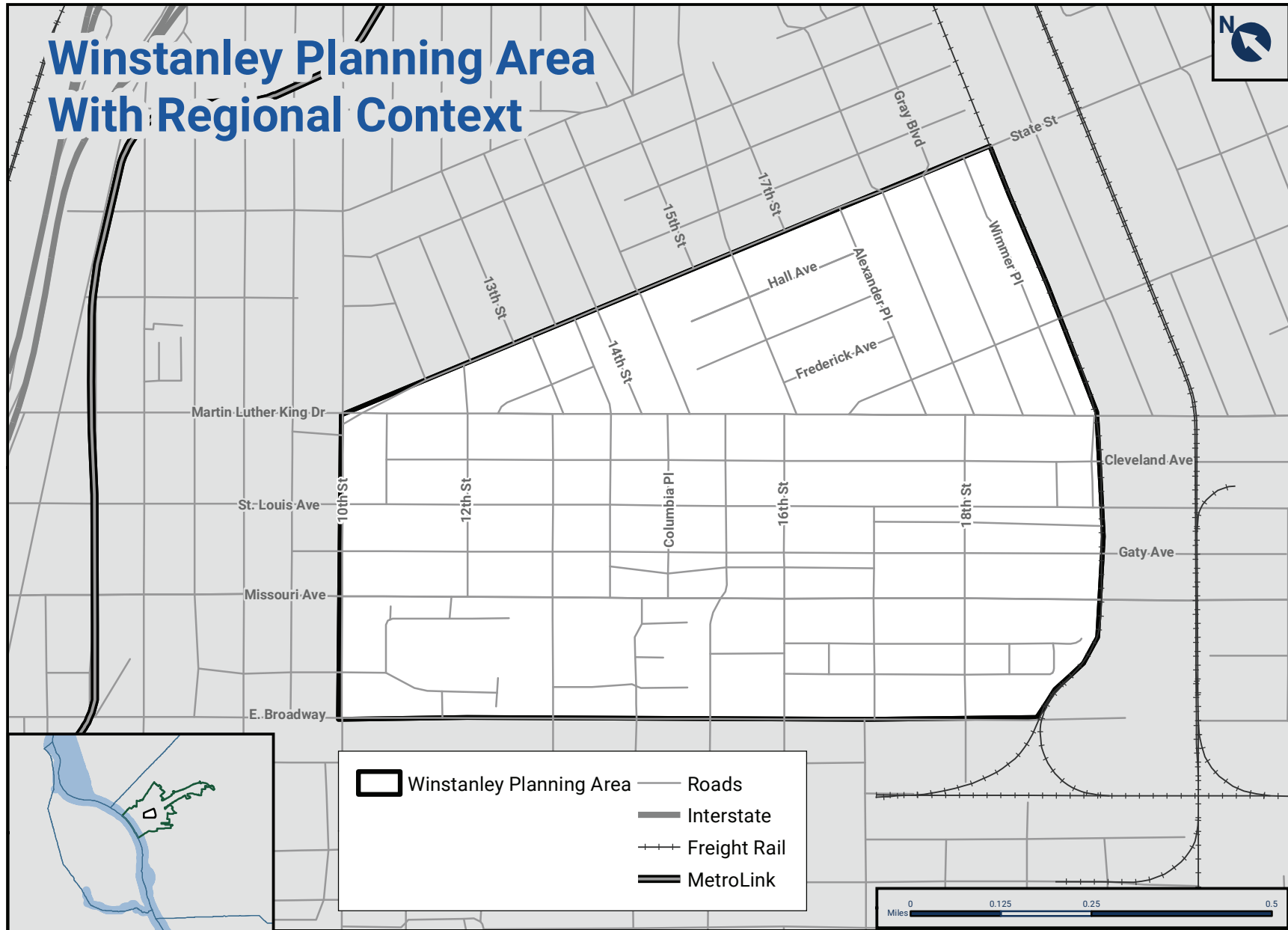


Figure 1.1  
Winstanley planning area with regional context overview.



The Winstanley Planning Area (“Winstanley”) is a neighborhood in East St. Louis, Illinois, bounded by State Street to the north, 21st Street to the east, Broadway to the south, and 10th Street to the east. Winstanley is within close proximity to the St. Louis region’s central employment opportunities and abundant cultural amenities. The neighborhood is well-served by transportation networks, including multiple interstate highways that converge nearby. There are two public MetroBus routes that run through the community and two MetroLink light rail stations within a half-mile. State Street is a major corridor that fronts the neighborhood’s north side and serves as a connector for parts of the Metro East and as an access point to downtown St. Louis. The City of East St. Louis has suffered from socio-economic and physical decline for over five decades. The Winstanley neighborhood is not immune to the results of this decline; the area suffers from diminished public services and continued widespread disinvestment, which has led to struggles with population loss, vacating businesses, and high crime levels. Social and economic disinvestment have had an effect on the built environment, creating the conditions for a large percentage of vacant, abandoned, and deteriorated



Figure 1.2  
*Two single story detached family homes in Sinai Village.*



Figure 1.3  
*Entry to Sinai Village.*

properties in the neighborhood. These conditions place additional stress on the social and physical determinants of health for Winstanley residents. The lack of capacity from the City’s side has required core anchor institutions to step up and fill social service gaps. Several churches and religious institutions, including Mt. Sinai Missionary Baptist Church, New Life Community Church and Macedonia Baptist Church have risen to the occasion. The neighborhood community development corporation, Mt. Sinai Development Corporation (MSDC) has focused on increasing the supply of quality affordable housing in Winstanley for the past ten years. MSDC has been at the center of two new single-family lease-purchase home

developments Sinai Village I completed in 2010, and Sinai Village II in 2015. Together, these developments have added 60 new homes for an overall investment of nearly \$19 million. MSDC is currently working with Rise Community Development (Rise) to secure Low-Income Housing Tax Credits (LIHTC) to produce another affordable residential development to be called Winstanley Park. The proposed location for the development is on the 1100 blocks of Martin Luther King, Jr. Drive and Cleveland Avenue, adjacent to Sinai Village I and Sinai Village II. The plans for Winstanley Park include the adaptive reuse of a vacant building to be converted into 16 apartments, 4,000 square feet of leasable office space, a commercial kitchen, and a

Figure 1.3  
Table of Social Determinants of Health

SOCIAL DETERMINANTS OF HEALTH	
Residential segregation	Community trauma
Food insecurity	Violence and crime
Healthcare access	Social cohesion and emotional intelligence
Poverty	
Housing cost burden	

Figure 1.4  
Table of Physical Determinants of Health

PHYSICAL DETERMINANTS OF HEALTH	
Exposure to toxic substances	Blight
Lack of trees, open and green space	Crumbling infrastructure
Substandard housing	Illegal dumping and litter
	Brownfields

multi-purpose area. The development would also add 38 new homes for families and seniors to the neighborhood, including 8 garden homes and 14 townhomes.

## COMMUNITY PLANNING

What is a community plan? An effective community plan is a process and framework that is broadly partnered, smartly-resourced, data-informed, and resident-involved. The process takes stock of a community's current direction, changing conditions and desires, and what needs to be done to serve the needs of residents. At its conclusion, a community plan addresses issues and opportunities to achieve a shared vision for the future of an area. A public facing document that prescribes specific policies, recommendations, strategies, and actions to guide community development and decision-making for the next 10-20 years. Questions regarding future land uses, zoning, public improvements and community services are anticipated and answered in the community plan to maximize the health, safety, and economic wellbeing of all residents. Simultaneous investment in these social and physical realms is necessary to solving neighborhood

challenges, as they both impact determinants of health for people living within the community.

## RATIONALE FOR THE WINSTANLEY NEIGHBORHOOD

To effectuate change at the neighborhood and



1.4  
Single family home.



household level, a neighborhood community plan must be comprehensive and address a manageable geographic area. A limited geography supports place-based approaches to implementation. In recent decades, the City of East St. Louis has seen investment, (such as the development of the Casino Queen and facilities improvements made by Ameren and Dynegy) but not anything near enough to overcome the previous five decades of deindustrialization and community destabilization that have led to massive economic and population losses. The decline in population and businesses has, in turn, accelerated the decline of the city's economic and tax bases. The absence of a strong tax base contributes to the lack of available resources for public infrastructure and capital improvements, along with reduced city services such as maintenance, public safety, and recreational programming.

## GUIDING PRINCIPLES

**Broadly Partnered.** Winstanley has a number of churches, religious institutions, and community-based organizations within its footprint. These institutions and organizations have the potential to build upon a shared vision by

coordinating efforts for collective impact in the area. Instead of going it alone and attempting to solve problems in silos, a broadly partnered community planning process and plan can help Winstanley build social capital, foster coordination, and increase the influence of community leaders to better meet the needs of the community.

**Smartly-Resourced.** The City of East St. Louis is in financial distress and thus does not have the capacity to conduct



Figure 1.5  
Church with 100th anniversary sign.

comprehensive community planning. Therefore, an innovative, smartly-resourced approach was needed to support this plan; fifteen funding partners consisting of banks, investors, philanthropic organizations, economic development authorities, and a national nonprofit organization contributed the financial resources needed to develop a community plan for Winstanley.

**Data-Informed.** Good demographic and parcel level data for the Winstanley community helped us ask better questions, foster a deeper understanding, and achieve better results for the neighborhood. Moving forward, residents and community leaders can leverage this data to share information more broadly and help initiatives achieve evidence-based success.

**Resident-Involved.** Meaningful resident participation is a priority for the development and implementation of a community plan for Winstanley. Involving residents in the planning process increased community understanding, trust, and collaboration. This plan was co-produced with residents, such that the policies, recommendations, strategies, and actions are shaped both for and by the people who will be affected by its implementation and outcomes.

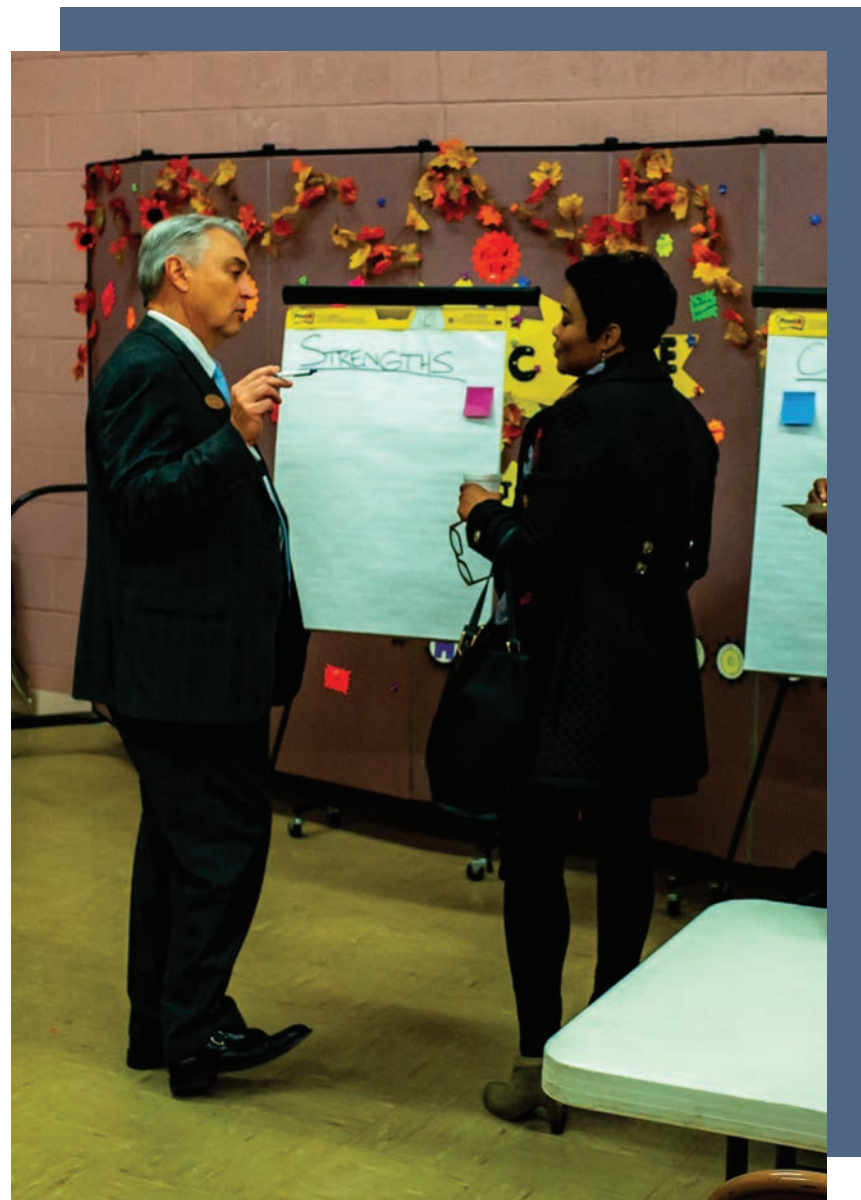


Figure 1.6  
Residents discuss the future of Winstanley.

## COMMUNITY PLAN PROCESS

With support from partners and engaged community members, the planning process was designed to result in a plan that responds to the needs of Winstanley residents and stakeholders. Throughout its duration, the planning process was informed by data collection and community engagement. The planning team developed a series of public engagement activities to ask questions about needs and resources in the Winstanley community; each time taking questions and suggestions on the process back to community members to ensure the process was iterative and embodied the outcomes residents desired. Useful tools during the planning process included:

- Analysis of past and ongoing planning initiatives in East St. Louis, including the U.S. Department of Housing and Urban Development's Choice Neighborhood Planning area, which is adjacent to the Winstanley community;
- Resident and community stakeholder interviews, including youth focus groups;
- Demographic research and data collection to

supplement residents' insights and lived experiences about existing community conditions;

- Market analysis for insights into the economic conditions and realities;
- Evaluation of the physical environment, including vacant land, street and sidewalk conditions, buildable sites, and more;
- Resident Steering Committee meetings made up of seven highly engaged leaders to guide the process, represent community values, and serve as a voice for the community;
- Meetings and surveys to gather widespread public input regarding the recommendations, strategies, and actions to consider for the community;
- Consultation with plan funders to review process and Plan recommendations to help prepare for implementation.

Throughout the planning process, the planning team worked to align partners and resources to identify shared opportunities and develop a common approach to community priorities. Efforts to foster conversations and build connections early-on in the process were essential.



Residents and other community stakeholders identified a number of local organizations within the neighborhood, but also noted a lack of ongoing communication and coordination between them. Now, after more than a year of asking issues-based questions, providing recommendations, and aligning partners and resources, these efforts have culminated in an actionable plan for the Winstanley community; a plan that is representative

of the community's voice. The plan's contents represent priorities important to the residents and other community stakeholders that are ripe for sustained, community action. Residents, local leaders, resource partners, and investors are now called upon to rally around the Winstanley Community Plan and contribute to its success by continuing to share their time and social capital in a coordinated manner to achieve a collective impact.

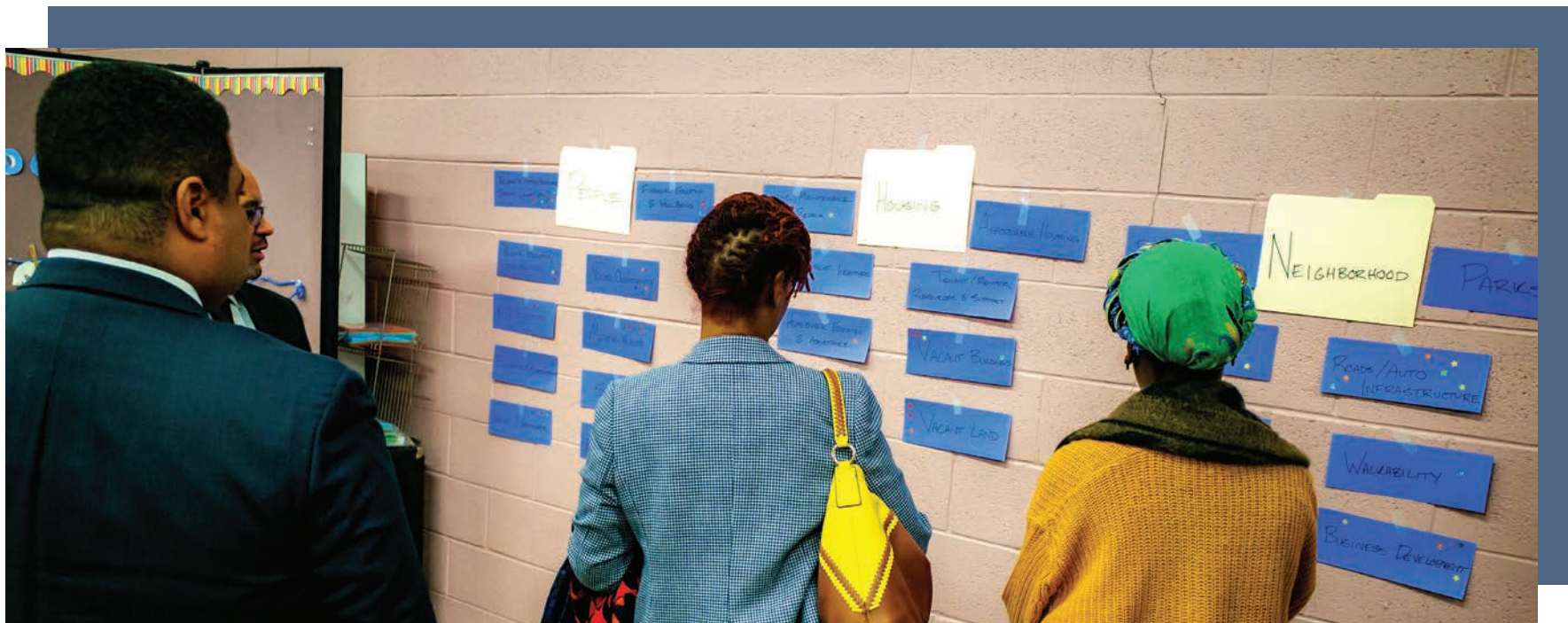


Figure 1.7  
Residents review planning themes that will be discussed during the kick off meeting.

2

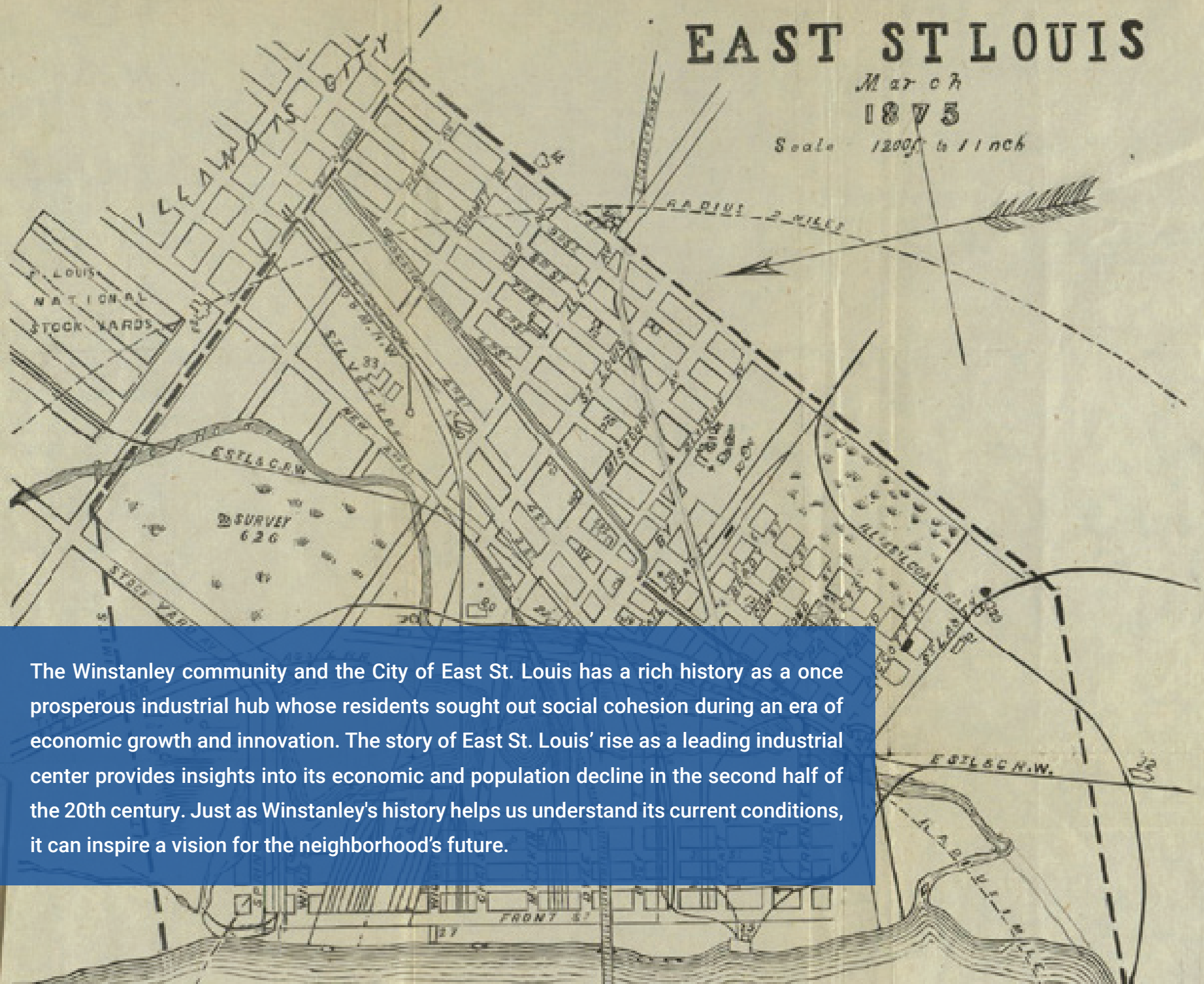
**HISTORY**

# CITY OF EAST ST LOUIS

March

1875

Scale 1200 ft to 1 inch



The Winstanley community and the City of East St. Louis has a rich history as a once prosperous industrial hub whose residents sought out social cohesion during an era of economic growth and innovation. The story of East St. Louis' rise as a leading industrial center provides insights into its economic and population decline in the second half of the 20th century. Just as Winstanley's history helps us understand its current conditions, it can inspire a vision for the neighborhood's future.



## THE WINSTANLEY FAMILY

*The Winstanley community is named for Thomas Winstanley, a first generation American born in 1823 and early resident of East St. Louis. Winstanley was a farmer turned industrialist who over his political career became involved in railroading, banking and other areas of economic and civic development. Although he was an early advocate for industrial expansion, he was unique in his encouragement of civic engagement and philanthropy. He supported the founding of churches, established the police department and served as its chief, volunteered for the fire department and gave his time to the development of the community (Theising & Moore, 2003).*

*Much of the time and focus Winstanley dedicated to the community was inspired by Thomas Winstanley's wife, Elizabeth, whose maiden name was Trendly. The Trendly's were a prominent, wealthy family in East St. Louis during the 1800s. Although no longer standing, Elizabeth was the funder and namesake of St. Elizabeth's church, built in 1912 at the corner of 25th Street and Ridge Avenue. The family's mark on the community is still present today, as Trendly Avenue still runs through East St. Louis.*



Figure 2.1  
St. Elizabeth Church; photo courtesy SIUE.

## ESTABLISHMENT OF EAST ST. LOUIS

Before the arrival of white Europeans in present-day Illinois, a confederacy of indigenous people occupied the territory, which served as their homeland and hunting grounds. The numerous groups to which this land belonged consisted of the Kaskaskia, Cahokia, Michigamea, Peoria and Tamaroa tribes (Theising & Moore, 2003). These groups

lived along the bluffs of the Mississippi flood plain and used what is present day East St. Louis as a meeting place to trade and exchange goods (ibid.). This legacy of commerce and trade would continue even as control of the area was taken over by the French and then the British, up until the independence of the United States of America. Upon the victory of American independence, a patriot named James Piggot took control of the territory to establish a family ferry business that transported goods and people from St. Louis across the river (ibid.). While Piggott died in 1799, the business he started would go on to play a vital part in the expansion and urbanization of the city, as the area would leverage the growth of St. Louis across the river for its own industrialization and economic development. As the community Piggot founded continued to expand, it earned the original name of “Illinoistown.” Over the next 50 years Illinoistown would lean into its role as an industrial powerhouse to influence the decisions made at the state capital in Springfield. In the mid 19th century, the burgeoning city would undergo a number of developments, including the arrival of the first railroad in 1855, the building of the Eads Bridge in 1874, and the economic benefits mirroring its sister city across

the river (ibid.). Together, these changes would transform the area from a post-independence township to a bustling industrial and transshipment center, which contributed to the establishment and present-day boundaries of East St. Louis.

## EXPANSION OF THE BLACK POPULATION

---

As the nation approached Civil War, East St. Louis began to experience huge shifts in its population. More specifically, there was a rise in the number of free, working class, Black residents (Lumpkins, 2008). Even prior to the breakout of war, the St. Louis region had a history of Black migration due to its strategic location as a border region – where midwestern economies of industrialization and natural resource extraction overlapped with southern plantation farming and folk cultures (Johnson, 2020). Throughout and after the Civil War, there was a marked increase in the number of Blacks migrating from pro-slavery southern states to northern cities, known as The Great Migration. By moving out of the south, emancipated Blacks were not only trying to escape the confines and remnants of slavery

but also the depressed southern economy and regressive sharecropping system that actively attempted to limit their economic mobility (Lumpkins, 2008).

The Great Migration continued throughout the rest of the 19th century and into the first few decades of the 20th, as white supremacy became ever-solidified within the sociopolitical environment of the South through Jim Crow-era legislation. At the start of the migration in the 1860s, lower income Blacks that moved to the city of East St. Louis inhabited substandard housing near railroad yards, factories and open fields in the western half of the city. However, as the Black population continued to increase, by the end of the 1800s Blacks were living throughout East St. Louis, not just on its fringes (Theising & Nunes, 2003). The expansion of the Black population in the city came with the proliferation of Black institutions, including churches, civic organizations and fraternal clubs that focused on affirming Black people's dignity and empowering them with skills for political organizing and leadership (Lumpkins, 2008). These institutions would prove critical for the Black residents of East St. Louis to access local government resources and services and establish their voice in City Hall. They educated Black voters, represented the community at

town halls, voiced concerns for workers' rights, advocated for equal political representation and created a legacy of community activism that continues to this day. What is unique about this history of activism in East St. Louis is that it is rooted in the institutions that Black citizens built and sustained as anchors in their community, creating a place they could call their own.

In the late 1910s many unions representing white workers organized labor strikes as they battled with corporate



Figure 2.2  
East St. Louis black couple early 1900's. Photo courtesy of SIUE.



owners for better wages, reasonable hours and safer working conditions. In East St. Louis, a number of major industries, including meatpacking factories, railroads, and mining operations halted operations for union workers. However, as white workers went on strike, companies would replace them with Black workers. This created tensions between white and Black workers in East St. Louis. This escalating tension could be felt at labor union meetings, where white workers would spread rumors regarding Black workers taking their jobs. Following



Figure 2.3  
East St. Louis school photo early 1900's. Photo courtesy of SIUE.

## HISTORIC BLACK CHURCHES

*With an expanding Black population, East St. Louis saw the proliferation of Black churches, some of the first institutions of their kind in the nation. One of those churches is Macedonia Baptist Church at the corner of Broadway and 14th Street; the oldest operating Black church in not only the planning area but the region. The church was established in 1863 and was incorporated the same year under the laws of the State of Illinois by a small group of Christian women. Throughout its history Macedonia Baptist Church has been much more than a*

*religious institution but also a pillar in the community by providing vital services such as literacy, nutritional health, and employment preparation. This is characteristic of other churches in the planning area, from Bethel Temple Church, Trinity United Methodist Church, Mt. Sinai Missionary Baptist Church, Eastside Church of Christ and Light of Christ Church. These institutions, which continue to support the Winstanley community today, find their roots in the strength and civic action of those churches that came a century before when the Black community was establishing its footing and future in the Winstanley neighborhood.*

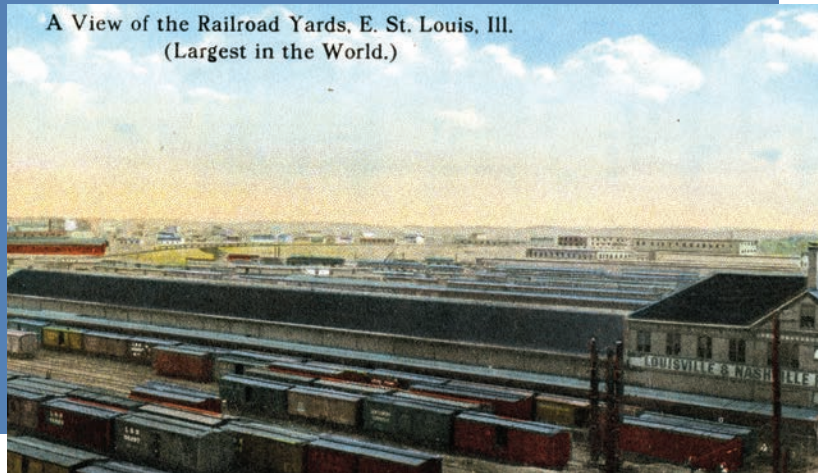


Figure 2.4  
Railroad Yards in East St. Louis. Photo courtesy of SIUE.

such a meeting in 1919, some 1,000 – 3,000 white men marched into downtown East St. Louis and led a massacre, attacking Blacks on the street and burning residential and commercial buildings (Lumpkins, 2008). Witnesses agree that the police were either indifferent or encouraged the massacre, which caused over 1,500 Black residents to flee across the Eads bridge and take refuge in the City of St. Louis (Johnson, 2020).

The National Association for the Advancement of Colored People (NAACP) estimated that 200 Black people

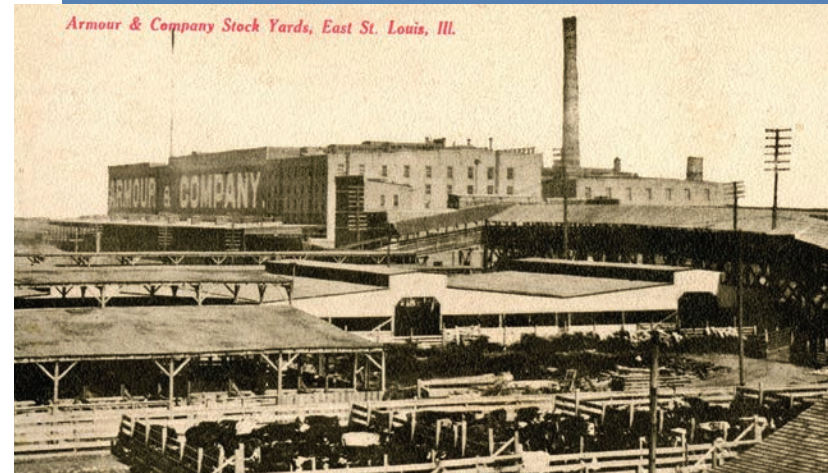


Figure 2.5  
Armour & Company Stock Yards in East St. Louis. Photo courtesy of SIUE.

were killed in the massacre and that some 6,000 were left homeless due to their homes being burned down (Lumpkins, 2008). The Black institutions that had been established in East St. Louis over the last half century were critical in supporting Black residents and rebuilding their community in the aftermath of the massacre. Despite continued racial tensions and racism over the decades, the Black community of East St. Louis was and has been resilient in its response to the violence and would continue to expand its role and influence in the area.



While the East St. Louis culture has shaped by the Black community, it was done so under the umbrella of white, profit-driven male politicians and industrial businessman who controlled the majority of the city and county government. The industrialization the city experienced in the first half of the 20th century under the leadership of this group would result in a myriad of social and economic troubles for the Black community of East St. Louis.

## INDUSTRIALIZATION

From its very establishment, East St. Louis has benefited from the trade and commerce taking place across the river in the City of St. Louis. This unique positioning and reliance on the neighboring economy has defined how East St. Louis experienced industrialization over the course of the 20th century. The relationship between the two cities began out of St. Louis' need to feed a growing population and East St. Louis farmers' ability to supply it with the aid of Piggot's ferry (Theising & Moore, 2003).

As the city's population swelled with Black residents emigrating from the south, they took jobs in the early



Figure 2.6  
Mississippi River steamboat. Photo courtesy of SIUE.



Figure 2.7  
East St. Louis stock yard. Photo courtesy of SIUE.



smokestack industries that populated the Mississippi river valley. These included steel mills, chemical plants and oil refineries. Pro-industrial politicians in East St. Louis advocated for industry-friendly tax policies that lured large manufacturing plants away from St. Louis and incentivized them to locate across the river (Theising & Moore, 2003). While these policies led to economic growth for the City and those running it, it resulted in detrimental environmental and social ramifications for residents. The industries that located themselves in East St. Louis

produced noxious air, water and noise that had negative impacts on those living nearby (Lumkins, 2008). Many Black residential areas were thus uprooted to make way for new manufacturing plants enticed by the minimal oversight and tax benefits offered by the City of East St. Louis (Lumkins, 2008). The politicians that instrumented these activities envisioned an East St. Louis that could rival St. Louis and therefore plunged the city into debt with expensive capital improvement projects to further attract big business, without collecting significant tax

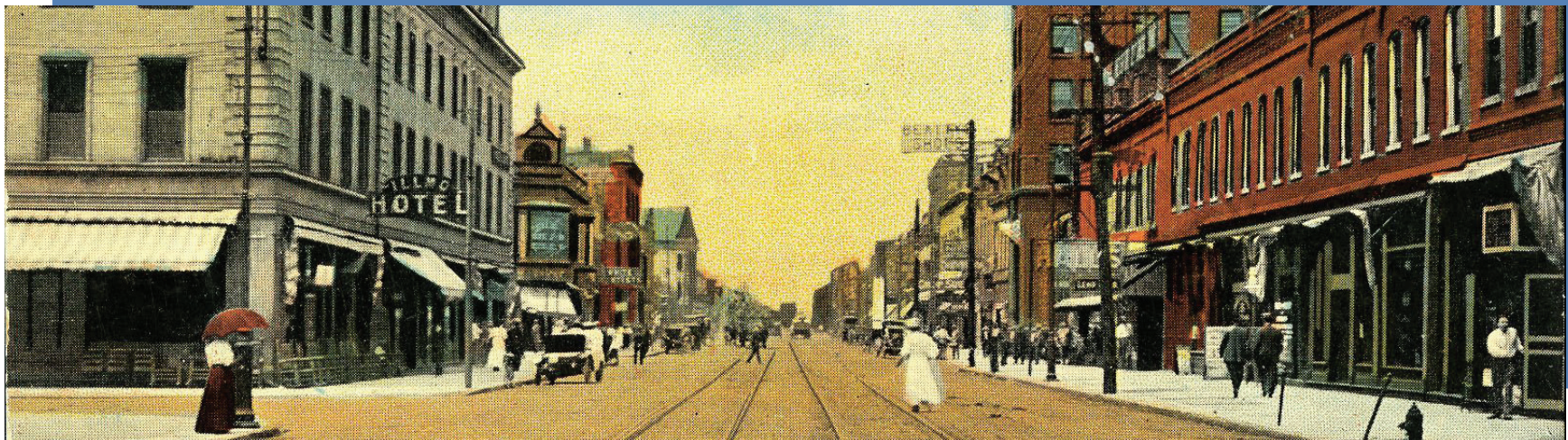


Figure 2.8  
East St. Louis Downtown in early 1900's. Photo courtesy of SIUE.

revenue from the industries that did relocate. However, even at the City's peak of over 80,000 residents, East St. Louis remained an industrial satellite to St. Louis (Theising & Moore, 2003). While the city was able to revel in its economic growth and expansion for a generation, the long-term implications of its industrial efforts would should show themselves later on.

## THE RISE OF A CITY OF CHAMPIONS

By the start of the 20th century, East St. Louis had established itself as an industrial center and workers from surrounding rural areas flocked to the city, where they could find work and make decent wages. What made East St. Louis such a unique industrial powerhouse was both the diversity of industries located in the city and the recruitment of intermediary firms that processed raw materials, such as livestock and meatpacking plants. Intermediaries employed anywhere from a dozen workers to nearly 10,000 laborers in their facilities (Theising & Moore, 2003). As industries continued to locate in East St. Louis, so too did an increasing number of white immigrants



Figure 2.9  
Cargill manufacturing plant in East St. Louis.



Figure 2.10  
Sign recognizing East St. Louis as the City of Champions.



## A CITY OF CHAMPIONS

*For decades East St. Louis has produced some of the greatest black athletes in the country. The city has been represented in the NBA, MLB, NFL, and even on the Olympic podium, winning gold. The City's high schools have won a number of Illinois State sports titles and national titles. East St. Louis has produced world renown black entertainers in media and arts. And East St. Louis has produced black professionals in other fields of endeavor, including a former United Nations Ambassador and Major General in the United States Army. The "City of Champions" slogan is often attributed to the Joyner family. Jackie Joyner-Kersee, who has been called the greatest athlete of the 20th century, and her brother Al Joyner, both won Olympic Gold medals. When Jackie retired from professional competition and returned to East St. Louis, she established the Jackie Joyner-Kersee Foundation. The foundation raised funding to build the Jackie Joyner-Kersee Center. The center opened in 2000 to help change the lives of at-risk youth in East St. Louis. Through her accomplishments and to recognize those of others from East St. Louis, the "City of Champions" slogan was born.*



Figure 2.11  
Track and Field Star Jackie-Joyner Kersee speaks to Westchester University in 2014. Photo courtesy of @wcupa on Flickr.



looking to fill positions.

Up until the 1960s, East St. Louis continued to attract recognition for its industrial prowess, its diverse community, and its residents. It was named an All-American City in 1959 by the National Civic League. The city celebrated its centennial in 1961 with lavish festivities and was regularly referred to as the “Pittsburgh of the West.” At this time the city was also receiving recognition for the creative music legends it produced, who would redefine the genres of blues, rock and jazz. Ike and Tina Turner became one of the most popular live attractions in the East St. Louis club scene in the 1950s prior to their national recognition. Miles Davis was raised in East St. Louis and attended East St. Louis Lincoln High School in 1941. During his school years, he joined the marching band as a trumpeter and began to enter music competitions, which served as the start of his music career.

## DECLINE AND DISINVESTMENT

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Despite continued economic growth throughout the 1950’s, the city began to experience, along with the rest of the

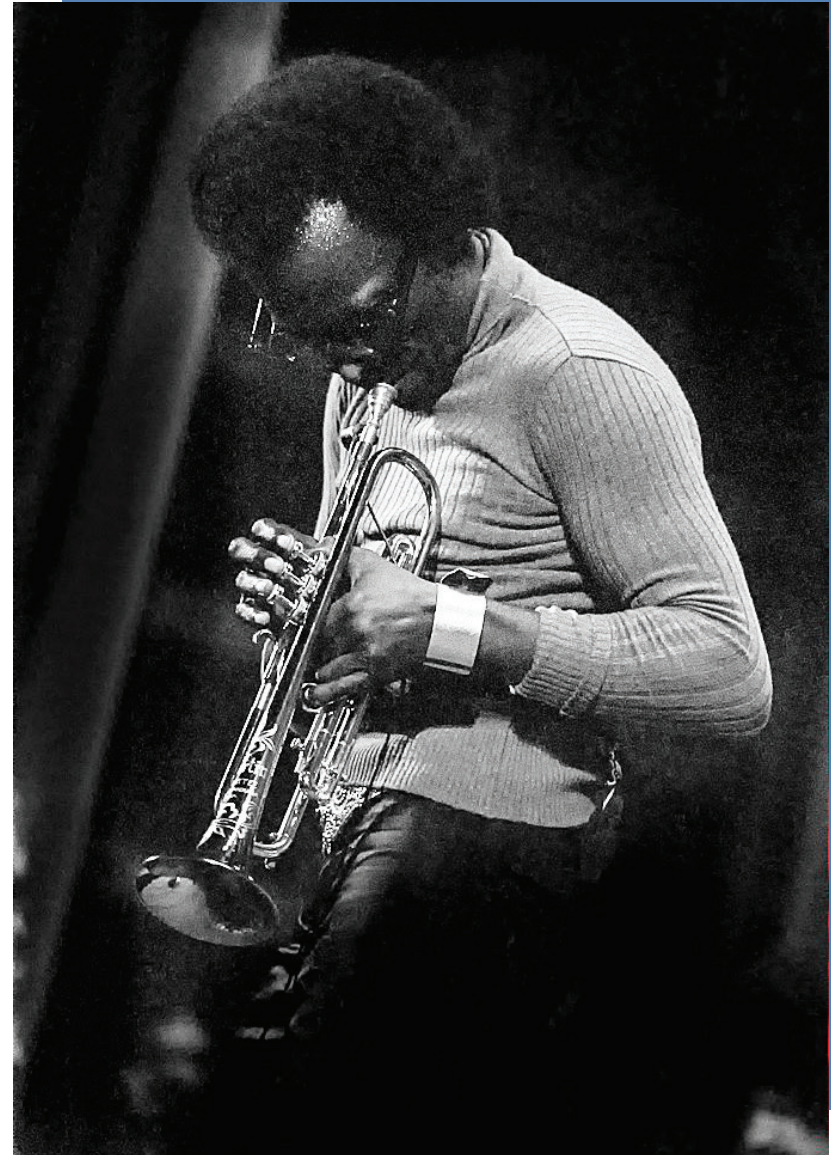


Figure 2.12  
Davis performing in 1971. Photo courtesy of Wikipedia.

nation, the restructuring of heavy industrial economies and transportation networks, particularly railroads. As these shifts occurred, they caused widespread job losses in cities that were heavily reliant on these two economic networks. The restructuring of heavy industry involved removing intermediary steps from the supply chain, which resulted in the closure of hundreds of manufacturing facilities over the next decade. Plant closures led to a loss of working and middle-class jobs. Much of the city's population that had worked in these factories lacked the skills for other job opportunities which caused unemployment to rise throughout the region (Theising & Moore, 2003).

As manufacturing industries left, the financial condition of East St. Louis deteriorated. The city was unable to attract other businesses and economic engines due to the numerous brownfield sites: areas with environmental contamination caused by the presence of heavy industry without proper remediation (Theising & Moore, 2003). These contaminated sites made the redevelopment of them expensive, as developers would have to pay more to ensure the sites would be

## TURNING TOWARD THE FUTURE

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Since 2000, the city has been able to complete its first redevelopment projects in decades, including a new library and city hall. Expanding public-private partnerships have resulted in public improvements and housing development. The MetroBus now extends into East St. Louis and the Winstanley community and the St. Louis MetroLink connects the city by transit to employment and cultural centers. While new housing developments have been limited, affordable housing has been built in the Winstanley neighborhood; Sinai Village I was completed in 2011 and Sinai Village II in 2015. There are 60 new single-family lease-purchase homes in these two developments, which were completed for nearly \$19 million. Other recent developments address housing insecurity for the area's most vulnerable populations, including its senior residents. New Salem Place is a HUD Section 202 multi-family housing development for low-income seniors sponsored by Mt. Sinai Development Corporation.

The work of Mt. Sinai Development Corporation, affiliated with Mt. Sinai Missionary Baptist Church, and

other religious institutions in the area, play a key role in driving the community's development and ensuring that residents have a voice when it comes to the future of their neighborhood. New Life Community Church provides financial capability programs. Just as black churches influenced the Winstanley community in the past, so too can they help drive the future of the community. Black churches can support keeping residents and community stakeholders engaged and committed to a more hopeful future.

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Figure 2.13  
Residence in the Winstanley neighborhood.



3

**PAST & ONGOING  
INITIATIVES**



The Winstanley Community and broader East St. Louis region has a rich history as a once prosperous industrial community whose residents sought and built social cohesion during an era of economic growth and innovation. The story of East St. Louis' rise as a leading industrial center also explains its economic and population decline in the second half of the 20th century. Just as Winstanley's history helps us understand its current conditions, the past can also help inspire a vision for its future.

1920

### COMPREHENSIVE CITY PLAN FOR EAST SAINT LOUIS

**Who:** Harland Bartholomew, City Plan Engineer presented to the War Civics Committee of the City of East St. Louis

**What:** Comprehensive City Plan with recommendations for streets, public recreation, transit, zoning, infrastructure, housing and governance. Predicted growth of East St. Louis with concerns over the haphazard development of City and region, including poor housing and public space. The Plan called for large boulevards, a new parks system, expanded transit, and improved housing conditions.

**More Information:** <https://babel.hathitrust.org/cgi/ptid=hvd.32044026790394;view=1up;seq=24>

1960

### EAST ST. LOUIS MASTER PLAN

**Who:** Candeub and Flessing Planning Consultants, adopted by the East St. Louis Planning Commission

**What:** Master Plan for the City of East St. Louis with recommendations for land use, public facilities improvements, transportation, and neighborhood plans. Presents the City as a transportation and industrial center with significant development potential. The Plan identifies present-day State Street, Martin Luther King Drive, and Missouri Avenue as major streets where pavement widening is recommended. Additionally, in the present-day Winstanley neighborhood, the Plan calls for denser, single-family development (9 dwellings/acre), commercial strip mall development along State Street, and industrial development along the 20th street train tracks.

**More Information:** <https://openscholarship.wustl.edu/books/17/>



1992

**Winstanley/Industry Park Neighborhood Improvement Plan**

**Who:** University of Illinois at Urbana-Champaign, presented to the Winstanley-Industry Park Neighborhood Organization

**What:** A five-year community stabilization and development plan intended to stop the neighborhood's social, economic and physical decline. The Winstanley/Industry Park 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. Key recommendations include infrastructure repair, housing demolition, home repair, urban design improvements, local business and employment development, community-based substance abuse prevention, government accountability, and the empowerment of local residents.

**More Information:** <https://catalog.hathitrust.org/Record/100962986>

2004

**East St. Louis Comprehensive Plan**

**Who:** EDAW and JEG Consultants for the City of East St. Louis

**What:** The Comprehensive Plan serves as the City of East St. Louis's long-range plan for future development, focusing on downtown, riverfront and neighborhood revitalization. Coordination between downtown and riverfront development is the focus of the plan. In the Winstanley/Industry Park neighborhood, the Comprehensive Plan calls for greenway development and a combination of mixed-use, single-family, and live/work development. East Broadway, Missouri Avenue, Martin Luther King Drive, State Street and North 10th Street are identified as "Primary Greenways." These greenways would improve connections between neighborhoods and provide new outdoor recreation opportunities.

**More Information:** [http://creativeexchangelab.com/ESTL/resources/ESL\\_Comp\\_Plan\\_2004.pdf](http://creativeexchangelab.com/ESTL/resources/ESL_Comp_Plan_2004.pdf)

2004

**East St. Louis Waterfront Plan**

**Who:** Horner and Shifrin, Inc. for the US Army Corps of Engineers

**What:** Master Plan for waterfront development in East St. Louis prepared as a result of the Showcase Communities Brownfields Initiative partnership among regional governmental entities. The plan makes recommendations for entertainment zones, commercial and residential uses, and the preservation of existing wetlands. Recommendations span infrastructure, land use, zoning, and environmental conservation.

**More Information:** [http://creativeexchangelab.com/ESTL/resources/Waterfront\\_Plan.pdf](http://creativeexchangelab.com/ESTL/resources/Waterfront_Plan.pdf)

2009

**TIF Redevelopment Project Areas**

**Who:** City of East St. Louis

**What:** Map showing the boundaries of the five active Tax Increment Financing (TIF) Districts in the City of East St. Louis. Parts of the Winstanley planning area are included in “TIF 1” and “TIF 3B.” The portions of the planning area west of 13th Street, and north of Martin Luther King Drive and Ridge Drive are included in TIF 1. Scattered parcels at 13th Street and Martin Luther King Drive are included in TIF 3B.

**More Information:** <https://www.cesl.us/DocumentCenter/View/99/TIF-Districts-Map-PDF?bidId=>

2010

**Mid-America Medical District Plan****Who:** Woolpert, Inc. for The Mid-America Medical District Commission

**What:** In 2007, Illinois state legislation established a medical center district in East St. Louis. The district is bounded by 10th Street to the east, Martin Luther King Drive to the north, Collinsville Avenue and Highway 64 to the west, and Trendley Avenue to the south. The plan sets out recommendations to grow the medical profession, deliver health care, preserve existing neighborhoods, and create long-term residential stability. The plan calls for “Heavy Commercial” land use along the west side of 10th Street adjacent to the planning area. On the east side of 10th Street in the planning area, the plan calls for one block of commercial development followed by blocks of low-density residential development (1-4 units).

**More Information:** <https://www.stlouis-mo.gov/government/departments/mayor/news/public-safety-portal.cfm>

2011

**St. Clair County Comprehensive Plan****Who:** Woolpert, Inc. for St. Clair County

**What:** A 20-year comprehensive plan with recommendations for land use and development, transportation, economic development, utility systems and quality of life. While the plan does not make specific recommendations for the Winstanley area, it does focus on several regional priorities that can have an impact on the neighborhood. These priorities include airport expansion, riverfront development, highway corridor development, storm water management, greenspace and historic preservation, waste management, and increasing employment opportunities for residents.

**More Information:** <http://www.co.st-clair.il.us/departments/econDev/Documents/StClairCountyComprehensivePlan.pdf>



2012

### **Winstanley Development Plan**

**Who:** Mt. Sinai Development Corporation, approved by East St. Louis City Council and Planning Commission

**What:** Mt. Sinai Development Corporation's redevelopment plan for the Winstanley Park neighborhood, defined by 10th Street on the west, Martin Luther King Drive on the north, Columbia Place on the east and Missouri Avenue on the south. The plan supports two phases of LIHTC-financed single-family home development and recommends five additional phases of neighborhood development: a community center and residential development on MLK Drive between 11th and 12th Streets (phase one), in-fill residential development in northeast blocks (phase two), a new park and sports fields at Missouri Avenue and 12th Street (phase three), residential development in southeast blocks (phase four), and commercial and retail development along 10th Street (phase five). The Plan was formally adopted by the City of East St. Louis Planning Commission and City Council.

**More Information:** *Dennis Jackson, Executive Director of Mt. Sinai Development Corporation at [sinai@ameritech.net](mailto:sinai@ameritech.net).*

2013

### **OneSTL Plan**

**Who:** East-West Gateway Council of Governments

**What:** A region-wide plan to create a prosperous, healthy, and vibrant St. Louis region. Including a toolkit with strategies, tools and resources for achieving the OneSTL vision.

**More Information:** *<http://www.onestl.org/> or Aaron Young at [aaron.young@ewgateway.org](mailto:aaron.young@ewgateway.org)*

2013

**Mounds Trail Master Plan****Who:** Consultants on behalf of the Mounds Heritage Trail Committee**What:** Recommends trail routes to connect Cahokia Mounds to the historic Mound Sites in the Old North St. Louis neighborhood in North St. Louis and to Sugar Loaf Mound in the Mount Pleasant neighborhood in South St. Louis, MO. The plan includes recommendations for on-road bike lane and separate bike path trail development and interpretation. A trail loop that would run along either 9th or 10th Street from East Broadway to Highway 64 in downtown East St. Louis is recommended.**More Information:** <http://creativeexchangelab.com/ESTL/resources/MoundsTrailMasterPlan.pdf>

2015

**Connected 2045 Plan****Who:** East-West Gateway Council of Governments**What:** A 30-year transportation plan for the eight counties whose transportation planning is overseen by the East-West Gateway Council of Governments. It lays out priorities for the region's transportation systems. At the end it lists project priorities - what can be done under current funding streams in ten-year blocks and what would be done if additional funding sources came to be. The focus on highway infrastructure rather than public transit is notable.**More Information:** <http://www.ewgateway.org/library-post/connected2045-long-range-transportation-plan-2/>**Forward through Ferguson: A Path Toward Racial Equity****Who:** The Ferguson Commission**What:** A study of underlying issues that impact the St. Louis region and proposed outline towards achieving racial equity. Includes 89 calls to action ranging from policy changes to infrastructure and more.**More Information:** <http://forwardthroughferguson.org/>

2017

**East St. Louis Art and Culture District****Who:** Creative Exchange Lab with National Endowment for the Arts

**What:** A cultural assessment and action plan for East St. Louis based in the rich cultural legacy of the city. The plan recommends establishing a Cultural Arts District (CAD) by implementing four strategies: (1) the formation of a community-based nonprofit organization, (2) the development of a detailed strategic plan and market analysis, (3) classification of the District as a Community Improvement District for taxing purposes, and (4) the creation of a corridor between House of Miles and Dunham Center. The proposed corridor from House of Miles to Dunham Center runs up 16th Street to Martin Luther King Drive, then goes up Belleville Avenue and Veronica Avenue to Dunham Center. Creative and entrepreneurial retail hubs are recommended along Martin Luther King Drive, and green corridors are called for along the route.

**More Information:** <http://creativeexchangelab.com/ESTL/resources/FinalReport.pdf>

2018

**East St. Louis Choice Neighborhoods Plan****Who:** Urban Strategies and East St. Louis Housing Authority

**What:** USI and Housing Authority are working on a Choice Neighborhoods Planning Grant sponsored by the U.S. Department of Housing and Urban Development. Through this planning process, community members and stakeholders will identify local assets, discuss current challenges, and create a vision for the future. These efforts will create an integrated and holistic plan to revitalize Samuel Gompers Homes and the surrounding downtown community, improve neighborhood safety, and bolster education, health, and employment outcomes for families. The east boundary of the Choice Neighborhoods Planning area is 10th Street.

**More Information:** <https://3u34fs2tyufy2qaqju2l7s14-wpengine.netdna-ssl.com/wp-content/uploads/ESTL-Planning-Grant-Press-Release-with-ESTL-edits-ENW09172018.pdf>






Figure 3.1  
*Rendering of potential capital improvements within the panning area.*

4

**EXISTING  
CONDITIONS**





Creating a future vision of the Winstanley neighborhood that reflects its history relies on understanding its existing conditions in the context of that history. Doing so entails conducting an assessment of the current built environment, taking stock of the social fabric, and recognizing the economic factors that are at play in Winstanley. This chapter contains an analysis of existing conditions in Winstanley. A robust analysis and understanding of data, as well as lived-experiences from residents, helped provide the starting point to this plan.



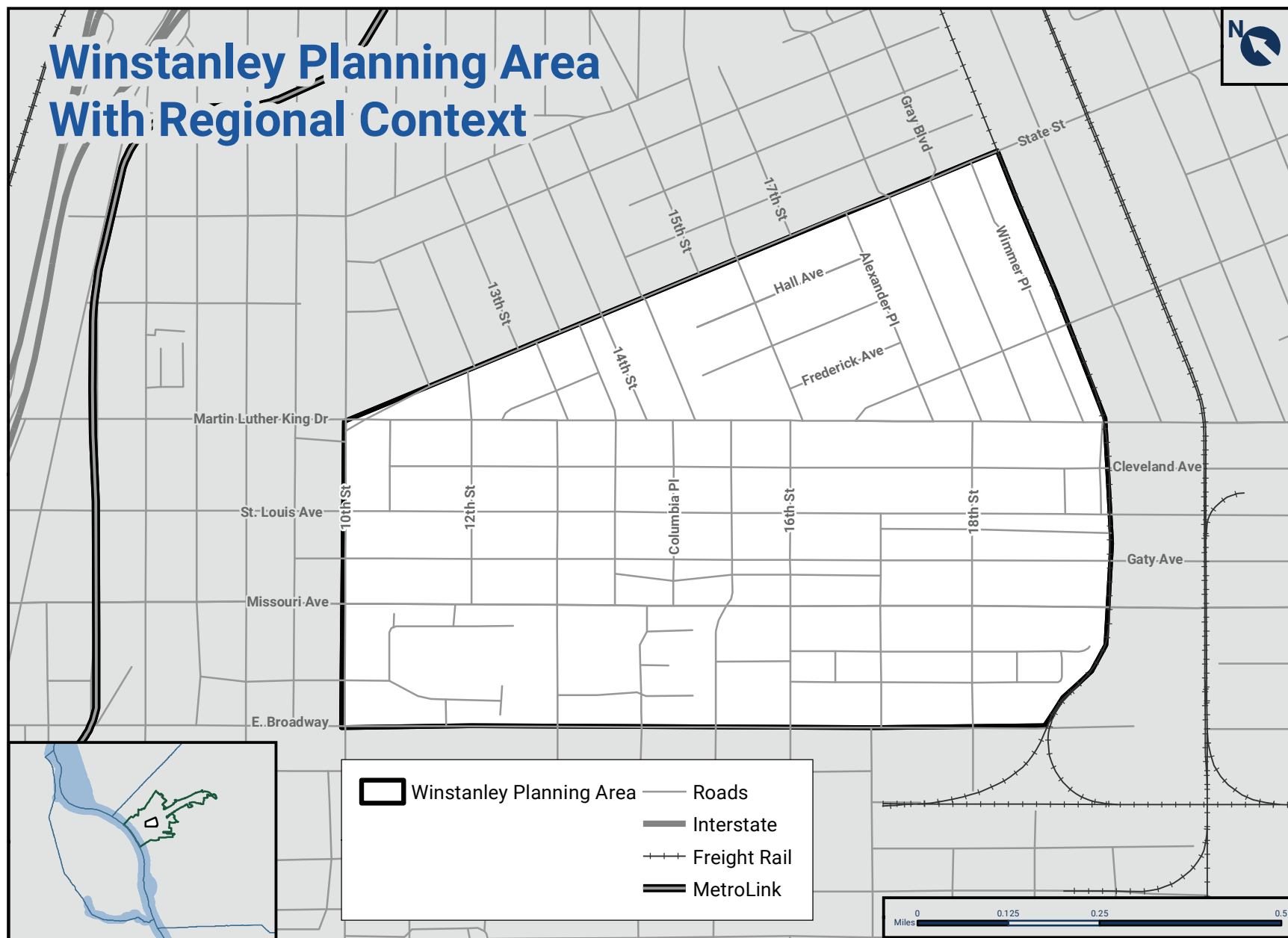


Figure 4.1  
Winstanley planning area with regional context.

## BRIEF OVERVIEW

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The City of East St. Louis has been in steady economic decline dating back to the 1950s. The community has been hit hard by various social and economic challenges that include high rates of poverty, unemployment, disinvestment, crime, underperforming schools, health disparities, and overall deteriorating conditions. The majority of businesses that thrived through the 1950s have become either obsolete, closed, or relocated over the latter half of the 20th Century. This has been a significant factor in many of the chronic issues that currently exist within the community. This chapter will use data to contextualize the lived-experiences of residents living in East St. Louis and the Winstanley neighborhood.

The 120-block Winstanley neighborhood has been one of the city's hardest-hit areas. It has transitioned from a stable residential community to one of predominantly vacant and abandoned properties. However, in-between vacant parcels one can find place-based community organizations and talented young residents who are committed to the development of their community.

## Population of East St. Louis and Winstanley



Figure 4.2  
Population of East St. Louis and the Winstanley planning area in 2000 and 2016.

## PEOPLE

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### POPULATION OVERVIEW

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The population of the Winstanley declined by 7% between 2000 to 2016, however it is retaining more residents than the City of East St. Louis overall; the City saw a

population decrease of 15% over the same time period. One contributing factor that may play into the higher retention of residents in Winstanley compared to East St. Louis could be the increased availability of high-quality affordable housing options in the neighborhood via the construction of Sinai Village I and II. The vast majority of neighborhood residents in Winstanley identify as Black (98%), with the remaining population identifying as white or two or more races.

Although the population overall has declined in recent decades, the neighborhood has a growing number of working-age residents. From 2000 to 2016, the proportion of residents aged 25 to 64 grew from 29% to 47% of the total population. This large age cohort indicates a need for supportive job training and increased connections for residents to employment opportunities. Housing and employment options attuned to the needs of this age cohort can help create vibrancy, stimulate economic mobility, and improve the potential to attract retail options and other amenities to the neighborhood.

Although the 25 through 64 age cohort comprises the

majority of Winstanley residents, there is a significant youth population (youth being all those age 24 and younger) in the community who require age-appropriate community programming that empowers and supports them to reach their full potential. Despite the fact that the proportion of seniors in the community declined from 11% in 2000 to 8% in 2016, this age group will be growing over the next twenty years (ACS 2016), so their social wellbeing and health should remain a community priority. Seniors play an important role in the vibrancy of the community by contributing their knowledge and experiences to younger Winstanley residents and sharing their time and talents through volunteer activities, tutoring, and mentoring.

### EDUCATIONAL ATTAINMENT

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From 2010 to 2016 educational attainment in Winstanley rose: in 2010 18% of the population did not have a high school diploma, but in 2016 that number dropped to 13%. The percentage of residents with a bachelor's degree or higher remained at nine 9% during the same period. Evidence has shown that economic mobility, health, and wellness are linked to educational attainment, meaning,



## Population Pyramid

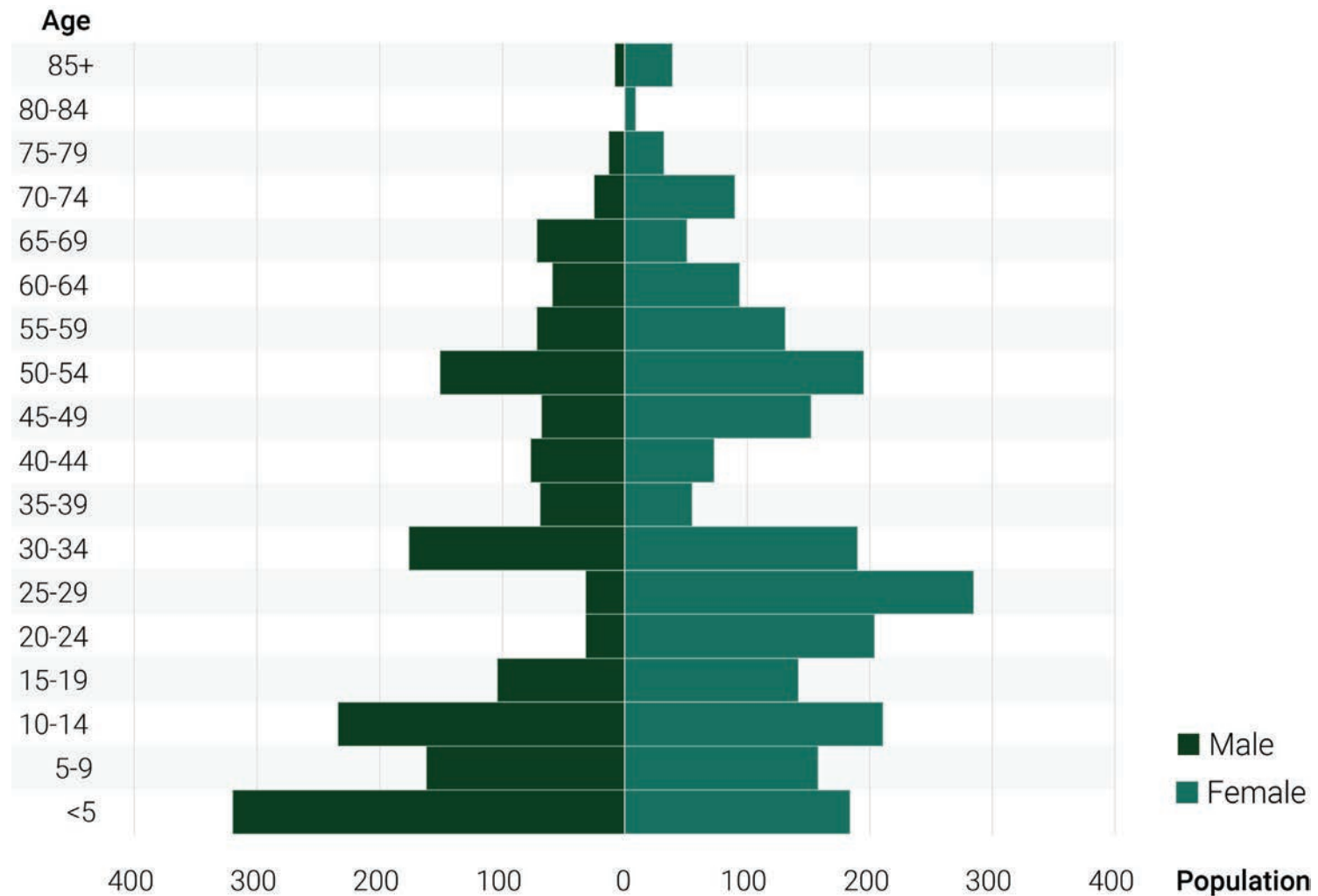


Figure 4.3  
Population pyramid representing the ages of residents living in the Winstanley neighborhood, 2016.

the higher a resident's educational attainment, the greater their chances to improving their individual and intergenerational outcomes.

Three public schools serve the youth of Winstanley: Gordon Bush Elementary, Lincoln Middle School, and East St. Louis High School. These public schools are operated by East St. Louis School District 189. Some children from the Winstanley neighborhood attend Unity Lutheran Christian School, a private school with grades 1 through 8, operated by Unity Lutheran Church of East St. Louis. Located just southwest of the Winstanley neighborhood, Southern Illinois University – Edwardsville (SIUE) operates the SIUE East St. Louis Charter High School for grades 9 through 12. The SIUE East St. Louis Center offers additional educational programs for grades Pre-K to 12 as well as for adults.

## HOUSEHOLD INCOME

The median annual income for a household in Winstanley in 2016 was \$16,677, meaning that the average family in Winstanley is considered 'Extremely Low Income' (defined

## Household Income

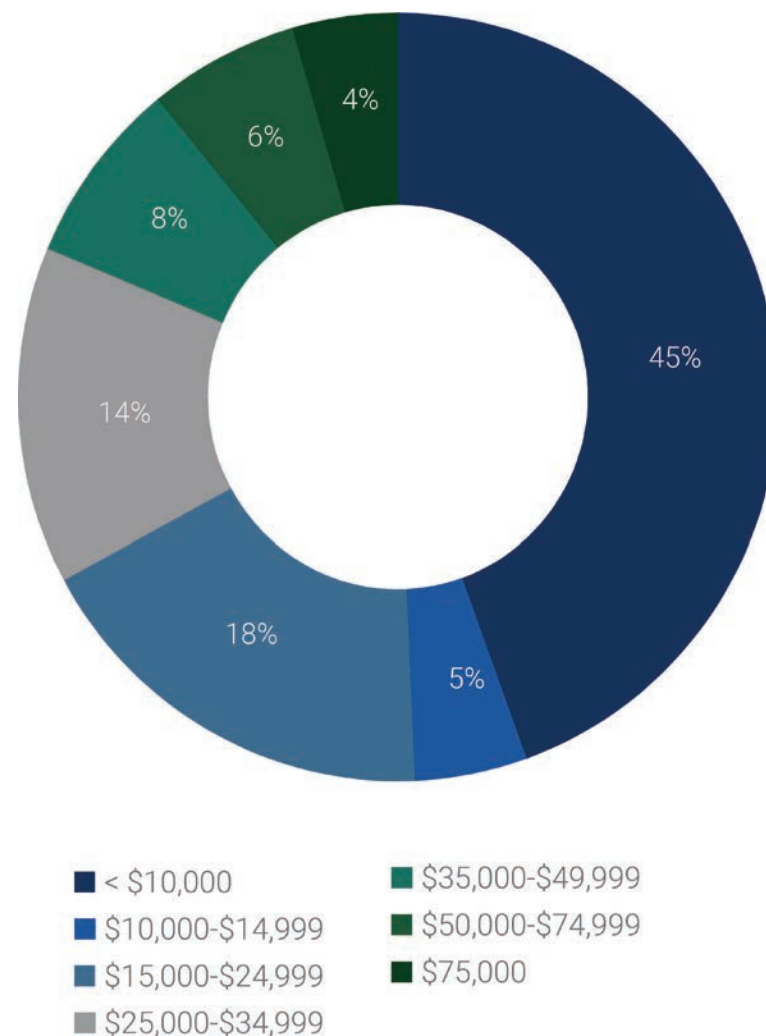


Figure 4.4  
Winstanley household income distribution, 2016.



Figure 4.5  
Duplex in the Winstanley neighborhood.

as 30% of the metropolitan statistical area (MSA) median income). By comparison, the median household income for the City of East St. Louis was \$35,599 per year, which is still considered 'Very Low' (defined as 50% of the MSA median income). In 2016 the neighborhood had a poverty rate of 58%, compared to 50% in 2010, representing an increase of 16% over that time period. The poverty rate for residents 18 years of age and younger grew 19% in the same time frame, while for ages 65 and up, it decreased 67%.



Figure 4.6  
Single family home in the Winstanley neighborhood.

## HOUSING

The number of occupied residences in the Winstanley neighborhood increased 4% between 2010 to 2016, from 1,574 to 1,637 homes. The distribution of homeowners to renters in Winstanley has remained the same from 2010 to 2016, with 28% of housing units being owner-occupied and 72% renter-occupied. In the City of East St. Louis as a whole, the renter-homeowner composition recently flipped to majority renters. From 2010 to 2016, the distribution



changed from being 49% renter, 51% homeowner, to 52% renter, 48% homeowner. The majority of single-family homes are bungalows that are generally in poor to fair condition. 47% of the 2,009 parcels in the Winstanley neighborhood are vacant or empty homes, commercial storefronts and industrial buildings. A substantial number of the vacant lots are overgrown with vegetation. Unmaintained lots and empty buildings have led to illegal dumping and other environmental concerns that are adversely affecting the health and safety of residents. The lack of infrastructure maintenance and improvement over the past several decades has resulted in a deterioration of streets, sidewalks, lighting, parks, open spaces, and overall public realm.

According to a market study conducted as part of this planning effort (see appendix for reference) the available housing stock in the area consists primarily of one and two-story homes built between 1920 and 1950, priced between \$10,000 and \$75,000, with a median of \$62,000. While most homes in the neighborhood can be acquired for less than \$50,000, they are often in poor condition and require considerable investment; a commitment that

typical homebuyers are not willing or able to make. Given these considerations, newly constructed or renovated for-sale housing in Winstanley is extremely limited. Homes that have sold recently in the area have been priced between \$50,000 and \$75,000.

51% of all renters and 17% of homeowners in the Winstanley neighborhood are housing cost burdened, meaning that they spend more than 30% of their household income on

## Housing Cost Burden

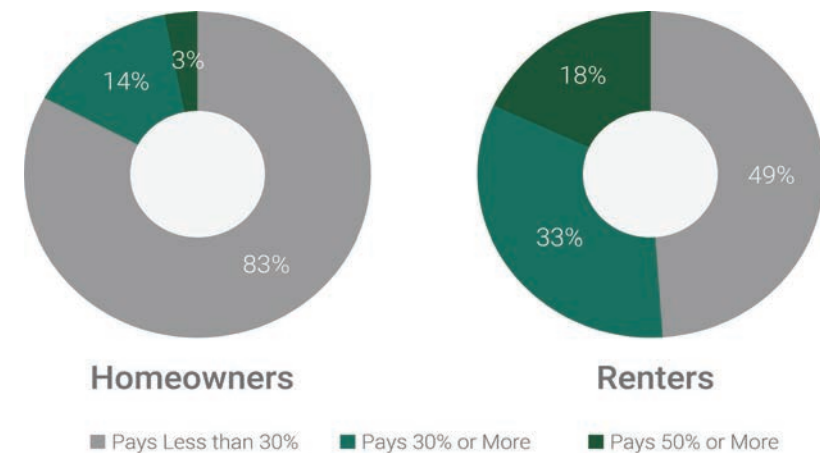


Figure 4.7  
Housing cost burden.

housing. Those who spend 50% or more of their household income on rent or a mortgage are considered extremely cost burdened. Of already in the cost burdened category, 35% of renters and 14% of homeowners can be considered extremely burdened. The number of burdened households has only increased since 2010 due to the fact that median family income in Winstanley decreased during this same time period.

## AFFORDABLE HOUSING

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The development of affordable housing has proved to be a stabilizing force in the community by providing new housing stock at an appropriate price point for existing residents. Additional investment is necessary for sustained long-term improvement. Sinai Village I and II have maintained near-full occupancy rates (96.4% and 96.1%, respectively in 2019) since their opening, and an average waiting list of 100, signaling that there is high demand for single family homes at subsidized price points. Along with Sinai Village

I and II, other housing investment in the planning area since 2000 has gone to the construction of affordable multifamily housing. New Salem Place is a primary example: a HUD-assisted multifamily development for seniors. Combined, these three developments make up the market for subsidized affordable housing in the Winstanley neighborhood. However, based on how many homeowners and renters are housing cost burdened, there remains a need for more affordable units in the area. The dire need for deeply subsidized affordable housing poses issues for new development in Winstanley. The for-sale housing market in East St. Louis as a whole faces considerable challenges due to low home values for existing housing and appreciation rates that are below the region as a whole. Conventional market analysis of the Winstanley area indicates that there is demand for new homes priced around \$125,000, however, to sell a new home at this price point would require deeply subsidized construction or a rent-to-own repayment scheme, similar to Sinai I & II. Without these financial incentives, it is

## Renter Housing Stock Gaps

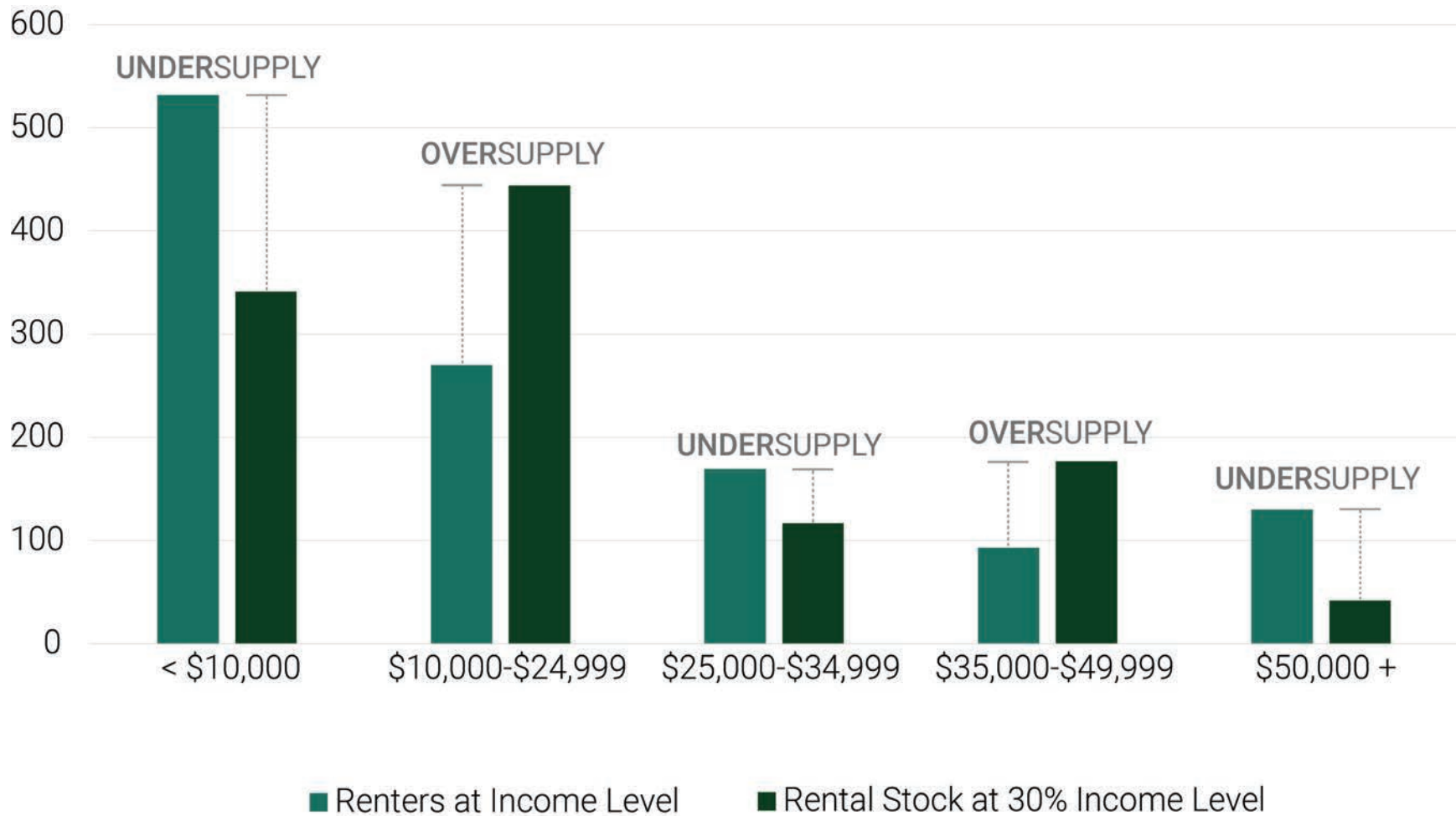


Figure 4.8

Gaps in the Winstanley housing market based upon a renting household's income level. The housing stock at a given level is over or under supplied if the number of units available does not match the number of residents at the income level.



extremely difficult for developers to renovate or construct anew.

## RENTAL

East St. Louis has struggled with lower rents and a very limited stock of new rental units. Roughly 70% of the total occupied units in Winstanley are rental units, with average monthly rents of \$594. This rate is significantly lower than the average rental price for the greater St. Louis region, \$900 per month. A large share of rental housing constructed over the last thirty years has been developed with the support of low-income housing tax credits (LIHTC) or other public subsidies and is affordable at below market rates for households with incomes at or below 50% to 60% of area median income (AMI) or via tenant or project-based Section 8 (Housing Choice Voucher Program). Affordable housing for seniors has also been made available through these programs, however there is a large demand for these units signified by full occupancy and long waiting lists. With the exception of the three affordable housing communities constructed in the past two decades (Sinai I and II and New Salem Place), very

little new rental development has occurred in Winstanley. Non-income restricted rental units in Winstanley rent at rates roughly 5 to 10% above the highest affordable rents in the area and have occupancy rates ranging from 95 to near 100%. Of the units that are available, the majority are very old and in poor to fair condition.

The greatest community need for rental units lies in deeply subsidized properties with monthly rents below \$500. Developers can only meet this need in the Winstanley neighborhood by utilizing a very limited supply of hard-to-come-by LIHTC that are used to attract equity investments



Figure 4.9  
Rental properties in the planning area.

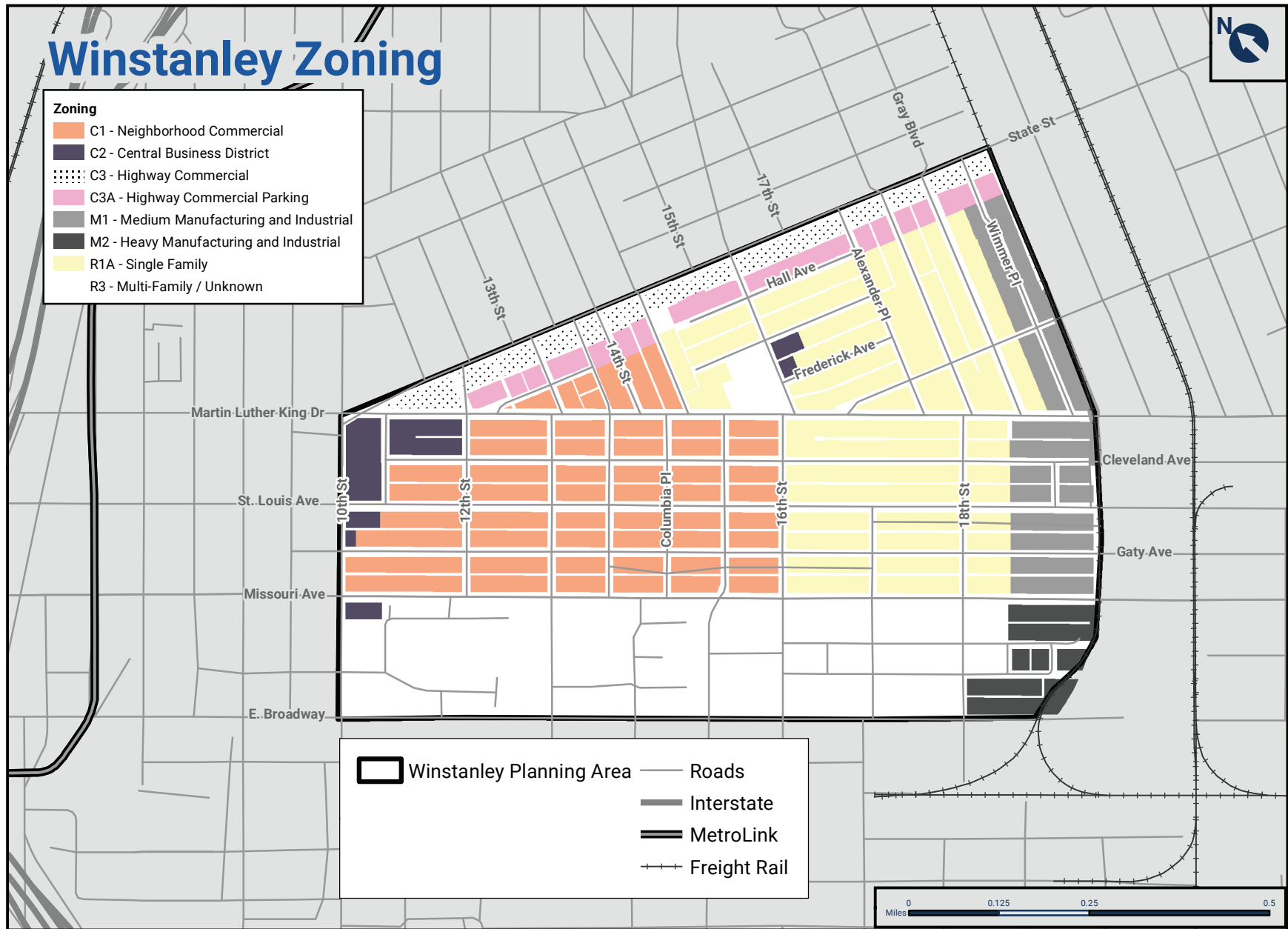


Figure 4.10  
Winstanley zoning code classifications as defined by the City of East St. Louis in their 1975 zoning ordinance.

and lower the use of debt financing for new development. To do so will require coordination between community groups, local government, and the development community.

## ZONING AND LAND USE

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The Code of Ordinances for East St. Louis includes seven unique zoning classifications in the Winstanley planning area:

- **C1 – Neighborhood Commercial:** Permitted uses in this include the following: any local retail business or personal service establishment, such as grocery, fruit or vegetable store, drugstore, barbershop and beauty shop, shoe repair, clothes cleaning and laundry pickup station, business and professional office, etc., supplying commodities or performing services for residents of the neighborhood; any bar, restaurant, cafe and soda fountain, not including dancing or entertainment, other than mechanical entertainment; parking lots for passenger vehicles; offices, public and private; mortuary and undertaking establishments; social halls, clubs and lodges.
- **C2 – Central Business District:** The permitted uses in this district are all of the uses permitted in the C1 District and several other uses, including larger-scale entertainment and retail uses.
- **C3 – Highway Commercial:** Permitted uses in this district are all of the uses permitted in the C1 and C2 Districts.
- **C3A – Highway Commercial Parking**
- **M1 – Medium Manufacturing & Industrial:** Permitted uses include those permitted in the “C” Commercial Districts along with medium to light manufacturing purposes.
- **M2 – Heavy Manufacturing & Industrial:** Any manufacturing, research, wholesale or storage uses permitted in the M-1 district, as set forth in this section, and any retail or commercial uses, such as restaurants and service stations, which are appropriate and necessary to serve the M-2 district.
- **R1A – Single Family:** Permitted uses in this district include single-family detached homes, churches, nonprofit operated schools, community centers and libraries, and public parks and playgrounds.
- **R3 – Multifamily / Unknown:** Permitted uses in



this district include the uses permitted in the R1A District as well as two-family dwellings row houses, townhouses, multiple dwelling structures, and boardinghouses.

Despite these designations, the actual land uses in the neighborhood do not accurately reflect their respective zoning classifications. This signals a need to update the existing zoning ordinance in order to guide compatible community development in the future.

## SERVICES

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### PUBLIC HEALTH

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The closest full-service grocery store to Winstanley is located over two miles away, making the community a food desert. A food desert is defined as an area with a lack of access to affordable, nutritious food. The neighborhood is also in a food swamp in that it is an area with a high number of junk food outlets, convenience stores, and liquor stores. There are no 24-hour urgent care facilities

near the Winstanley neighborhood, but there are eight free and income-based clinics located in East St. Louis or in close proximity to the Winstanley neighborhood. The free and income-based clinics offer a range of services that include medical, dental, pediatric, behavioral, women's care, adult care, and more. Unfortunately, many of the free and income-based clinics are only open during normal business hours, leading to limited access in the evenings and on weekends. A 24-hour urgent care facility would fill this gap in services; however, these clinics are often privately owned and require out-of-pocket payment.

## COMMUNITY BUILDING

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There are seven places of worship in the Winstanley neighborhood. Many of their congregants actively participated during the community engagement phase of the Winstanley Community Plan process. Several of them hosted community workshops. The faith-based community's participation in the planning process was the initial opportunity to bring community members together around a focus on neighborhood revitalization and organizing. Faith-based institutions in Winstanley provide

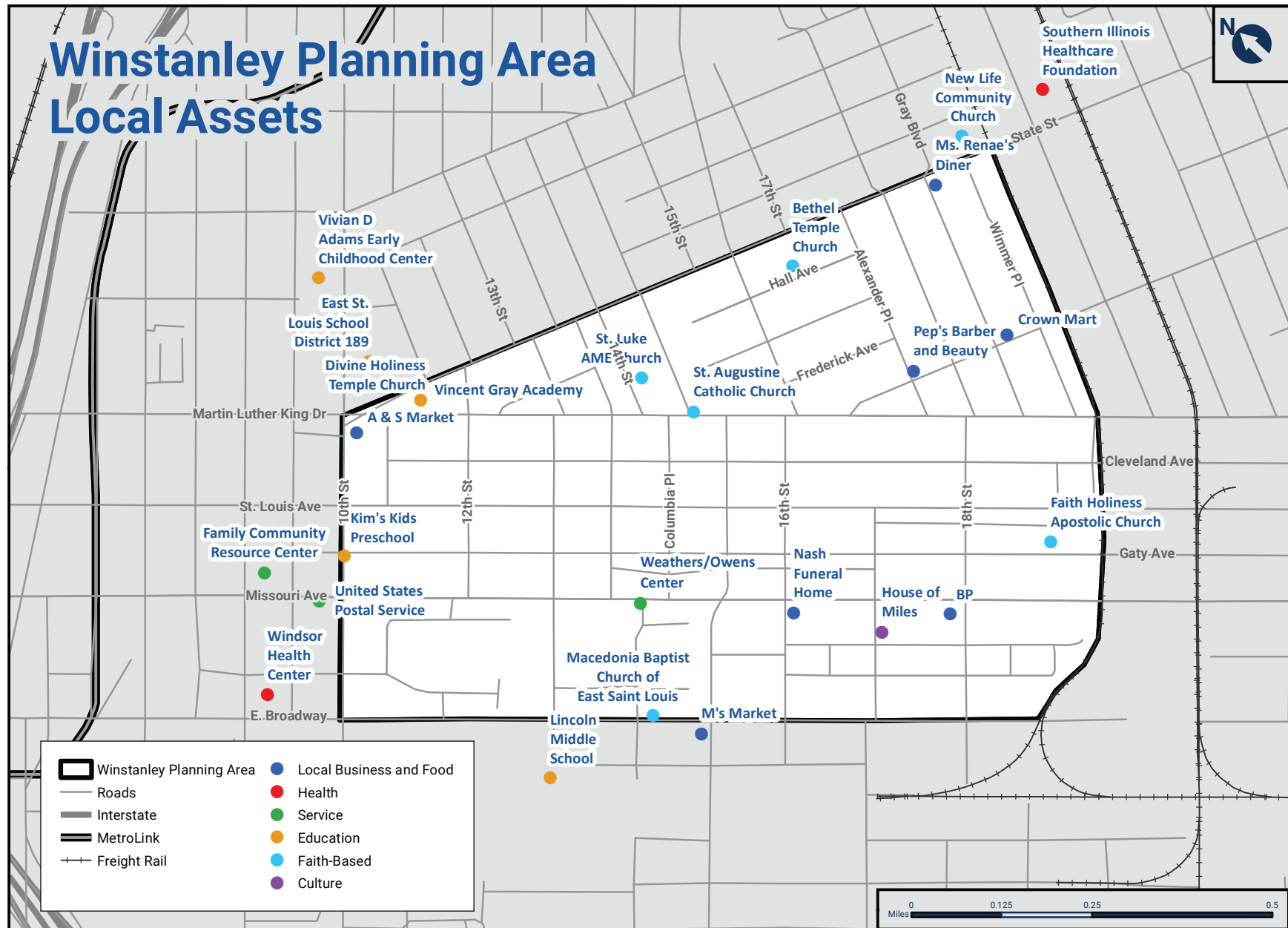


Figure 4.11

Local community assets in the planning area. These businesses and organizations improve the quality of life for nearby residents by providing essential goods and services.

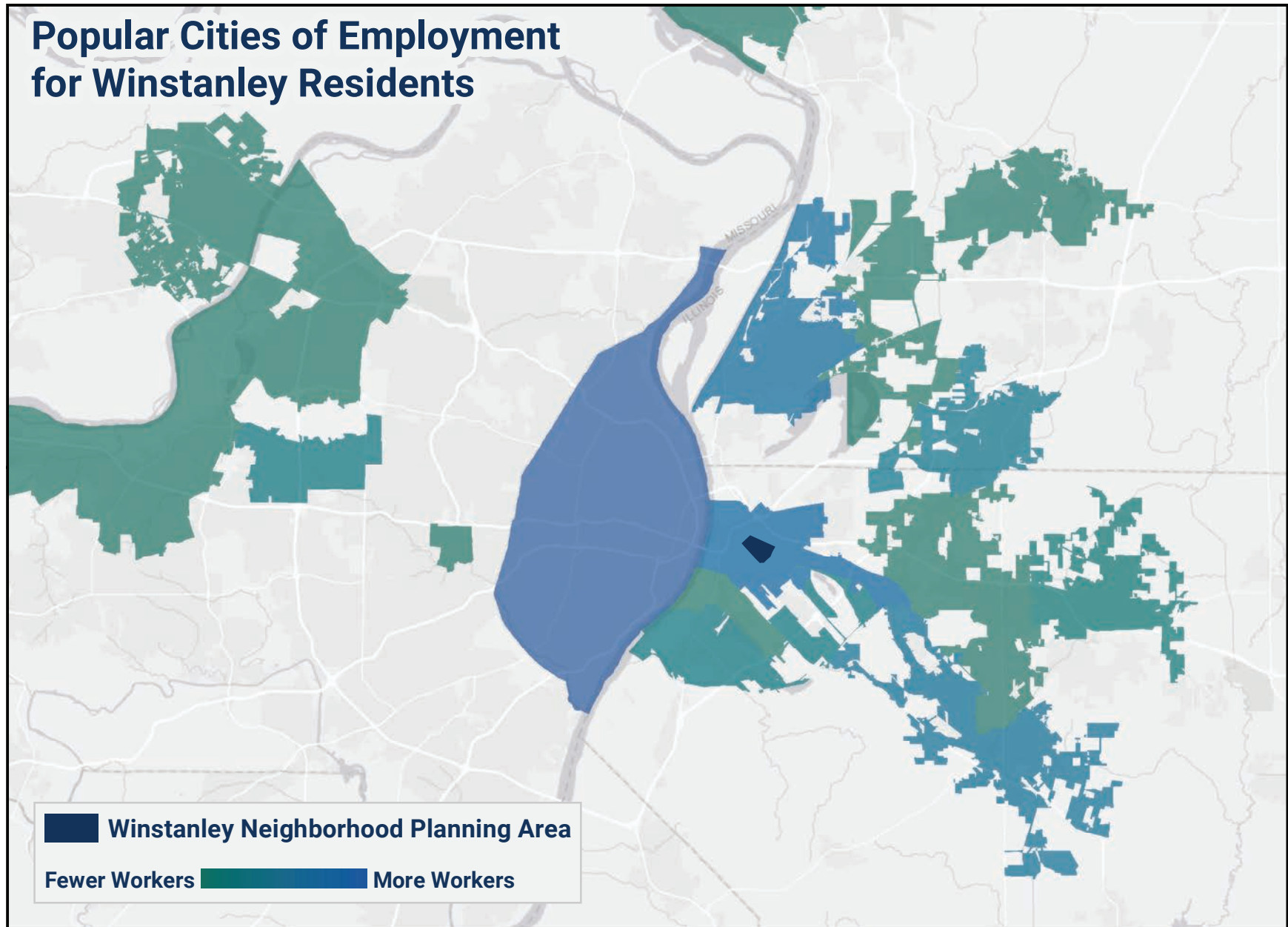


Figure 4.12  
Popular cities of employment for Winstanley residents.



a range of outreach programs and services to residents, providing daycare, afterschool programs, financial literacy, services for seniors, and other support systems.

Mt. Sinai Missionary Baptist Church is focused on the Winstanley neighborhood. The church is the sponsor of New Salem Place, a 40-unit HUD Section 202 multifamily housing development for seniors. The church also established Mt. Sinai Development Corporation, which, working with Rise, has developed 60 new affordable single-family homes in the neighborhood. In response to the needs of the community, Mt. Sinai Missionary Baptist Church also created Sinai Family Life Center, Inc. which provides social services, primarily for women, children, and seniors, and thus has been a key community partner over the years. The organization has received programmatic funding and technical support from the United Way of Greater St. Louis, East Side Aligned, and a consortium of banks and other community partners led by Rise and its Regional Neighborhood Support Collaborative grant program.

## ECONOMIC DEVELOPMENT

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### EMPLOYMENT

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Based upon resident's travel times to work, many are not employed in the neighborhood or city that they live in. Approximately half of Winstanley residents in the labor force have an occupation in manufacturing, arts, entertainment, recreation, accommodation, or food service. Local food and cultural entrepreneurship programs have the potential to expand on these occupations to foster residents' economic mobility and social wellbeing, along with expanding workforce development in the same areas.

From 2010 to 2016, the unemployment rate dropped significantly, from 17% to 14%. The 2016 unemployment rate was 3 percentage points higher than the unemployment rate for East St. Louis overall in the same time period and 9 percentage points higher than the national rate of 5% for the year.

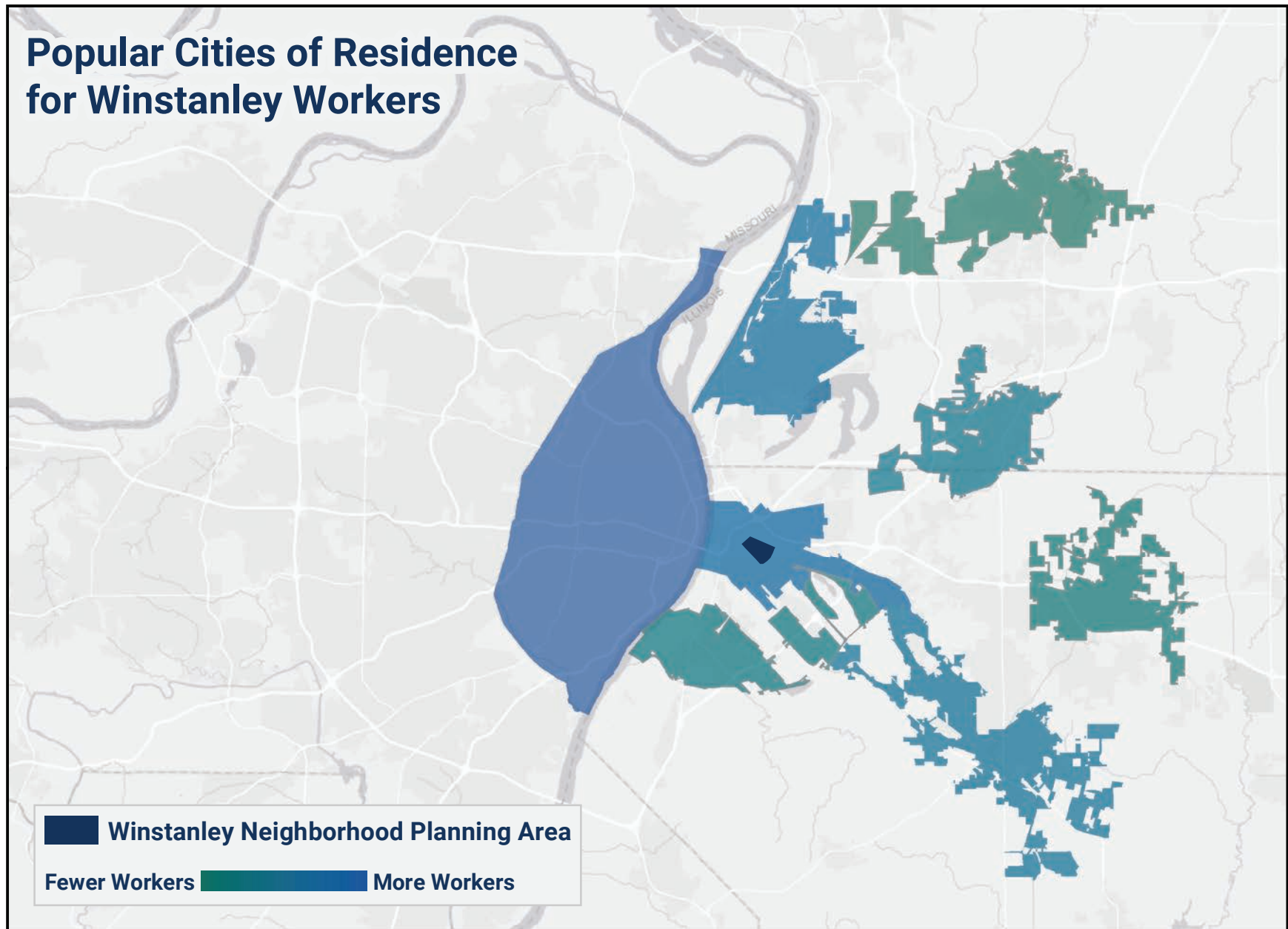


Figure 4.12  
Popular cities of residents for workers in Winstanley.

## TRANSIT AND MOBILITY

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The Winstanley neighborhood is within close proximity to the St. Louis region's major employment centers and cultural amenities. The neighborhood is well-served by transportation networks, including multiple interstate highways that converge nearby, and public transportation, with two MetroLink light rail stations within a half-mile of the northern and eastern boundaries of the neighborhood that can take workers to Downtown St. Louis. There are also three MetroBus routes that run within or around the boundaries of the community, but do not cross the river. The vast majority of residents commute 30 minutes or more to work, with 24% of residents spending 60 to 90 minutes on their way to work, signaling that they do not work in the community or in East St. Louis.

## MARKET STUDY - RETAIL DEVELOPMENT

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New regional retail development in the St. Louis metro area has been modest in recent years as retailers adjust to changing economic conditions and shopping preferences. Winstanley has seen very little retail development in the past two decades. Existing retail in the neighborhood

is oversaturated with gasoline stations, liquor stores and bars due to its proximity to interstate highways and convenient transit accessibility. The existing retail and other commercial buildings exhibit a considerable variation in condition, with most being one or two-story buildings that rent from between \$6 and \$8 per square foot. Most of these buildings do not have much sidewalk or street frontage and are not configured for substantial auto accessibility.

However, market analysis shows great opportunity for new retail to serve Winstanley residents at the neighborhood scale. With only one shopping center of significant size more than two miles away from the neighborhood, local residents are underserved in grocery and general merchandise retail. Small-scale infill development along existing corridors, such as State Street, would be appropriate for the needs of Winstanley residents.

### REFERENCES

Statistics collected from 2016 American Community Survey and 2000 Census Data.

Development Strategies. (2019). Winstanley Neighborhood Real Estate Market Study. St. Louis, MO.



5

COMMUNITY  
INPUT





Engaged planning requires an active dialogue with community members to determine what the community wants for itself and what types of initiatives are possible for it to implement. Tapping into existing relationships and utilizing a variety of outreach tactics provided opportunities for increased community participation and input in this process, and helped to establish a fuller understanding of the community and its surroundings.



Community input and opinions are an essential component to informing the community planning process, and the participation of residents is key; they provide unique experiences, perspectives, and stories that help everyone to better understand the community and its surroundings. Planning with the community should be rooted in meaningful and extensive community engagement. While a planning team can provide data and analysis of market trends and forces, examples of best practices, and potential implementation tools, only residents and other community members can provide the lived experience of the past and present Winstanley and their desires for its future. As the Winstanley community shared their knowledge and perspectives with one another, all gained a greater understanding of what the community wanted to be as well as what it can be, resulting in a sustainable and feasible plan for implementation of the Plan.

## COMMUNITY ENGAGEMENT APPROACH

The Winstanley Community planning process included three levels of community engagement. The first was

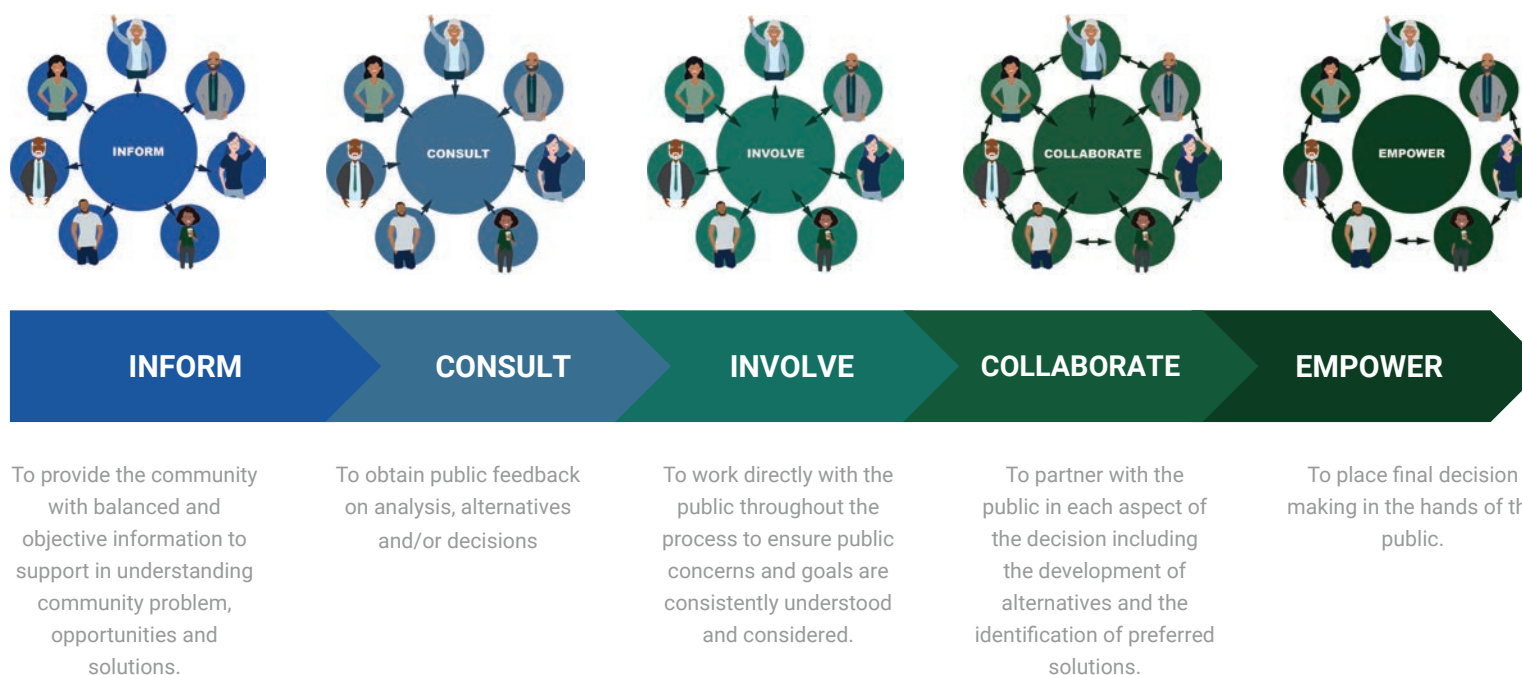


the creation of a resident steering committee. Formation of the committee began with an application process that yielded twenty-one applicants, from which ten residents were selected, including eight adults and two youth members under the age of 18. The second level was the use of information technology to launch a web-based platform to keep residents and other community stakeholders informed and connected throughout the planning process. The third level of engagement was a series of outreach events that aimed to engage residents



# SPECTRUM OF PARTICIPATION

The planning team and Steering Committee designed a community engagement strategy for the planning process based on a spectrum of participation to meet people where they are and increase their input. The spectrum of participation developed for the planning process included the five following components:



Throughout the community engagement process the planning team aimed to empower residents by giving them the knowledge and tools needed to make their own informed decisions about their community's future.

Figure 5.2  
Spectrum of Participation

in the process and gather community input. Combined, these engagement efforts provided a depth of feedback that allowed the planning team to develop priority areas, goals, recommendations, strategies, and tactics that accurately reflect community desires. The input process enables the Plan to respond to community concerns while also encouraging residents to make the changes needed to address its opportunities and challenges.

### LEVEL 1, RESIDENT STEERING COMMITTEE

Community engagement began with the development of the Resident Steering Committee (the “Steering Committee”), which was created to help support the planning process and serve as a first line of communication with Winstanley residents and other community stakeholders. The Steering Committee met monthly throughout the planning process to review and discuss interim reports, analyze data, and share community feedback and concerns. They helped ensure that the Plan is aligned with the needs, aspirations, and concerns of the Winstanley community by collectively defining a vision for the future and providing guidance to the planning team on priorities, goals, and recommendations.



Figure 5.3  
*Rise Project Manager Carrick Reddin poses with a young resident during “Active Design Charette” number two.*



Figure 5.4  
*The first steering committee meeting in November of 2018.*

## LEVEL 2, DIGITAL ENGAGEMENT AND USE OF TECHNOLOGY

The community engagement process included a project website to provide convenient, updated information on the Winstanley community planning effort. The website provided timely notices of workshops, summaries of meetings, and supplemental materials for download (presentations, maps, data, etc.), while also serving as a gateway to the Community Aspirations survey and community voices video interviews. The website also offered a feature for viewers to provide their email address to receive important information on the planning process. Additionally, during outreach events and community workshops, the planning team utilized electronic tablets to register each attendee upon entry enabling the planning team to track resident participation and target outreach when needed to reach certain individuals and groups.

## LEVEL 3, OUTREACH OPPORTUNITIES

The third level of community engagement was a series of

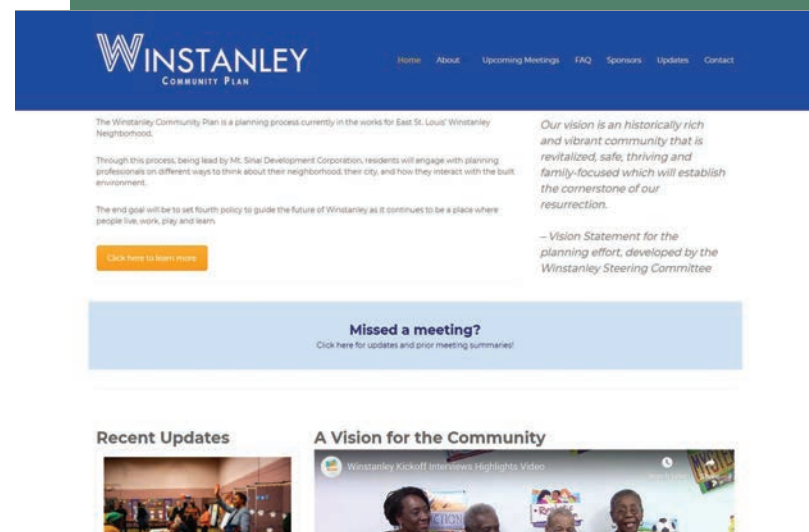


Figure 5.5  
Screenshot of *winstanleyplanning.com*.



Figure 5.6  
Community Members during "active design Charette" number one.



community outreach events. These events included two active design workshops, a public kick off meeting with the community, three community workshops on a range of topics from jobs to housing, and a pop-up event. Each event was heavily promoted using community networks and the digital platforms described above, and accessibility was considered to ensure all residents would be able to attend.



Figure 5.7  
Geraldine and Hilary Scott share their vision for the community during a video interview.

## VISION STATEMENT

The vision statement that emerged through the community participation process offers a lens through which to understand the conditions affecting the Winstanley neighborhood. It provides a foundation for establishing the plan's structure and approach towards guiding the area's future.

The Winstanley community vision statement was developed through a series of conversations and visioning sessions with the Steering Committee, neighborhood residents, and other community stakeholders. Numerous conversations and analyses of existing conditions gave way to a clear community vision that can be achieved over the next ten to twenty years. The vision strives for a balance between three elements shaping the Winstanley community's future: (1) understanding its rich cultural history; (2) building upon the social capital and partnerships that currently exist in the area; and (3) creating better opportunities to connect people to a healthy, livable environment. The resident engagement processes resulted in generating the following vision statement:

A HISTORICALLY RICH AND VIBRANT  
COMMUNITY THAT IS

**REVITALIZED, SAFE,**  
**THRIVING,**  
AND **FAMILY-FOCUSED,**

WHICH WILL ESTABLISH THE CORNERSTONE  
OF OUR **RESURRECTION.**

*Figure 5.7  
Winstanley Plan vision statement. Written and refined by a consortium of residents in 2019.*



Figure 5.8  
The Steering committee is introduced to the community for the first time.



Figure 5.9  
Residents give input around priorities.



Figure 5.10  
Community members discuss jobs and transportation.



Figure 5.11  
A public meeting focused on housing.





Figure 5.12  
Neighbors fill out surveys around community priorities.



Figure 5.13  
Community engagement during a pop-up at Personal Touch boutique.

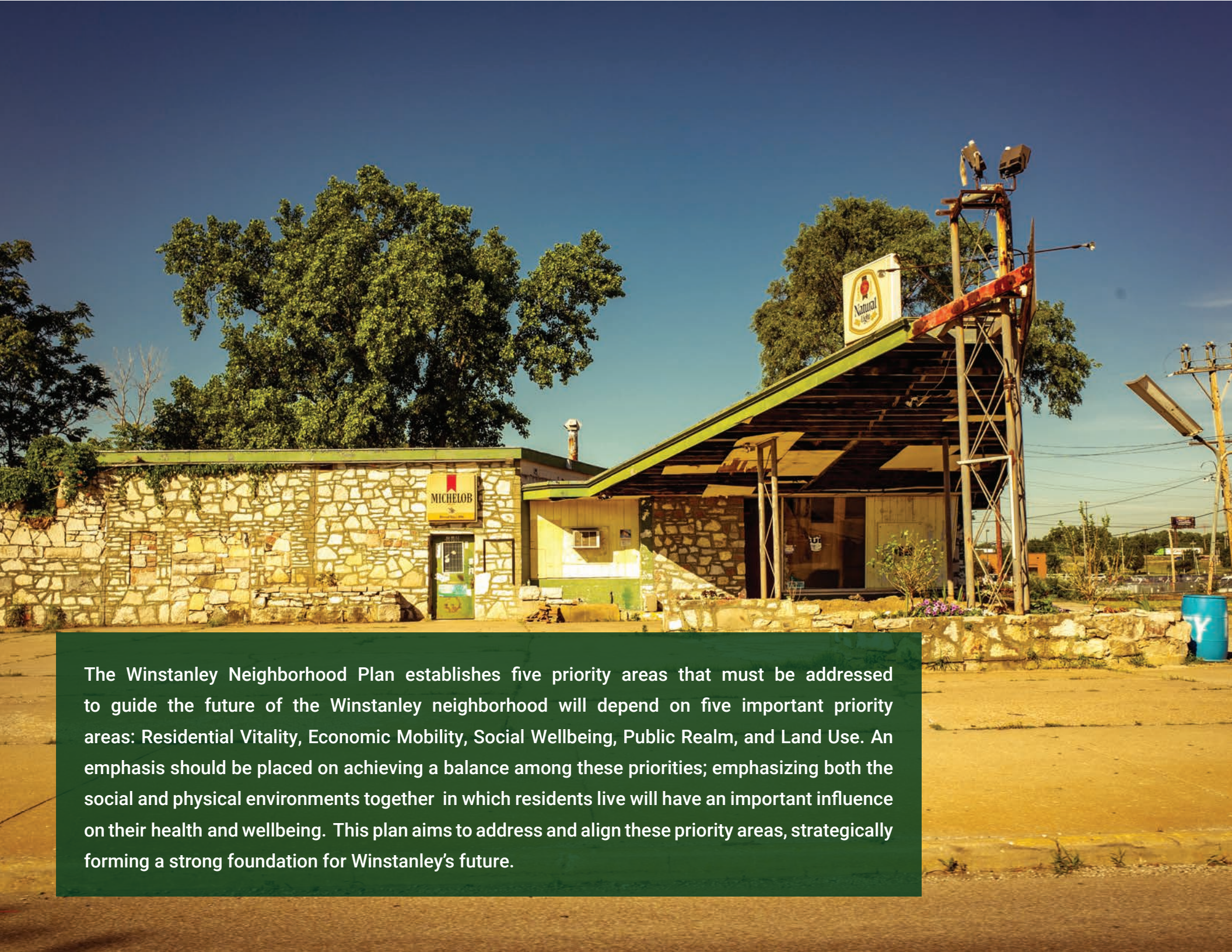


Figure 5.14  
Filling out a priority survey during the pop-up.

6

**PRIORITY  
AREAS**





The Winstanley Neighborhood Plan establishes five priority areas that must be addressed to guide the future of the Winstanley neighborhood will depend on five important priority areas: Residential Vitality, Economic Mobility, Social Wellbeing, Public Realm, and Land Use. An emphasis should be placed on achieving a balance among these priorities; emphasizing both the social and physical environments together in which residents live will have an important influence on their health and wellbeing. This plan aims to address and align these priority areas, strategically forming a strong foundation for Winstanley's future.



# Priority Areas

## Residential Vitality



UPLIFT THE COMMUNITY THROUGH  
SAFE AND AFFORDABLE QUALITY  
HOUSING.

## Economic Mobility



BALANCE MARKET REALITIES WITH  
OPPORTUNITY.

## Social Wellbeing



BUILDING ACCESSIBLE COMMUNITY  
CONNECTIONS.

## Public Realm



CHAMPION NEIGHBORHOOD PRIDE  
WITH PUBLIC SPACE INVESTMENTS.

## Land Use



REVIEW EXISTING LAND USE AND  
ZONING DESIGNATIONS.

## PRIORITY AREAS

The guiding principles of the Winstanley community's priority areas exist on three levels: goals, strategies, and tactics. The Plan establishes goals under each of the five priority areas. For each goal there is a set of long-term strategies to achieve those goals. For each strategy, the plan provides additional context and potential tactics that the community can implement to execute strategies and achieve their collective goals. This format creates flexibility for implementation and a stable foundation that will remain relevant over the span of this plan.

## LEGEND

**1 GOALS**

**A STRATEGIES**

**i POTENTIAL TACTICS**

# 7 RESIDENTIAL VITALITY



Encourage stable and diverse housing opportunities for families based on market realities and vacancy opportunities.



WELCOME TO  
**SINAI VILLAGE**  
WINSTANLEY NEIGHBORHOOD



# RESIDENTIAL VITALITY

## GOALS

UPLIFT THE COMMUNITY  
THROUGH SAFE AFFORDABLE  
QUALITY HOUSING

1



COORDINATE  
THE SUBSIDIZED  
DEVELOPMENT OF  
AFFORDABLE RENTAL  
HOUSING.

2



INTEGRATE QUALITY  
SUPPORTIVE SERVICES  
FOR RESIDENTS.

3



FACILITATE HOME  
REPAIR AND  
MAINTENANCE.

4



REDUCE THE NUMBER  
OF VACANT BUILDINGS  
AND LOTS.

## WHY RESIDENTIAL VITALITY

The maintenance and occupancy of residential properties stabilizes property values and contributes to neighborhood vitality. A stable residential market can inspire residents to stay longer and become more active in the community. Improving the condition of privately owned properties in the neighborhood has the potential to increase the appeal of the area and influence existing homeowners to remain and reinvest in their properties, thereby attracting new residents.

At present, there is limited availability of quality homes that are also affordable to Winstanley residents. Much of the housing stock in the primary market area (as defined by the market study in the appendix) and throughout the City of East St. Louis is old and poorly maintained. New development is needed to modernize the available housing stock. This claim is supported by resident input, real estate market analysis, and interviews with professionals working in the greater St. Louis region.



Figure 7.1  
*Residence needing repair in the Winstanley neighborhood.*

FATHER CARROLL MIZIKO:

"MY VISION FOR IS TO SEE THE  
WHOLE COMMUNITY STABILIZED AND  
DEVELOPED TO WHERE PEOPLE WANT  
TO COME AND LIVE HERE."



# RESIDENTIAL VITALITY

---

# STRATEGIES

COORDINATE THE  
SUBSIDIZED DEVELOPMENT  
OF AFFORDABLE RENTAL  
HOUSING



Figure 7.2  
Single family home in Sinai Village.

**A**

**DESIGNATE LOCATIONS FOR AFFORDABLE HOUSING DEVELOPMENT.**

**B**

**LEVERAGE RECENT LIHTC DEVELOPEMNT SUCCESS IN THE NEIGHBORHOOD AS A KEY TO THE AREA'S FUTURE.**

## RESIDENTIAL VITALITY

---

# POTENTIAL TACTICS



**DESIGNATE  
LOCATIONS FOR  
AFFORDABLE  
HOUSING  
DEVELOPMENT.**

## COORDINATE THE SUBSIDIZED DEVELOPMENT OF AFFORDABLE RENTAL HOUSING

### POTENTIAL TACTICS

- i** Develop an acquisition fund and site control strategy consistent with Public Realm and Economic Mobility chapters and in coordination with local government, financial institutions, and foundations.
- ii** Implement strategic demolition of structurally deficient properties, prioritizing those structures adjacent or in close proximity to new development.
- iii** Encourage investment of high-density mixed-use developments along commercial corridors, such as proposed Winstanley Park development.



## DESIRED OUTCOMES

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The Winstanley community needs safer and higher quality housing to achieve positive outcomes in health and overall wellbeing. Improving walkability and streetscapes through standardizing curbs, sidewalks and alleys, will also benefit residents by creating more social interaction, eliminating blight and deterioration, and reducing environmental impact from old, abandoned manufacturing buildings.

Concentrating new construction and investment in Winstanley can help sustain the recent momentum of affordable development and improved housing stock produced by Sinai Village I and Sinai Village II. A neighborhood with new development signals that there is confidence in the marketplace for further investment. Acquisition funding for land will be important to managing affordable housing development opportunities.

Mixed-used development will generate unit types that provide a range of affordable rental choices to include apartments, garden-style townhomes, and single-family lease-purchase homes.

## CASE STUDY

### *Washington Housing Initiative*

*The Washington Housing Initiative is a partnership of two organizations working together to preserve affordable housing in Washington, DC. JBG Smith, a regional real estate firm, and the Federal City Council, a nonprofit, membership-based organization, came together to launch the Washington Housing Conservancy in 2019 to act as the primary steward of the initiative. The organization is supported with a stakeholder council to advise strategic planning and solicit community voice. Also, the Impact Pool is a social impact fund providing financing for projects. Together, the initiative identifies, purchases, and operates properties in high impact areas while maintaining affordability and responsiveness to community needs. Local businesses and institutions are able to keep more stable and local workforce. Families gain the opportunity to set roots in a community with the amenities that promote mobility and high quality of life. Investors and donors help create thriving, inclusive communities and develop a model to for equitable development.*

## RESIDENTIAL VITALITY

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# POTENTIAL TACTICS

**B**



**LEVERAGE  
RECENT LIHTC  
DEVELOPMENT  
SUCCESS IN THE  
NEIGHBORHOOD  
AS A KEY TO THE  
AREA'S FUTURE.**

## COORDINATE THE SUBSIDIZED DEVELOPMENT OF AFFORDABLE RENTAL HOUSING

### POTENTIAL TACTICS

- i** Develop a collaboration among local government leaders and elected representatives to support affordable housing advocacy for the Winstanley community.
- ii** Regularly engage representatives from the Illinois Housing Development Authority, financial institutions, and foundations to highlight progress of housing development investments and need for sustained, neighborhood improvements.
- iii** Work with local government to invest capital improvement and federal entitlement funding to help subsidize affordable housing development.

iv

Measure and track housing and neighborhood indicators to help make the case for the positive connection between high-quality affordable housing and better living conditions and outcomes for residents.

## DESIRED OUTCOMES

Coordinated efforts by key stakeholders can make the Winstanley neighborhood more competitive as a strategic Community Revitalization Strategy Area. LIHTCs are limited in their availability and competition is substantial. A combined effort among local leaders and key stakeholders to obtain LIHTCs for projects will keep development in Winstanley competitive and formidable in future funding cycles. New construction of affordable housing can create momentum to attract more housing investment and help make the case for Winstanley becoming a high priority area for LIHTC investments. Further, measuring outcomes can lead to greater understanding of overall conditions in the community, which could lead to coordinated supportive services in tandem with new affordable housing.

## CASE STUDY

### Sinai Village Catalyzing Vitality in Winstanley

*Sinai Village represents the type of housing development projects that will expand access and availability of affordable housing in the Winstanley planning area. Mt. Sinai Development Corporation initially secured land in the neighborhood's former industry park, to construct 30 single family houses that would become known as Sinai Village I. Completed in 2011, these homes served as a catalyst for a second phase that added 30 more affordable houses to the neighborhood. These collaborative projects connected church and community with both public and private funding sources to not only revitalize a neighborhood but generate a sense of hope to the community and residents. That hope has since translated into this Winstanley Community Plan that will build on the achievements of Sinai Village I and II.*



# RESIDENTIAL VITALITY

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INTEGRATE QUALITY  
SUPPORTIVE SERVICES FOR  
RESIDENTS

# STRATEGIES



Figure 7.3  
Head start and family development center in planning area.

**A**

**COORDINATE FINANCIAL CAPABILITY AND HOMEOWNERSHIP CLASSES FOR RESIDENTS IN LIHTC LEASE-PURCHASE HOMES AND PROVIDE INCENTIVES FOR PARTICIPATION AND COMPLETION.**

**B**

**DEVELOP A ROBUST, WELL-COORDINATED LEASE-TO-PURCHASE HOUSING PROGRAM TO IMPROVE THE CONVERSION RATE OF RENTERS TO HOMEOWNERS IN LIHTC DEVELOPMENTS.**

# RESIDENTIAL VITALITY

# POTENTIAL TACTICS

**A**



**COORDINATE FINANCIAL CAPABILITY AND HOMEOWNERSHIP CLASSES FOR RESIDENTS IN LIHTC LEASE-PURCHASE HOMES AND PROVIDE INCENTIVES FOR PARTICIPATION AND COMPLETION.**

## INTEGRATE QUALITY SUPPORTIVE SERVICES FOR RESIDENTS

### POTENTIAL TACTICS

- i** Develop a training program with financial institutions and financial counseling partners that can consistently deliver financial counseling and homeownership classes.
- ii** Provide computers and internet access for residents as an incentive for resident participation in counseling and classes.
- iii** Raise funding to provide renters a credit of \$1,000 towards purchase of a home for every year a resident resides in their leased unit, up to \$10,000.



## Distribution of Renters and Homeowners

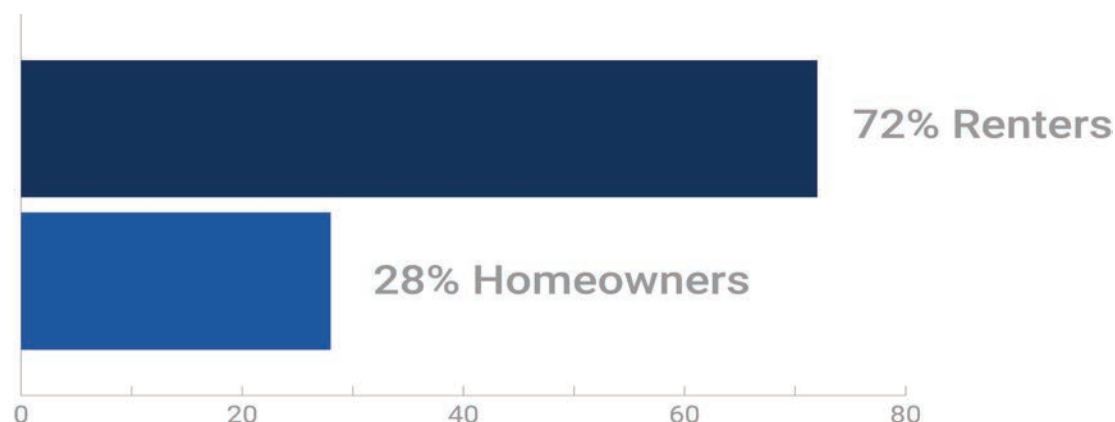


Figure 7.3  
Distribution of renters and homeowners in Winstanley, 2016 ACS Data.



**Assist renters in setting up individual development accounts to save and match funds for the purchase of a home.**

## DESIRED OUTCOMES

Building financial capabilities at the household level can improve opportunities for families and households to transition from renters to homeowners. Trainings and

courses represent a wealth building opportunity that directly improves the lives of residents. Improvements in self-efficacy—the belief in one’s ability to achieve specific financial goals—can drive the change in financial behaviors. Expanding access to, and support for, financial literacy in the Winstanley community will support peer learning among residents and understanding of financial empowerment. With more households in the community raising their credit score and financial capacity, Winstanley could become financially stronger as a community.

## RESIDENTIAL VITALITY

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# POTENTIAL TACTICS

**B**



**DEVELOP A ROBUST,  
WELL-COORDINATED  
LEASE-TO-PURCHASE  
HOUSING PROGRAM  
TO IMPROVE THE  
CONVERSION RATE  
OF RENTERS TO  
HOMEOWNERS  
IN LIHTC  
DEVELOPMENTS.**

## INTEGRATE QUALITY SUPPORTIVE SERVICES FOR RESIDENTS

### POTENTIAL TACTICS



**Recruit housing counselors to conduct annual tenant household financial assessments in years 1 through 11 of the LIHTC compliance period.**



**In years 11 through 15 facilitate housing counselor meetings with residents to help them achieve improved household finances and to prepare them for home ownership.**



**Engage housing counselors to work with families on the actual home buying process in Year 15.**

iv

Use case studies, images, and testimonials to highlight Blacks who have become homeowners through the LIHTC lease-to-purchase program.

## DESIRED OUTCOMES

A successful LIHTC conversion program for residents moves the needle for each family in Sinai Village I and II by meeting them where they are and increasing both their motivation and preparedness to eventually take title of their home. Boosting confidence and trust by addressing fears and knowledge-gaps is a key component to creating a robust, well-coordinated lease-to-purchase homeownership program. Sinai Family Life Center should develop a robust financial capability education program by training and compensating residents as financial coaches and community champions. Doing so would help to build trust through peer-to-peer relationships and active engagement.

## CASE STUDY Cleveland Housing Network (CHN)

*Cleveland Housing Network (CHN) operates a nonprofit lease-purchase program that converts units developed through the Low-Income Housing Tax Credit program (LIHTC) for homeownership. First, the unit must remain a rental for 15-years in line with LIHTC's structure. In year 16, CHN presents opportunities to sell the properties to existing tenants. CHN is able to structure the remaining debt on the property in a way that allows the new homeowners to pay roughly the same monthly costs as they did when renting the units. CHN also gives tenants a credit of \$1,000 towards purchase for every year they have resided in the unit, up to \$10,000. Low-income buyers can sometimes qualify for down payment assistance through other local, nonprofit, or state funds. The programs renter-to-homeowner conversion rate is 85-90 percent. Since the first homes became eligible for sale in 2003, CHN has sold nearly 900 homes to former low-income tenants.*



# RESIDENTIAL VITALITY

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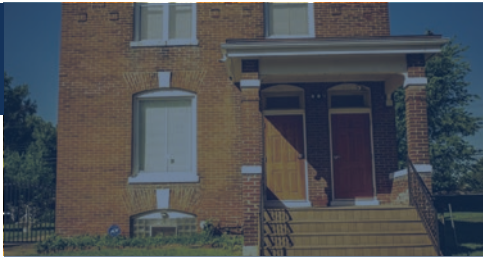
FACILITATE HOME REPAIR  
AND MAINTENANCE

# STRATEGIES

3



Figure 7.4  
*A home with substantial landscaping challenges.*

**A****COORDINATE FUNDING AND OTHER RESOURCES.****B****ASSIST AND INCENTIVIZE RESIDENTS IN THE  
CARE AND MAINTENANCE OF THEIR HOMES.****C****CREATE A RESIDENT UTILITY ASSISTANCE  
INITIATIVE.**

## RESIDENTIAL VITALITY

---

# POTENTIAL TACTICS

**A**



**COORDINATE  
FUNDING  
AND OTHER  
RESOURCES.**

## FACILITATE HOME REPAIR AND MAINTENANCE

### POTENTIAL TACTICS



Convene a consortium of banks to help fund home repairs for existing homeowners.



Pursue CDBG, HOME, and Federal Home Loan Bank public funding.



Connect with home repair agencies and the business community to organize volunteers for an annual home repair event.



## DESIRED OUTCOMES

Meeting Community Reinvestment Act goals for servicing, lending, and investing in the local community can support financial institutions working together. Leveraging public funding sources with private investments from a consortium of banks and financial institutions can help to meet more demand for home repair needs, lower costs, and reduce risks. Getting residents to invest in their homes supports keeping their property safe, healthy, and up to code, and improve the likelihood that they remain permanent residents in the community.

Housing repair agencies and local businesses can provide opportunities to build broader appeal in support of the Winstanley neighborhood. If Mt. Sinai Development Corporation were to host an annual home repair event, it could help to engage and inspire residents to volunteer and support the home-repair effort along with other neighborhood improvement programs. Doing so would instill a sense of neighborhood pride and offer opportunities for community building and social interaction.

ALEX FENNOY:

"I WOULD LOVE TO SEE THE  
NEIGHBORHOOD BACK TO THE GLORY OF  
THE AMERICAN CITY, THAT ALL AMERICAN  
CITY THAT IT WAS."

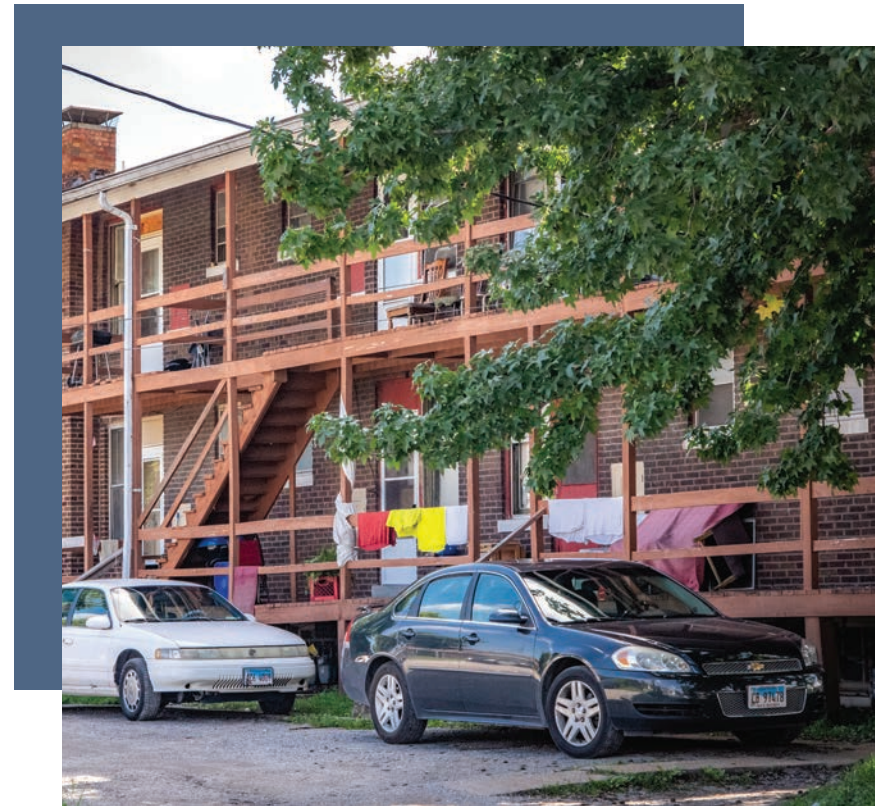


Figure 7.5  
An apartment complex in the neighborhood.

## RESIDENTIAL VITALITY

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# POTENTIAL TACTICS

**B**



**ASSIST AND  
INCENTIVIZE  
RESIDENTS IN  
THE CARE AND  
MAINTENANCE OF  
THEIR HOMES.**

## FACILITATE HOME REPAIR AND MAINTENANCE

### POTENTIAL TACTICS



Create a manual with helpful tips and updated resources for homeowners to maintain their homes and reduce costly deferred maintenance.



Hold home repair training events for residents twice a year, hosted by a place-based organization, sponsors, and experienced resident construction professionals.



Create annual neighborhood awards program to promote and recognize home beautification efforts that enhance curb appeal.



Figure 7.6  
A two-story home in the neighborhood.



Figure 7.7  
A two-story home in the neighborhood.

## DESIRED OUTCOMES

Expanding knowledge and skill capacity of residents to undertake preventive maintenance of their home will advance efforts to improve conditions in the Winstanley neighborhood. The more residents learn what they can do on their own, the more they can save on home repairs and maintenance. Preventive maintenance can support the economic stability of residents and the overall wellness of the neighborhood. Residents participating in a home maintenance program can help foster community pride and a stronger sense of belonging.

Contributing to resident pride and a strong sense of community is a visually appealing neighborhood. A visually appealing neighborhood can increase property values, attract more investment, and improve the community's image. Well-maintained homes with attractive exteriors and curb appeal improve community health. Creating an annual awards program that could involve offering plaques and financial gifts can help stimulate stronger desire from residents to maintain their property.



## RESIDENTIAL VITALITY

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# POTENTIAL TACTICS




C



**CREATE A  
RESIDENT UTILITY  
ASSISTANCE  
INITIATIVE.**

## FACILITATE HOME REPAIR AND MAINTENANCE

### POTENTIAL TACTICS

-  Partner with energy and utility companies to assess residents' home energy needs and provide programs and services to meet those needs.
-  Host neighborhood energy information sessions twice a year to help residents reduce energy expenses, coordinate bill payment assistance, and share tax reduction benefits.
-  Help residents obtain grants for weatherization programs, water conservation, and sustainable energy use.

## DESIRED OUTCOMES

Educating residents on energy efficiency programs can help them learn tactics to reduce their energy and utility costs. Utilizing these techniques will help residents reduce their housing cost burden by lowering their monthly bills, which will help families remain in their homes. Weatherization and energy efficiency programs launched by utility companies could use Winstanley as a testing location for more permanent programs that could serve other communities in the region.

Financial institutions can also benefit from energy efficient opportunities. These institutions can receive CRA credit for investing in energy efficiency improvements in low-income communities. Federal regulations incentivize banks to give out low- to no-interest loans, or even grants, for green construction affordable housing. The aim is to help drive down energy costs for housing in targeted low-income communities, such as the Winstanley neighborhood.



Figure 7.8  
*A two-family home in need of weatherization.*



Figure 7.9  
*A home in significant need of repairs.*



# RESIDENTIAL VITALITY

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# STRATEGIES

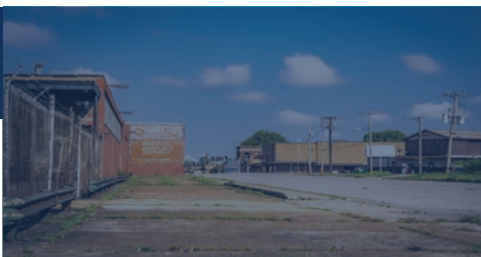
REDUCE THE NUMBER OF  
VACANT BUILDINGS AND  
EMPTY LOTS.

4



Figure 7.10  
Vacant lot and abandoned home in the planning area.

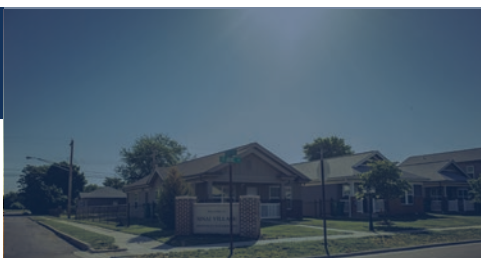


**A**

**ENCOURAGE THE USE OF VACANT PARCELS FOR NEW HOUSING DEVELOPMENT.**

**B**

**IMPROVE COORDINATION WITH LOCAL GOVERNMENT TO TARGET SEVERELY DILAPIDATED VACANT BUILDINGS FOR DEMOLITION.**

**C**

**COORDINATE RESOURCES FOR THE STABILIZATION OF SALVAGEABLE BUILDINGS.**

**D**

**ENGAGE PUBLIC AND PRIVATE PROPERTY OWNERS OF LARGE UNUSED SITES TO ENCOURAGE FUTURE REDEVELOPMENT WITH SUSTAINABLE AND ACTIVE DESIGN FEATURES.**

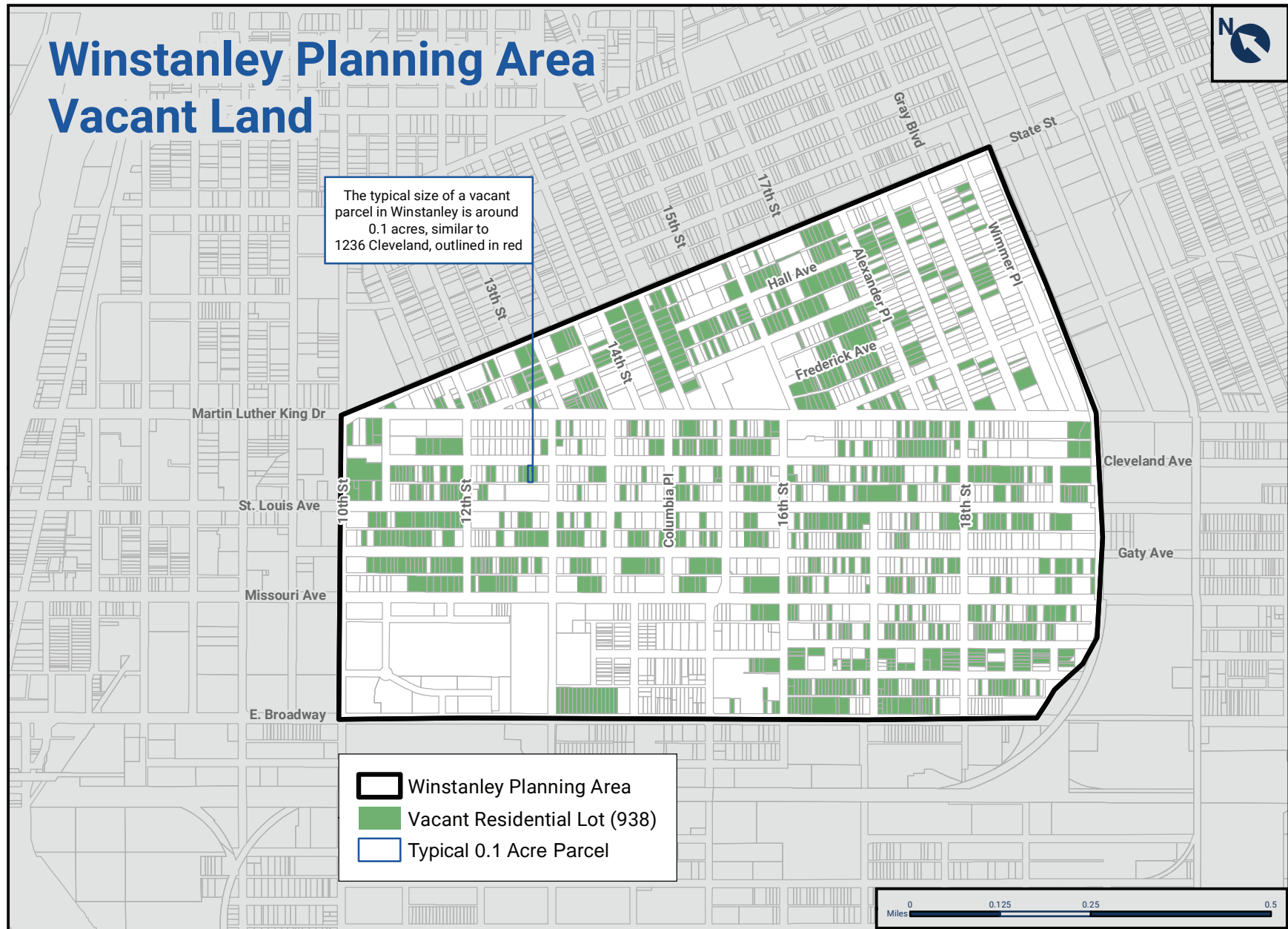


Figure 7.11  
Vacant land within the Winstanley planning area.

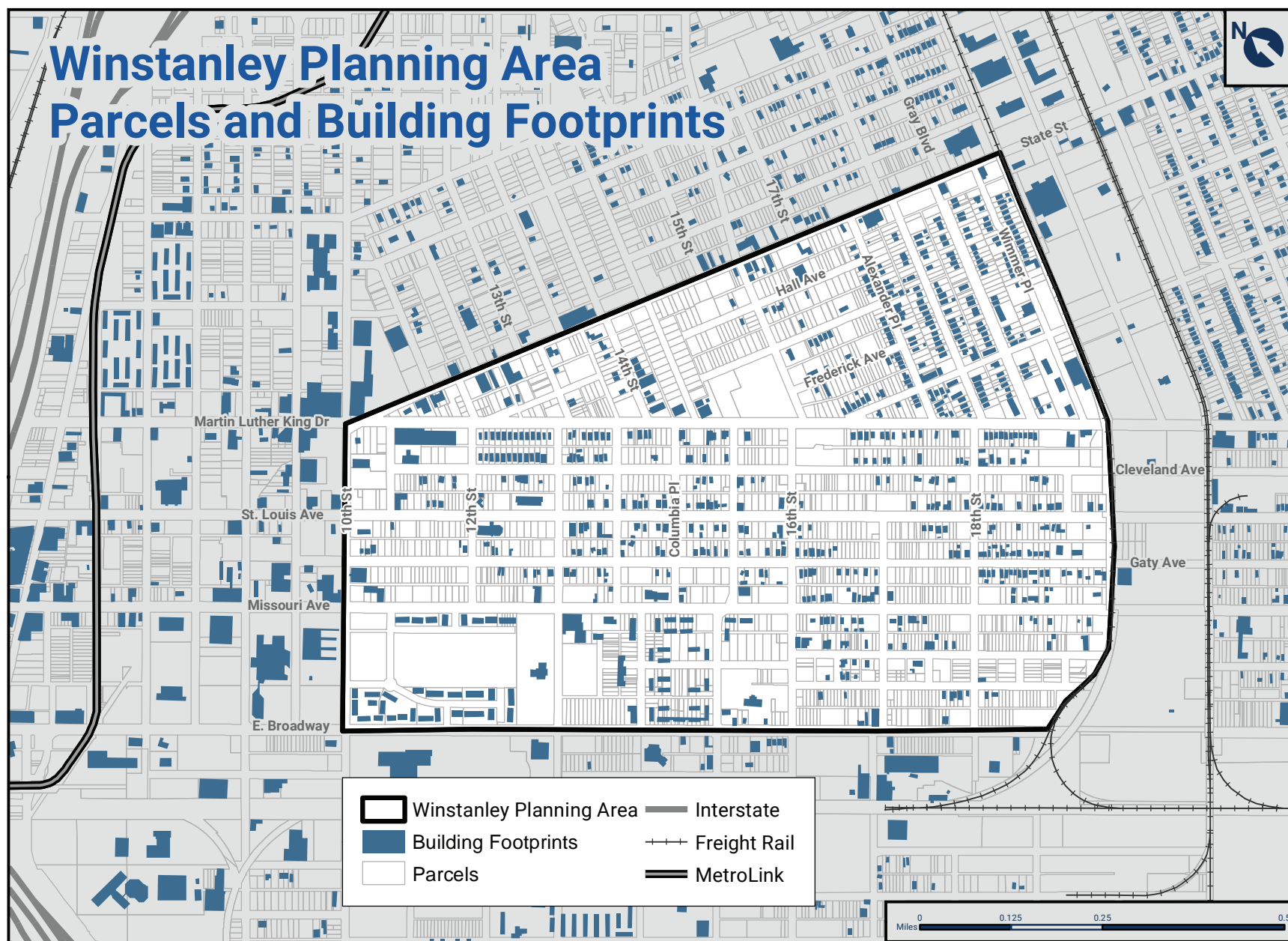


Figure 7.12  
Parcels and building footprints in the Winstanley planning area.



## RESIDENTIAL VITALITY

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# POTENTIAL TACTICS

**A**



**ENCOURAGE THE  
USE OF VACANT  
PARCELS FOR  
NEW HOUSING  
DEVELOPMENT.**

REDUCE THE NUMBER OF  
VACANT BUILDINGS AND  
EMPTY LOTS

### POTENTIAL TACTICS



Emphasize the development of more high-quality affordable rental housing for families to increase population and density.



Incorporate well-maintained green and open spaces into affordable housing development site plans.



Identify existing commercial and industrial buildings suitable for rehabilitation and conversion into residential/neighborhood commercial/community space mixed-use developments.

## DESIRED OUTCOMES

Concentrating new affordable housing and mixed-used developments can help increase population density. Attracting more residents to the neighborhood will help reduce the number of vacant parcels in the neighborhood. Increasing quality open space that is well-maintained will improve the visual appeal of the area and create opportunities for social connection among neighbors living in a healthier and cleaner built environment.

Winstanley Park, if awarded LIHTCs, can serve as a catalyst and neighborhood-model for successful conversion of an existing commercial building to affordable, mixed-use development. Rehabbing and repurposing existing buildings can help the community improve the area's visual character. Reuse of older building stock, currently vacant, will offer a greater variety of affordable housing design types, with the potential to attract small businesses and mixed-used developments. Further, salvaging bricks and other building materials can help the Winstanley community become a leader in sustainable development.

## Vacant Parcels in the Planning Area

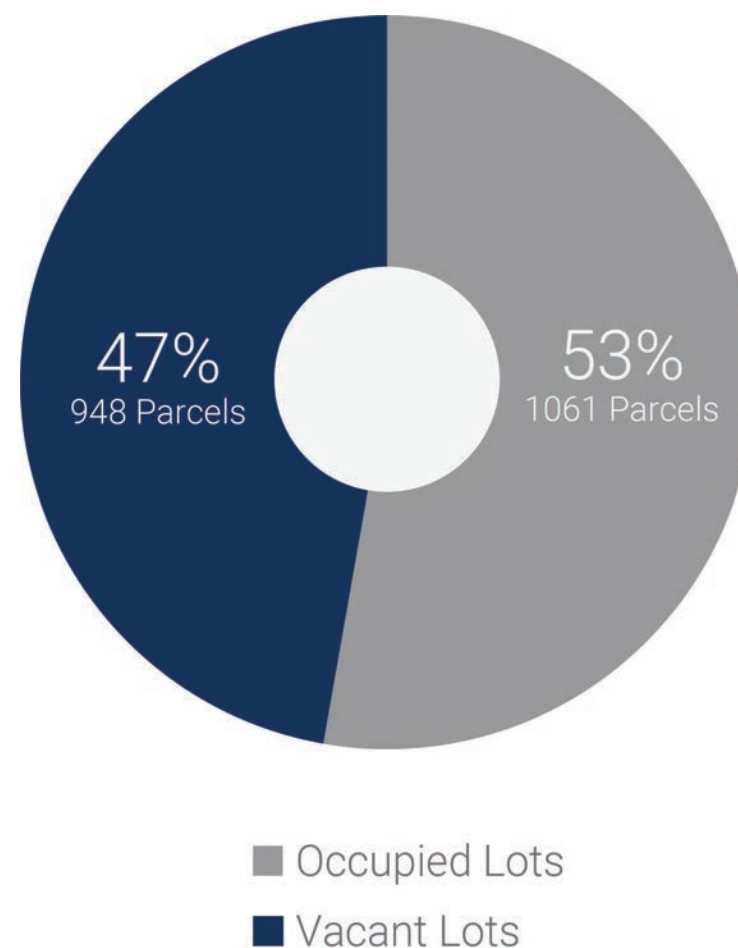


Figure 7.13  
Vacant parcels in the planning area, 2019 field survey.

## Winstanley Park

*Winstanley Park (formerly known as Sinai Village III) is the next phase of housing developed by Mount Sinai Development Corporation (MSDC) in the historic Winstanley neighborhood. The development of Winstanley Park will add 38 housing units to the existing 100 units of senior and family housing developed by MSDC since 2002. This proposal includes 8 garden units and 14 townhomes of new construction and 16 adaptive reuse apartments. All of the new homes will be located on the 1100 blocks of Martin Luther King Drive and Cleveland Avenue – adjacent to Sinai Village I and II. The rental units within Winstanley Park will have modern, fully equipped kitchens, open floorplans, and numerous Universal Design features. The townhome units will feature fenced rear yards. Exterior finishes will be durable and attractive with a combination of cementitious fiber board, masonry and metal accents. Interior finishes will be bright, efficient and functional. Each unit will have covered parking, individual storage, and high efficiency mechanical equipment. The non-housing portion of the rehab building (pictured above) will feature a modern gym facility and commercial space that can be utilized by the East St. Louis community at large. A new office for the Sinai Life Center, the youth programming wing of Mt. Sinai Church, will also be housed in this building. There are also plans to include a commercial kitchen and additional, leasable office space.*



Figure 7.13  
Community input listing vacant land as a challenge for the neighborhood.



Figure 7.14  
Community input listing vacant land as a challenge for the neighborhood.



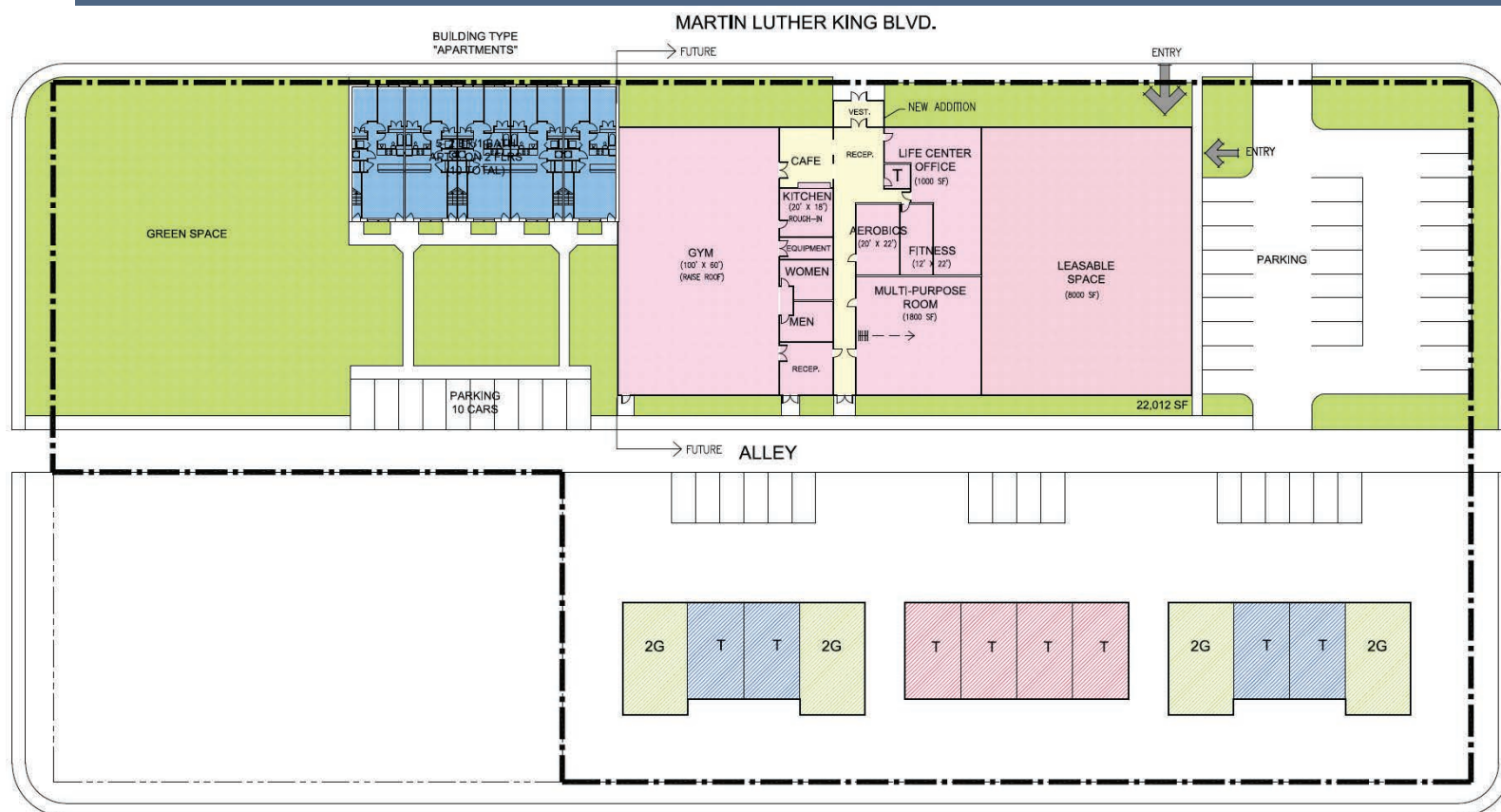


Figure 7.15  
Community input listing vacant land as a challenge for the neighborhood.



Figure 7.16  
Community input listing vacant land as a challenge for the neighborhood.

## RESIDENTIAL VITALITY

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# POTENTIAL TACTICS

**B**



**IMPROVE  
COORDINATION  
WITH LOCAL  
GOVERNMENT TO  
TARGET SEVERELY  
DILAPIDATED  
VACANT  
BUILDINGS FOR  
DEMOLITION.**

REDUCE THE NUMBER OF  
VACANT BUILDINGS AND  
EMPTY LOTS

### POTENTIAL TACTICS



Coordinate with local government to develop a multi-year funding source for strategic demolition program.



Seek blight elimination funding from the U.S. Department of Treasury Hardest Hit Fund.



Prioritize demolition resources for structurally unsound buildings in close proximity to newer affordable housing developments.

## DESIRED OUTCOMES

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Demolishing and remediating old and structurally unsound buildings, particularly near residential areas, reduces human exposure to contaminants both on and offsite. Safe remediation of a contaminated site prevents further contamination of surrounding soil, water, and air. Benefits to residents could include a reduction in health disparities such as asthma rates, which adversely impact Black Americans at higher rates. In some cases, taking down derelict buildings can prompt neighbors to improve their properties and create a positive ripple effect throughout community. Clearing away poorly maintained buildings improves property values and can catalyze activities that accelerate housing investment by making way for more development. Additionally, removing buildings that attract nuisance activities can reduce costs for city government by reducing and eliminating responses for police, fire, and code enforcement services.

## CASE STUDY

### Highland Park's Affordable Housing Demolition Tax

*Nicknamed the “teardown tax,” the goal of the tax is to mitigate the loss of affordable homes from demolition by taxing this activity and allocating the revenue to the City’s Affordable Housing Trust Fund. The trust fund is used to finance various affordable housing initiatives in the city. The demolition tax and Highland Park Affordable Housing Trust Fund were created through the same local ordinance, formally adopted in 2002. While the tax has been a significant source of revenue for the Housing Trust Fund, it does not appear to deter development.*



## RESIDENTIAL VITALITY

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# POTENTIAL TACTICS

C



**COORDINATE  
RESOURCES  
FOR THE  
STABILIZATION  
OF SALVAGEABLE  
BUILDINGS.**

REDUCE THE NUMBER OF  
VACANT BUILDINGS AND  
EMPTY LOTS

### POTENTIAL TACTICS



Target stabilization resources near affordable housing development activity.



Encourage apprenticeship training in the construction trades to focus on the stabilization of buildings identified for rehabilitation.

## DESIRED OUTCOMES

Sustaining affordable housing development can be supported by stabilizing existing vacant buildings, particularly within close to newer affordable housing. Improving the built environment around new housing developments can help to make the area more attractive; potentially generating additional investment. Stabilizing vacant buildings by making minor improvements can help reduce further deterioration and limit the increase of rehabilitation costs.



Figure 7.17  
Community input listing vacant land as a challenge for the neighborhood.

## CASE STUDY

### St. Louis Vacancy Collaborative

*The St. Louis Vacancy Collaborative is a coalition of partners that transcend the region and are committed to reducing the negative impact of vacant property on the city of St. Louis. The coalition is made up of both private and public partners who coordinate existing efforts under one umbrella to create more collaborative solutions. The collaborative uses a data-informed and neighborhood-centric approach to reduce vacancy and its negative impact on individuals and families. The coalition convenes neighborhood leaders, local nonprofits, academics, businesses and community organizations into committees and working groups that take collective action toward agreed upon goals that put vacant properties back into productive use.*



## RESIDENTIAL VITALITY

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# POTENTIAL TACTICS

**D**



**ENGAGE PUBLIC  
AND PRIVATE  
PROPERTY  
OWNERS OF LARGE  
UNUSED SITES  
AND ENCOURAGE  
FUTURE  
SUSTAINABLE.**

REDUCE THE NUMBER OF  
VACANT BUILDINGS AND  
EMPTY LOTS

### POTENTIAL TACTICS



Work with East St. Louis Housing Authority on identifying opportunities for its two vacant public housing sites within the Winstanley community.



Encourage future developments to incorporate landscaped public spaces.



Advocate for sustainable and active design features that support the health and wellness of residents in future housing and mixed-used developments.



## DESIRED OUTCOMES

Sustained housing and mixed-use development in the Winstanley neighborhood will have an immense impact on the health and wellness of residents and institutional partners in the community. Development opportunities that use sustainable design principles can help protect and improve the Winstanley neighborhood's resiliency in the long-term. Green and blue building strategies support resilient infrastructure for flood mitigation, soil erosion, and water quality.

Active designs should also be included in future development of Winstanley. Integrating design features that encourage walking, stair climbing, bicycling, transit use, active recreation, and healthy eating will be important for revitalization of the community. A healthy and well-functioning physical environment is critical to residential vitality, social wellbeing, and the public realm. Integrating open space and parks into site plans improves quality of life, promotes healthier lifestyle choices, and can reduce harmful impacts on the surrounding built environment.



Figure 7.18  
Community input listing vacant land as a challenge for the neighborhood.

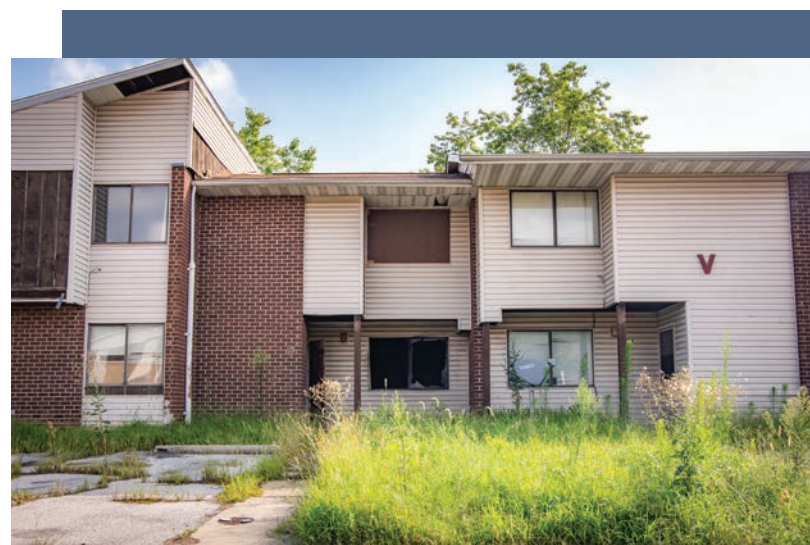


Figure 7.19  
Community input listing vacant land as a challenge for the neighborhood.

# NORMAN E. OWENS PREVIOUS LAYOUT

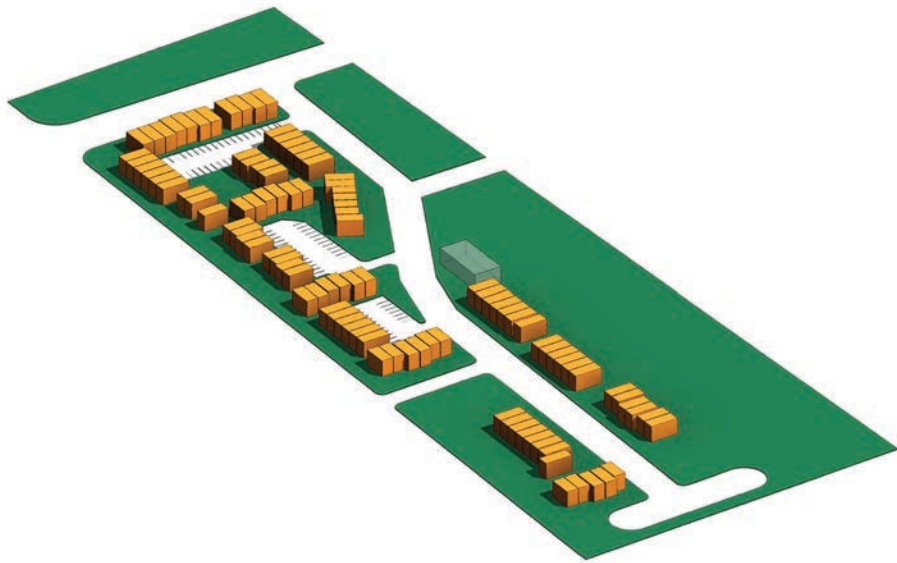


Figure 7.20  
Site layout of the old, now vacant Norman E. Owens Housing Development, characterized by its density and parking lots. These units are scheduled for demolition in the coming years by the East St. Louis Housing Authority.



Figure 7.21  
Existing structure at the Norman E. Owens Housing Development, now vacant.



Figure 7.22  
Overgrown grass on the Norman E. Owens playground.

# NORMAN E. OWENS REIMAGINED LAYOUT

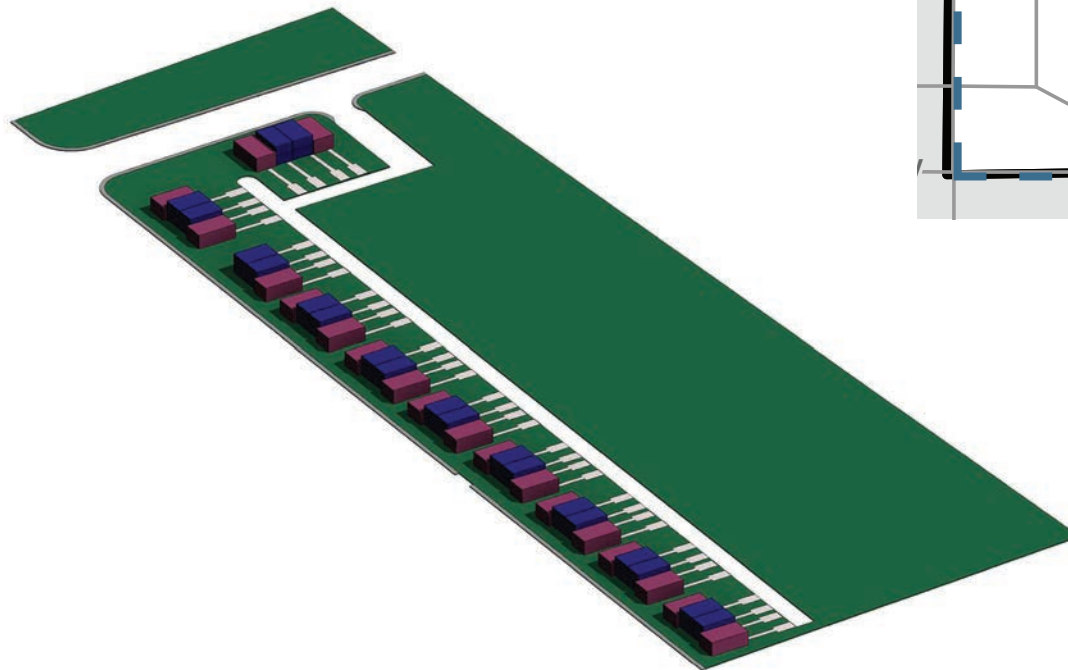


Figure 7.23  
Reimagined site layout for the Norman E. Owens Housing Development provides a neighborhood look and feel.

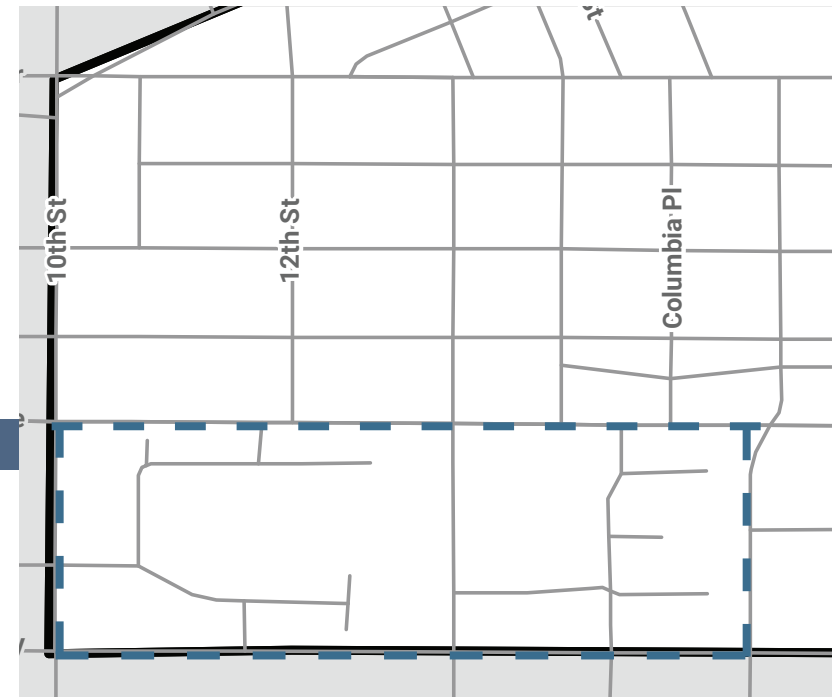


Figure 7.24  
Location of the Norman E. Owens Housing Development within planning area.



8

**ECONOMIC  
MOBILITY**



Connect residents to workforce opportunities and financial capability resources and support the development of an economically viable commercial corridor that attracts quality businesses and generates employment opportunities





## ECONOMIC MOBILITY

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# GOALS

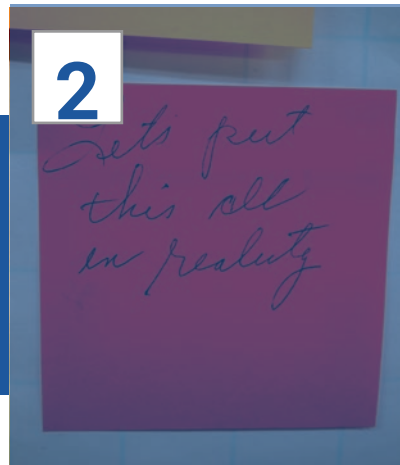
## BALANCE MARKET REALITIES WITH OPPORTUNITY

1



DEVELOP PATHWAYS  
TO EMPLOYMENT

2



BUILD FINANCIAL  
SECURITY

3



BOLSTER THE LOCAL  
ECONOMY



## WHY ECONOMIC MOBILITY

The ability of residents to earn a living wage to support themselves and their family is fundamental to the strength of a community. Throughout the planning process, residents and community members frequently mentioned the lack of employment opportunities in the neighborhood and city. However, many employers noted the need to improve residents' educational attainment and job readiness skills as an important factor in accessing employment. Service providers offering employment readiness programs exist in the Metro East area. By coordinating educational and employment services, employers and educators can work together to increase job training effectiveness and employment opportunities.



Figure 8.1  
Small Businesses, such as inBox, support the neighborhood with goods and services.

PATRESA PARKER:

"I WANT TO GO BACK TO THAT TIME WHERE WE HAVE  
BUSINESSES ON EVERY CORNER AND BLOCK."

# ECONOMIC MOBILITY

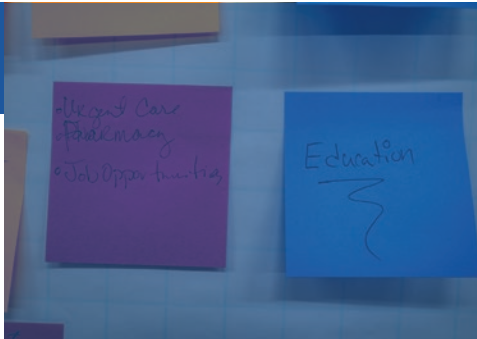
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DEVELOP PATHWAYS  
TO EMPLOYMENT

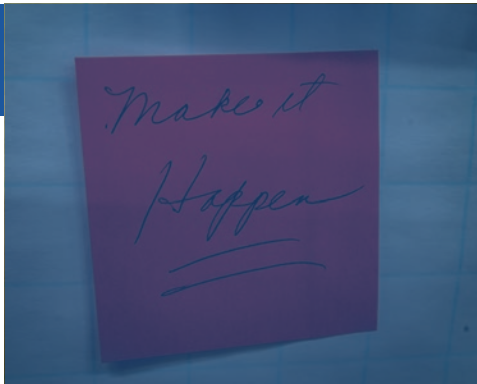
# STRATEGIES



Figure 8.2  
*School District 189 is a major employer in East St. Louis.*

**A**

**FOSTER COLLABORATION AMONG EMPLOYMENT READINESS SERVICE PROVIDERS.**

**B**

**FORMALIZE THE RELATIONSHIPS BETWEEN THE COMMUNITY, VOCATIONAL TRAINING PROVIDERS, AND EMPLOYERS.**

**C**

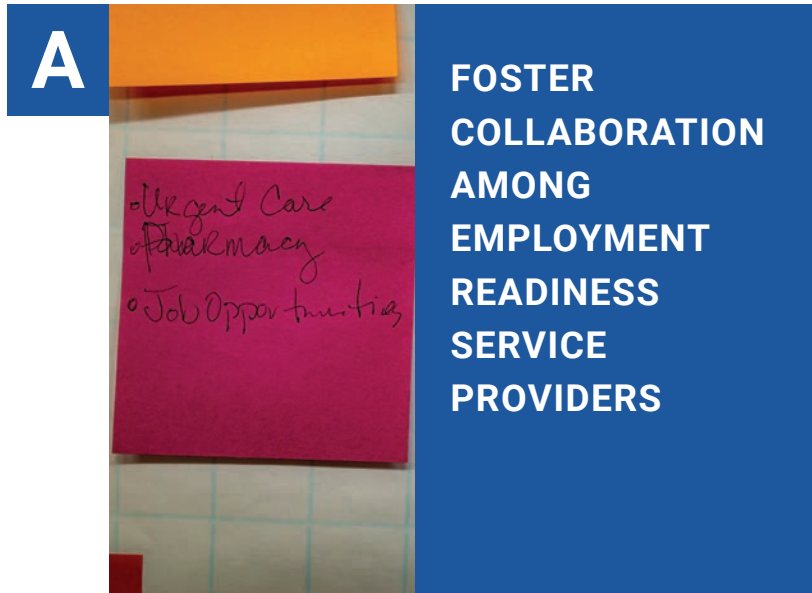
**FOCUS ON YOUTH EMPLOYMENT.**



# ECONOMIC MOBILITY

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# POTENTIAL TACTICS



## DEVELOP PATHWAYS TO EMPLOYMENT

### POTENTIAL TACTICS

-  Survey residents and current business sector trends to comprehensively assess barriers to employment and better connect residents to job opportunities.
-  Develop strong relationships between place-based organizations and employers to foster a reliable and trusted connection to residents.
-  Evaluate community outreach and public awareness challenges to design a more effective grassroots communication.

iv

Host regularly scheduled, user-friendly employment fairs and job training programs to connect employers and residents.

## DESIRED OUTCOMES

Through implementing these tactics, the community will have employer connections and relationships that establish effective pathways to employment for residents. The effort will help create a support system for both employers and job seekers to match employment gaps. Further, linking training programs with employment opportunities provides employers with a pipeline of qualified, reliable job candidates, while at the same time, residents are able to confidently access employment options with have greater opportunity for economic success.

CORLISS HARLEN

"I WOULD LOVE TO SEE THIS  
NEIGHBORHOOD REVITALIZED."

## CASE STUDY

### Employment Connection Creating Job Opportunities

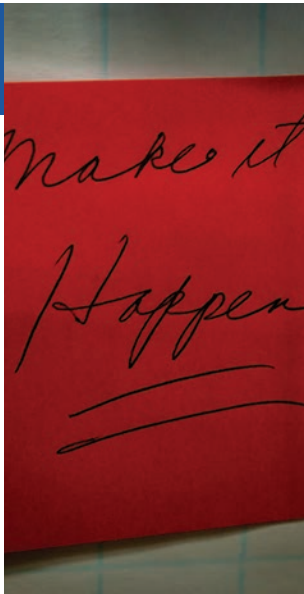
*Employment Connection, a nonprofit St. Louis community organization, provides valuable resources that connect job training programs to employment opportunities. Early in 2020 the agency partnered with the St. Louis Carpenters Joint Apprenticeship Program and the City of St. Louis Department of Health to recruit residents from the Carr Square and Columbus Square neighborhoods into a paid carpentry training program. The Program delivered 80 hours of basic construction skills training, which focused on skills fundamental to success in the field of carpentry. The training program also introduced participants to tools, tool safety, measurements, construction mathematics, and general industry safety requirements. Participants who completed the training also received the necessary certifications for employment and were assigned to work with staff from the City of St. Louis Building Division in the stabilization of vacant properties. Nine individuals completed the program and moved into full-time employment.*

## ECONOMIC MOBILITY

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# POTENTIAL TACTICS

**B**



**FORMALIZE THE  
RELATIONSHIPS  
BETWEEN THE  
COMMUNITY,  
VOCATIONAL  
TRAINING  
PROVIDERS, AND  
EMPLOYERS**

## DEVELOP PATHWAYS TO EMPLOYMENT

### POTENTIAL TACTICS

i

Convene vocational training and employment service providers regularly to help residents develop relevant skills and access resources for employment.

ii

Organize collaboration sessions among vocational training providers to determine gaps and overlaps in services.

iii

Assist providers in the coordination of job fairs, job training, and other activities that promote and assure job readiness.



## DESIRED OUTCOMES

Service providers working collectively in organized sessions will be better positioned to identify redundancies and will be more effective in determining strategies to reach untapped potential among unemployed and underemployed residents in Winstanley. The potential results of a collective approach with shared resources and mutually reinforcing activities can be more productive versus isolated efforts that may fall short of desired outcomes, having less impact.

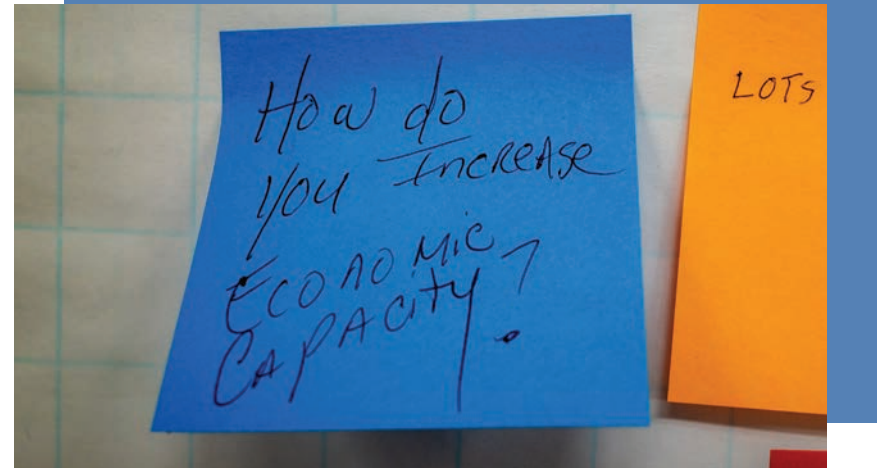


Figure 8.3  
Resident poses question about increasing economic capacity.



Figure 8.4  
Local business that supplies the metro region.

## ECONOMIC MOBILITY

---

# POTENTIAL TACTICS

C



### FOCUS ON YOUTH EMPLOYMENT

## DEVELOP PATHWAYS TO EMPLOYMENT

### POTENTIAL TACTICS

- i Launch a youth job program focused on community development and beautification of the Winstanley area.
- ii Connect retired tradesmen to serve as mentors and trainers for youth in need of trade skills, particularly for home repairs.
- iii Partner with construction union apprenticeship programs to assist with training and job placement.

## DESIRED OUTCOMES

There is an overabundance of vacant parcels and unmaintained lots in the community. There are residents and other property owners who may not be able to mow their own lawns, such as seniors, due to physical limitations. There are also home repair needs and opportunities to enhance the curb appeal for homeowners and property owners in the community. Working on these issues at the neighborhood-level can help create a more engaged community that may lead to a new generation of socially responsible community leaders. Involving young people in trades can help the construction sector with worker shortages as fewer people, particularly millennials, are entering skilled trades.

Having youth from the community be employed through a public-private jobs program focused on beautifying and maintaining the appearance of the area can improve the health, safety, and appeal of the neighborhood. The proposed job program could instill community pride, support social cohesion, promote peer-to-peer positive influence, and boost self-esteem among young people.

Through positive interactions and opportunities, youth will be more likely to perform better academically, have higher student attendance in school while reducing the dropout rate, and curtail at-risk behaviors. The program could also help young people expand their financial capability by teaching them how to open and manage a bank account.



Figure 8.5  
St. Joseph's Head Start center.



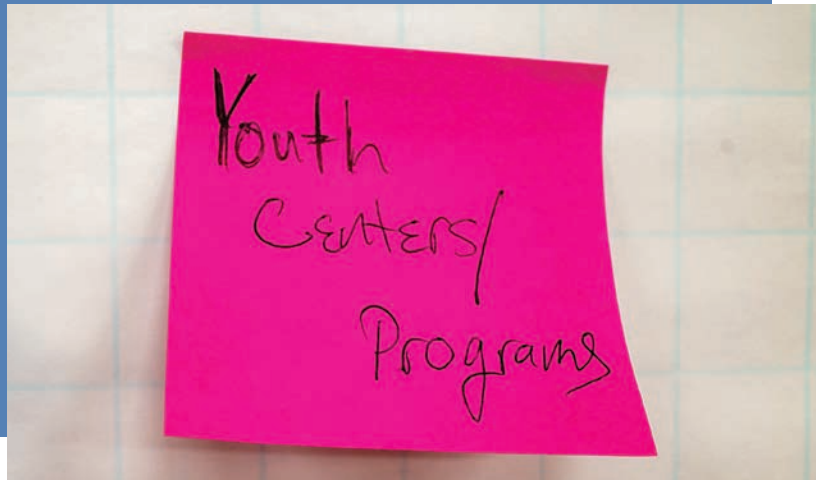


Figure 8.6  
Sticky note for youth centers and programs.



Figure 8.7  
Teens participate in the Sweet Potato Project in 2016. Photo courtesy of their Facebook account.



Figure 8.8  
Sweet Potato Project St. Louis logo.

## CASE STUDY

### Sweet Potato Project

*The Sweet Potato Project began in 2012 by journalist and community activist, Sylvester Brown to address two urgent community needs in North St. Louis. The first was a need for young men and women in North St. Louis to earn money and gain job training. The second was the need for neighborhoods in the area to become self-sustainable communities. Therefore, the Sweet Potato Project was born as a collaboration between the local community development corporation and Brown's non-profit. The project recruits young men and women from North St. Louis neighborhoods to join a year-long project that begins in the summer with learning and developing agricultural skills. After the 10-week summer program, participants spend the rest of the year gaining critical employment and entrepreneurial skills and they must market and sell the produce generated. The program is equipping young people with employment and life skills. Further, the program is creating a neighborhood food system that can help support the North St. Louis community.*



Figure 8.9  
Teens participate in the Sweet Potato Project in 2016. Photo courtesy of their Facebook account

## ECONOMIC MOBILITY

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BUILD FINANCIAL  
SECURITY

# STRATEGIES

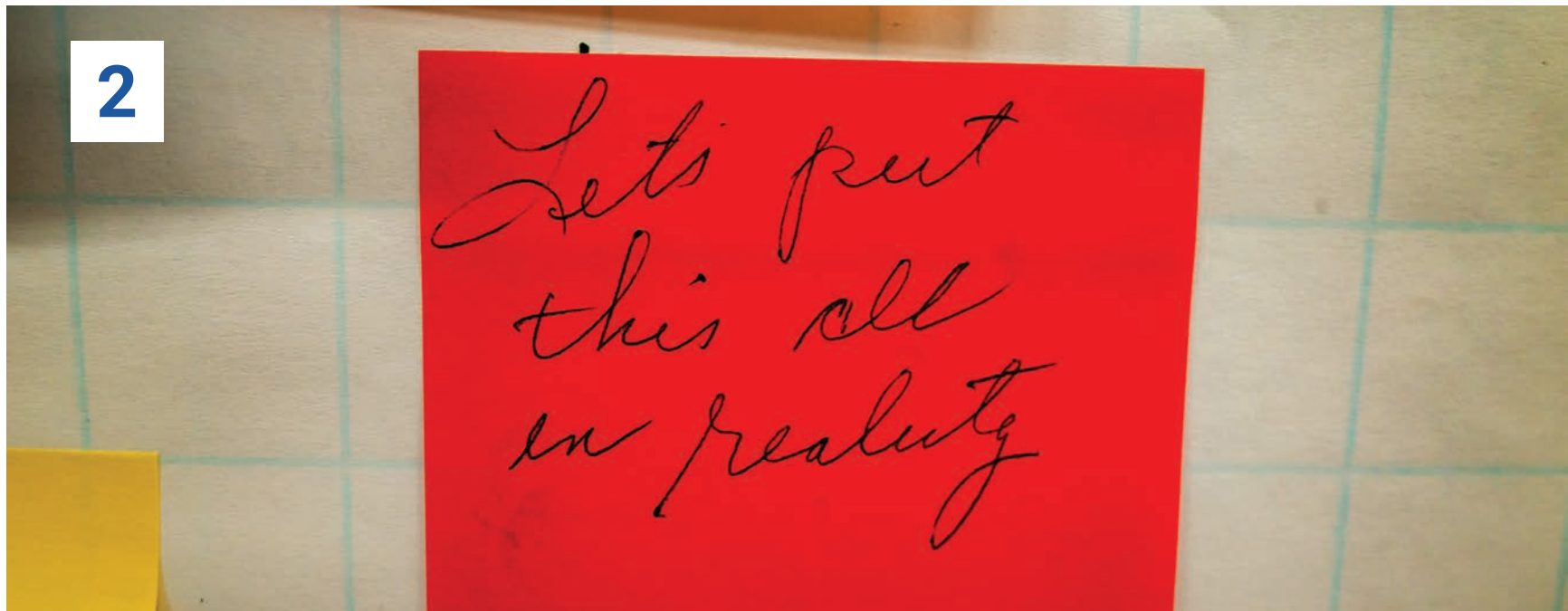


Figure 8.10  
Community input shows a desire to make this plan actionable. Building financial security is a step towards making that happen.



**A**

## ENHANCE FINANCIAL CAPABILITY

**B**

## BUILD PATHWAYS TO HOMEOWNERSHIP

**C**

## INCREASE THE NUMBER OF BANKED HOUSEHOLDS

## ECONOMIC MOBILITY

---

# POTENTIAL TACTICS

A



ENHANCE  
FINANCIAL  
CAPABILITY

## BUILD FINANCIAL SECURITY

### POTENTIAL TACTICS

i

Conduct a community survey to help understand the barriers for residents accessing banking, credit, and financial services.

ii

Encourage financial service providers to use financial literature and trainers that reflect the racial makeup of the community.

iii

Engage financial service providers to educate and advocate for stronger consumer financial protections to disrupt predatory practices and reduce distrust.

iv

**Establish dollar matching incentives to promote greater use of traditional banking, credit building programs, and wealth building services.**

## DESIRED OUTCOMES

The lack of access to mainstream financial services constrains the ability of an individual to build wealth and live a financially secure life. Black Americans have historically been underserved by conventional financial services. Building trust among residents will be key for

financial service providers to better engage and serve the population. The focus of this strategy is to increase financial capabilities of Winstanley residents.

Financial capability emphasizes behavior change for an individual along with increasing their capacity, knowledge, and skills to manage financial resources effectively. Providing residents with the required knowledge and skills will help increase their chances to make sound financial decisions to become wealth builders. Becoming financially capable is critical to establishing financial security, equity, and economic mobility.

More than 50% of Winstanley residents are either unbanked or under-banked, meaning that they do not receive the financial services they need to build credit, wealth, and savings. Unbanked households are those in which no member of the household has a checkings or savings account. Under-banked households are those who rely on alternative financial services despite having a checkings or savings account. These households may depend on money orders, check cashing services, and payday loans as opposed to traditional lines of payment - debit and credit cards - for household finances.



## ECONOMIC MOBILITY

# POTENTIAL TACTICS

**B**



### BUILD PATHWAYS TO HOMEOWNERSHIP

## BUILD FINANCIAL SECURITY

### POTENTIAL TACTICS

i

Financial service providers partner with LIHTC lease-purchase housing developers to offer tools and resources to transition renters to homeowners following the expiration of the 15-year LIHTC mandatory compliance period.

ii

Foster partnerships with local banking associations to develop a place-based low-cost home mortgage loan program.

iii

Mt. Sinai Development Corporation facilitate collaborations among financial service providers and affordable housing developers to advocate for tax abatement incentives.

## DESIRED OUTCOMES

---

Historical racial barriers to home mortgages have put Black households at a stark disadvantage compared to whites for building intergenerational wealth through homeownership. Building a pathway to homeownership is key to creating avenues to essential assets that support lifelong goals, including retirement and access to higher education.

Conversion of affordable lease-purchase homes and potential growth in financial capability and household wealth, could stimulate momentum with for-sale housing investments in Winstanley. Advocating for local property tax relief, such as 5- and 10-year tax abatement can help reduce the housing cost burden for first-time homeowners, while also helping to boost the homeownership rate. Increasing the number of homeowners over the long-term could improve the range of household incomes and expand the number of housing options for the Winstanley neighborhood.

### CASE STUDY

#### **Diverse Collaboration in Cleveland for Diverse Housing Solutions**

*In 2019, the Cuyahoga County Council approved \$30 million dollars to support low- and median-income homeowners and neighborhoods. The six-year program will provide funding for the renovation of current landbank properties, homeowner assistance to owners for repairs or mortgages, and investment funds to spur market development around the Cleveland metro area. Funding for the program draws from county property and casino taxes, as well as the county general fund. Homeowners will be able to apply for up to \$70,000 of financial assistance for repairs and mortgages, which is sometimes just enough to keep an at-risk family from moving out of their home due to excessive repairs or expenses. In this way, the program stabilizes ownership for current residents and supports naturally occurring affordable housing by reorienting funding to improving existing units.*

## ECONOMIC MOBILITY

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# POTENTIAL TACTICS

C



**INCREASE  
THE NUMBER  
OF BANKED  
HOUSEHOLDS**

## BUILD FINANCIAL SECURITY

### POTENTIAL TACTICS



Create opportunities for residents to build savings and improve their credit scores.



Encourage financial service providers to partner with faith-based institutions by opening branch offices or “outlets” within the places of worship.



Train and incentivize residents to serve as financial coaches.



## DESIRED OUTCOMES

A bank or credit union account is often the first step in financially planning for the future and climbing the economic ladder. After implementing the prioritized actions, a greater number of households in the Winstanley community will have formal ways to save, build a personal safety net, and turn their savings into asset building investments. These opportunities should include lower cost payment services and access to lower-cost sources of credit.

Another tactic would be to offer nontraditional banking services, as part of a pilot strategy to help evaluate a long-term plan. Nontraditional banking services could include low cost fee-based checking accounts; basic savings account that includes access to low-cost money orders for bill payments; deposit accounts to residents accumulate savings; deposit-secured loans to residents whose credit histories would make them ineligible for traditional credit; and budget management and credit repair seminars (which could be provided by trained coaches who are members of local faith-based institutional partners with support from staff of the participating banks and financial institutions).

## CASE STUDY

### Friendly Temple Expanding Services with a Bank Branch

*In 2017, the Friendly Temple Missionary Baptist Church located in the Wells-Goodfellow neighborhood of North St. Louis, set a new standard for the region when they opened a new bank branch on the church's campus. The first of its kind partnership between, Midwest BankCentre, whose bank branch is operating at the church, and Friendly Temple Missionary Baptist Church was created on a foundation of trust that was built over 18 months of negotiations and years of previous community engagement. Within two weeks of opening, the branch had more than 150 people open accounts at the branch and had moved more than \$6 million in loans and deposits within six weeks. The bank branch however is only the first part of a long-term collaboration that will ultimately support financing other community development opportunities.*



## ECONOMIC MOBILITY

---

BOLSTER THE LOCAL  
ECONOMY

# STRATEGIES



Figure 8.12  
*The neighborhood laundromat provides a much needed service to neighbors.*

**A**

**BUILD ECONOMIC STRENGTH IN WINSTANLEY BY  
SERVING UNMET DEMAND**

**B**

**FOSTER A CULTURE OF ENTREPRENEURSHIP**



## ECONOMIC MOBILITY

---

# POTENTIAL TACTICS

**A**



**BUILD ECONOMIC  
STRENGTH IN  
WINSTANLEY BY  
SERVING UNMET  
DEMAND**

## BOLSTER THE LOCAL ECONOMY

### POTENTIAL TACTICS

i

Utilize market research to identify opportunities for retail and commercial services.

ii

Designate State Street as the community business hub.

## DESIRED OUTCOMES

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An important aspect of a livable community is convenient access to retail and commercial services. The Winstanley community is within close proximity to the region's employment opportunities and cultural amenities. It is well served by transportation networks and public transportation. Combined with Winstanley containing large amounts of vacant and underutilized property available for acquisition and redevelopment, current market research identifies opportunities for new goods and services that could help meet local demand. State Street produces the heaviest traffic volume in the City of East St. Louis. The corridor has a high percentage of vacant and underutilized property. State Street is well suited to serve as a community business hub to capture unmet demand.

There are currently unmet demand categories for the community such as automotive parts and accessories, electronics, home furnishings, and sporting goods. The surge in online shopping has captured much of the remaining retail spending potential in these categories. Retailers to address unmet demand in the area could include

stores like Dollar General, Walmart Neighborhood Market, Play-It Again Sports, and 7-Eleven. Given the need for a small grocery store to serve Winstanley and surrounding areas, an Aldi or similar store would be appropriate.

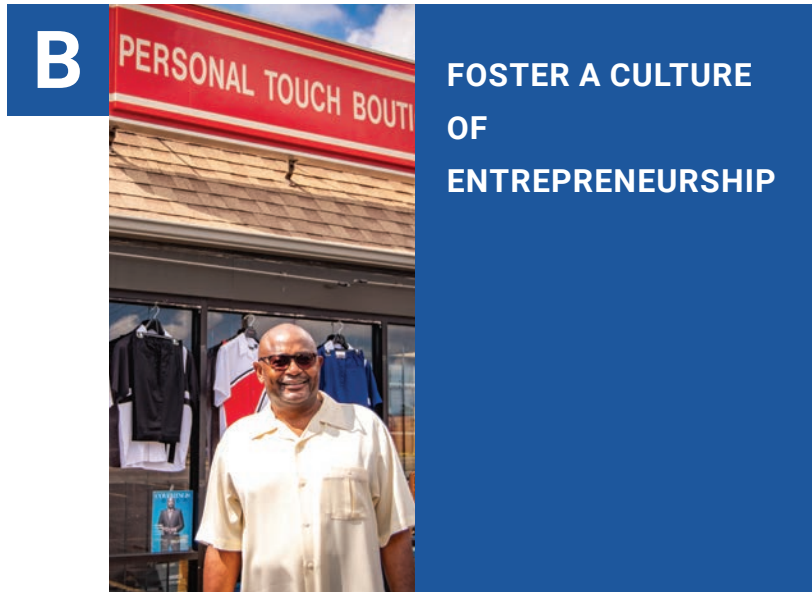
DERRICK MAXWELL:

“BEING A BUSINESS OWNER IN THE CITY THAT YOU WERE RAISED AND BORN IN – IT'S A PRIDE FACTOR. I REFUSE TO LOSE. I REFUSE TO LET MY LIGHT GO OUT. WE NEED BUSINESS OWNERS THAT CHILDREN CAN IDENTIFY WITH. THAT WAS A MAJOR FACTOR FOR ME STAYING AND PUTTING MY BUSINESS IN THE COMMUNITY – BECAUSE I WANTED TO BE A LIGHT FOR THE COMMUNITY.”

## ECONOMIC MOBILITY

---

# POTENTIAL TACTICS



## BOLSTER THE LOCAL ECONOMY

### POTENTIAL TACTICS

- i** Develop a local food economy.
- ii** Promote art and cultural entrepreneurship.
- iii** Develop a community business incubator.
- iv** Accelerate the rapid growth of Black, women-owned businesses.
- v** Transform stalls to storefronts.



## DESIRED OUTCOMES

Building a local economy is critical for the long-term sustainability of the Winstanley community and the City of East St. Louis. Fostering support for food entrepreneurs can be a useful strategy to address the barriers to food access. Food entrepreneurs might include urban farmers, caterers, bakers, picklers, distributors, and operators of healthy corner stores, restaurants, and cafes. Creating a collaborative, local food economy will support an environment for entrepreneurs to work together and improve their respective businesses. Developing a community business incubator in the proposed Winstanley

Park development would be a productive use of space. Gathering local entrepreneurs can help meet unmet demands of goods and services for the area. Black women-owned businesses can be a special niche opportunity, as they are the fastest growing group of business startups in the United States; Illinois has the highest density of Black women-owned businesses in the nation and Missouri has the highest national growth rate of Black women business startups. Providing business coaches and classes involving local successful role models, coordinating mentoring and networking opportunities, and deploying creative financing tools can help Black women entrepreneurs and other local entrepreneurs begin to foster a culture of local entrepreneurship.



Figure 8.13  
Retail storefront in the planning area.



Figure 8.14  
Building advertiseent sign.

## CASE STUDY

**Devon Moody-Graham: CEO Mom Enabling Other Mothers**

*A native of East St. Louis, Devon Moody-Graham opened her first business at the age of 10, it was a candy store. Years later as a new mother and business owner, she recognized the power and potential of young moms to be successful entrepreneurs. She therefore established the CEO Mom Empire, “a ecosystem created to empower mothers in the 21st Century workforce & business by providing access to the professional, social, mental, and economic resources necessary to thrive in life.” Recognizing the drive of new mothers but also young people, Devon-Moody Graham went on to found the Biz Spot Community, a non-profit that she’s worked with over 10,000 youth and young adults. Devon-Moody Graham leverages the resources available across the region to support her entrepreneurial efforts. That balanced with a deep understanding of what budding entrepreneurs need in terms of support, especially those of young women and mothers, enables this CEO Mom to provide incredible support to other up and coming business owners across the region.*



Figure 8.15  
Devon Moody-Graham, founder of CEO Mom.



Figure 8.16  
CEO Mom cohort of new entrepreneurs.



Figure 8.17  
Tamika Devoil Stigers, local entrepreneur.



Figure 8.18  
Locs of Glory promotions.



Figure 8.19  
Tamika Devoil Stigers at a speaking event.

## CASE STUDY

### Tamika Devoil Stigers: Untangling Licensing Burdens in the Legislature

*Tamika Devoil Stigers is a Missouri native and owner and operator of Locs of Glory. Tamika transformed a Masters degree in public health into an entrepreneurial endeavor that would provide a valuable service to her local community. However, to be able to launch her business and serve the community, Tamika had to navigate the Missouri legislature to advocate for licensing reforms. Under Missouri's licensing laws, she was required to spend thousands of dollars on cosmetology classes that didn't have anything to do with braiding hair. Tamika had already undertaken training to become a certified consultant in Sisterlocks, a proprietary African-style hair braiding technique developed by Dr. JoAnne Cornwell. At this time she decided to take her plight to the Missouri court system and legislature – and she won! "It's been a long journey, but earlier this year the legislature finally passed reforms that will allow me and other hair braiders earn a living without jumping through unnecessary bureaucratic hoops. Occupational licensing may sound like an obscure issue, but it has a huge impact on women and their families. Many women who practice hair braiding are new to this country, and it is so important that we surround them and help them provide for their families."*



## CASE STUDY

**Derrick Maxwell: From Stall to Storefront**

*Derrick Maxwell is a native of East St. Louis, current resident of Winstanley and owner of Personal Touch Boutique, the premiere men's fashion shop which is located in the planning area. For Maxwell, the effort to establish and operate his own business in his hometown was one that spanned over 30 years. As a child Maxwell saw the need to see himself in the owners of local businesses. He saw a lot of Middle Eastern and Korean businesses selling clothing to the Black community. "I wanted to see the Black community owning their own businesses and selling products they understood to people they identified with." For Maxwell, that was black men's fashion. Maxwell began his business by selling out of the trunk of his car. After three years he expanded to a van before growing again to a trailer. Maxwell says going slow is great advice for younger generations aspiring to be entrepreneurs. There are so many ups and downs in owning your own business that going slow, and making mistakes on a smaller scale prepares you for when you have a bigger store. Maxwell spent seven years working on moving from the stall to storefront, first buying land and then building the structure that sits on State Street today. For Maxwell however, it is not just about owning his own business, but knowing that business is contributing to the Winstanley community, creating a positive impact and making his footprint on the landscape of the city.*



Figure 8.20  
Derrick Maxwell, local entrepreneur.



Figure 8.21  
Men's fashion store, Personal Touch Boutique.





Figure 8.22  
Derrick Maxwell in front of his store, Personal Touch Boutique.

9

**SOCIAL  
WELLBEING**



Support individuals and families by strengthening social cohesion and access to resources that promote active and healthy living.





# SOCIAL WELLBEING

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## GOALS

## BUILD ACCESSIBLE COMMUNITY CONNECTIONS

1



FOSTER SOCIALLY  
CONNECTED  
AND ENGAGED  
RESIDENTS

2



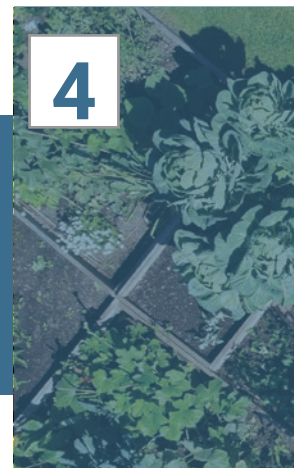
SUPPORT  
RESIDENT HEALTH  
ADVOCACY

3



CONNECT SENIORS  
TO SUPPORTIVE  
SERVICES

4



CULTIVATE AN  
ACCESSIBLE AND  
HEALTHY FOOD  
ENVIRONMENT

5



PROMOTE  
ACTIVE LIVING  
OPPORTUNITIES  
FOR ALL



## WHY SOCIAL WELLBEING

A strong community is dependent on the health and wellness of its residents, and their ability to access facilities and resources that promote improved conditions. In the Winstanley neighborhood, residents identified the need to address the lack of social connection to other residents; limited access to around-the-clock health services and resources; the lack of proximity to healthy foods; and unsafe environmental conditions to help foster a stronger, more livable community. Evidence suggests that, in order for good health practices to develop, a community must have access to quality health care facilities and resources and encourage its residents to support each other in living healthy. When these components are available and accessible, residents are more readily able to actively participate in good personal, family and community health practices.



Figure 9.1  
Children's playground in the Sinai Village housing development.

SHARONDA DAVIDSON:

"MY VISION IS TO SEE THE CHILDREN IN THE AREA BE ABLE TO LIVE AND PLAY IN A SAFE ENVIRONMENT AND JUST TO HAVE AN EQUAL PLAYING FIELD WITH OTHERS."

## SOCIAL WELLBEING

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# STRATEGIES

FOSTER SOCIALLY  
CONNECTED AND  
ENGAGED RESIDENTS



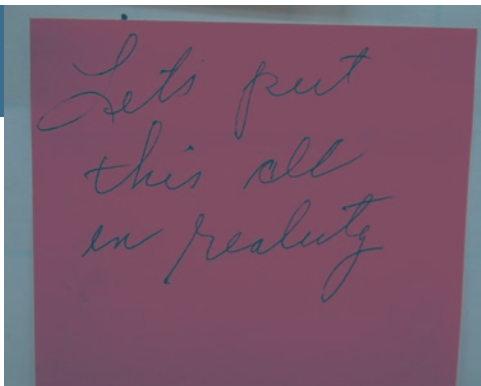
Figure 9.2  
*Winstanley steering committee members discussing the future of the community.*

**A**

**FACILITATE MEANINGFUL DISCUSSION AROUND  
COMMUNITY IMPROVEMENT AND COHESION.**

**B**

**BUILD EFFECTIVE COLLABORATIONS AMONG  
COMMUNITY PARTNERS.**

**C**

**COORDINATE COMMUNITY CAPACITY BUILDING  
AND LEADERSHIP TRAININGS**



## SOCIAL WELLBEING

---

# POTENTIAL TACTICS

A



**FACILITATE  
MEANINGFUL  
DISCUSSION  
AROUND  
COMMUNITY  
IMPROVEMENT  
AND COHESION.**

FOSTER SOCIALLY  
CONNECTED AND  
ENGAGED RESIDENTS

## POTENTIAL TACTICS

i

Organize an active neighborhood association.

ii

Empower residents to partake in community decision-making and leadership.

iii

Support efforts which allow residents and stakeholders the opportunity to connect and gather.

iv

Encourage the inclusion of diverse viewpoints in community meetings and decision-making.

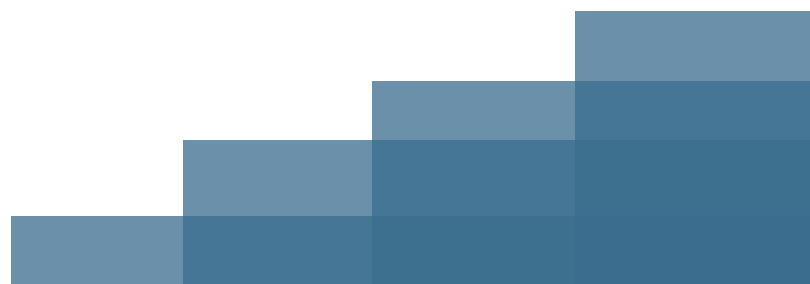
## DESIRED OUTCOMES

Quality of life is strengthened by opportunities to build relationships with neighbors and community members through active participation in meaningful, consistent discussions and activities. Launching a neighborhood association for residents and community members would foster community pride, support social cohesion and a sense of community, bring awareness to important issues, and help accomplish neighborhood goals. The neighborhood association should include homeowners and renters, along with business and property owners. Due to the high number of faith-based institutions within the area, they should also be encouraged to participate. Having an active neighborhood association can create a unified voice for the community, which in turn can improve interactions with the city and county government. An organized group of committed stakeholders can coordinate community-building efforts such as hosting block parties, dinners, and other special events. When community members are engaged, connected, and organized they can identify residents with skills and resources that can be helpful in achieving neighborhood goals effectively.

## CASE STUDY

### Uniting Over Books & Breakfast

*In the aftermath of the Ferguson uprisings local activists were looking for a means to come together in refuge and discussion that would be a source of continued hope and motivation. Musician and artist Tef Poe provided that space by hosting the first Books and Breakfast event at the Boys & Girls Club. The free event allowed families to enjoy breakfast, make art and take home a book to read. The event, which began at the Ferguson Community Center, has since expanded to 33 cities and two different countries, including France. The event not only provides a space for community building but also closes the literacy gap and connects children of color to books that can inspire reading, art and other ambitions.*



## SOCIAL WELLBEING

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# POTENTIAL TACTICS

**B**



**BUILD EFFECTIVE  
COLLABORATIONS  
AMONG  
COMMUNITY  
PARTNERS.**

FOSTER SOCIALLY  
CONNECTED AND  
ENGAGED RESIDENTS

### POTENTIAL TACTICS

i

Coordinate efforts to support the community's shared vision and common agenda.

ii

Map community service provider and outreach assets on a regular basis.

iii

Begin implementing periodic needs assessments to determine community interests and to maintain active and ongoing community engagement.



## DESIRED OUTCOMES

Residents, along with local area faith-based institutions, service providers, and other key community partners are the pillars for working, planning, and coordinating together in order to make a collective impact. Coordination of activities and resources represent a more efficient approach to improving the Winstanley community and can lead to more successful outcomes. They are important in convening additional key stakeholders to attract and leverage resources from across the region.

Developing and maintaining an asset-based map of the services available to Winstanley residents will be important to understand current needs and gaps in service. A shared scorecard would enable community partners to use a common set of measures for monitoring performance of key data indicators, tracking progress of those indicators to learn what is working and not working along with identifying interventions that may be needed.



Figure 9.3  
Community Lifeline Family Resource Center on the northern edge of the planning area.



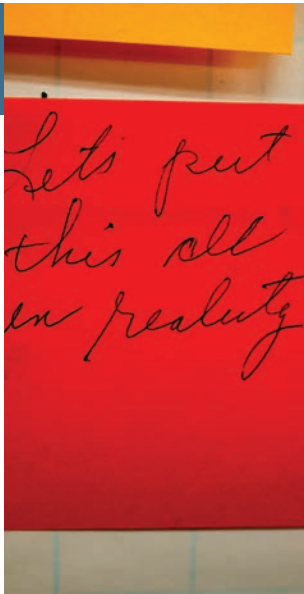
Figure 9.4  
Planned Parenthood Frazer Health Center.

## SOCIAL WELLBEING

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# POTENTIAL TACTICS

C



**COORDINATE  
COMMUNITY  
CAPACITY  
BUILDING AND  
LEADERSHIP  
TRAININGS.**

FOSTER SOCIALLY  
CONNECTED AND  
ENGAGED RESIDENTS

### POTENTIAL TACTICS

i

Coordinate local training opportunities that help create strong community organizations and leaders.

ii

Host community events that create opportunities for networking and resource sharing.

iii

Embrace the inclusion of young people to ensure leadership succession and long-term viability.

## DESIRED OUTCOMES

Key to community change is offering training opportunities that help create stronger partnerships, leadership, along with organizational and systems capacity. Long-term community change begins from within the community. Training for residents of all ages and community organizations will support the development of skills, buy-in, and confidence necessary for change to occur with more favorable outcomes. Community capacity building can build local knowledge around community collaboration and governance, strategic communications, and problem solving.

EMEKA JACKSON HICKS:

"I THINK WE ARE AT A KEY POINT RIGHT NOW BECAUSE OF THE RELATIONSHIPS WE'VE ESTABLISHED AT THE FEDERAL, STATE AND LOCAL AS WELL AS PUBLIC AND PRIVATE LEVELS, BUT MOST IMPORTANT THE COMMUNITY AND GRASSROOTS LEVEL."

## CASE STUDY

### Gravois Jefferson Neighborhood Leadership Academy

*Launched in July 2019, the Leadership Academy was created to support implementation of the Gravois-Jefferson Historic Neighborhoods Plan. The 12-week training program was developed through a partnership among Dutchtown South Community Corporation, the University of Missouri–St. Louis, and the University of Missouri Extension. The resident training program was designed to help residents grow their skills and leadership capacity. The program is modeled on best practices from other leadership and training programs developed by organizations in the region that promote neighborhood development and revitalization. Learning modules from the academy included Community Building Principles, Community Engagement, Project Planning, Zoning and more. Providing residents with this training offered the opportunity for community building and resident engagement. The training also provided the chance for graduates of the program to serve on various committees to support the implementation of the Gravois-Jefferson Historic Neighborhoods Plan.*



## SOCIAL WELLBEING

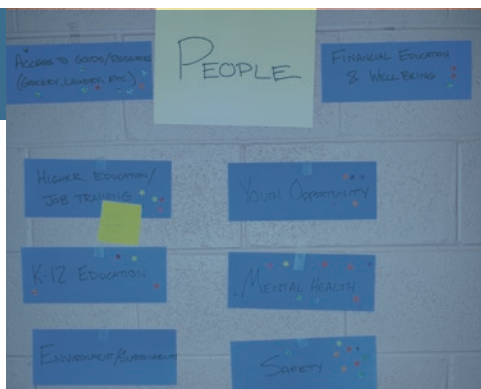
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SUPPORT RESIDENT  
HEALTH

# STRATEGIES



Figure 9.5  
Residents discussing future development at a community engagement event.

**A**

**EMPOWER RESIDENTS TO TAKE POSITIVE ACTION TOWARD THEIR HEALTH.**

**B**

**FOSTER STRONGER RELATIONSHIPS WITH EXISTING HEALTH CARE FACILITIES TO IMPROVE ACCESS FOR RESIDENTS.**

## SOCIAL WELLBEING

# POTENTIAL TACTICS

A



**EMPOWER  
RESIDENTS TO  
TAKE POSITIVE  
ACTION TOWARD  
THEIR HEALTH.**

## SUPPORT RESIDENT HEALTH

### POTENTIAL TACTICS

i

Encourage residents to participate in outreach activities that inform others about good health practices and healthy lifestyle changes.

ii

Develop resident advocates to support and influence improved health by forming a community health network with local healthcare providers.



## DESIRED OUTCOMES

---

Good health and wellbeing have an impact on many aspects of a person's life. Health status and access to adequate healthcare information and resources can affect financial stability, job security, educational attainment, and the ability to remain in safe and stable housing. Empowering residents to be proactive in their health and wellness helps with prevention and reduction of bad health habits. Reaching the level of treatment and management of diseases increases healthcare costs of individuals and ultimately reduces the opportunity for favorable long-term outcomes.

Increasing the availability of educational, community-based programs can result in a healthier and more informed community. Offering health and wellness programs regularly for the community can be more effective when involving residents to serve as community health advocates. Residents have existing trust among their neighbors. Leveraging community trust among neighbors can be a powerful opportunity for healthcare providers to engage, educate, and empower residents.

### CASE STUDY

#### The Jefferson Collaborative/Health Leads

*In 2016 DeSales Community Development, in collaboration with Fox Grove Management, KIPP Inspire Academy, South Side Day Nursery and Casa De Salud Health Center in St. Louis, came together in collaboration to launch Health Leads. Health Leads is a free program for residents in the Fox Park and Tower Grove East neighborhoods to live a happy and healthy life. Funded by philanthropic support, the program provides ongoing, one-on-one assistance with health and social services such as helping residents navigate the health care system, including providing referrals, and assisting residents with health bills and understanding insurance. Additionally, they provide in-home services to help residents manage diabetes and high blood pressure. They connect residents with local resources and are committed to providing information and support for healthy nutrition including how to find healthy and affordable food. The program provides targeted and place-based holistic services to healthcare for health equity.*

## SOCIAL WELLBEING

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# POTENTIAL TACTICS

**B**



**FOSTER  
STRONGER  
RELATIONSHIPS  
WITH EXISTING  
HEALTH CARE  
FACILITIES TO  
IMPROVE ACCESS  
FOR RESIDENTS.**

## SUPPORT RESIDENT HEALTH

### POTENTIAL TACTICS

i

Facilitate opportunities for healthcare providers to more effectively connect health and wellbeing services to the area.

ii

Support outreach efforts that encourage residents to utilize local community health centers for quality, accessible health care.

iii

Create partnerships with agencies and organizations that can assist residents in enrolling in and understanding their health insurance benefits.

## DESIRED OUTCOMES

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The process of securing access to healthcare services – from knowing what health insurance options are available to understanding how to use insurance benefits – can be overwhelming and intimidating. Many residents need support to navigate the healthcare system. Facilitating opportunities to access affordable health insurance options and quality healthcare resources can serve as a link between providers and residents in the Winstanley community and surrounding area. This could be accomplished by offering coordinated, easy to access health information for residents can help increase utilization of healthcare facilities and services.

MYISA WHITLOCK:

"THE VISION I HAVE FOR EAST ST. LOUIS FOR THE NEXT 20 YEARS, IS VIBRANT NEIGHBORHOODS, BUSINESSES, AND HOSPITALS."



Figure 9.6  
The Gateway Regional Medical Center is a nearby potential partner in area healthcare.



## SOCIAL WELLBEING

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# STRATEGIES

CONNECT SENIORS  
TO SUPPORTIVE  
SERVICES



Figure 9.7  
*Seniors discuss the Winstanley plan at New Salem Place.*

**A**

**CREATE ACCESS TO SUPPORTIVE SERVICES FOR THE MENTAL, PHYSICAL AND SOCIAL WELL-BEING OF SENIORS.**

**B**

**BUILD LINKS BETWEEN SENIORS, RESIDENTS AND SERVICES OF THE BROADER COMMUNITY.**

## SOCIAL WELLBEING

---

# POTENTIAL TACTICS

A



**IMPROVE ACCESS  
TO SUPPORTIVE  
SERVICES FOR  
THE MENTAL,  
PHYSICAL  
AND SOCIAL  
WELLBEING OF  
SENIORS.**

## CONNECT SENIORS TO SUPPORTIVE SERVICES

### POTENTIAL TACTICS

i

Support place-based organizations in their efforts to provide seniors with educational opportunities.

ii

Promote the physical and social health of older adults through health programs and recreational activities.

## DESIRED OUTCOMES

Building connections for seniors as they age is critical to creating inclusive communities. Social and recreational activities such as aerobics, arts and crafts, painting classes, and field trips provide fun, entertaining, and enriching opportunities for older adults to engage with each other and their communities. Organized recreational activities foster a greater sense of purpose and place-based belonging to seniors which can manifest in positive mental health outcomes. Additionally, creating intergenerational connections between seniors, adults, and youth builds community affection, kinship, and understanding. Seniors can provide mentoring and tutorial support for youth, while youth provide fresh perspectives and ideas to seniors.



Figure 9.8  
Community members at a Mt. Sinai event.

## CASE STUDY

### Meeting the Needs of the Community

*Sinai Family Life Center (SFLC) provides a diverse range of social and community-building services to meet the needs of families and seniors in the Winstanley neighborhood and Metro East area. Every Wednesday, SFLC hosts a senior day where residents can socialize over board games, community meals, and a variety of other activities. Once a month, a senior field trip takes participants to locations around the St. Louis area to enjoy a day on the town. In addition to their social events, SFLC is dedicated to the continued education of seniors and their quality of life. Informational seminars connect seniors to health and security resources, computer courses are offered to improve their digital experience, and Bible study groups are held to support spiritual wellbeing. These programs support seniors physically, intellectually, and socially, and keep them involved in their community.*



## SOCIAL WELLBEING

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# POTENTIAL TACTICS

**B**



**BUILD LINKS  
BETWEEN  
SENIORS,  
RESIDENTS AND  
SERVICES OF  
THE BROADER  
COMMUNITY.**

## CONNECT SENIORS TO SUPPORTIVE SERVICES

### POTENTIAL TACTICS

i

**Coordinate safe and accessible transportation  
for seniors.**

ii

**Encourage wellness, independence, and  
inclusion for seniors.**

## DESIRED OUTCOMES

Supporting independence and mobility for seniors is critical to engaging them in community-building activities. As they begin to age and drive less, transportation and accessible services remain important. Offering routine transportation services that link seniors to healthy food, medical care, and shopping provide the independent living support that is important for a good quality life. Senior housing facilities and local area faith-based institutions can play a significant role in coordinating activities and sharing transportation costs for the area's older population to have a meaningful living experience.



Figure 9.9  
New Salem Place senior housing.

## CASE STUDY

### Lifeforce in Later Years (LiLY) Neighborhood Care Program in New York

*Founded in 2009, LiLY is a new community-based program, developed by a team of committed neighbors in the Morningside Park – Columbia University area of Manhattan. The program creates a cadre of ready, willing, and able volunteers to help elders who want to live at home and remain connected to their neighbors and community. Services provided by the volunteers include linking seniors to the healthcare and social services they need, helping with home management, connecting older seniors to the community and supporting medical management issues such as taking medicine. The program provides seniors with friendship and encouragement while connecting them to the broader community.*

## SOCIAL WELLBEING

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# STRATEGIES

CULTIVATE AN ACCESSIBLE  
AND HEALTHY FOOD  
ENVIRONMENT.



Figure 9.10  
Lot of community garden space. Photo courtesy of @dennissylvesterhurd on flickr.



**A**

**LEVERAGE COMMUNITY ASSETS AND OPPORTUNITIES TO INCREASE ACCESS TO HEALTHY FOOD OPTIONS.**

**B**

**PARTNER WITH COMMUNITY ORGANIZATIONS EXPERIENCED IN IMPROVING FOOD AVAILABILITY.**



## SOCIAL WELLBEING

---

# POTENTIAL TACTICS

A



**LEVERAGE  
COMMUNITY  
ASSETS AND  
OPPORTUNITIES  
TO INCREASE  
ACCESS TO  
HEALTHY FOOD  
OPTIONS.**

## CONNECT SENIORS TO SUPPORTIVE SERVICES

### POTENTIAL TACTICS

i

Promote the use of vacant land for community gardens and urban agriculture programming.

ii

Launch a well-managed farmers market in partnership with schools and local health providers.

iii

Recruit mobile grocery store on wheels to increase the supply and fill the demand for healthy foods.

## DESIRED OUTCOMES

The Winstanley community and East St. Louis at large lacks sources of healthy affordable food options, resulting in a food desert. Food deserts can be linked to high rates of diet-related diseases among residents such as obesity. Obesity can lead to an increase in the chances of developing diabetes, heart disease, and some forms of cancer. Incentivizing residents and organizations to grow food on an abundance of vacant lots can help increase the supply of alternative food channels to help support food access in Winstanley. The development of community gardens, farmers' markets, and mobile produce vending can help minimize the absence of a full-service grocery store.



Figure 9.11  
Photo courtesy of STL MetroMarket.

## CASE STUDY

### St. Louis MetroMarket

*The MetroMarket of St. Louis is a grocery store on wheels dedicated to restoring access to healthy, affordable food in the St. Louis area. There are a number of areas in the metro region that are classified as 'food deserts' -- neighborhoods that are underserved in traditional, full-service grocery store options. Living in a food desert makes obtaining fresh fruits and vegetables difficult, as residents are forced to travel farther to purchase these food items. Drawing from a model developed in Chicago, the MetroMarket brings fresh food to residents via bus! Weekly routes deliver a variety of goods from locally sourced partners, which allows for lower prices and a more sustainable farm-to-table business model. The routes meet people where they are, as opposed to operating as a brick-and-mortar store.*

## SOCIAL WELLBEING

---

# POTENTIAL TACTICS

**B**



**PARTNER WITH  
COMMUNITY  
ORGANIZATIONS  
EXPERIENCED  
IN IMPROVING  
FOOD  
AVAILABILITY.**

CONNECT SENIORS  
TO SUPPORTIVE  
SERVICES

## POTENTIAL TACTICS

i

Develop nutrition education programming.

ii

Develop community-based community kitchen to help improve skills in purchasing and preparing food.

## DESIRED OUTCOMES

Nutrition and diet are critical to health and wellbeing. Unhealthy food environments such as food deserts and food swamps lack access to fresh produce options, which in turn can lead to misunderstandings about healthy diets. To improve access to and knowledge around the preparation of nutritious foods in the Winstanley community, a place-based community organization will need to spearhead collaboration between existing local nutritionists and health advocates with residents to engage, equip, and empower them to make healthy food choices. A coordinated effort between schools, healthcare providers, childcare centers, and faith-based institutions can build a network to cultivate an accessible and healthy food environment.



Figure 9.12  
Photo courtesy of North Sarah Food Hub and North City Food Cooperative.

## CASE STUDY

### North Sarah Food Hub

*The North Sarah Food Hub is a cooperatively owned food business with a mission of making a local food system where North St. Louis residents can access healthy foods, quality local jobs in the food economy, and support in developing food businesses to build out local economic engines. The food hub is the result of a collaboration between St. Louis area stakeholders including the Ville Collaborative, Holistic Organic Sustainable Cooperative Organization (HOSCO), Good Life Growing, LLC., Annie Malone Children & Family Service Center, the Sweet Potato Project, and Niche Food group. Launching in March 2020, HOSCO operates the food hub which hosts a commercial shared kitchen which processes and packages food for the community and institutional partners including St. Louis City Public schools. The food hub receives produce from the farm cooperative and products are distributed through an online store and brick and mortar grocery cooperative.*





Figure 9.13  
Rendering of potential Winstanley Food Hub that could service as a grocery store and commercial kitchen for food entrepreneurs.





Figure 9.14  
Rendering of potential Winstanley Food Hub that could service as a grocery store and commercial kitchen for food entrepreneurs.

# SOCIAL WELLBEING

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# STRATEGIES

PROMOTE ACTIVE  
LIVING OPPORTUNITIES  
FOR ALL



Figure 9.15  
Active living, photo courtesy of kgabhi on flickr.

**A**

**IMPROVE SAFETY CONDITIONS AND INCREASE THE USE OF UNDERUTILIZED RECREATION AREA BY ORGANIZING RECREATIONAL AND PHYSICAL ACTIVITY PROGRAMS.**



## SOCIAL WELLBEING

# POTENTIAL TACTICS

A



IMPROVE SAFETY  
CONDITIONS AND  
INCREASE THE USE  
OF UNDERUTILIZED  
RECREATION AREA  
BY ORGANIZING  
RECREATIONAL AND  
PHYSICAL ACTIVITY  
PROGRAMS.

PROMOTE ACTIVE  
LIVING OPPORTUNITIES  
FOR ALL

## POTENTIAL TACTICS

i

Refurbish, re-brand, and re-activate the use of the baseball field at 16th and Kansas Avenue as a multi-purpose field: The City of Champions Sportsplex.

ii

Explore solutions that transform vacant land into recreation spaces.

iii

Utilize the proposed City of Champions Sportsplex for hosting tournaments and intramural sports leagues.

iv

**Empower youth with job opportunities to support the operation, maintenance and programming of the proposed City of Champions Sportsplex.**

## DESIRED OUTCOMES

The City of East St. Louis has as its slogan: “The City of Champions.” This name derives from the high-profile athletes the community has produced, along with well-known artists, entertainers, and individuals who have achieved in other fields. The underutilized baseball field and surrounding vacant property near 16th Street and Kansas Avenue could serve as a prime location for a refurbished sports venue, a “City of Champions Sports Complex.” Residents, particularly youth, would be able to use this space to play, socialize, and build lasting relationships within the community. Capital improvement investments and programming at locations like the “City of Champions Sports Complex” could attract sports enthusiasts and other visitors to the community. Developing an operational process, creating a continual maintenance plan, and coordinating sports and recreational activities that utilize redeveloped outdoor spaces enables residents to

connect with their community infrastructure, physically and socially. A place-based community organization such as Mt. Sinai Development Corporation would be key to driving and managing these outcomes for the broader community. A key strategy in doing so will be employing young people as part of this process, giving them a stake in these recreational spaces so that they not only utilize them but they are partners in maintaining them.



Figure 9.16  
Sports field at 16th and Kansas Ave.

Figure 9.17  
Current conditions of the sports field at Kansas and 16th.

Figure 9.18  
Proposed rendering of City of Champions Sportsplex.







Figure 9.19  
Redeveloped baseball field at City of Champions Sportsplex.



Figure 9.20  
Redeveloped baseball field at City of Champions Sportsplex.

## CASE STUDY

### The Renovation of Fox Park Field House

*DeSales Community Development in St. Louis launched the Fox Park Field Days website to raise awareness about the community project and celebrate the past, present, and future of the Fox Park neighborhood in St. Louis. One of the first projects was the renovation of the field house in the park. The Fox Park Field House renovation has restored a public facility that was previously in poor condition and unable to serve the public. The newly renovated field house can now serve the diverse needs of neighborhood residents by providing accessible restrooms, a multi-purpose room, and a concession space. The restored field house offers a range of services to meet Fox Park's resident's diverse needs, including community meetings, programs and classes for children and adults, and summer meal service for children.*





Figure 9.21  
Redesigned concession stand at the City of Champions Sportplex



Figure 9.22  
Existing conditions of basketball court at sportfield at Kansas and 16th



Figure 9.23  
Revamped basketball court at City of Champions Sportsplex.



10

**PUBLIC  
REALM**





Invest in the built environment to enhance the physical appearance of community infrastructure, improve public safety, and create a stronger sense of place where residents can gather, socialize, interact, and celebrate.



# PUBLIC REALM

---

## CHAMPION NEIGHBORHOOD PRIDE WITH PUBLIC SPACE INVESTMENTS

# GOALS

1



UTILIZE  
NEIGHBORHOOD  
SIGNAGE TO BUILD A  
STRONGER SENSE OF  
PLACE.

2



CELEBRATE CULTURAL  
IDENTITY THROUGH  
VISIBLE PUBLIC ART.

3



UTILIZE GREENSPACE  
AND PROMOTE  
BEAUTIFICATION.

4



IMPROVE PUBLIC  
INFRASTRUCTURE.

## WHY PUBLIC REALM

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The public realm is the space where the members of a community interact with each other. Sidewalks, parks, streets, and playgrounds shape the way that community residents view each other and themselves. Residents of the Winstanley neighborhood have identified a number of concerns with how they interact with public spaces, including the poor quality of the existing streets and sidewalks; the amount of vacant land; and their desire for better cultural and recreational opportunities. By addressing these concerns, neighborhood residents will feel a greater connection to not just their built environment, but to their neighbors as well.

Winstanley residents do not have a strong sense of identity related to their neighborhood. While they are likely to identify with the City of East St. Louis or potentially a housing development where they live, neighborhoods are not a measure of local identity the way that they are in other areas or cities. The addition of neighborhood-branded signage would give residents a stronger sense of place tied to a Winstanley neighborhood identity. This

identity can also be linked to East St. Louis' historic and dynamic culture that has largely been unrecognized in recent decades. Years of innovation in music, economic might in industry, and a proud tradition of African-American leadership have cemented East St. Louis' place in the history of the United States. Centrally located within the city limits, near downtown, and with access to a substantial amount of vacant land, the Winstanley neighborhood is an ideal location for public art projects of varying size and scope that can help create community by using art to advance social change.

LORENZO SAVAGE

"WE WANT PEOPLE TO BE PROUD TO BE IN AND FROM EAST ST. LOUIS. WHATEVER I CAN DO I'M WILLING TO BE A PART OF THE CHANGE WE NEED."

## PUBLIC REALM

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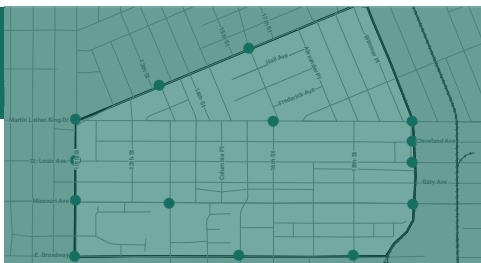
# STRATEGIES

UTILIZE NEIGHBORHOOD  
SIGNAGE TO BUILD A  
STRONGER SENSE OF  
PLACE



Figure 10.1  
Rendering of the Triangle park and example of neighborhood signage.



**A**

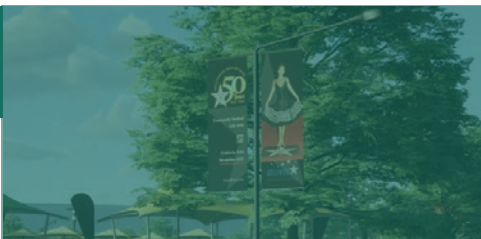
**BUILD GATEWAY MARKERS AT NEIGHBORHOOD ENTRY POINTS.**

**B**

**DISPLAY NEIGHBORHOOD BRANDING SIGNAGE THROUGHOUT THE COMMUNITY.**

**C**

**EXPLORE OPTIONS FOR THE INSTALLATION OF HISTORICAL MARKERS AND BRANDING FOR SIGNIFICANT EVENTS.**

**D**

**CREATE ADDITIONAL NEIGHBORHOOD SIGNAGE AND DEFINE A SIGNAGE POLICY.**

## PUBLIC REALM

# POTENTIAL TACTICS

UTILIZE NEIGHBORHOOD  
SIGNAGE TO BUILD A  
STRONGER SENSE OF  
PLACE



## POTENTIAL TACTICS



Construct gateway markers along the major thoroughfares and entry points to provide a greater sense of place for residents and visitors.

BERNITA MAXWELL:

"BECAUSE WE LIVE IN THE  
COMMUNITY WE BELIEVE IT CAN  
BE WHAT IT ONCE WAS BEFORE."

## DESIRED OUTCOMES

A publicly visible neighborhood brand will create a stronger sense of place for Winstanley. Utilizing both pedestrian and automobile-scale signs allows easier navigation of the neighborhood for all people. Pedestrian-scale signs will serve to aid those in the neighborhood who are traveling without a car, and automobile-scale signs can be designed to capture the attention of motor vehicle traffic travelling within the planning area. Strategically placing this branded signage will also contribute to creating a sense of place for the Winstanley neighborhood, providing clearly defined boundaries.



Figure 10.2  
Rendering of an improved streetscape in the Winstanley neighborhood

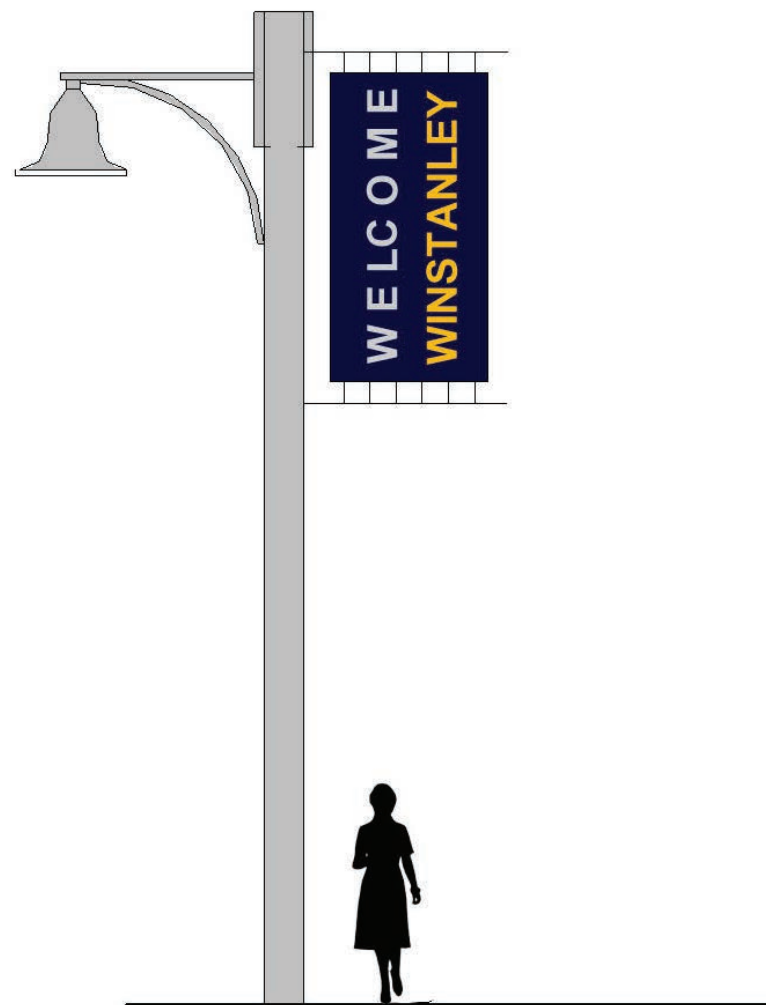
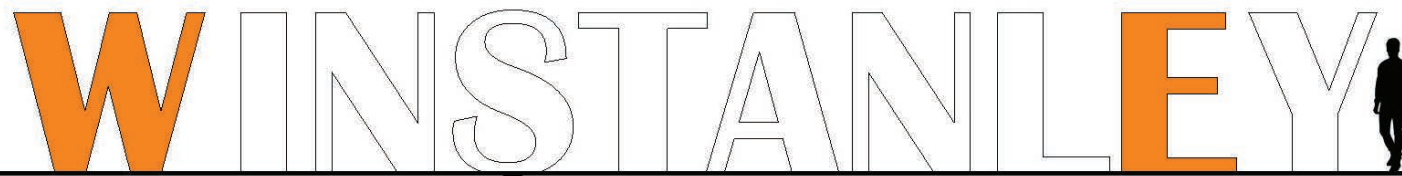


Figure 10.3  
Street lamp with neighborhood signage.





A 2D graphic of the word "WINSTANLEY" in a large, outlined, sans-serif font. The letters 'W' and 'E' are filled with a solid orange color, while the other letters are white with black outlines. A small black silhouette of a person is standing to the right of the word, providing a sense of scale. The entire graphic is set against a white background with a thin black horizontal line at the base.

## OPTION 2

Figure 10.4  
Example of neighborhood signage.



Figure 10.5  
Example of neighborhood signage.

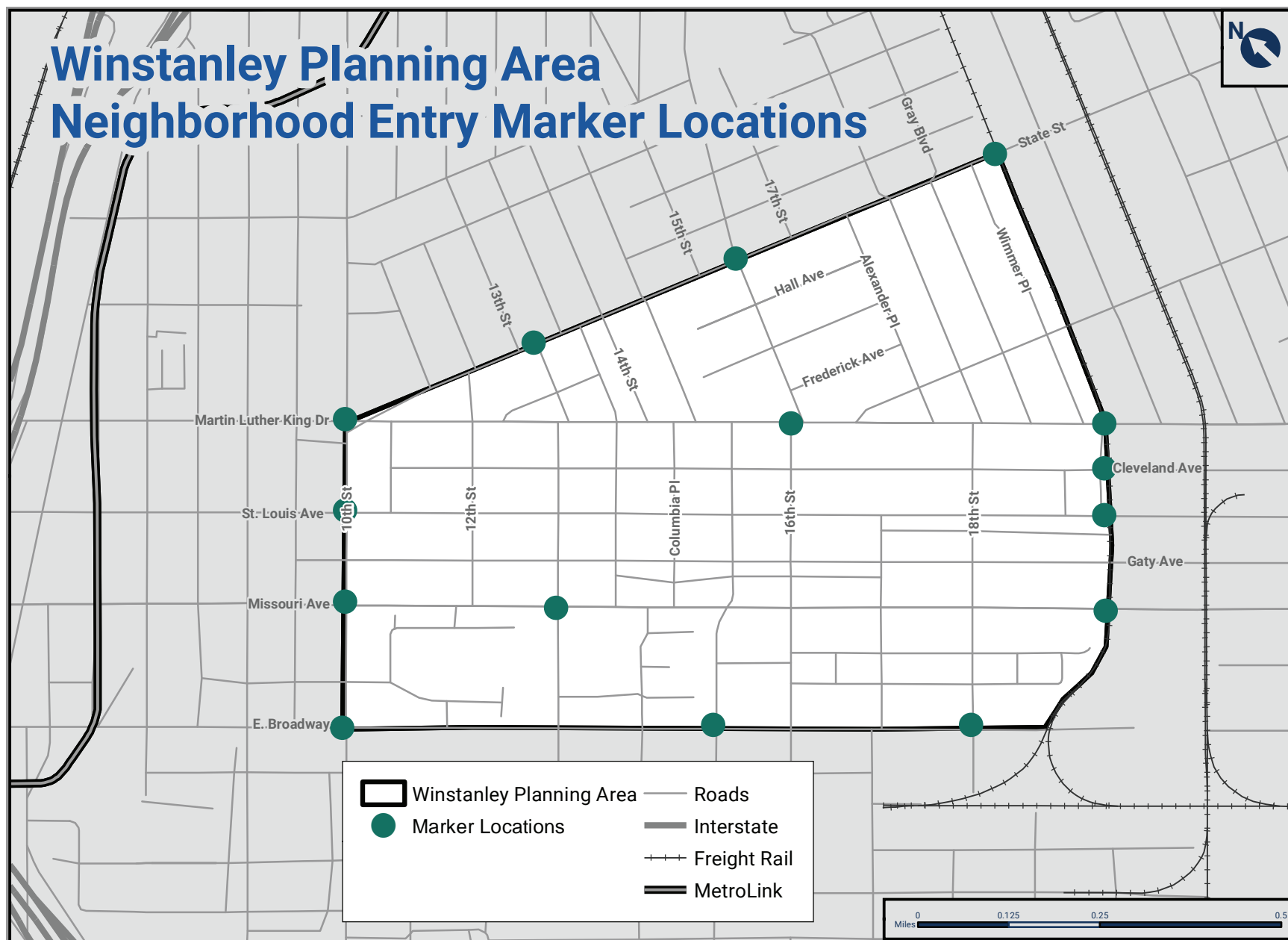


Figure 10.6  
Locations for neighborhood gateway and entry markers.

## PUBLIC REALM

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# POTENTIAL TACTICS

**B**



**DISPLAY  
NEIGHBORHOOD  
BRANDING  
SIGNAGE  
THROUGHOUT  
THE COMMUNITY.**

UTILIZE NEIGHBORHOOD  
SIGNAGE TO BUILD A  
STRONGER SENSE OF  
PLACE

### POTENTIAL TACTICS



Encourage residents to display neighborhood yard signs.



Create wayfinding signs to help pedestrians navigate the neighborhood.



Establish cultural institution recognition signage at historical landmarks and civic institutions.



## DESIRED OUTCOMES

While their primary function is to provide information on how to navigate the neighborhood, signs have the added positive psychological effects, reminding residents of all the assets that make their home special. Utilizing both pedestrian and automobile-scale signs allows easier navigation of the neighborhood for all people. These signs are effective, vibrant reminders of the neighborhood. Resident-sponsored signs with a positive message are a simple and effective way to build civic pride. The signs are provided either at a low cost or through free sponsorship from a place-based community organization to promote the neighborhood. Reflecting a future that residents want to see for the neighborhood and the city of East St. Louis, verbiage for signs could read something to the extent of “Proud Winstanley Neighbor”; “City of Champions” or “East St. Louis Born.” Additionally, pedestrian wayfinding signs help connect residents to the community and provide useful information for visitors. These signs should direct people towards areas of civic and cultural importance, including downtown East St. Louis, Jackie Joyner Kersee Center, and Miles Davis House.

## CASE STUDY

### HOME: Preserving a musical legend

*In June of 2018 HOME, House of Miles ESTL opened its doors and became the only cultural music museum in the East St. Louis area. The house, where Miles Davis spent his formative years, was transformed into a museum to showcase and celebrate the music industry and East St. Louis’ role in that history. Additionally, the House of Miles nurtures the new generation of talent by addressing historical, cultural and educational needs. Located at 1701 Kansas Ave. — now honorarily named Miles Davis Way — Davis’ former boyhood home in East St. Louis underwent extensive gutting and renovation through House of Miles East Saint Louis, founded by East St. Louis native Lauren Parks, who’s the organization’s president and whose family has close ties to Davis’ family, both from his youth and later generations. HOME serves as more than a renovated historic house in East St. Louis, the organization is a community institution providing enrichment and empowerment programs that positively impact the lives of local youth.*



Figure 10.7  
Example of neighborhood signage at the Triangle.



Figure 10.8  
Example of neighborhood signage and art at the Triangle.



## PUBLIC REALM

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# POTENTIAL TACTICS




C



EXPLORE  
OPTIONS FOR THE  
INSTALLATION  
OF HISTORICAL  
MARKERS AND  
BRANDING FOR  
SIGNIFICANT  
EVENTS.

UTILIZE NEIGHBORHOOD  
SIGNAGE TO BUILD A  
STRONGER SENSE OF  
PLACE

## POTENTIAL TACTICS

-  Establish recognition signage for cultural institutions.
-  Organize celebrations and public events around the neighborhood's historical markers.
-  Determine if any sites are eligible for the National Register of Historic Places.



## DESIRED OUTCOMES

Recognizing the importance of cultural institutions is foundational for building a sense of pride in a community. The Winstanley neighborhood's most prominent cultural institution is the boyhood home of Miles Davis, the legendary jazz musician. Run by the non-profit "House of Miles", the home at the corner of 17th and Kansas is an institution that has tremendous potential to be a cultural anchor for the city. The cultural recognition of this site paves the way for wider recognition and celebration, and in the future could be combined with jazz-themed public art projects, music programming for residents, and other ways of activating public space.

The history of East St. Louis, and the Winstanley neighborhood in particular, is rich with local stories. In partnership with historic preservation specialists and local historians, efforts undertaken to identify sites of neighborhood prominence, determine if any sites qualify for the national register of historic places, and determine what the right avenue for promoting these areas of importance are with signage and awareness campaigns.



Figure 10.9  
House of Miles Davis at 17th and Kansas.

ERNIE HARPER:  
"I WOULD LOVE TO SEE THIS  
NEIGHBORHOOD IMPROVE A LOT."

## PUBLIC REALM

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# POTENTIAL TACTICS

D



**CREATE  
ADDITIONAL  
NEIGHBORHOOD  
SIGNAGE AND  
DEFINE A  
SIGNAGE POLICY.**

UTILIZE NEIGHBORHOOD  
SIGNAGE TO BUILD A  
STRONGER SENSE OF  
PLACE

## POTENTIAL TACTICS

i

Advocate for the East St. Louis Public Works Department to improve and maintain public right of way signage.

ii

Collaborate with appropriate City of East St. Louis departments and neighborhood residents to define a neighborhood signage policy.

iii

Launch a public works campaign to improve and maintain neighborhood signage.

## DESIRED OUTCOMES

The Winstanley neighborhood faces challenges around the existing signs in the area. These challenges exist in two distinct realms: public right of way signage concerns, and concerns related to signs on land parcels that are within the public view, but not in the right of way. Signs in the public right of way include traffic signals, stop signs, and other traditional municipal signage. Many of these existing signs are showing substantial signs of wear, auditing them for condition and replacement will drastically improve their visibility and effectiveness. Out of the public right of way, there are many remnants of signs which at one point in time signaled commercial enterprise. Today, many of these signs are little more than frames collecting rust and perpetuating blight. These public safety hazards are often close to utility poles and lines, and should be prioritized when allocating federally funded monies towards blight removal.



Figure 10.10  
Cluttered signs are difficult to read and confusing to drivers.

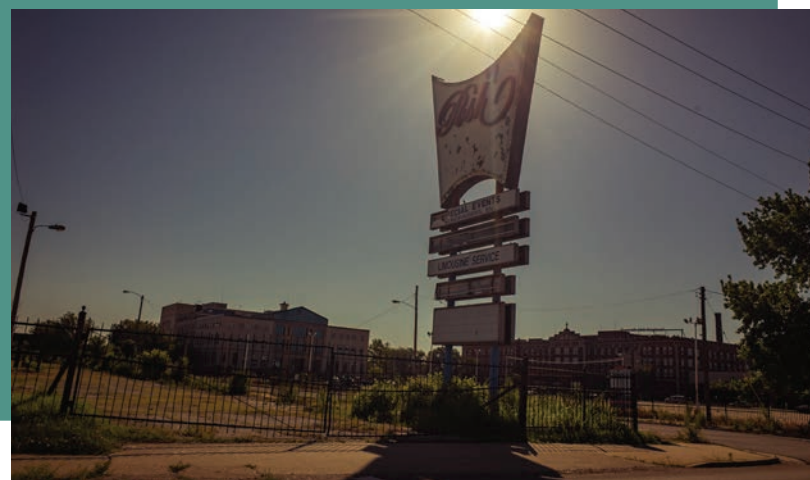


Figure 10.11  
A dilapidated sign advertising a former business.



## PUBLIC REALM

CELEBRATE CULTURAL  
IDENTITY THROUGH  
PUBLIC ART

# STRATEGIES



Figure 10.12  
Rendering of the Triangle public gathering space with mural wall. Murals highlight the vivid cultural history of the Winstanley community.

**A**

**ESTABLISH A COMMUNITY-BASED PUBLIC ART AND MUSIC DISTRICT TO PROMOTE THE LOCAL ARTS.**

**B**

**ENHANCE EXISTING PUBLIC SPACES THROUGH CREATIVE PLACEMAKING PRACTICES.**

## PUBLIC REALM

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# POTENTIAL TACTICS

A



**ESTABLISH A  
COMMUNITY-  
BASED PUBLIC  
ART AND MUSIC  
DISTRICT TO  
PROMOTE THE  
LOCAL ARTS.**

## CELEBRATE CULTURAL IDENTITY THROUGH PUBLIC ART

### POTENTIAL TACTICS

i

Strengthen existing assets, with the most significant cultural asset being the House of Miles.

ii

Expand public signage throughout the neighborhood and along commercial corridors such as State Street to define a neighborhood music district.

iii

Collaborate with local nonprofits, schools, as well as art and music organizations to expand music and art programming in the community.



**Coordinate a local Jazz festival to celebrate the role of the Winstanley neighborhood in the history of the music genre.**

## DESIRED OUTCOMES

Expanding upon public signage, local commercial corridors (such as State Street) or whole portions of the neighborhood will benefit from an official designation of a Miles Davis Jazz District. This district will serve as a tool to promote the neighborhood and be a primary driver of economic mobility along commercial streets. Community art and music programming that is open to and supported by the public create stronger ties to history and culture for the neighborhood. A district designed to primarily support these efforts will allow for more opportunities for funding and collaboration. Additionally, a place-based community organization can bring together organizations that offer such programming to expand their reach throughout the community. There is also an opportunity to build upon these efforts with a local Jazz festival to celebrate the art and music of Miles Davis, while creating opportunities for local artists and musicians. The St. Louis metropolitan

region is rich with festivals celebrating the blues genre of music, with little opportunities to celebrate Jazz. Davis' birthday, May 26th, is also an ideal time of year to hold an outdoor festival.

## CASE STUDY Black WallStreet STL

*The organizers behind the Black WallStreet St. Louis understand that the fight against racism and all other forms of injustices starts with the black dollar. Black WallStreet organizes an annual festival along the Wellston Loop in collaboration with partners from across the St. Louis region to celebrate community and serve as a catalyst for self-investment in communities plagued with injustices. The event showcases over one hundred businesses, features live entertainment celebrating black music and culture, and provides fun for kids and families. The event not only provides an opportunity to promote local commerce and culture but also serves as a reminder of black history and the injustices inflicted on black people in St. Louis nationally over centuries and continuing today.*





Figure 10.13  
Rendering of an improved streetscape in the Winstanley neighborhood





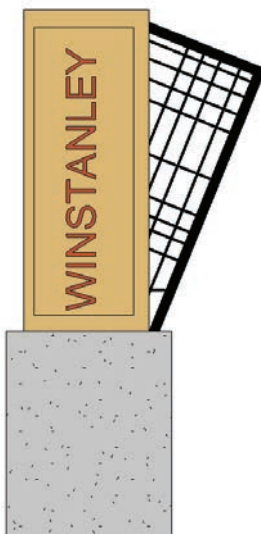
Figure 10.14  
Rendering of the Triangle proposal.

## PUBLIC REALM

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# POTENTIAL TACTICS

**B**



**ENHANCE  
EXISTING PUBLIC  
SPACES THROUGH  
CREATIVE  
PLACEMAKING  
PRACTICES.**

## CELEBRATE CULTURAL IDENTITY THROUGH PUBLIC ART

### POTENTIAL TACTICS

i

Identify sites across the neighborhood to be used for community-based public art projects.

ii

Utilize art to embrace the history of East St. Louis and the Winstanley Neighborhood through prominent figures like Miles Davis, Jackie Joyner-Kersey, and Grant Green.

iii

Use public art to increase the visibility of East St. Louis slogans including the “City of Champions” and “City of Tomorrow”.



**Establish a landmark mural project.**



**Coordinate outsider and avant-garde art projects at a large scale, utilizing the substantial amount of vacant land.**



**Prioritize the use of local talent and local community arts to empower local artists.**

## DESIRED OUTCOMES

Public art is a powerful tool for celebrating community cohesion and investment in a neighborhood. Creative placemaking allows community members and artists to combine their efforts and reshape the build environment of their neighborhoods. All individuals and organizations wishing to conduct public arts projects in the Winstanley should conduct proper community engagement, especially with residents living in close proximity to the potential public art installations, in order to best gauge public acceptance of the project and ensure cultural competency in doing so.

## CASE STUDY

### Beautification with Beyond the Wall Program

*Beyond the Wall is a mural program created by Better Family Life in North St. Louis. The program looked at individuals who contributed to the advancement of the community and can inspire others to do the same. The program commissioned local artist Christopher Green to paint portraits on the doors of vacant homes along Page Boulevard between Kingshighway and Union Boulevard. The paintings bring color and vibrancy to residences that are often ignored.*

Understanding the kind of art residents would like to see and engaging them to create it are critical steps to defining Winstanley as a cultural district for the city. Additional implementation stages for development in the future could include an outdoor art venue for music, movies, theater and other arts, as well as the repurposing of public venues when not in use for artistic ventures.





Figure 10.15  
Rendering of the Triangle public gathering space with mural wall. Murals highlight the vivid cultural history of the Winstanley community.



Figure 10.16  
Examples of sidewalk gateway markers for the Winstanley neighborhood.

## PUBLIC REALM

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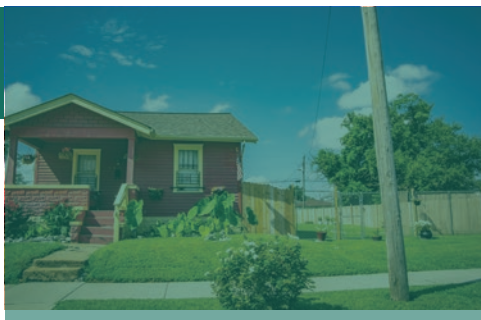
# STRATEGIES

UTILIZE GREENSPACE  
AND PROMOTE  
BEAUTIFICATION



Figure 10.17  
*Highly visible corner lots are prime candidates for beautification.*



**A**

**CREATE A COMMUNITY BEAUTIFICATION PROGRAM.**

**B**

**ESTABLISH A NETWORK OF WALKABLE PARKS AND GREENWAYS.**

**C**

**DEVELOP A PLAN THAT CAN ADDRESS CONCERNS RELATING TO PERMEABLE AND IMPERVIOUS SURFACES AS WELL AS VACANT LOTS.**

## PUBLIC REALM

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# POTENTIAL TACTICS

**A**



**CREATE A  
COMMUNITY  
BEAUTIFICATION  
PROGRAM.**

UTILIZE GREENSPACE  
AND PROMOTE  
BEAUTIFICATION

### POTENTIAL TACTICS



Define and prioritize strategies for utilizing large vacant space for the beautification program.



Prioritize the planting of native plants and trees along the major roadways and entry points.



Utilize greenspace by establishing community gardens and urban agricultural initiatives.

## DESIRED OUTCOMES

With close to 50% parcel vacancy in the Winstanley planning area, there are substantial challenges and opportunities for conversations on how to utilize this space move forward. The need to enhance and beautify these spaces will act as a mechanism for public enjoyment, reinforce the connection between residents and nature, establish greater public safety, instill civic pride in the neighborhood, and provide for additional opportunities around recreation and community development.

Place-based organizations have made progress in recent years in working towards beautification, and their efforts should be supported in order to preserve and enhance the natural beauty of Southern Illinois. Large-scale implementation should look to the strategic and impactful use of vacant space, including the planting of shade trees to reduce surface temperature in excessive heat areas. Multiple tree planting for the purposes of arboretums and orchards bearing native fruit trees will beautify and enhance the space while addressing public health and air quality concerns.

Community gardens, where desired by neighbors, will give the added benefit of youth education and locally sourced, fresh food to enhance local diets in a method that brings communities together around a common purpose; creating spaces where neighbors share a sense of common ownership of resources. Urban agriculture can accomplish many of these goals on a larger scale, with additional potential benefits that may include employment opportunities for neighborhood residents, a revenue-generating entity in the neighborhood, a greater ability to keep resident spending power in the community, and reduced parcel vacancy.



Figure 10.18  
Vacant Land in the planning area.



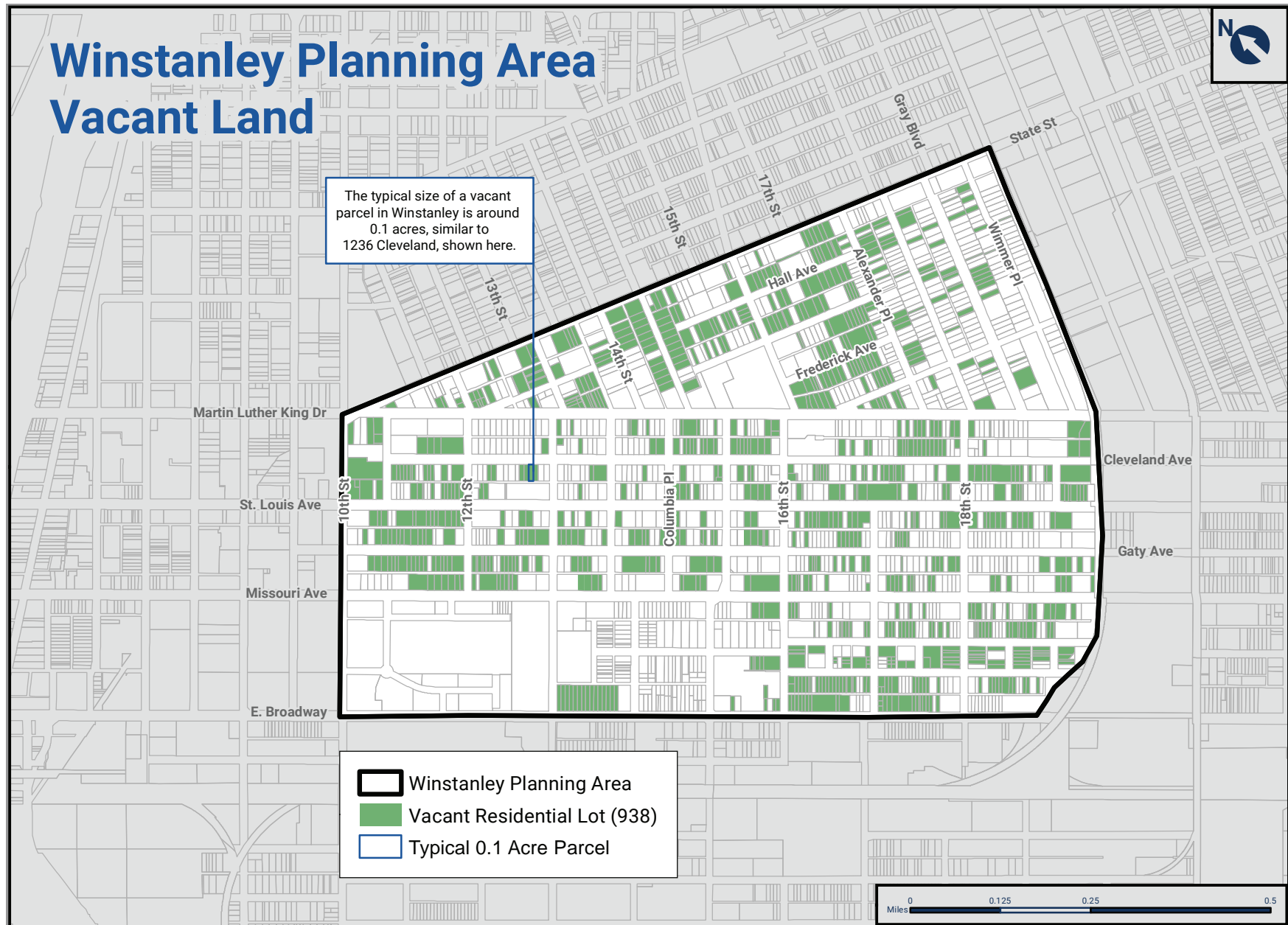


Figure 13.9  
Vacancy map for the Winstanley Planning Area.



Figure 10.20  
Children play basketball in Lovebank Park in St. Louis, MO.



Figure 10.21  
A raised bed garden in the planning area.

## CASE STUDY

### Love Bank Park on Cherokee

*Love Bank Park is a community-led public space located at the corner of Nebraska and Cherokee Street in St. Louis. The vision for the park is to build on existing grassroots efforts to create a thriving, multi-functional and environmentally sustainable public space on Cherokee Street. Love Bank Park sits at the intersection of two highly diverse neighborhoods, providing a welcoming space for residents and visitors and a hub for cultural, creative activity in the neighborhoods. The park is cared for and managed by the Love Bank Park Committee of the Cherokee Street Community Improvement District. The committee meets weekly at the park to clean it, discuss management and upcoming activities.*

## PUBLIC REALM

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# POTENTIAL TACTICS

**B**



**ESTABLISH A  
NETWORK OF  
WALKABLE PARKS  
AND GREENWAYS.**

## UTILIZE GREENSPACE AND PROMOTE BEAUTIFICATION

### POTENTIAL TACTICS

i

Enhance the built environment by using adjacent vacant parcels to connect parts of the neighborhood that are difficult to reach on foot.

ii

Establish neighborhood parks and park-lets along the connecting greenways.

iii

Establish the greenways in a manner that creates opportunities to better manage storm water and support environmental sustainability.

iv

Use the greenways to establish and coordinate new physical and social activities for residents.



## CASE STUDY

### Rock Creek Greenway

*The Rock Creek Greenway trail in Gainesville, Georgia, connects nearby neighborhoods to the city's downtown and lakefront. The trail is approximately two miles long, with interspersed parks and stopping points along the way. The creation of the greenway not only created the walking path, but also improved the floodplain environment for fish and wildlife. For human users, it provides a peaceful and passive opportunity for residents to enjoy nature and disconnect from city life.*

## DESIRED OUTCOMES

The amount of vacancy in the planning area is close to 950 parcels, with almost all of them being adjacent to at least one other vacant parcel. This creates an opportunity to connect the parcels through greenspace with a walkability component to work harmoniously with other recommendations in this section. This infrastructure will be best suited in areas where the vacancy can connect

pedestrians across alleys and streets, areas where other public space enhancements are present or will become present, and where topography or flood concerns make building improvements a challenge.

To compliment the walkable greenways referenced in point, both large and small parks (parklets) will provide additional recreational and leisure infrastructure for neighbors, while also serving as a public common: a gathering place for social activities and neighborhood events. These parks and parklets should be planned to host a variety of uses, including native plant sanctuaries, rain gardens or recreation and sports facilities. Accomplishing this goal will require investment from community partners to construct and maintain these public spaces; potentially creating an avenue for local employment (particularly, youth employment) in maintenance and groundskeeping to both oversee the park system improvements and provide job training skills that can help for a person's future career path.



## PUBLIC REALM

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# POTENTIAL TACTICS

C



DEVELOP A  
PLAN THAT  
CAN ADDRESS  
CONCERNS  
RELATING TO  
PERMEABLE AND  
IMPERVIOUS  
SURFACES AS WELL  
AS VACANT LOTS.

## UTILIZE GREENSPACE AND PROMOTE BEAUTIFICATION

### POTENTIAL TACTICS



Study the storm sewer and rainwater capabilities of the ground within the planning area to improve surface drainage.



Identify more active uses for impervious surfaces, such as a basketball courts and sports complexes.



Investigate whether there are any streams adjacent to the planning area that can cause barriers to future development.



Determine the potential consequences that impervious surfaces in the planning area will have on recommendations outlined in this plan.

## DESIRED OUTCOMES

The substantial level of vacancy in the planning area does not tell the whole story of what is ready to be improved upon. Many vacant and open lots contain permeable surfaces of limited capacity, where rainwater only works its way a few inches below the soil prior to being routed elsewhere. Old parking lots, building foundations, and other spaces have left behind impervious surfaces where rainwater cannot penetrate, and will be forced into another area, potentially a storm sewer or into a minor floodplain.

PASTOR HERMAN WATSON:

"I WOULD LIKE TO SEE A THRIVING  
PURPOSEFUL COMMUNITY. I LOVE  
THIS COMMUNITY AND SEE IT  
COMING BACK."



Figure 10.22  
A street flooding due to poor drainage.



## PUBLIC REALM

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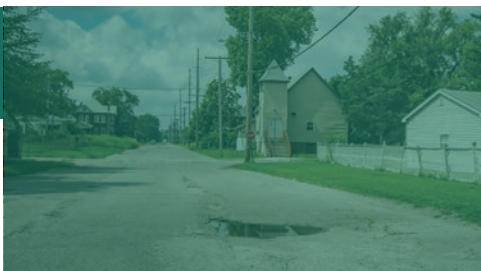
INVEST IN PUBLIC  
INFRASTRUCTURE

# STRATEGIES



Figure 10.23  
Sidewalks requiring maintenance along 16th Street.



**A**

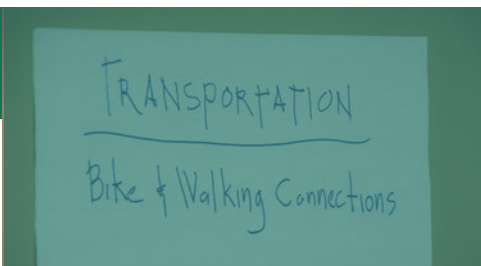
**MAINTAIN STREETS AND TARGET THOSE IN POOR CONDITION FOR REPAIRS.**

**B**

**INVEST IN TARGETED AREAS FOR CAPITAL IMPROVEMENTS PROJECTS**

**C**

**IMPROVE SIDEWALKS, CROSSWALKS AND OTHER PEDESTRIAN INFRASTRUCTURE.**

**D**

**INCREASE TRANSIT ACCESS AND IMPROVE THE RIDER EXPERIENCE**

## PUBLIC REALM

---

# POTENTIAL TACTICS

**A**



**MAINTAIN  
STREETS  
AND TARGET  
THOSE IN POOR  
CONDITION FOR  
REPAIRS.**

## INVEST IN PUBLIC INFRASTRUCTURE

### POTENTIAL TACTICS



Make streets safer for pedestrian, bike, and vehicular traffic.



Replace manhole covers that pose a hazard to vehicular traffic.



Improve vehicular signage and traffic light infrastructure at intersections.



Implement traffic calming strategies to improve the pedestrian experience in the planning area.

## DESIRED OUTCOMES

A road conditions survey completed by the planning team in 2019 shows that while most roads in the neighborhood are in acceptable condition, there are some very serious concerns that need to be addressed for the purpose of public safety. Roads within the planning area that are in need of immediate intervention to include, but are not limited to Division Avenue, Fisher Avenue, Belleville Avenue (North of Cleveland), Cleveland Avenue (West of 18th) and 19th and 20th

Concerns for drivers are apparent as well. The Winstanley neighborhood must see action taken to address additional vehicle mobility concerns, including better maintenance and control of intersections (both signalized and non-signalized) in addition to maintenance and replacement of manhole covers, of which there are many in the neighborhood that are currently missing.

A substantial gap exists between the current infrastructure and the amount of traffic generated on the roads in and around the planning area; with the traffic demand being

much lower than the roads are built to accommodate; especially along the state highways and major roads on the perimeter of the neighborhood. This creates an opportunity to implement traffic calming strategies without contributing to traffic congestion, including but not limited to road diets, additional pedestrian and cycling infrastructure such as expanded sidewalks or bike lanes.



Figure 10.24  
Poor street drainage is common in the neighborhood, especially at intersections.

## PUBLIC REALM

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# POTENTIAL TACTICS

**B**



**INVEST IN  
TARGETED AREAS  
FOR CAPITAL  
IMPROVEMENTS  
PROJECTS.**

## INVEST IN PUBLIC INFRASTRUCTURE

### POTENTIAL TACTICS

**i**

Advocate that the City of East St. Louis and St. Clair County prioritize the use of Community Development Block Grant funds to support development initiatives in the planning area.

**ii**

Identify and recommend capital improvement projects in the planning area that align with other plan recommendations.



## DESIRED OUTCOMES

Areas which have been prioritized by residents should be explored for the implementation capital improvement projects. This would include Community Development Block Grant (CDBG) funds issued by the federal government, as well as funds from state and local government sources and outside grants. General improvement funds would help implement other recommendations in this plan, general improvements to the streetscape and pedestrian experience, or potentially pursue a Complete Streets project. Areas of consideration for implementation include, but are not limited to 12th and Cleveland Avenue, 10th Street and all state highways in the planning area.

ANTONIETTE AYERS:

"MY VISION FOR THE  
COMMUNITY IS TO REALLY  
SEE THE NEIGHBORHOOD AND  
COMMUNITY COME TOGETHER."



Figure 10.25  
*Attempted sidewalk connectivity.*



Figure 10.26  
*Lack of sidewalk along roadway.*

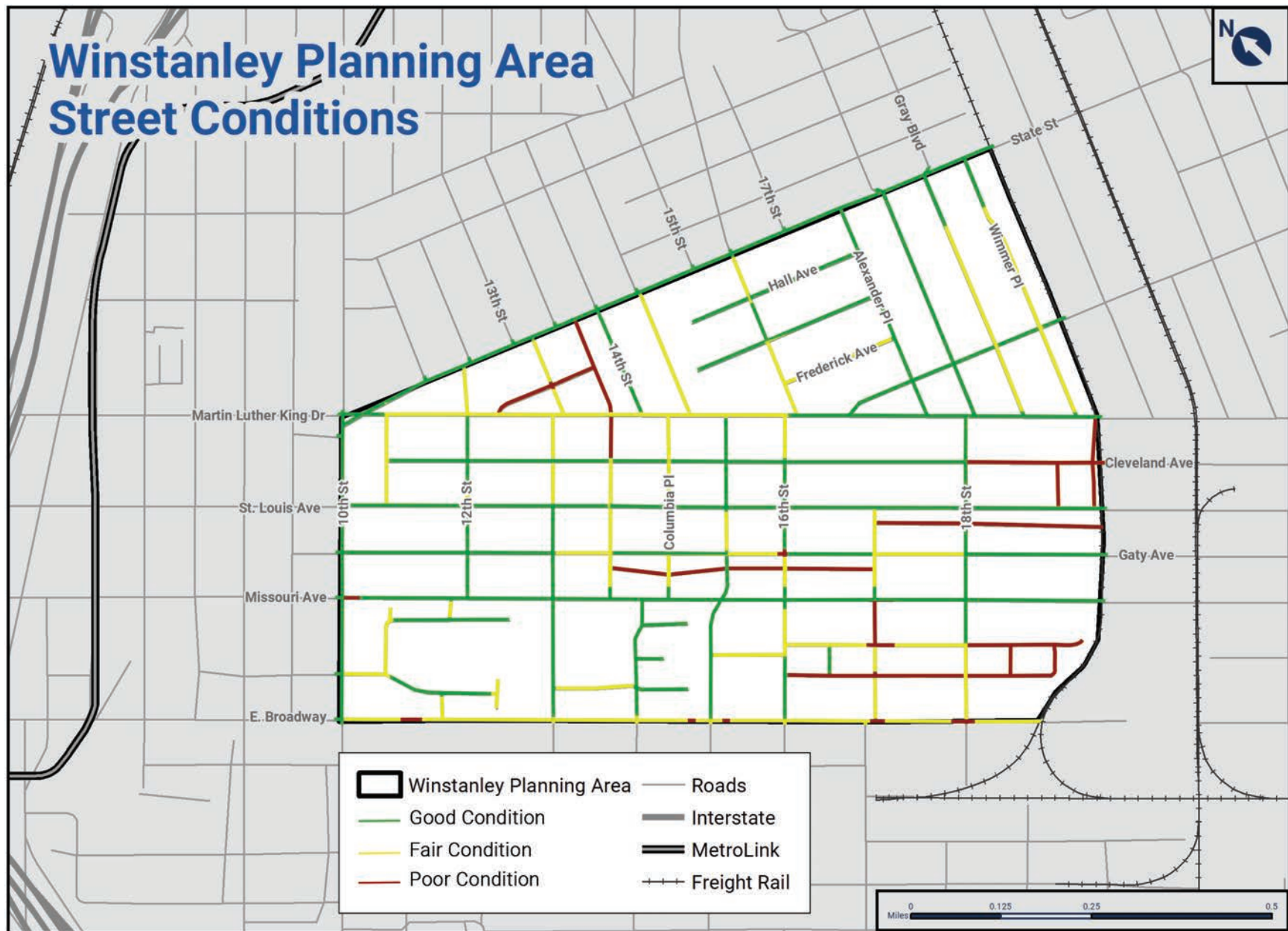


Figure 10.27  
Street conditions in the planning area.

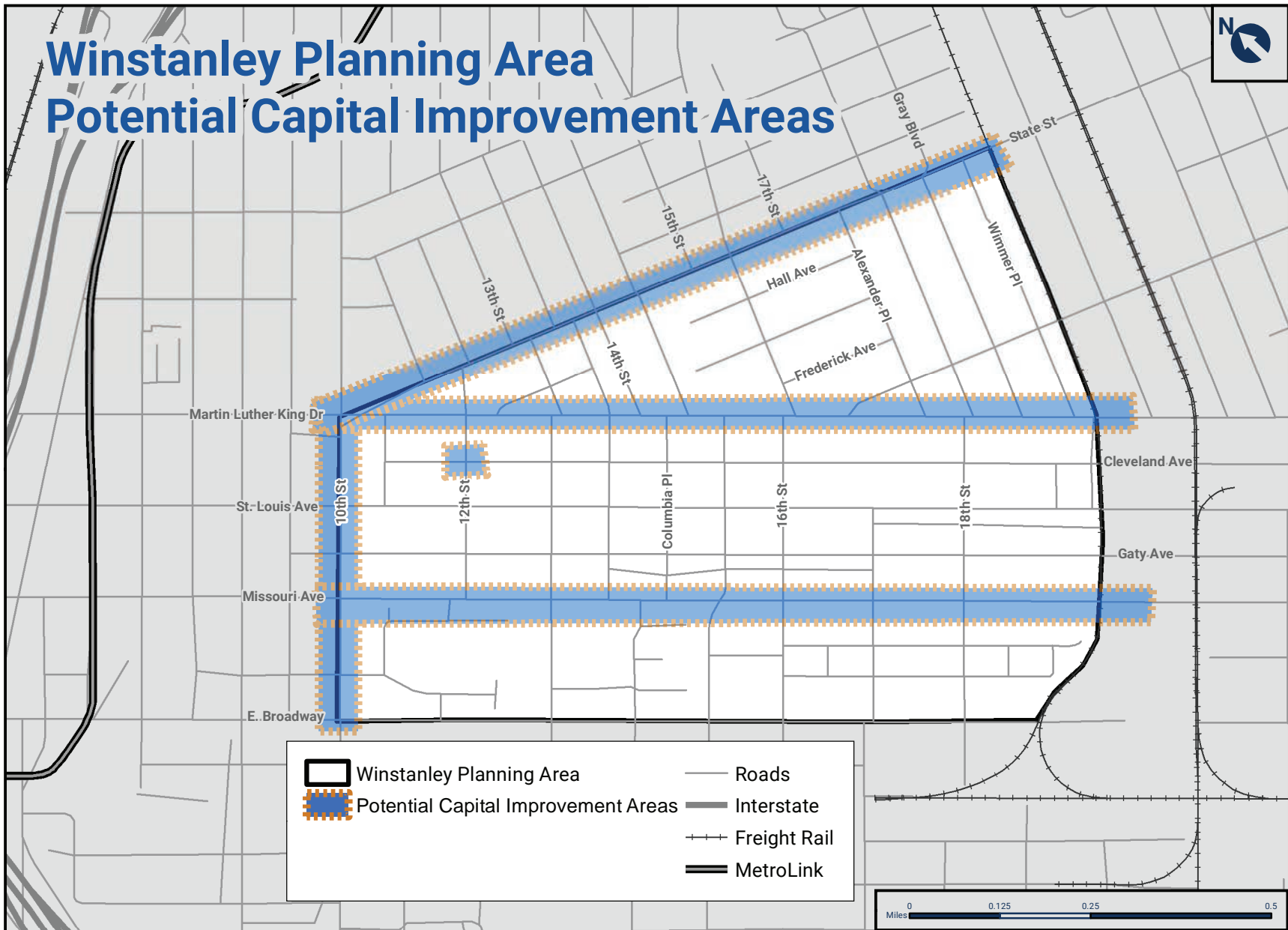


Figure 10.28  
Potential capital improvement (sidewalk, road, street lighting) areas in the planning area.



## PUBLIC REALM

---

# POTENTIAL TACTICS

C



**IMPROVE  
SIDEWALKS,  
CROSSWALKS  
AND OTHER  
PEDESTRIAN  
INFRASTRUCTURE.**

## INVEST IN PUBLIC INFRASTRUCTURE

### POTENTIAL TACTICS



Identify sidewalks of low quality and target them for repair and maintenance.



Identify areas where the sidewalk can be increased to 6 feet wide across.



Add wheelchair ramps to sidewalks and intersections.



Replace street lights to improve visibility and public safety.

## DESIRED OUTCOMES

The existing pedestrian infrastructure in the planning area creates a challenging experience for those who travel the neighborhood by foot. The following areas of concern have been identified through community engagement and planning team analysis as the steps that need to be taken to ensure that these resident concerns are addressed. These changes will ensure that all residents feel safe, secure, and more likely to utilize the public space.

### DERRICK MAXWELL:

“IF THE CITY OF EAST ST. LOUIS COULD SUPPORT LOCAL BUSINESS OWNERS IT WOULD BE TO FOCUS ON CITY SERVICES – LIGHTS, SIDEWALKS, INFRASTRUCTURE. THEN NEXT WOULD BE TRANSPORTATION AND BUSES. CURRENTLY I HAVE AN ISSUE WITH STREET LIGHTING AROUND MY BUSINESS. ALL THE STREET LIGHTS ARE OUT NEAR MY BUSINESS WHICH MEANS I HAVE TO CLOSE EARLY WHICH CUTS INTO PROFITABILITY.”



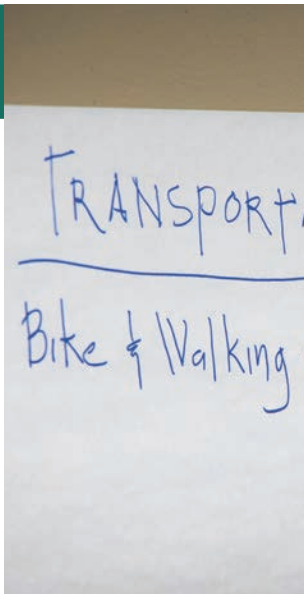
Figure 10.29  
Road requiring repairs.

## PUBLIC REALM

---

# POTENTIAL TACTICS

**D**



**INCREASE  
TRANSIT ACCESS  
AND IMPROVE  
THE RIDER  
EXPERIENCE.**

## INVEST IN PUBLIC INFRASTRUCTURE

### POTENTIAL TACTICS



Create shelters and increase lighting for bus riders at bus stops.



Increase access to information regarding transit schedules and other details regarding the metro system.



Leverage tactical urbanism strategies to overcome limitations on implementing long-term interventions.



## DESIRED OUTCOMES

Resident concerns around transit access in the Winstanley planning area come primarily from two chief concerns: lack of shelter and safety, and lack of information. The bus stops in the neighborhood lack minimal standards around all of these concerns. Additional intervention is needed to create spaces that are safe, well-lit bus shelters for transit riders, especially on the eastern edge of the planning area where residents are less likely to walk to a downtown transit center. These shelters will need to be equipped with additional information on ride time, and information additional about: where their bus can take them; and what overall metro system information they should be made aware. Tactical Urbanism should be encouraged for transit system access, allowing community organizations to erect their own transit shelters for public safety and security without any hinderance from government entities; transit or otherwise.



Figure 10.30  
Rendering of potential bus stop improvements in the planning area.



Figure 10.31  
Existing bus stop in the planning area.

11

LAND  
USE



Review existing land use and zoning designations and make recommendations where necessary to align existing conditions with the proposed land use plan and community vision.





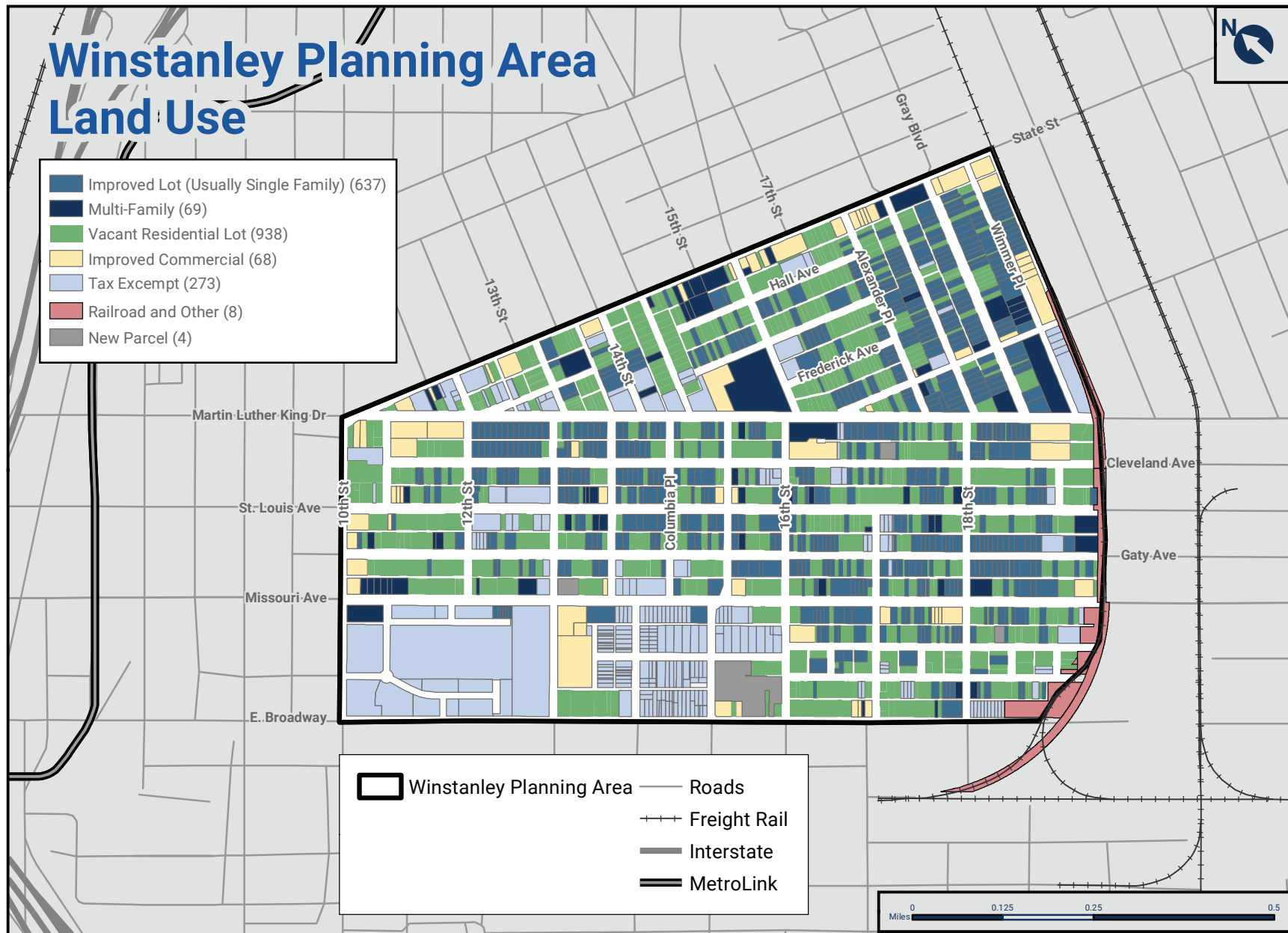


Figure 11.1  
Winstanley land uses, as assessed in 2019.

## LAND USE PLANNING

Land use planning is the process through which land is allocated for various uses in a manner that encourages the development of orderly, efficient, healthy, and equitable communities. Generally, there are two tiers of organization used to achieve these goals: land use categories and zoning designations. Although similar, these two classifications differ in important ways. Land use categories describe the actual or designated future use of a parcel of land. To make a land use plan, these broad, descriptive categories, such as residential, recreational, commercial, industrial, and institutional, are delineated in a way that achieves a community's vision. While it can be difficult to accurately ascertain existing land uses without conducting a parcel-by-parcel survey, the information collected by the St. Clair County Tax Assessor provides a general understanding of how land is currently being used. Once determined and spatially distributed, these land use categories are useful at the policy level to guide stakeholders and decisionmakers as they propose zoning designations, which are much more stringent.

## LAND USE VS. ZONING

### LAND USE

Broad designations that represent the community's vision for where various land uses should generally be located. Typical land use designations include various categories of residential, commercial, recreational, institutional, and industrial uses.

### ZONING

Zoning establishes the specific land uses and associated regulations permitted on individual parcels within the city. The City's zoning ordinance includes a set of regulations for each zoning district, detailing the permitted uses, required building setbacks, height, density, and so on.



Figure 11.2  
Residence in the Winstanley neighborhood.

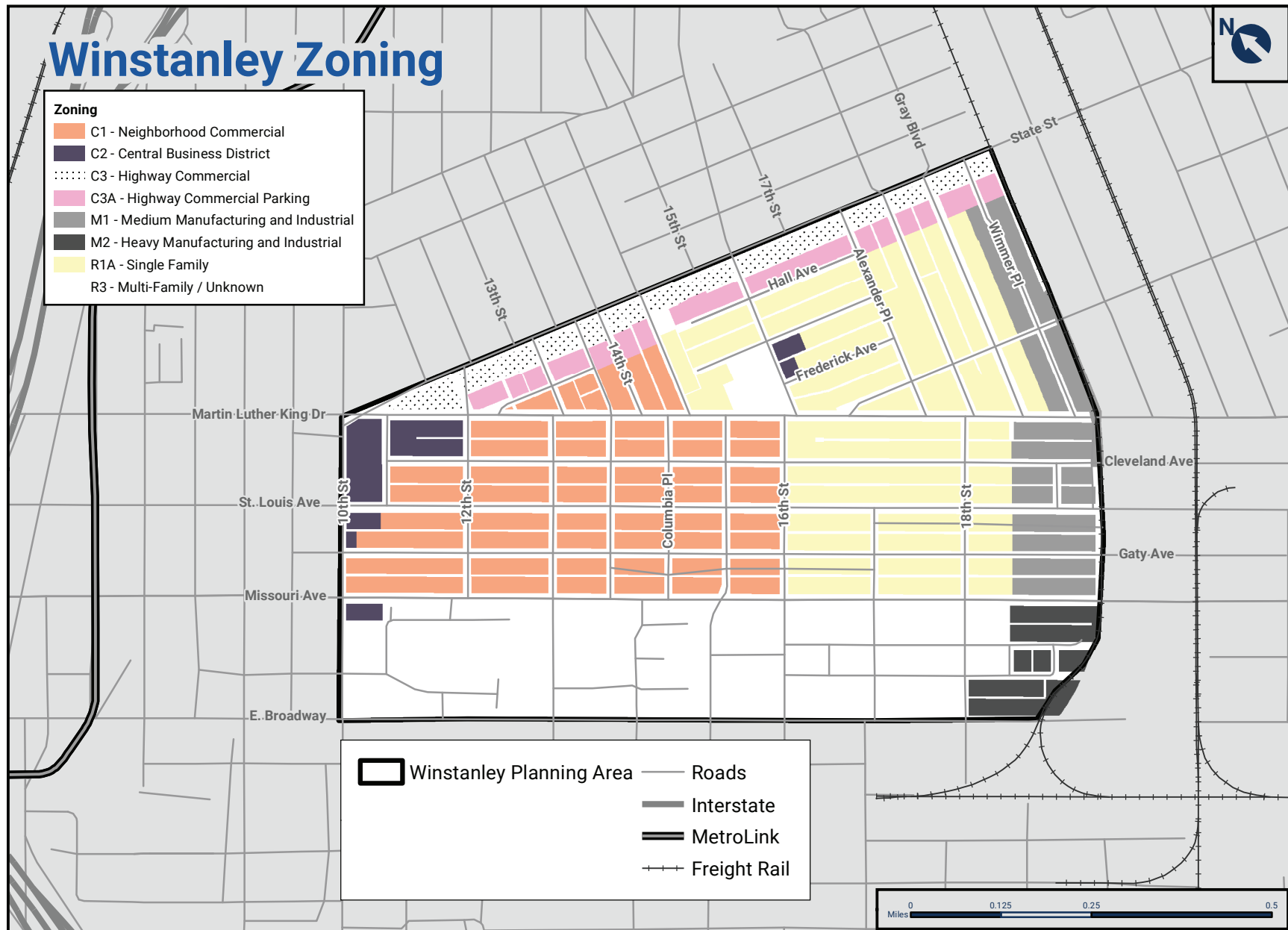


Figure 11.3  
Winstanley zoning code classifications as defined by the City of East St. Louis in their 1975 zoning ordinance.



## ZONING REGULATIONS

---

Zoning is a legislative process by which the rights of property owners are identified and preserved within the broader land use framework, or vision, adopted by a community “for the health, safety, and general welfare of the public.” For each parcel within a community, the zoning designation regulates the land use and structures built on the land with the following goals:

- Regulating and mitigating potentially negative impacts of land uses, such as noise, pollution, and overcrowding;
- Ensuring that that sufficient public infrastructure is in place to appropriately serve the proposed land use;
- Protecting the value and enjoyment of property by considering its location and compatibility with surrounding land uses; and
- Ensuring the orderly development of land at the parcel level, which in turn creates a land use fabric that corresponds to the community’s vision as formalized in the Future Land Use Plan.



Figure 11.4  
Residence in the Winstanley neighborhood.

Zoning can only be amended or changed through a legislative process that includes a formal public hearing. The public hearing allows residents to provide input on a zoning petition before a determination is made. The Planning Commission serves as an advisory body to the City Council, which is the City's legislative body and is responsible for considering all zoning petitions. While zoning has been widely used in American cities over the last century, it is an imperfect tool that often fails to promote equitable communities and is sometimes crafted to explicitly create or maintain economic and racial exclusion. In order to use zoning as a tool that promotes healthy, inclusive, and diverse communities, it is important to establish specific community goals that serve as the foundation for the development of a Future Land Use Plan and zoning districts.



Figure 11.5  
*Structures requiring rehabilitation.*



Figure 11.6  
*Fence with vines in the Winstanley neighborhood.*

### WHY CARE ABOUT ZONING?

Hidden boundaries exist in the urban fabric, zoning classifications being one of them. Zoning has the unique ability to influence how cities look and feel because it regulates what land uses can be placed where. It is a powerful tool for neighborhoods and city planners because it is part of a legal process, and therefore difficult to change. In this way, zoning is a tool for implementing and protecting the community vision that is established in a neighborhood plan like this one.





Figure 11.7  
Storefront in the Winstanley neighborhood.



# LAND USE

---

REVIEW EXISTING LAND USE AND ZONING  
DESIGNATIONS AND MAKE RECOMMENDATIONS  
WHERE NECESSARY TO ALIGN EXISTING  
CONDITIONS WITH THE COMMUNITY'S VISION.

# GOALS

1



LINK LAND USE  
TRANSITION ZONES TO  
COMMERCIAL STREETS  
TO INCENTIVIZE  
TRANSFORMATIVE  
CORRIDOR INVESTMENT.

2



DESIGNATE AND DESIGN  
FUNCTIONAL PUBLIC  
PARK AND MEETING  
SPACES.

3



REDUCE THE NUMBER OF  
VACANT PARCELS IN THE  
PLANNING AREA.

## WHY LAND USE

The study and practice of land use planning is used to regulate what activities should and should not occur in close proximity, with the goal of promoting better social and environmental outcomes. For example, it does not make sense to locate a public dump in the middle of a neighborhood because the noxious smells, truck traffic, and pollution would be harmful to nearby residents, but it

would make sense to put a school, post office, or park close to where people live so they can easily use the services or space. These uses are therefore 'compatible' by land use standards. When uses are incompatible, recourse can be reached by changing allowed uses (through the zoning process) of nearby parcels to accommodate a specific use. The goal is to make for smooth transitions between land uses to promote equity and efficiency, resulting in healthy neighborhoods and cities.

MICHELLE DIX:

"MY VISION FOR THE COMMUNITY IS TO SEE THE COMMUNITY OPERATING AS AN ECOSYSTEM, THAT ALL ELEMENTS ARE OPERATING IN A MANNER THAT IT CAN SUPPORT THE LARGER COMMUNITY."



Figure 11.8  
Residence in the Winstanley neighborhood.

# LAND USE

## DESIRED OUTCOMES

As previously mentioned, creating compatibility is the ultimate goal of land use planning. Therefore, transition zones, or areas where land uses shift, are primary places of interest and improvement in a city's zoning code. An emergent concept in land use planning that looks to smooth out transition zones and bolster economic development is the idea of corridor planning and transit-oriented development (TOD). Together, these two types of development promote the concentration of retail, business, and recreational activities along streets that are highly trafficked by cars, public transit riders, and pedestrians.

The premise of corridor development is to bring together private and public investment to designated areas, resulting in hubs of economic and social activity that will prosper naturally as market forces strengthen.



### LINK LAND USE TRANSITION ZONES TO COMMERCIAL STREETS TO INCENTIVIZE TRANSFORMATIVE CORRIDOR INVESTMENT.

Concentrating economic development in this manner increases the physical and visual impact of investment, signaling to residents, businesses, and developers that this is a good place to be. TOD increases the accessibility of retail storefronts and services located along the corridor by providing ample access for a variety of transportation modes. Combined, these two strategies can have a significant impact in communities where resources are sparse and needs are great.



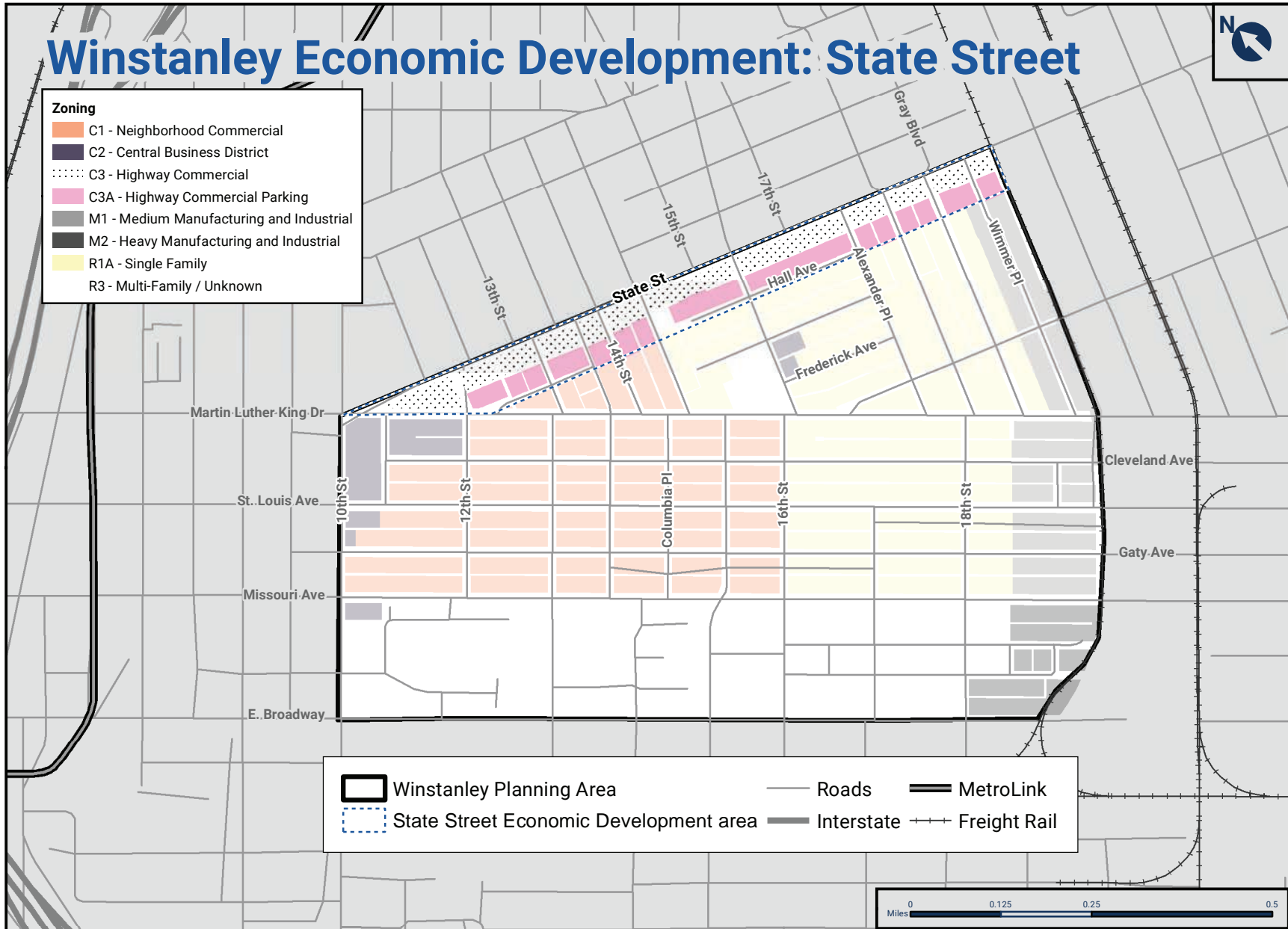


Figure 11.9  
Opportunities for economic development exist along the State Street corridor that runs the northern edge of the planning area.

# LAND USE

---

## DESIRED OUTCOMES

---

Outdoor public gathering places are critical community assets because they provide spaces for social interaction and relaxation. While there is plenty of public and green space in the Winstanley planning area, these spaces are in need of improvements and upgrades to satisfy the needs and vision of the community.

As shown in Figure 11.10, there are a number of spaces that are well situated to be outdoor public gathering spots in the neighborhood. One contender is the existing baseball field near Missouri Avenue and 16th Street. Given the improvements outlined in the Social Wellbeing Chapter, under Strategy 5, this park could become a neighborhood Sportsplex that engages residents of all ages in recreational sports and entertainment. Having a facility to host community sporting events would encourage



### DESIGNATE AND DESIGN FUNCTIONAL PUBLIC PARK AND MEETING SPACES.

physical activity of residents and also serve as a social space for families to interact and share in the comradery of sporting events.

A second location of interest for improvements is The Triangle, a group of parcels on Martin Luther King Drive and State Street. The locational advantage of being on two thoroughfares in the neighborhood makes this place ideal for a gateway to the neighborhood. Here, a public gathering space would welcome visitors and residents to Winstanley and highlight the vibrant history and pride in the neighborhood.

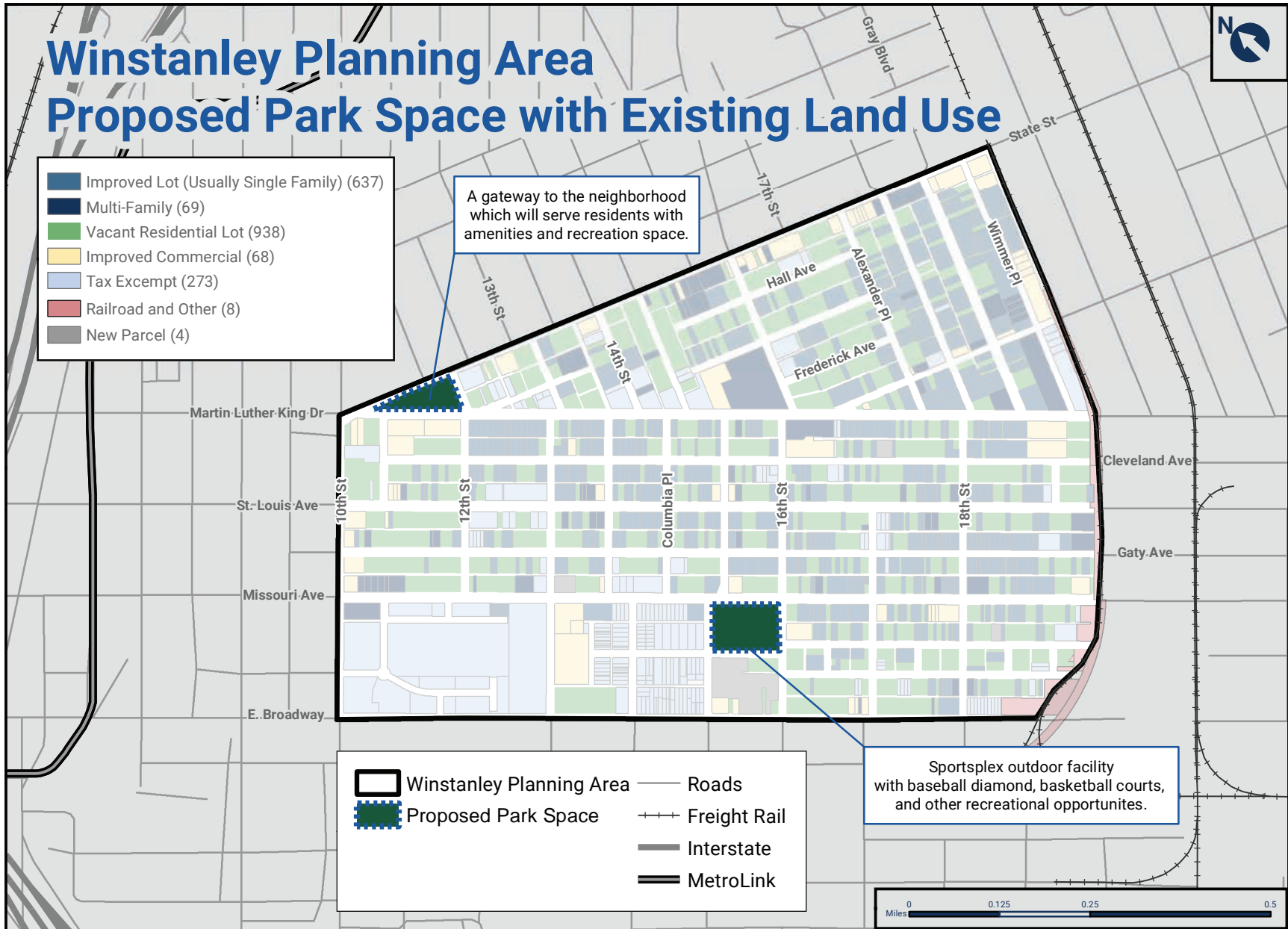


Figure 11.10  
Proposed park spaces within the existing land use: the Triangle and the City of Champions Sportsplex.



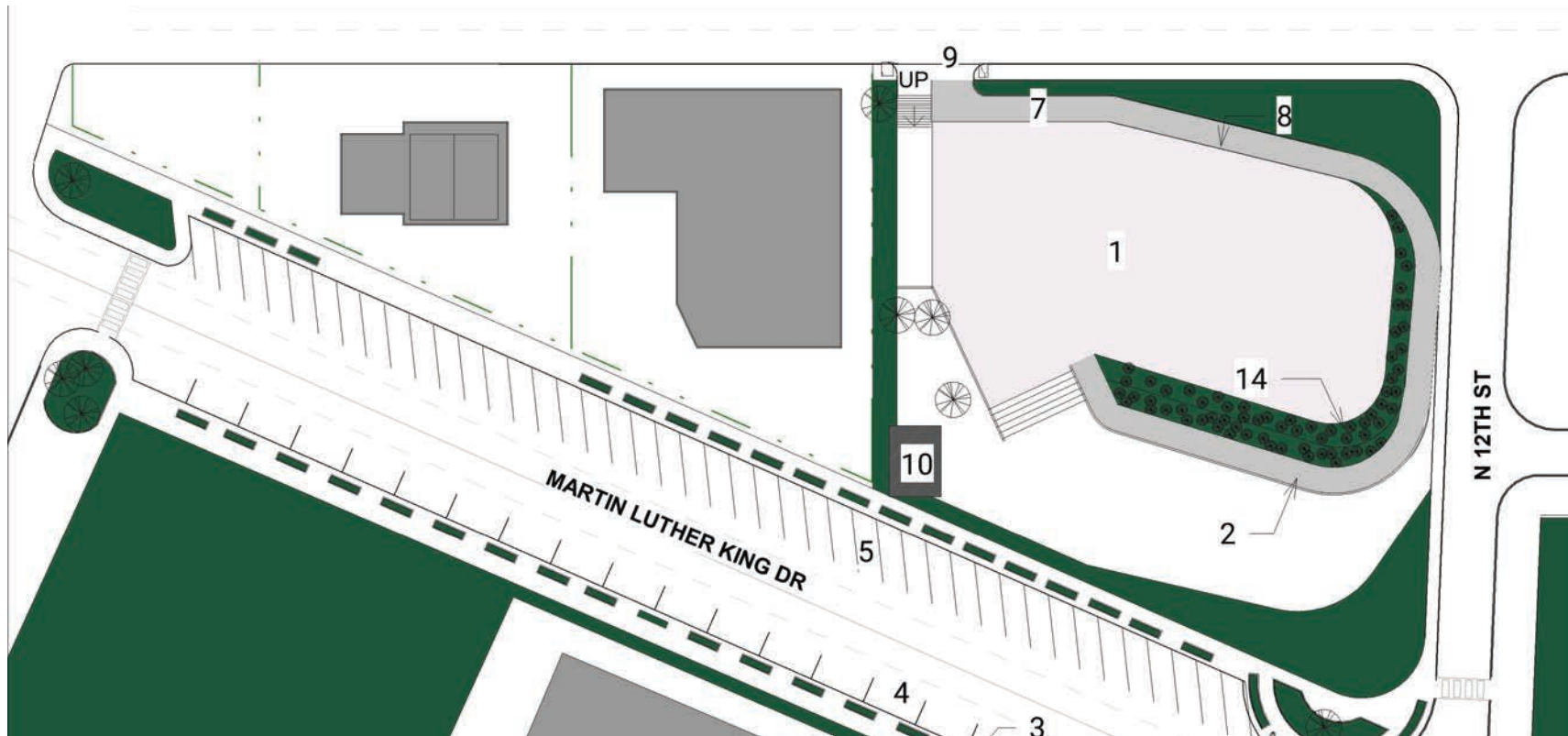


Figure 11.11

Proposal for the Triangle park and public gathering space. This location will have seating, a stage, and open space for activities - perhaps a farmers market or for neighborhood events. A mural wall surrounding the stage space might highlight the rich community history present in Winstanley. Neighborhood gateway markers would signal to visitors that they are entering a community with character and pride.

## THE TRIANGLE PLAN LEGEND

1. Raised Platform	6. Street Light	11. Open Area
2. Ramp	7. Walking Path	12. Bridge
3. Planters	8. Mural Wall	13. Water Fountain
4. Parallel Parking	9. Entrance	14. Sloped Planters
5. Diagonal Parking	10. Pavillion	15. Existing Building

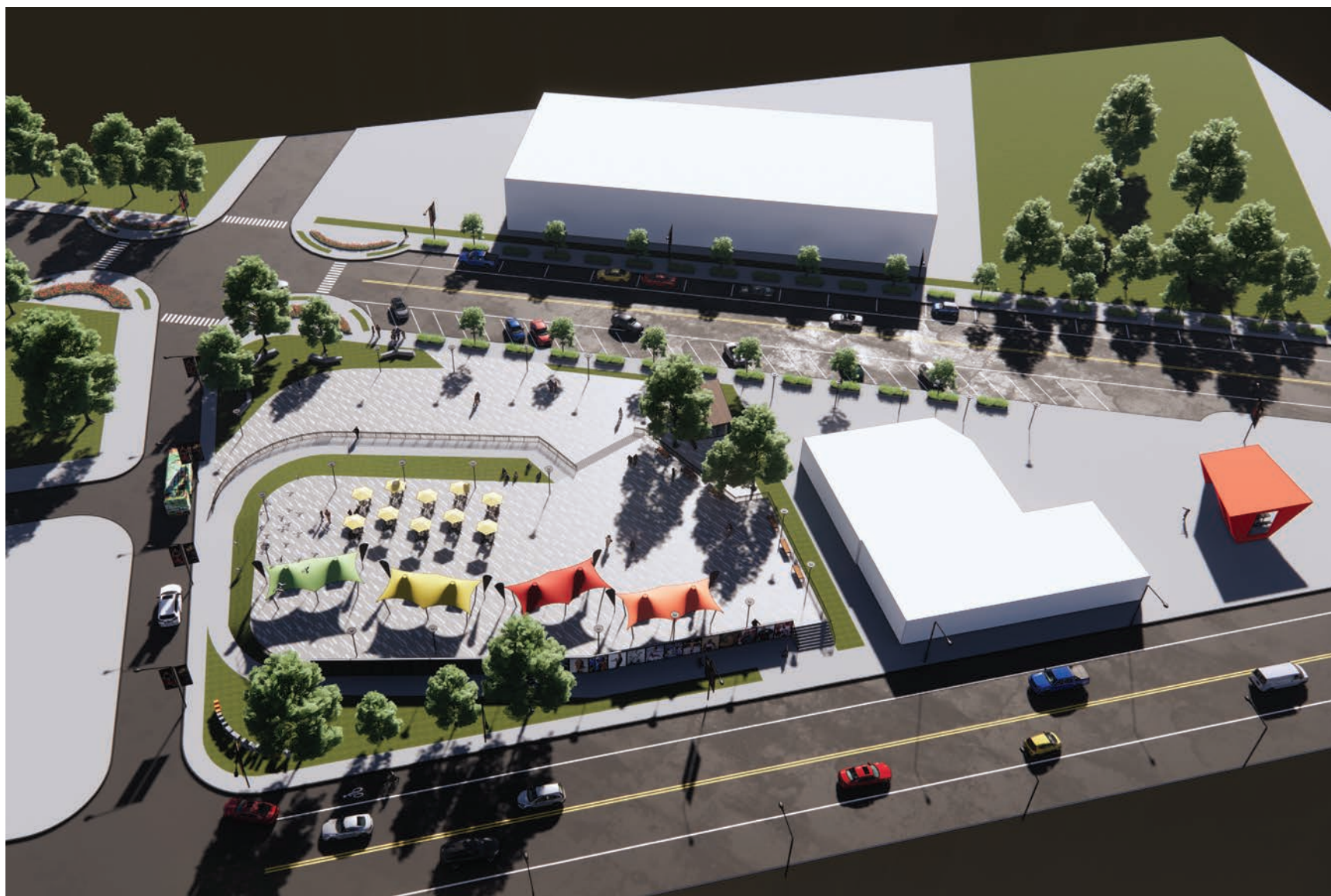


Figure 11.12  
Rendering of the Triangle proposal.

# LAND USE

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## DESIRED OUTCOMES

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As shown in Figure 11.14, a substantial number of the parcels within the Winstanley Planning area are vacant, either containing no structure or a structure that is not in occupiable condition.

The high degree of vacancy is not surprising or unusual; Winstanley, as part of its greater community of East St. Louis, has experienced over a century of racial violence and ensuing white flight, aided by the construction of freeways that also disrupted existing community and social fabrics, industrial decline, and wholesale abandonment by the middle class resulting in a substantial population decline. It is important to note that these events did not occur in a vacuum, but rather are direct consequences of the overarching systemic racism that permeates American society to this day and perpetuates the massive inequalities


 3

### REDUCE THE NUMBER OF VACANT PARCELS IN THE PLANNING AREA.

between predominantly white and predominantly Black communities. Given this, it is impossible to craft strategies that will fully restore the physical fabric of the Winstanley neighborhood, particularly because the physical fabric is in itself a manifestation of a place's economic and social fabrics. Because vacancy touches on all of the priority areas identified in this plan, strategies that are intended to lessen the negative impacts of vacant land on nearby community members, improving the sense of place and safety within the Winstanley neighborhood, are found throughout the plan.



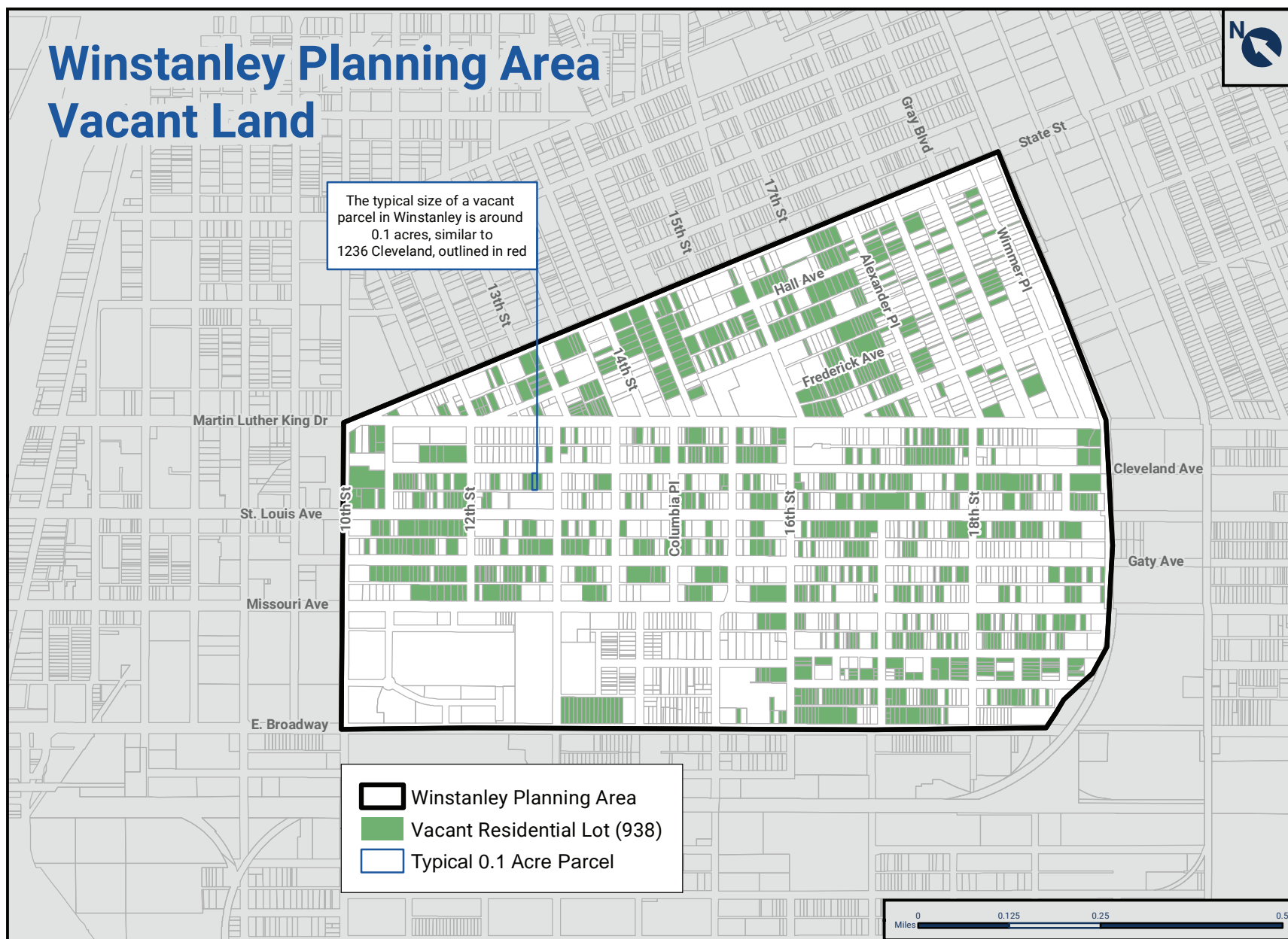


Figure 11.13  
Vacant land in the planning area.

**IMPLEMENTATION**

**12**

The Winstanley Community Plan was developed on the basis of understanding the history, existing conditions, and market realities of the Winstanley neighborhood. This involved undertaking an analysis with good use of market and demographic data, urban design elements, and formal public input. Throughout, the three fundamentals of sustainable redevelopment – environmental, social, and economic considerations – were used to guide the strategies outlined in the plan. To support implementation, key tasks support the importance of capacity building the human social capital of the neighborhood, along with institutional partners. Plan implementation will involve defining the highest and best use of land for market-driven development, overcoming regulatory and financial barriers, and defining support for public sector and philanthropic investments.





# IMPLEMENTATION

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## A COMPREHENSIVE COMMUNITY PLAN

---

The Winstanley Community Plan is designed to be comprehensive; addressing social and physical determinants of health. A healthier, more sustainable community will not be achieved using recommendations, strategies, and tactics for an economically distressed City of East St. Louis government to lead. As a result, the Winstanley Community Plan provides recommendations that build upon the human and social capital of neighborhood residents, organizations, and local churches. The City of East St. Louis remains a key partner, although limited in its current capacity due to financial constraints.

Implementing the Winstanley Community Plan will require relationships with partners outside of the neighborhood, such as public and private foundations, banks and financial institutions, Southwest Illinois Development Authority, St.



Figure 12.0  
Macedonia church.

Clair County Government, Illinois Housing Development Authority in addition to collaboration with other state and federal government departments. Cross-sector collaboration, informed by the Plan and locally empowered residents, will help promote the community's vision for "an historically rich and vibrant community that is revitalized, safe, thriving and family-focused which will establish the cornerstone of our resurrection." Organizations and individuals seeking to participate in the implementation of any part of the Plan are encouraged to read through this chapter and ensure their efforts align with the community's vision.

## KEY COMPONENTS OF A SUCCESSFUL IMPLEMENTATION MODEL

The resident Steering Committee, reinforced through the public engagement process, identified the following as key components of a successful implementation model:

### ORGANIZE, FACILITATE AND FOLLOW THROUGH

Implementation will require a place-based organization

with the capacity to bring residents and other stakeholders together, facilitate collaboration, and follow through on opportunities. There should be appropriate staff number serving as the backbone support who are equipped to operationalize implementation of the Winstanley Plan.

## SHARED VISION AND COMMON AGENDA

It is important to ensure that individuals and organizations are working together toward a common vision and



Figure 12.1  
Residents discuss the future of the community at a planning meeting.

common agenda with collectively determined values. The Community Vision Statement sets forth this vision; and values should be set forth by those engaged in implementation.

### ROBUST COMMUNICATION NETWORK

Those involved in implementing the Plan should develop a robust communication network to ensure wide knowledge of and participation in implementation activities.



Figure 12.2  
Mail being delivered to local residence.



Figure 12.3  
Residents listen during an active design charrette.

### ACCOUNTABILITY TO RESIDENTS

Work done in the Winstanley community should be accountable to residents and the Winstanley Community Plan. This includes community participation in implementation activities and regular check-ins to ensure the Plan aligns with community priorities. An effective model for resident engagement is the formation of a citizen plan monitoring committee.



## CREDIBILITY & ABILITY TO CONVENE DIVERSE GROUPS

---

The place-based organization implementing the Plan must have credibility to build and maintain trust with local leaders, residents, and partner organizations. In addition to building credibility, the entity must have the ability to convene and facilitate diverse groups of individuals and organizations that may often work in silos.

## EMPOWERMENT OF LOCAL GROUPS AND INDIVIDUALS

---

Long-term neighborhood vitality will rely on engaged and empowered residents and local organizations with support from the City of East St Louis Government. Plan implementation must build the leadership and organizational capacity of local groups and individuals so that, long-term, the community will have the power to determine its future. Implementation must also avoid duplication of existing efforts, especially those led by local organizations.

## COMMUNITY DEVELOPMENT CORPORATION MODEL OVERVIEW

---

**What:** A place-based CDC can provide capacity for the implementation, update, and evaluation of the Winstanley Community Plan. The work of the CDC can be supported by residents, local businesses, elected officials, funders, community service agencies, and other key stakeholders.

**Why:** The Community Development Corporation Model ensures that the implementation of the Plan aligns with the community planning process, work remains deeply rooted in the neighborhood structure, community assets are built upon, and trust is maintained and strengthened. Mt. Sinai Development Corporation and Sinai Family Life Center, both affiliated with Mt. Sinai Missionary Baptist Church, already work in the area and have a strong relationship with community leaders, elected officials, and service providers. Through the community engagement process of the Winstanley Community Plan, Mt. Sinai Development Corporation and Sinai Family Life Center built community awareness among residents.

**How:** CDCs generally work toward sustained, community improvements. The work of CDCs should be well-informed and guided by residents and supported by other community members such as churches, institutions, businesses, and property owners in the Winstanley community. The resident-driven Winstanley Community Plan created a process for participation and prioritization, led by the Steering Committee, which is the foundation of this Plan.



Figure 12.4  
Resident fills out a survey at the pop-up event.

## COMMUNITY CATALYST AND CHAMPION

Mt. Sinai Development Corporation and Sinai Family Life Center are the best opportunities for implementing the Plan. Mt. Sinai Development Corporation has focused more on affordable housing development and site assemblage while Sinai Family Life Center's purpose is to provide supportive services for youth and seniors.

For successful implementation of the Plan, Mt. Sinai Development Corporation should consider merging its operations into one entity to avoid duplication of services, consolidating around one message for comprehensive community improvements to avoid confusion among funders and other stakeholders, and having the appropriate staff and cost savings needed to lead implementation efforts.

A combined entity should involve adding more staff and board capacity. The need to focus on building the combined organization's capacity should be a priority to maximize social impact and implementation of the Plan.

To successfully implement the Plan, the staff level will need to increase. Adding social workers will help to support many goals outlined in the Social Wellbeing, Economic Mobility, and Residential Vitality chapters. Another staff person should be hired as a real estate professional to manage affordable housing development goals outlined in the Residential Vitality chapter. The combined entity

should recruit a diversity of board members who can bring needed expertise, experience, and resources, including funding. Developing a five-year strategic plan that will be followed and used as a management tool can set a strong foundation to support the long-term viability of the Plan's implementation over the next 20 years.



Figure 12.5  
*Mt. Sinai Development Corporation was the catalyst and champion of Sinai Village.*



## RESIDENT CAPACITY AND LEADERSHIP DEVELOPMENT

Building resident capacity and leadership of Winstanley residents will be key to improving outcomes in the community. Providing training and tools to residents can help to achieve results through community organizing, hosting effective meetings, and developing community partnerships. Core leadership courses that emphasize communicating for results, leading through conflict and change, and fundamental leadership skills will be important. Trainings can include neighborhood board development, volunteer recruitment and training, effective meeting participation, and landlord/tenant issues. Other classes could involve more technical aspects of community revitalization such as residents learning the basics about planning, zoning, land use, sustainability, site plans, architecture, urban design, historic preservation, food systems, affordable housing development, economic development, transportation, and more.

With support from Mt. Sinai Development and Sinai Family Life Center, developing partnerships with institutions

such as Southern Illinois University - Edwardsville, and professional members organizations such as the American Planning Association St. Louis Metro Section and Urban Land Institute – St. Louis can be valuable opportunities to build resident and leadership capacity to help with implementation of the Winstanley Community Plan.



Figure 12.6  
Winstanley Steering committee member at a meeting.



Figure 12.7  
*Residents give their feedback on the community at the pop up event.*



# IMPLEMENTATION MATRIX

To work effectively toward the community's vision, residents, community partners, government, businesses along with banks and financial institutions will need to work collaboratively with continuous communication among themselves to help implement the actions outlined in this plan.



Figure 12.8  
Steering committee members discuss future of community.

In support of implementation specific to major real estate development and public improvements in the Winstanley Community, the Steering Committee and Planning Team identified Mt. Sinai Development Corporation and Sinai Family Life Center to serve as the lead agency and backbone support organization. Their role is to help catalyze the top XX public-private capital investments and improvement priorities, and doing so by connecting with key funders. The Implementation Dashboard identifies timeframe, responsible organization, key supporters, and an estimated cost range.

**Length of Time:** Information in this column is based on the minimum, anticipated length of time required to get a prioritized action for consideration off the ground. These time estimates are based on two terms: Short-Term 1-3 Years; and Long-Term 3 or More Years.

**Lead Organization:** The entities listed in this column can serve as the organization leading with implementation.

**Potential Partner/Resources(s):** The entities listed in this column are a resource that may help carry out the



prioritized action. Potential resources may provide a variety of support, including funder, expert consulting, human capital, volunteer service, and more.

**Estimated Cost:** Information in this column is based on the minimum amount of money required to get a prioritized action off the ground. The estimate ranges are:

\$	0-10,000
\$\$	10,001-50,000
\$\$\$	50,001-250,000
\$\$\$\$	250,001- 1,000,000
\$\$\$\$\$	1,000,000+



Figure 12.9  
Residents give input on community plan during the kick off meeting.

# SHORT TERM PRIORITIES



## WINSTANLEY PARK

**LEAD ORGANIZATION**

Mt. Sinai Development Corporation

**PLAN REFERENCES**

Residential Vitality Goal 1, Strategy A  
Residential Vitality Goal 4, Strategy A

**COST RANGE**

\$\$\$\$\$

**LENGTH OF TIME**

APRIL 2021 – JANUARY 2023

**DEVELOPMENT PARTNERS**

- RISE
- HT DESIGN
- Altman-Charter

**POTENTIAL FUNDING SOURCES**

- Illinois Housing Development Authority
- IL Dept. of Commerce and Economic Opportunity (Rebuild Illinois Shovel Ready Streets Program)
- City of East St. Louis
- St. Clair County
- St. Clair Housing Authority
- SWIDA
- Banks and Financial Institutions

## YOUTH JOB AND BEAUTIFICATION PROGRAM

### LEAD ORGANIZATION

Sinai Family Life Center

### LENGTH OF TIME

START - ONGOING, MARCH 2021

### POTENTIAL FUNDING SOURCES

- City of East. Louis
- St. Clair County Intergovernmental Grants
- Deaconess Foundation
- Invest STL
- Winstanley area churches
- Banks and financial institutions

### COST RANGE

\$\$\$

### DEVELOPMENT PARTNERS

- RISE
- HT DESIGN
- Altman-Charter

### PLAN REFERENCES

Economic Mobility Goal 1, Strategy C

Public Realm Goal 3, Strategy A

## YOUTH JOB AND BEAUTIFICATION PROGRAM

### LEAD ORGANIZATION

Mt. Sinai Development Corporation

City of East St. Louis

### LENGTH OF TIME

START - ONGOING, MARCH 2022

### POTENTIAL FUNDING SOURCES

- City of East St. Louis
- Foundations/Philanthropic Community
- Creative Placemaking Community
- Illinois Arts Council

### COST RANGE

\$\$\$\$-\$\$\$\$\$

### PLAN REFERENCES

Public Realm Goal 1

## SINAI VILLAGE I & II HOME-OWNERSHIP CONVERSION PROGRAM

### LEAD ORGANIZATION

Mt. Sinai Development Corporation

### LENGTH OF TIME

I: JANUARY 2022 – MAY 2026

II: JANUARY 2024 – MAY 2030

### POTENTIAL FUNDING SOURCES

- St. Clair County Intergovernmental Grants
- Illinois Housing Development Authority
- The Housing Partnership
- Family Living Center
- Banks and Financial Institutions

### PLAN REFERENCES

Residential Vitality Goal 2

Economic Mobility Goal 2, Strategy B

### COST RANGE

\$\$



# LONG TERM PRIORITIES

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## FOOD HUB INCUBATOR

### LEAD ORGANIZATION

Mt. Sinai Development Corporation

### PLAN REFERENCES

Social Wellbeing Goal 4

Residential Vitality Goal 4, Strategy A

### COST RANGE

\$\$\$\$\$

### LENGTH OF TIME

April 2025 – September 2025

### DEVELOPMENT PARTNERS

- RISE
- HT DESIGN
- Altman-Charter

### POTENTIAL FUNDING SOURCES

- Southern Illinois University – Edwardsville
- USDA
- Metro Market
- Community-Supported Agriculture
- Local Farmers
- St. Louis Food Policy Council

## CITY OF CHAMPIONS SPORTSPLEX AND RECREATIONAL PROGRAMMING

### LEAD ORGANIZATION

Mt. Sinai Development Corporation  
Sinai Family Life Center

### LENGTH OF TIME

MARCH 2026 – SEPTEMBER 2026

### POTENTIAL FUNDING SOURCES

- City of East St. Louis
- St. Clair County Intergovernmental Grants
- Jackie Joyner-Kersey
- Foundations
- Cardinal Care
- MLS

### COST RANGE

\$\$\$\$-\$\$\$\$\$

### PLAN REFERENCES

Social Wellbeing Goal 5  
Land Use Strategy 2

## WINSTANLEY COMMUNITY PARK AT THE TRIANGLE

### LEAD ORGANIZATION

Mt. Sinai Development Corporation

### LENGTH OF TIME

MAY 2027 – SEPTEMBER 2027

### POTENTIAL FUNDING SOURCES

- Eastside Park District
- Illinois Arts Council
- City of East St. Louis
- St. Clair County Intergovernmental Grants
- Foundations

### COST RANGE

\$\$\$\$

### PLAN REFERENCES

Public Realm Goal 2, Strategy B  
Land Use Strategy 2

## ROAD AND INFRASTRUCTURE IMPROVEMENTS

### LEAD ORGANIZATION

City of East St. Louis

### LENGTH OF TIME

ANNUAL CAPITAL PUBLIC  
IMPROVEMENT INVESTMENTS

### POTENTIAL FUNDING SOURCES

- Illinois Department of Transportation
- St. Clair County Intergovernmental Grants
- Ameren
- Illinois Water

### PLAN REFERENCES

Residential Vitality Goal 4 Strategy D  
Public Realm Goal 4

### COST RANGE

\$\$\$\$\$

# 13

**APPENDIX**









MAY 2019

**DEVELOPMENT STRATEGIES®**

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Chapter One

INTRODUCTION AND  
NEIGHBORHOOD MARKETABILITY

## INTRODUCTION AND SUMMARY

This study focusses on existing real estate market conditions within the Winstanley neighborhood of East St. Louis. It also identifies various opportunities and challenges within the neighborhood, as well as certain development tools and incentives necessary to stimulate new investment.

The purpose of this study is to assess existing market conditions within the Winstanley neighborhood (Study Area) of East St. Louis. Throughout the report, the market viability of residential and commercial land uses are examined. The result is a summary of development typologies that exist throughout the Study Area and conclusions regarding their economic feasibility, with various tools and incentives available for each typology.

While this study briefly considers local site and community context, demographic trends, and demand, it is focused primarily on existing competitive supply. This will result in conclusions regarding the types of real estate developments that are viable within the Study Area, as well as achievable rents/prices, values, and development costs for these varying products.

As this report will demonstrate, development opportunities are very limited within the Study Area. While national and local demand for affordably-priced housing in centrally located, walkable, mixed-use neighborhoods has increased in recent years, the Study Area has severely diminished marketability due to decades of population loss, high crime levels, diminished public services, and widespread disinvestment. As such, rent and sale prices for traditional residential and commercial space remain well below levels necessary to support renovation or construction costs typically incurred by real estate professionals. This greatly limits the amount of development that can occur without subsidy. If feasibility gaps and other development encumbrances are overcome—tax credits secured, public/private partnerships established, and grants awarded—certain parts of the Study Area could be redeveloped with new quality housing and commercial space.



STUDY AREA





## MARKETABILITY: SWOT ANALYSIS

An evaluation of the strengths, weaknesses, opportunities, and threats (SWOT) of the Winstanley neighborhood was undertaken to identify the factors that support or detract from its overall marketability.

The Study Area has some factors that make it marketable for housing, retail, and other complementary uses, but many others that complicate growth and development. These need to be addressed in order to stimulate increased development and economic activity. Following is a partial list:

**Strengths:** The Study Area is within close proximity to the region's employment opportunities and cultural amenities. It is well-served by transportation networks, including multiple interstate highways that converge nearby and public transportation, with two MetroBus routes that run through it two MetroLink light-rail stations within a half-mile. The neighborhood is also anchored by several churches and religious institutions.

**Weaknesses:** There is a large presence of vacant, abandoned, and/or deteriorated properties within the Study Area compared with other areas of St. Louis. There is also a heightened degree of actual and perceived crime that negatively impacts its marketability. Poorly performing public schools, a crumbling infrastructure, and other diminished public services are also significant negative factors.

**Opportunities:** Recent efforts by RISE and the Mt. Sinai Development Corporation to develop new affordable rental housing in the neighborhood have been successful and should be leveraged to support further progress. The neighborhood also contains large amounts of vacant or underutilized property available for acquisition and redevelopment. There may also be an opportunity for new commercial services that could meet local demand.

**Threats:** Perhaps the largest threat to the Study Area is continued public-sector dysfunction and any reductions in public subsidy sources such as Low Income Housing Tax Credits (LIHTC) or HUD project-based rental assistance. The neighborhood has already received considerable aid through these programs, which will continue to be necessary in financing future projects.



**STRENGTHS**

- Proximity to Downtown St. Louis and regional amenities
- Access to regional transportation networks
- Access to public transportation
- Strong religious and institutional presence

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**WEAKNESSES**

- High levels of actual and perceived crime
- Underperforming school district
- High concentrations of vacant and abandoned properties
- Diminished public services
- Poor quality of infrastructure
- High concentrations of poverty

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**OPPORTUNITIES**

- Leverage recent efforts by non-profits to support further stabilization efforts
- Increase availability of high-quality affordable housing
- Connect more residents to transit
- Community involvement and empowerment
- Large amounts of vacant or underutilized property

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**THREATS**

- Reduction in public subsidies available to the neighborhood
- Continued disinvestment
- Public sector dysfunction
- Rising crime rates
- Disengagement from neighborhood residents and youth

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Chapter Two

REGIONAL TRENDS AND DEMOGRAPHICS



## TRENDS AND MARKET AREAS: AREA AND REGIONAL OVERVIEW

Despite its central location within the St. Louis region, East St. Louis has continued experiencing population loss, property abandonment, and disinvestment, a nearly 70-year trend.

Currently the 21<sup>st</sup> largest in the country, the St. Louis Metropolitan Statistical Area (MSA) is home to more than 2.8 million people spread across 14 counties in Missouri and Illinois. At its core is the city of St. Louis, which contains roughly 11 percent of regional population and the region's primary cultural, institutional, employment, and entertainment destinations. It is bordered to the west by St. Louis County, which contains roughly a million people living in 90 separate municipalities.

Historically a center for manufacturing, St. Louis has transitioned to a mostly service-based economy, with strengths in healthcare, education, and finance. It is home to nearly 40 colleges, universities, and technical schools, including Washington University, University of Missouri-St. Louis, and Saint Louis University. It also has the largest concentration of investment brokerages west of Manhattan, acts as the financial center of a large portion of the Midwest, and serves as the headquarters of the Eighth Federal Reserve District Bank.



DEVELOPMENT STRATEGIES

Located on the eastern banks of the Mississippi River directly across from Downtown St. Louis, the city of East St. Louis has declined in population from its peak in 1950 of about 82,000 to its current level of 25,000. Most of this population loss has been due to the broad suburbanization of the St. Louis region, which has left large segments of its historic urban core vacant, underutilized, and/or distressed. Nearly all of East St. Louis experienced considerable levels of disinvestment and abandonment. Relative to the rest of St. Clair County and the region, East St. Louis and the Study Area have significantly lower household incomes and property values, higher levels of crime (both perceived and real), and signs of urban decay apparent throughout.

Given these historical trends and existing conditions, market-based development opportunities are very limited. While some construction has occurred, such as Sinai Village, nearly all local development over the past 50 years has been publicly subsidized. However, additional investment is necessary for long-term stabilization and improvement, indicating continued need for public-private partnerships.



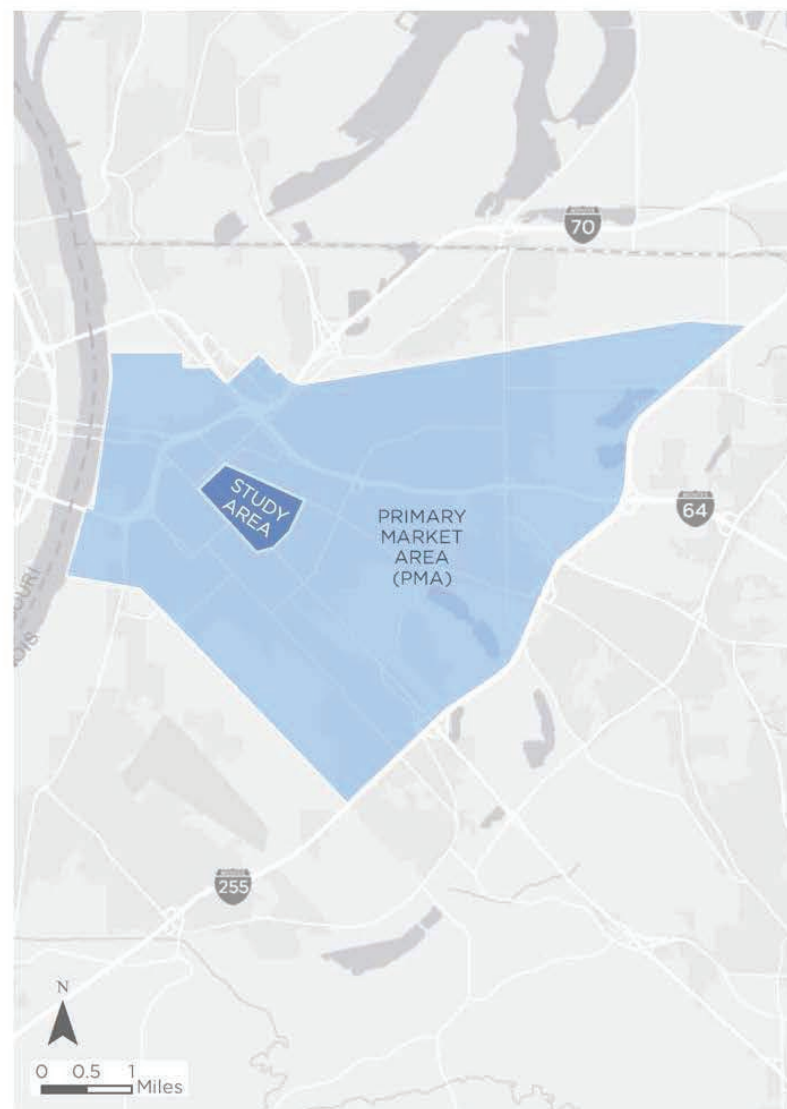
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## DEFINITION OF PRIMARY MARKET AREA

Market Areas are defined by hard and soft boundaries, as well as consumer preferences. Market area trends are analyzed to gain insight into demographic characteristics that drive housing demand to determine real estate product types suitable for the Study Area.

In market analysis, a Primary Market Area (PMA) is defined as the smallest geographic area from which a high percentage (often 75 percent) of support for a project will be drawn. Market area boundaries are sometimes defined by hard features, such as rivers, highways and other major thoroughfares, railroads, etc. Market areas are also often defined by soft boundaries—that is, marked changes in socio-economic conditions such as income, density, ethnicity, and educational attainment.

The PMA for the Winstanley neighborhood is generally the portion of St. Clair County west of Interstate 255 that includes most of East St. Louis, Washington Park, Centreville, and Alorton. Residents of these communities are accustomed to living in an urban environment that has experienced similar levels of disinvestment. While some households outside the PMA in nearby Madison, Cahokia, or Brooklyn are also prospective tenants, they are not as familiar with the neighborhood, making them less likely to relocate here if new housing is available.





	Study Area	PMA	St. Clair County	St. Louis Region
TOTAL POPULATION	2,644	27,588	266,425	2,859,358
POPULATION GROWTH 2010 - 2018	-1.1%	-1.0%	-0.2%	0.3%
MEDIAN HOUSEHOLD INCOME	\$16,500	\$19,800	\$53,700	\$59,900
MEDIAN HOUSING VALUE	\$67,000	\$62,000	\$135,000	\$180,000

Source: ESRI, 2019



## MARKET AREA DEMOGRAPHICS

Compared to other parts of the St. Louis region, the PMA has a high proportion of low-income households, low levels of education, and low home values. The market area has experienced significant population loss since 2000 and has a large supply of vacant housing.

### QUICK FACTS

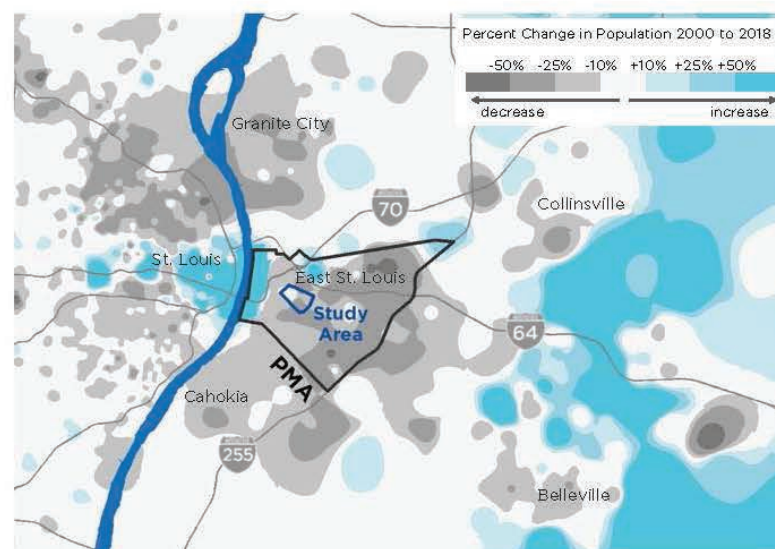
#### PRIMARY MARKET AREA

- 58%** of households earn less than \$25,000 annually
- 17%** of residents have an associates degree or higher
- 59%** of housing units are renter-occupied
- 24%** of housing units are vacant
- 17%** of residents use transit

## POPULATION CHANGE

The St. Louis region has experienced moderate growth over the past 18 years, increasing by nearly seven percent, or 184,400 new residents. This population growth has spurred new development throughout the region, but this activity has mainly occurred in suburban areas of the region and in select neighborhoods of St. Louis City.

Consequently, some communities have not shared in the same level of investment and have remained stagnant or in decline. This is the case for East St. Louis, which lost roughly 25 percent of its population since 2000, resulting in high vacancy rates, property abandonment, and blighted conditions.



## HOUSEHOLD INCOME

The PMA's socio-economic conditions limit market-based opportunities for new retail and housing, as household incomes are considerably lower than the rest of the county and region. According to ESRI, the PMA's median household income is \$19,820, which is roughly one-third of the regional median household income (\$59,867). Additionally, 39 percent of households earn less than \$15,000 and are well below the poverty line. A majority (82 percent) of households in the PMA earn less than \$50,000, while conversely, a majority (53 percent) of households in the surrounding county earn more than \$50,000. Consistent with national trends, income levels and educational attainment are intrinsically linked as only nine percent of PMA residents (aged 25 and older) have a bachelor's degree or higher compared with the regional average of 34 percent.



DEVELOPMENT STRATEGIES

## HOUSING VALUES

The housing tenure of occupied housing units in the market area is 59 percent renter-occupied despite a majority—60 percent—of housing units that are single-family homes. East St. Louis has roughly 12,000 housing units (1,000 less than the market area), only 79 percent of which are occupied. The significant population loss the past two decades has resulted in more than 2,500 housing units becoming vacant, consequently driving housing values down considerably. Spatial patterns of housing values are generally consistent with household income; areas to the east and south of the market area in St. Clair County have significantly higher housing values relative to the market area. The median home value in the market area is just over \$62,000, which is less than half of the median home value in the county (\$135,000) and a third of the median home value in the region (\$180,000). Given the relatively low property values, the feasibility of market-based investment is very limited.



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Chapter Three

REAL ESTATE MARKET ANALYSIS



MARKET ANALYSIS: A PROCESS OVERVIEW

Arriving at a market-supported development program requires evaluating land use through different lenses—supply, demand, and future growth trends.

DEMAND

This study evaluates demand to determine if there are undersupplied residential or commercial products in the market. This often requires standard demographic analysis of consumer segments to determine who might live in a particular location, as well as an estimate of resident-driven demand for retail services.

SUPPLY

Analysis of existing supply indicates a great deal about what the market will support in terms of rents and sales prices. It indicates preferences for specific

products or locations. Sometimes, analysis of the competitive market can reveal specific opportunities for developers by identifying newer, more competitive types of development that achieve product differentiation by focusing on quality, amenity, or design.

GROWTH TRENDS

An assessment of future growth can reveal opportunities for new development, be it housing or retail. For example, projection can indicate future housing or shopping needs that are not currently present.



## HOUSING OVERVIEW

The for-sale housing market in East St. Louis faces considerable challenges due to low home values and appreciation rates that fall well below the region as a whole.

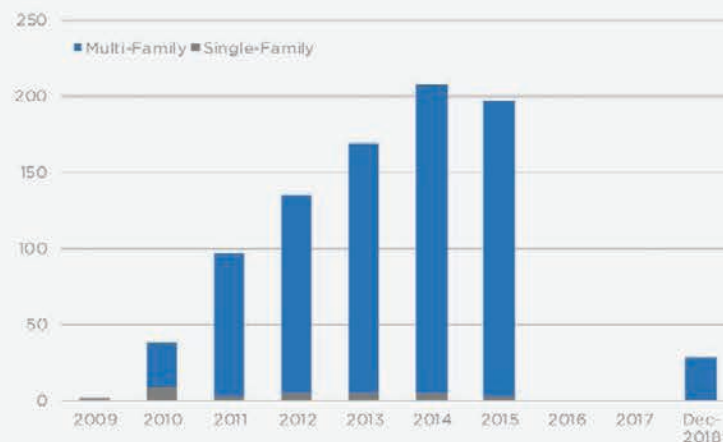
For-sale housing options in the market area consist almost entirely of modest one- and two-story homes built from the 1920s through the 1950s. Many of the homes—24 percent—are vacant and deferred maintenance and functional obsolescence is common.

East St. Louis has accounted for only 13 percent of permitting activity in St. Clair County over the past decade, with extremely limited activity in the past few years. Roughly 97 percent of the housing permits issued in the city since 2009 have been for multi-family development. The city saw an uptick in multi-family permitting between 2010 and 2014, increasing substantially in that time to the city's peak in 2014. Since 2015, however, any momentum the city had stalled, with only 28 permits issued in the past three years.

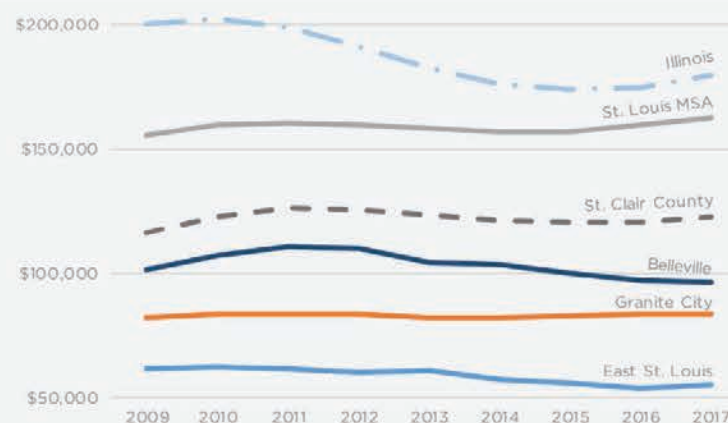
A survey of for-sale options within East St. Louis shows a high number of homes for sale at very low prices. According to Zillow current list prices range from as low as \$10,000 to roughly \$70,000, with prices per square foot ranging from under \$10 to \$65. The line graph at right shows the median home values for East St. Louis, two nearby cities (Belleville and Granite City), St. Clair County, the St. Louis MSA, and Illinois. Regional and statewide median home values have historically been much higher than those seen locally. East St. Louis comparatively has the lowest median home values, and together with Belleville and Granite City, have failed to appreciate at rates consistent with other parts of the St. Louis region.

For many families, their home is their largest investment and the lack of home value appreciation has strong negative implications for household financial stability and wealth accumulation. Likewise, this trend acts as a deterrent for families who may choose to seek housing in communities where long-term trends are more positive.

**EAST ST. LOUIS BUILDING PERMITS: 2009–2018**  
Source: U.S. Dept. of Housing and Urban Development, 2019



**HISTORIC MEDIAN HOME VALUES**  
Source: ACS, 2019



Despite a fairly robust apartment and rental housing market throughout the St. Louis region, East St. Louis has struggled with lower rents and a lack of new market rate development.

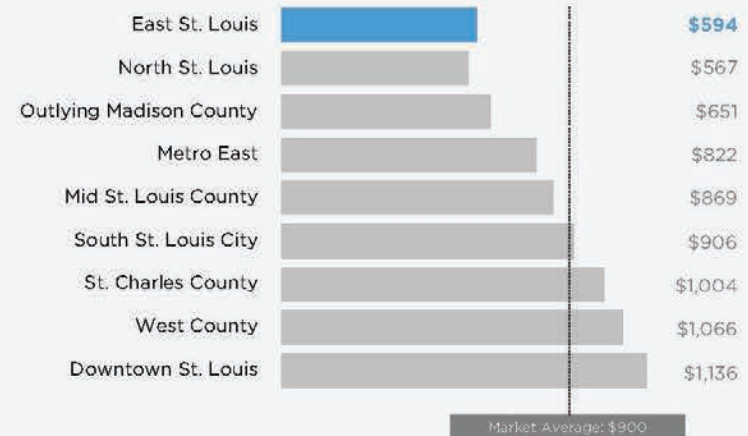
Apartment development in St. Louis has been fairly robust in recent years. The St. Louis region added roughly 7,000 new apartment units since 2015, with an additional 3,500 units currently under construction. However, nearly all of this new development has been located outside of the East St. Louis submarket and in more marketable locations such as St. Louis City, Central St. Louis County, and suburban St. Charles County. The sharp increase in rental housing in the region (more than 2,500 units delivered last year) has pushed the vacancy rate near nine percent, while asking rents increased moderately at 1.7 percent.

According to CoStar, the average market rent in the East St. Louis submarket is \$594 per month, which is second-lowest in the region behind North St. Louis and well below the regional market average. The Metro East's average market rent is \$822 per month, which highlights the disparity between East St. Louis and its suburban neighbors. Its low rents are due to the generally poor condition of market rate properties combined with a lack of demand due to the disinvestment, crime, widespread poverty, unemployment, and dramatic population decline.

As shown in the graph at right, East St. Louis has not captured any of the region's market rate apartment development in the past decade. Deliveries in the St. Louis MSA reached an eight-year peak last year, while St. Clair County had the most deliveries in 2011 (512 units). The county captured a sizeable share of the region's growth in that year, although a much smaller share in 2015 and 2019 YTD. Although St. Clair County has experienced sporadic yet modest apartment growth since 2010, none of the new market rate deliveries occurred in East St. Louis.

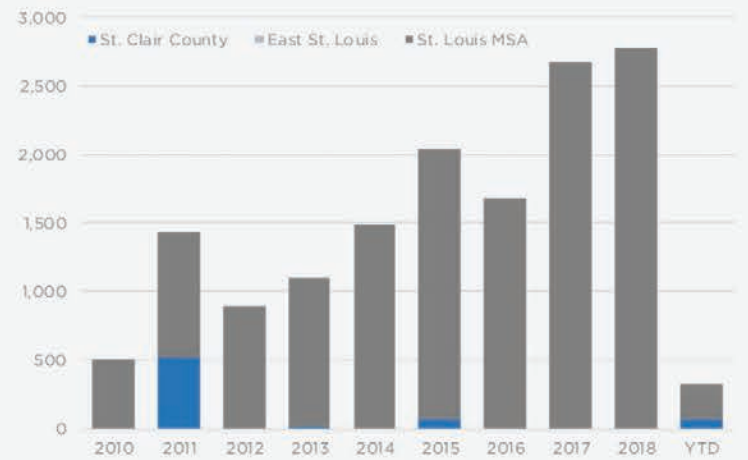
#### APARTMENTS ASKING RENTS BY SUBMARKET

Source: CoStar, 2019



#### SHARE OF MARKET RATE APARTMENT DEVELOPMENT

Source: CoStar, 2019





## EXISTING SUPPLY: FOR SALE

Newly renovated or built-for-sale housing in the PMA is extremely limited, as most of the housing stock is comprised of older single-family and two-family homes, with widely disparate degrees of maintenance. In order to estimate achievable market values for new or renovated properties, information on recent home sales has been provided.

With a housing stock that is considerably older, often in poor or below average condition, and sometimes obsolete, quality for-sale housing options are very limited within the market area. While most homes in the neighborhood can be acquired for less than \$50,000, they are often in poor condition and require a considerable investment—both in money and time—that a typical home buyer is not willing or able to make. While a small market may exist for individual rehabbers, these types of transactions typically involve experienced developers and real estate professionals who are currently unwilling to invest in East St. Louis.

To establish achievable pricing for new housing, a number of recently sold properties have been identified and summarized on the following pages. This includes a mix of relatively new construction single-family homes, as well as homes built in the late 1970's and 1990's. Prices for these properties generally range from \$50,000 to \$75,000, or roughly \$35 to \$55 per square foot, with smaller homes selling for more on a per square foot basis. Homes with higher levels of interior finish can also achieve pricing above this range, but they cost significantly more to build and are not appropriate for prospective buyers in the neighborhood.

1

**612 N 8th St.**

SINGLE-FAMILY HOME

BUILT 2003

2BR/1Ba  
1,493 SQ FT

**SALE PRICE:**  
**\$65,000**  
**\$44/SF**



2

**618 N 7th St.**

SINGLE-FAMILY HOME

BUILT 1999

2BR/1Ba  
1,316 SQ FT

**SALE PRICE:**  
**\$50,500**  
**\$38/SF**



3

### 1827 LAWRENCE

SINGLE-FAMILY HOME

BUILT 1998

3BR/2Ba  
1,188 SQ. FT

**SALE PRICE:**  
**\$65,000**  
**\$55/SF**



4

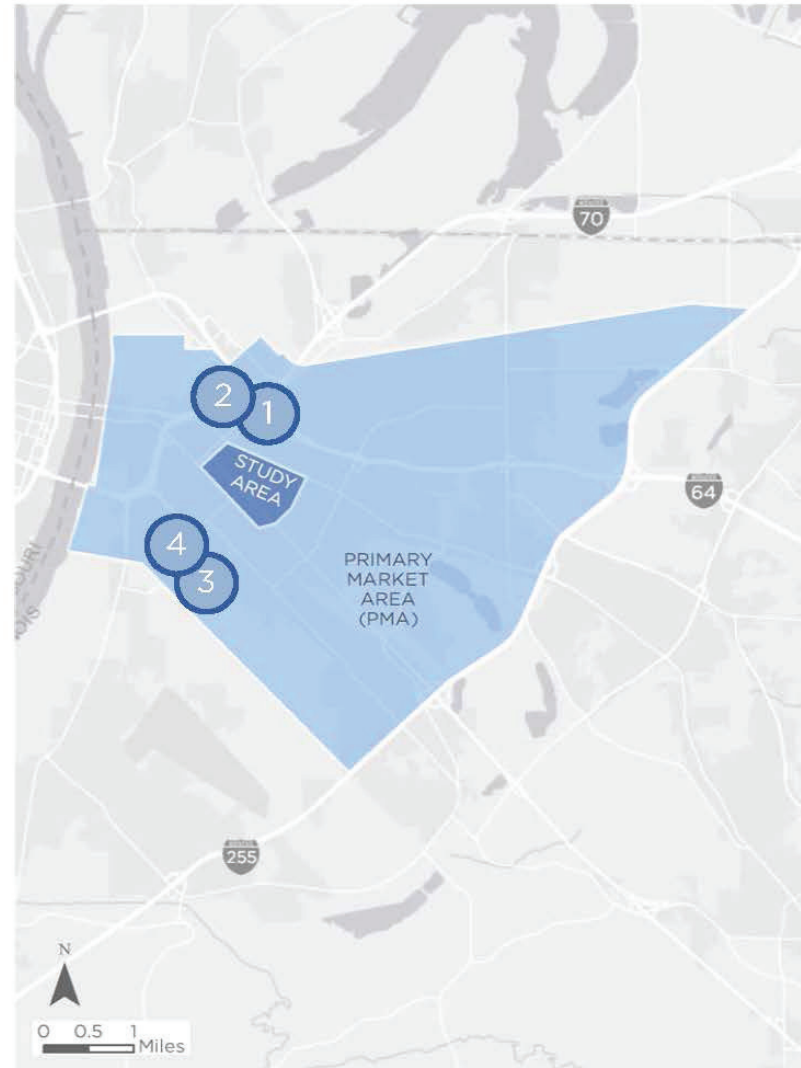
### 1624 CENTRAL

SINGLE-FAMILY HOME

BUILT 1979

4BR/2Ba  
1,682 SQ. FT

**SALE PRICE:**  
**\$73,000**  
**\$43/SF**





## EXISTING SUPPLY: RENTAL

Rental units comprise roughly 60 percent of the occupied housing stock, but new quality rental housing is very limited in the PMA. All of the rental housing built within the past 30 years consists of affordable housing developed with the support of LIHTC, Section 8, and other public subsidies, while market rate options are contained almost entirely in older, deteriorated properties.

### AFFORDABLE

A large share of rental housing—roughly 42 percent—within the PMA is either affordable housing developed with the assistance of Low-Income Housing Tax Credits (LIHTC) and/or other public funding sources (Section 8, Section 202, etc.), or is public housing. Additionally, nearly all of the new rental housing built during the past 30 years is affordable, consisting primarily of three principal affordable rental housing communities.

Developed in 2011 and 2014, Sinai Village includes 60 two-, three-, and four-bedroom units affordable to families at 30, 50 and/or 60 percent of AMI. The two phases of Parsons Place were completed in 2002 and 2005, adding 210 units of mixed-income rental housing available to families at 40, 50, and/or 60 percent of AMI, as well as 66 market rate units. Central City Apartments was completed in 2006 and added 40 units for families at 40, 50, and/or 60 percent of AMI, as well as nine market rate units and 34 public housing units.

With the exception of these affordable housing properties, very little new development has occurred in the PMA for decades and most market rate rental housing is very old and in fair to poor condition. Most other rental housing is highly subsidized through the public housing and/or Section 8 programs, with high occupancies and long waiting lists.

#### Central City

**Years Built**  
2006

**Occupancy**  
100%

**Avg. Rents  
(50% & 60% AMI)**  
1BR: \$623, \$0.80/SF  
2BR: \$755, \$0.70/SF  
3BR: \$840, \$0.66/SF



#### Parsons Place

**Years Built**  
2002 — 2005

**Occupancy**  
96%

**Avg. Rents  
(60% AMI)**  
1BR: \$665, \$0.93/SF  
2BR: \$750, \$0.85/SF  
3BR: \$930, \$0.77/SF



#### Sinai Village

**Years Built**  
2011 — 2014

**Occupancy**  
100%

**Avg. Rents  
(50% & 60% AMI)**  
2BR: \$620, \$0.50/SF  
3BR: \$720, \$0.52/SF  
4BR: \$780, \$0.46/SF







### Jazz at Walter Circle

**Years Built**  
2014

**Occupancy**  
100%

**Avg. Rents  
(ACC/Section 8)**  
1BR: 30% of Income  
2BR: 30% of Income



### Rush Senior Gardens

**Years Built**  
2009

**Occupancy**  
98%

**Avg. Rents  
(Section 8)**  
1BR: 30% of Income



### Cottonwood Park

**Years Built**  
1983

**Occupancy**  
91%

**Avg. Rents**  
1BR: \$595, \$1.06/SF  
2BR: \$695, \$0.87/SF

## SENIOR AFFORDABLE

Affordable senior housing in the PMA is limited to two newer deeply-subsidized properties and a few older Section 8 and public housing properties. Rents at these properties are based on 30 percent of the tenant's income.

The newest property is Jazz at Walter Circle, which contains 74 one-bedroom and two-bedroom units supported by Section 8 and ACC subsidies. It was developed with partial financing from New Markets Tax Credits (NMTC) and is currently 100 percent occupied with a waiting list. Rush Senior Gardens was built in 2009 and is 98 percent occupied with a waiting list. Both properties are good indicators of the strong demand that exists in the PMA for quality affordable rental housing for seniors.

## MARKET RATE

The only new market rate housing in the PMA is contained within Parsons Place and Central City Apartments, which include a total of 75 market rate apartments. Rents for these units are roughly five to ten percent higher than the highest affordable rent, with occupancy rates ranging from 95 to 100 percent.

Outside of these, the nearest professionally-managed market rate rental housing consists of older, garden-style apartment properties in nearby communities such as Cahokia or Granite City, which also have similar challenges as East St. Louis, although not to the same degree. In many instances, the market rents at these properties are lower than the affordable rents at newer LIHTC properties, which is due to their inferior conditions and quality. Cottonwood Park in Cahokia is one example of this type of property.

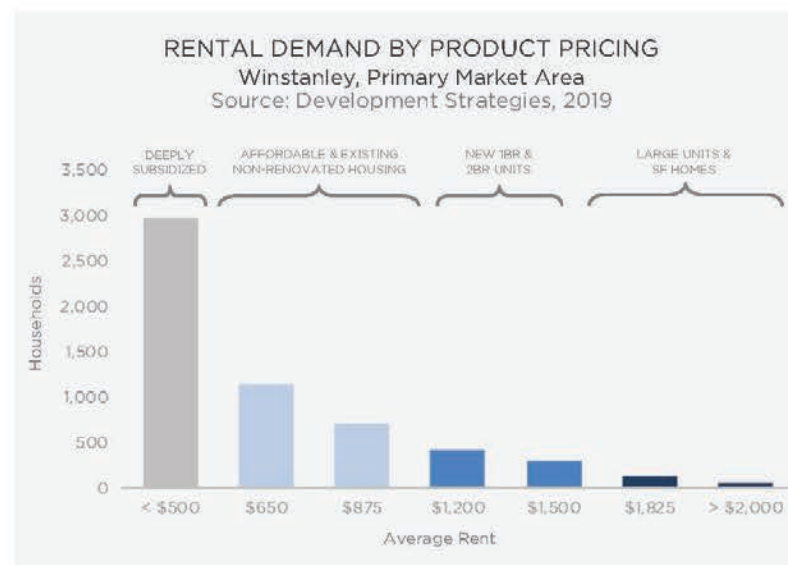
## DEMAND: CONVENTIONAL ANALYSIS

Conventional market analysis yields insight into potential market support for housing products across various price points. Given income and tenure trends in the study area, the greatest demand is for deeply-subsidized rental housing, while support for for-sale options is mixed.

Conventional market demand analysis utilizes household income data to determine for-sale and rental housing price points with the highest support in the market area. By converting income to the monthly rent or mortgage payment that a household can afford, this methodology highlights potential support for a variety of housing products. However, it is just one component in the broader analysis of overall demand, which takes into account additional consumer preferences as well as an assessment of recent real estate trends.

More than half of all households in the study area rent, and they are disproportionately low-income, with the broadest overall support for deeply-subsidized rental properties with monthly rents below \$500. Though there is marginal support for rental options in the \$650 to \$875 range, this support decreases dramatically around the \$1,000 per month price point. Rents at these levels are generally insufficient to support new construction without additional subsidies, and this distribution highlights the continued need for quality affordable rental options.

For-sale trends are somewhat mixed. Conventional analysis highlights the greatest support for homes priced around \$125,000, with a significant number of households also able to afford those priced at \$185,000 and above. This is largely at odds with the overall supply in the market area, which has seen very limited new construction in the past two decades and most recent sales below \$100,000. Households in the upper ranges of affordability may not be active in the for-sale market for a number of reasons. Many may simply be long-time East St. Louis families that choose to stay in the area and prefer to allocate less of their income towards housing, while others may be senior households who have already paid off their home.





## DEMAND: AFFORDABLE

Affordable housing is typically addressed with tax credits used as equity to help finance the development of a property, while subsidized housing is generally addressed with federal programs that provide households a rent subsidy. Increased targeting and usage of these subsidies within the Study Area could greatly improve housing conditions for a large share of current residents.

The implications of affordable housing for the market area are significant, as it has been the only viable development typology in East St. Louis for recent years. Sinai Village has helped stabilize the Martin Luther King Drive corridor, while public housing occupies a large site near the intersection of Missouri Avenue and 10<sup>th</sup> Street.

Based on HUD-published household income limits for three-bedroom units in St. Clair County, there are roughly 8,000 households within the PMA that would be income-eligible for units at 60 percent of AMI, with 7,400 households eligible for housing at 50 percent of AMI. This represents nearly 80 percent of

all households in the PMA, and far outpaces the existing supply of about 2,500 affordable units. Some portion of this persistent demand could be met with a combination of federal programs that include LIHTC, Section 8 subsidies, and other development incentives.

At achievable LIHTC rents, roughly 1,650 households in the PMA would be income-qualified for affordable rental housing at 60 percent AMI without additional project-based rental assistance. Applying a reasonable capture rate of 10 percent, any one affordable project in the Study Area could serve up to 165 households. Section 8 vouchers or a similar form of rental subsidy would provide an additional demand pool of more than 6,300 very low-income households.





## RETAIL MARKET OVERVIEW

New regional retail development has been modest in recent years relative to previous decades and the Metro East and St. Clair County have received less than their fair share of development. New retail space in East St. Louis has also been limited to roughly 42,000 square feet of space.

New retail construction in the St. Louis region has been modest in recent years, as the development community has adjusted to the effects of the Great Recession, rise in online shopping, and changing shopping preferences. From 1999 to 2008, roughly 34 million square feet of retail space was delivered to the market, an annual average of 3.4 million square feet. Since 2013, however, the market has averaged roughly 900,000 square feet of new space per year. During this latter time period, developers have become more selective about location and have altered their developments to include smaller scale destination-style retailers with a mix of full-service restaurants.

By most accounts, the Metro East has performed at levels below their share of the population. Despite having about 25 percent of the region's population, roughly 720,000 square feet, or 12 percent of total regional space, was built in the Metro East since 2013. At 4.1 percent, the average vacancy rate for the Metro East is slightly below the regional average of 4.4 percent, but average asking rents are lower than the regional average at \$11.59 per square foot.

While St. Clair County accounted for nearly half of all retail development in the Metro East, East St. Louis added just 42,000 square feet of new retail space in the past decade. CoStar currently reports limited vacancies, but nearly all of the space include in its survey is contained within two or three professionally managed centers or owner-occupied properties and the many vacant or abandoned commercial buildings located throughout the city are not included.

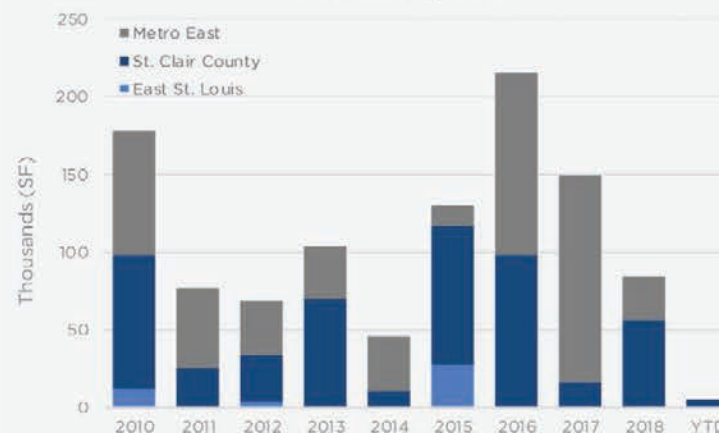
SHARE OF REGIONAL RETAIL GROWTH SINCE 2013



Source: CoStar

SHARE OF METRO EAST RETAIL GROWTH

Source: CoStar, 2019

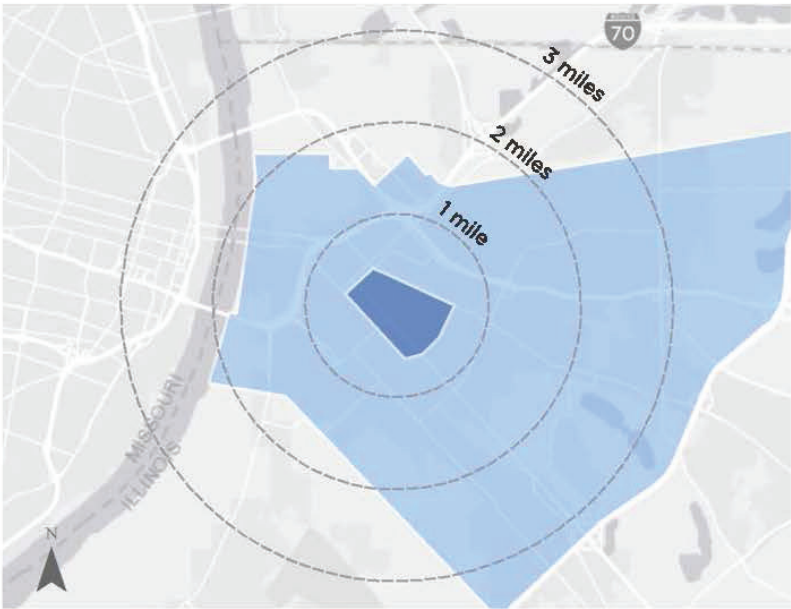


RETAIL MARKET AREAS

The market for new retail development in the Study Area will come primarily from a customer base residing within one or two miles, or a roughly five- to ten-mile drive..

Some types of establishments, such as grocery stores and pharmacies, generally only attract shoppers from short distances away; while others types, such as regional retail centers, entertainment venues, and high-end restaurants will draw its customer base from a much broader trade area.

When considering the types of retail that would be appropriate in Winstanley, it is important to measure the level of support that will come from within or two miles of the Study Area due to the Mississippi River on the west and demographic changes to the east. For these reasons, any new retail uses in Winstanley will need to be appropriate for a customer base within one or two miles, or a five- to ten-minute drive.



DEVELOPMENT STRATEGIES

Type of Center	Typical Anchor	Gross Leasable Area (Sq. Ft.)	Population Support	Radius (mi.)/ Drive Time (mins.)
Neighborhood				
	Drugstore/ Supermarket	30,000 - 100,000	3,000 - 40,000	1.5/5-10
Community				
	Junior Box or Anchor Store	100,000 - 450,000	40,000 - 150,000	3-5/ 10-15
Regional				
	1-2 Big-box or Anchor Stores; Entertainment Component	300,000 - 900,000	>150,000	8/15-20
Super Regional				
	3-4 Big-box or Anchor Stores; Entertainment Component	500,000 - 2,000,000	>300,000	12/20- 30

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## COMMERCIAL SUPPLY

State Street Center is the only large-scale retail center near the Study Area and is the primary daily needs shopping destination for Winstanley residents. Some additional local retail provides other options, but most other nearby professionally managed centers are located on the edge or outside of East St. Louis.

### RETAIL CENTERS

Modern local retail options are very limited and residents in the Study Area are primarily served by the State Street Shopping Center, which is within two miles. The center was mostly built between 1999 and 2006 and contains roughly 174,000 square feet of commercial space anchored by a Save-A-Lot grocery store, Walgreens pharmacy, a Family Dollar, and a Gateway Market grocery store. Additional in-line retailers, fast-food restaurants, and car-parts stores also occupy the center. As shown in the map on the opposite page, this is the only large retail center in central East St. Louis.

Current rents at State Street Center range widely depending on the size and condition of the space and recent lease rates for smaller in-line spaces range from about \$8.00 to \$12.00 per square foot, while the larger, anchor spaces lease for between \$6.00 and \$8.00 per square foot. According the broker managing the property, the center is fully occupied.

The next closest retail centers to the Study Area includes the 27,500-square foot Save-A-Lot Plaza, roughly six miles east on the eastern edge of East St. Louis, and a cluster of larger centers along Camp Jackson Road in Cahokia about eight miles south. While they provide additional shopping and grocery options, including a Walmart Supercenter, the Study Area is on the edge or outside of both trade areas.

With only one shopping center of significant size within two miles of the Study Area, local residents are generally underserved in regards to general merchandise and other daily needs retail. However, a lack of sufficient demand

and other concerns related to security will continue to deter new retail development.

### OTHER RETAIL AND COMMERCIAL SUPPLY

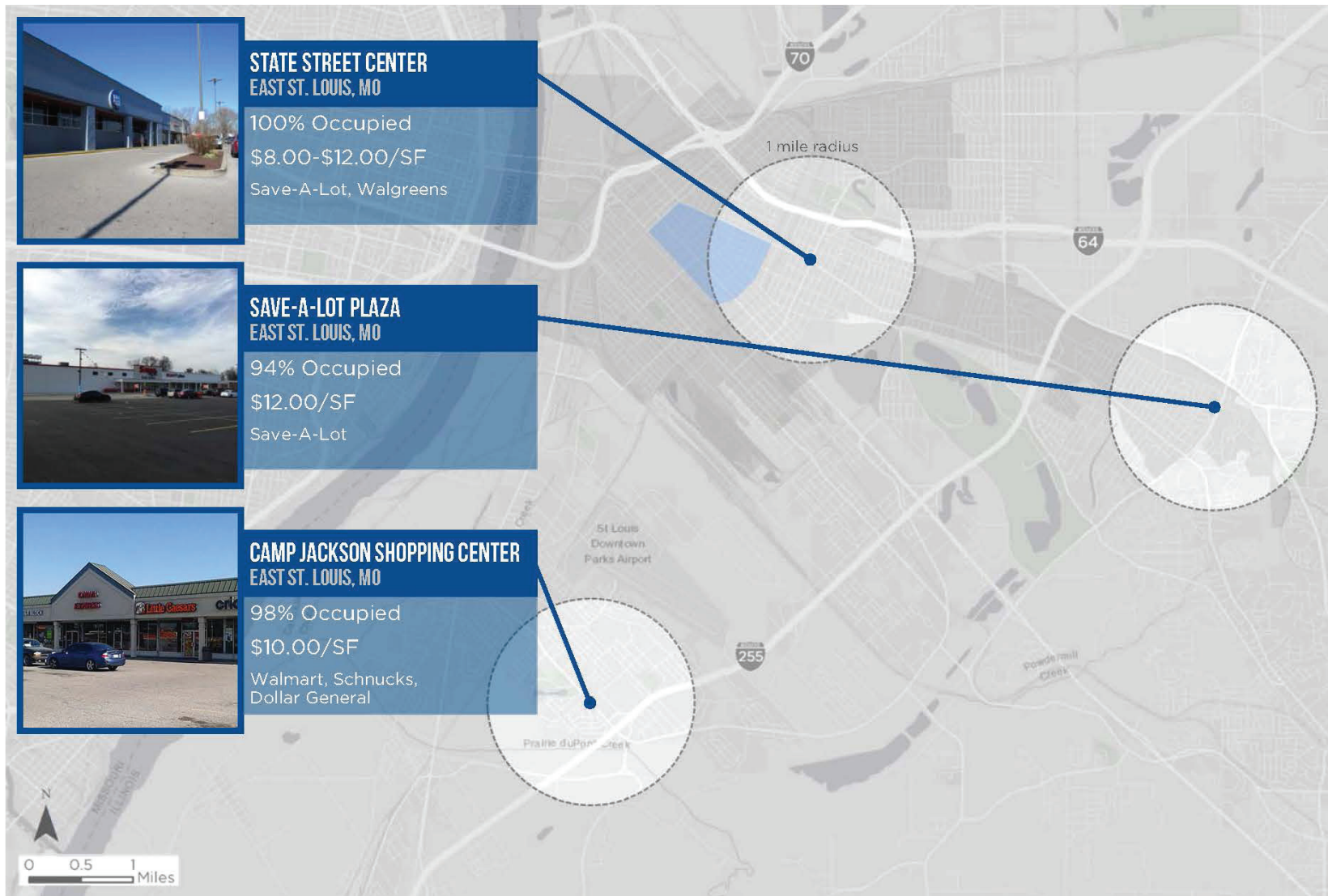
Other local commercial space includes freestanding retail and various type of small commercial buildings that vary considerably in age and condition, and are often not professionally managed. These properties are prevalent in the Study Area and consist of older, one- or two-story buildings that are built up to the sidewalk. Few buildings are configured for car access and feature drive-thrus and/or on-site parking.

Most of these buildings are currently either vacant or owner-occupied; therefore, they provide no information regarding lease rates. However, a review of leases for recently renovated properties in other parts of St. Clair and Madison counties indicate lease rates ranging from \$6 to \$8 per square foot. This peripheral information is the best indication of achievable rents for newly renovated space within the Study Area.





## RETAIL CENTERS



## MARKET ANALYSIS: RESIDENT DEMAND

A gap analysis indicates that much of the retail demand in the market area is currently being met, while nearby big box stores and the growth of online retail has captured a significant portion of additional spending.

Demand gap analysis helps to determine whether a market is underserved or oversaturated. The average household spends roughly 30 percent of its income on retail goods. By comparing the types of goods that households are buying with the actual stores in a market area, gap analysis can determine whether supply is effectively meeting demand. If not, there may be opportunities to build more now or in the future.

The gap analysis highlights an oversupply of gasoline stations, liquor stores, and bars, indicating that customers are coming from outside the market area to patronize businesses in these categories. Much of this is due to East St. Louis' location near the interchange of interstates 55, 70, and 64 and convenient vehicular accessibility, and the relative resilience of these categories in areas where retail spending dollars are limited.

The market for grocery stores is in relative equilibrium, while a small amount of unmet demand remains for categories such as automotive parts and accessories, electronics, home furnishings, and sporting goods. However, the surge in online shopping over the past two decades has captured much of the remaining retail spending potential in these categories, and residual demand is likely insufficient to support new development.

Most salient is the undersupply of about 100,000 square feet in the General Merchandise category. This generally includes big-box retailers such as Target and Walmart who provide a wide range of everyday household supplies at competitive price points. Though much of this demand is being met by existing stores within a short drive of the market area—there are Walmart stores in Cahokia and Granite City and Target stores in Fairview Heights and Belleville—an additional store may be feasible in the market area. Appropriate retailers to address this need include Dollar General, Walmart Neighborhood Market, and 7-Eleven. Given the need for a small grocery to serve the neighborhood, an Aldi or similar store would also be appropriate here.



## RETAIL GAP—OPPORTUNITY SUMMARY

## BIG BOX



General  
Merchandise  
100,000 s.f.



Sporting  
Goods  
15,000 s.f.

Home  
Furnishings  
12,000 s.f.



Building  
Materials  
~30,000 s.f.



## NEIGHBORHOOD SCALE



Electronics  
15,000 s.f.

Auto Parts  
~6,000 s.f.



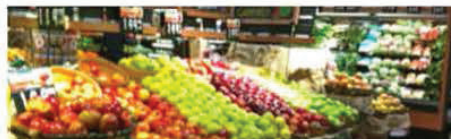
Apparel  
13,000 s.f.

Gas Stations  
~7,000 s.f.



Restaurants  
& Bars  
13,000 s.f.

Pharmacies  
~7,000 s.f.



Grocery  
4,000 s.f.

Specialty  
Food/Liquor  
~22,000 s.f.



Source: ESRI



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Chapter Four

DEVELOPMENT CONCLUSIONS  
AND TYPOLOGIES

## DEVELOPMENT CONCLUSIONS

Demand for development in the Study Area is limited and will continue to be predicated on the availability of certain development incentives and public subsidies for the foreseeable future. Strategic use of these incentives paired with increased investment in people, place, and community can lead to long-term improvement in market conditions.

As has been noted throughout this report, there is very limited demand for new market-based development in the Study Area due to a variety of factors. Rents and sale prices for residential and commercial properties remain well below other parts of the region. Demand for housing is highest at price points that cannot be delivered by the market without considerable public subsidy or other intervention.

Development costs—which have been estimated based on discussions with local developers and data from similar redevelopment projects—are an additional constraint to redevelopment in the Study Area. As will be demonstrated in the typology section, nearly every product has development costs that far exceed their property’s “as completed” development value, indicating lack of feasibility.

Therefore, without a significant paradigm shift in market preferences and attitudes, the ability of local developers and professionals to deliver quality housing and commercial products to the neighborhood will be based on their ability to secure various tax credits (LIHTC), subsidies (Section 8), and other development incentives (tax abatement, CDA assistance, grants, etc.). Many of these are finite resources and securing these tax credits often involves long and competitive application processes. This is also true for non-professional property owners in the Study Area.

Conclusions regarding suitable development products, or typologies, are summarized in the chart on the next page. Given the Study Area’s current marketability hurdles and constraints, development is generally limited to various types of affordable and subsidized housing, as well as small-scale retail developments.

Additional information detailing these typologies, including their “as completed” values, development costs, financing gaps, and contributing values of likely development incentives, are included at the end of the section. While any of these property types would be appropriate for the Study Area, each will require various incentives to develop. Therefore, details regarding incentives that are most suitable for these products is also provided at the end of the section.

USE	LOCATION	TOTAL AMOUNT	DEMAND POOL	BUILDING TYPE	UNIT TYPE AND SIZE	PRICE/RATE	COMMENTS
AFFORDABLE HOUSING	Throughout the Study Area	100-150 units	Deep	New Construction	1 BR 700 SF 2 BR 1,000 SF 3 BR 1,200 SF	\$0.70–\$0.90 psf	Total supply will be dependent on availability of LIHTC and other public funding sources
AFFORDABLE SENIOR HOUSING	Catalyst sites and other key intersections	50-75 units	Deep	New Construction	1 BR 600 SF 2 BR 800 SF	\$0.85-\$0.95 psf	Total supply will be dependent on availability of LIHTC and other public funding sources
FOR-SALE HOUSING	Adjacent to Sinai Village	10-20 units	Very Limited	New Construction	3 BR 1,500 SF	\$100K–\$125K	Dependent on Home Buyer Assistance programs and other subsidies
RENOVATED COMMERCIAL SPACE	Corner Retail	5,000-10,000 square feet	Limited	Renovation/Rehab	- -	\$6-\$8 psf (nnn)	Dependent on NMTC, HTC, grants, & other subsidies
GENERAL MERCHANDISE	Missouri Avenue	10,000 square feet	Moderate	New Construction w/ Surface Parking	- -	Owner Occupied \$2-\$3 psf lot pricing	Dependent on NMTC, TIF, and other subsidies
STRIP RETAIL	Missouri Avenue	5,000-10,000 square feet	Limited	New Construction w/ Surface Parking	- -	\$12 psf (nnn)	Dependent on NMTC, TIF, and other subsidies
FAST-FOOD RESTAURANTS	Missouri Avenue	4,000-5,000 square feet	Moderate	New Construction w/ Surface Parking	- -	Owner Occupied \$5 psf lot pricing	Market Driven



FEASIBILITY



FOR SALE   Single-Family New Construction	
TOTAL COSTS	VALUE
\$230,000	\$120,000
DEVELOPMENT	
Type:	3BR/2BA
Average Size:	1,400 SF
Site Acquisition Costs:	\$1,000/Lot
Hard Construction Costs:	\$125/SF
Soft Costs:	30%
FINANCIAL GAP	
Gap Before Subsidy:	(\$110K)
Value of 10-Yr Abatement:	\$11K
Gap After Subsidy:	(\$99K)

## FEASIBILITY (CONTINUED)

RENTAL   Affordable Apartments	
TOTAL COSTS	VALUE
\$9,600,000	\$1,800,000
DEVELOPMENT	
Number of Units:	50 units
Average Unit Sizes:	900 SF
Site Acquisition Costs:	\$2/SF
Hard Construction Costs:	\$125/SF
Soft Costs:	35%
FINANCIAL GAP	
Gap Before Subsidy:	(\$7.8M)
Value of Federal LIHTC:	\$5.6M
Gap w/ Credits:	(\$2.2M)







RENTAL   Senior Tax Credit Apartments	
TOTAL COSTS	VALUE
\$8,500,000	\$1,300,000
DEVELOPMENT	
Number of Units:	50 units
Average Unit Sizes:	700 SF
Site Acquisition Costs:	\$2/SF
Hard Construction Costs:	\$150/SF
Soft Costs:	35%
FINANCIAL GAP	
Gap Before Subsidy:	(\$7.2M)
Value of Federal LIHTC:	\$5.0M
Gap After Subsidy:	(\$2.2M)



## FEASIBILITY (CONTINUED)

RETAIL	Historic Neighborhood Commercial	
TOTAL COSTS		VALUE
\$340,000		\$150,000
DEVELOPMENT		
Average Building Size:	3,000 SF	
Acquisition Costs:	\$5/SF	
Hard Construction Costs:	\$90/SF	
Soft Costs:	20%	
FINANCIAL GAP		
Gap Before Subsidy:	(\$190K)	
Value of IL HTC:	\$57K	
Value of Federal HTC:	\$46K	
Value of 10-Yr Abatement:	\$15K	
Gap After Subsidy:	(\$68K)	





## RETAIL

## Strip Retail

## TOTAL COSTS

\$1,400,000

## VALUE

\$740,000

## DEVELOPMENT

Average Building Size:	10,000 SF
Floor Area Ratio:	0.3
Site Acquisition Costs:	\$2/SF
Hard Construction Costs:	\$115/SF
Soft Costs:	15%

## FINANCIAL GAP

Gap Before Subsidy:	(\$660K)
Value of TIF:	\$370K
Value of NMTC:	\$190K
Gap After Subsidy:	(\$100K)



## TYOLOGIES: TOOLS & INCENTIVES

Development in the study area of any kind will require a long-term concerted public-private partnership—likely involving the city, county, and state, as well as the area's key stakeholders and civic interests.

One of the most important takeaways of this study should be the understanding that no quality development will occur in the Study Area that is solely dependent on the private sector. In every case we tested there is a substantial financial “gap”, indicating that partnerships with the public or institutional sectors are necessary to realize the development of catalytic projects.

Various funding tools are available to help “push” development forward. While additional funding or up-front public subsidies will be required for real estate development, major infrastructure improvements are also needed to enhance marketability.

In most cases, tax credits are the best available funding resource to bridge the feasibility gap. Since rents and sales prices are too low to support new market rate development, tax credits will be needed in both the short and mid-term. Tax credits are typically awarded on a project-by-project basis and the recipient is generally a developer and/or community development corporation (CDC). Low-Income Housing Tax Credits (LIHTC) and Historic Tax Credits (HTC) are the primary resources for new residential and mixed-use construction or renovation. Additional development tools at the local, state, and federal level include tax increment financing (TIF), the creation of a special business districts (e.g. CID, or TDD), Community Development Block Grants (CDBG), New Market Tax Credits (NMTC), and Brownfields Tax Credits.

## PEOPLE-BASED INVESTMENTS

Investments in real estate and placemaking can only impact a community so much. There is also a need to develop a stronger *growth-from-within* framework to ensure that existing residents, businesses, and organizations can be a integral part of a more prosperous, equitable, and sustainable future.

Interventions could include establishing a business incubator that focuses on retail-oriented businesses in Winstanley or startup businesses that would bring additional commercial activity to the corridor, which can trigger creative uses of vacant or underutilized properties. There are numerous resources for small businesses in the St. Louis region and throughout the state, but many local businesses are unaware of them, emphasizing the need for a local organization to help local businesses navigate these resources. In many cases, a Community Development Organization (CDO) can serve as a bridge between the community and existing workforce development resources and services.

Median income levels and other socioeconomic conditions in East St. Louis emphasize the need to develop better paths for upward economic mobility for residents. Connecting local residents with existing workforce development resources is critical, while additional investments in youth can have profound impacts on a community.

There are already a number of engaged community groups currently operating in Winstanley and East St. Louis, but a coordination of efforts and additional resources are needed to “bring it all together” in terms of economic, community, and real estate development.



### Low-Income Housing Tax Credits (LIHTC)

<http://www.ihda.org/developers/tax-credits/low-income-tax-credit>

The LIHTC program is an indirect federal subsidy used to finance the construction and rehabilitation of low-income affordable rental housing. The IRS allocates funds annually to each state proportional to the population. State and local LIHTC allocating agencies then distribute tax credits to developers seeking to rehabilitate or construct low-income housing. In order to obtain cash for the development, developers sell their awarded tax credit to investors. The purchased tax credit allows the investor to receive a dollar-for-dollar reduction in their federal tax liability. Developments must meet eligibility requirements for at least 30 years after completion.

### Home Buyer Assistance and Housing Rehabilitation

<http://www.co.st-clair.il.us/departments/grants/development/pages/default.spx>

The Home Buyer Assistance Program is administered by St. Clair County's Community Development Group. It provides funds for down payment and closing costs for income-eligible clients purchasing homes in East St. Louis with associated homebuyer counseling.

The Community Development Group also administers the housing rehabilitation program, which offers zero-interest deferred payment loans to low-income households for the purpose of rehabilitating single-family owner occupied properties in the city. The program also offers low-interest (2.5 percent) loans for moderate-income households, and emergency rehabilitation grants.

### CDBG and CSBG Loans

<http://www.co.st-clair.il.us/departments/grants/Pages/default.aspx>

Community Development and Community Service Block Grants from the U.S. Department of Housing and Urban Development (HUD) provide revolving loan funds for new or existing businesses that locate or expand in St. Clair County. Loans are at a five percent interest rate up to \$100,000 primarily to provide employment opportunities to low- and moderate-income individuals.

### Illinois Brownfields Redevelopment Programs

<https://www2.illinois.gov/epa/topics/cleanup-programs/brownfields/Pages/default.aspx>

Brownfields are abandoned or underutilized industrial and commercial properties with actual or perceived contamination that have potential for redevelopment. The state EPA provides several programs to return these properties to productive use. This include financing assistance in the form of grants and low-interest loans for remediation, as well as technical assistance for regulatory programs and environmental liability.

### Historic Tax Credits (HTC)

<https://www2.illinois.gov/dnrhistoric/Preserve/Pages/statecredit.aspx>

The Illinois Historic Preservation Tax Credit Program provides a state income-tax credit equal to 25 percent of a project's qualified expenditures, not to exceed \$3 million. In order to qualify, structures must be listed individually on the National Register of Historic Places, or be a contributing building within a National Register historic district. Given the piecemeal nature of the built environment in the study area a historic district is unlikely, though historic tax credits may be a viable tool for rehabilitating historic religious or institutional buildings along the State Street and Missouri Avenue corridors.

### Tax Increment Financing (TIF) Districts

<https://www.cesi.us/203/About-TIF>

TIF subsidizes new development by committing future real estate tax increases and sales taxes within a defined district to finance redevelopment costs for blighted areas. Tax increment financing captures all or portions of these increases for a period of up to 23 years in Illinois, and projects can also include public infrastructure improvements and cleaning up polluted areas.

East St. Louis currently has three TIF districts. The western and northern portions of the study area are included within TIF District 1, stretching from 10th Street to 13th Street between Broadway and State Street, and the entirety of the area between State Street and Martin Luther King Drive.

### Opportunity Zones

<https://www2.illinois.gov/dceo/Pages/OpportunityZones.aspx>

East St. Louis is included within a state-nominated Opportunity Zone. The 2017 program provides tax incentives for those with capital gains to invest in low-income communities through Opportunity Funds. Funds can finance a broad variety of projects, including commercial and industrial real estate, housing, infrastructure and existing or start-up businesses.

### Business Retention and Attraction Program

<https://www.cesi.us/207/Business-Retention-Attraction-Program>

Businesses that are strong sales and/or property tax generators, fill market niches, complement the surrounding area, and have strong operating histories can apply for funding through the City of East St. Louis for down payment assistance, for property acquisition, credit guarantees, remodeling or construction assistance, and parking in-lieu fees.



