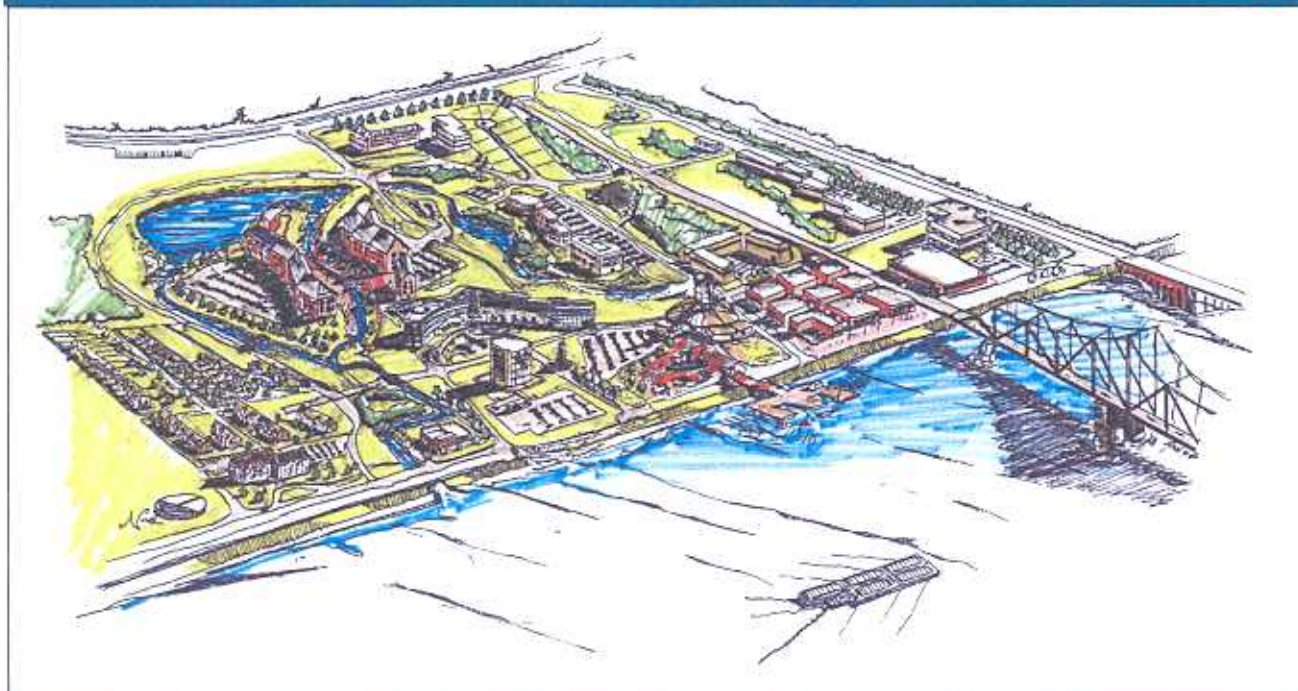


City of East St. Louis, Illinois Waterfront Development Master Plan — Final



East St. Louis Riverfront

(Existing)



(The Future)

Prepared for the



United States Army Corps of Engineers
St. Louis District

Submitted by



March 2004

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EXECUTIVE SUMMARY

As a result of the Showcase Communities Brownfields Initiative partnership that was formed among the City of East St. Louis, the City of St. Louis, Regions 5 and 7 of the U.S.

Environmental Protection Agency, the Greater St. Louis Regional Empowerment Zone, the Southwest Illinois Development Authority and the U.S. Army Corps of Engineers a decision was made to collaborate on a Master Plan for the East St. Louis Waterfront. The Corps of Engineers Planning Assistance to States program provided a vehicle to bring the stakeholders together to prepare a Master Plan for waterfront development. From the outset the partnership acknowledged the long history of plans that had been prepared for the area, but never implemented and undertook this endeavor using a new premise.

It was determined by the partnership that the Plan to be developed would be anchored on two key foundations: (1) the Plan had to be based on a market driven analysis, and (2) the Plan had to reflect the goals of the community. The task then was to ensure the Plan reflected the reality of what was possible in the region based on economically determined factors outside the control and influence of the planning team. That is to say what was likely to attract private sector investment to the waterfront based on regional needs. Additionally, the broader goals of the community for the Plan to generate jobs, to protect and enhance green space and open space in order to ensure the public's ability to use and enjoy the area and to serve as a catalyst for redevelopment throughout the City were incorporated. Because the area under consideration is large, some 1,053 acres, the Plan was to represent a long-term Master Plan for the area.

The Master Plan was to also go a step further than previous plans developed by including a sound strategy for plan implementation. With these details in hand it was believed that a long-term effort could be sustained in order to bring the Master Plan to fruition.

The following report provides the results of this effort and contains the specific details required to move development projects forward. While the report is organized around the deliverables that resulted from four contracts that were awarded based on available funding over a three-year period, the information generally reflects the standard format for a Corps study: identification of existing conditions, plan formulation, alternative plan development and plan implementation.

The first products that spanned two contracts with Horner and Shifrin Inc. provide information on the existing condition of the waterfront area itself. This information includes such things as:

- The existence and condition of infrastructure such as roads, sewer and water;
- Current land use;
- Existing zoning;
- The presence of wetlands and other natural and cultural resources and their implications;
- An area-wide environmental assessment designed to assist in predicting, based on historical land use, the likelihood of finding contamination in the area; and
- The circulation, traffic and transit elements of the area to include a review of future plans by others such as the Route 3 relocation and the new Mississippi River bridge.

The existing conditions information, which was essential to developing alternative plans and an implementation strategy is found in the first two sections of the report, Existing Conditions and Plan Formulation.

During the second contract period, results of the existing conditions were shared with the community at a public meeting conducted on April 18, 2002. The purpose of this public involvement process was to validate information developed to-date and receive input on the public's perception of the problems facing the community and opportunities for the waterfront

plan to address these problems. Information received was used in the development of potential alternative plans for the area.

Development Strategies Inc. conducted a market analysis for the area and prepared a report of findings during the second contract period. Their assignment was to look at the waterfront area in a regional context to determine what marketplace-driven development was likely to bring to the waterfront area based on needs of the region. The underlying premise of this planning process was to provide a reality check for alternatives to be developed. The concept was to develop alternative uses for the area that had a chance of meeting market needs while still reflecting the goals of the community. Several needs were identified and utilized in the alternative development process and utilized in the implementation process that followed. The Market Analysis Report is discussed in the Plan Formulation section and the actual report is contained in Appendix J. This analysis divides the waterfront area into 3 subareas with the following general recommendations:

- Subarea 1-South (Between the McArthur and Poplar Street Bridges and the southern City limits) would be well suited for entertainment and amusement purposes. This would include the incorporation of existing wetlands as passive recreation areas.
- Subarea 2-Central (Between the Martin Luther King, Jr. and McArthur Bridges) would be well suited for cultural, commercial and residential uses.
- Subarea 3-North (Between the Eads and Martin Luther King, Jr. Bridges and the northern City limits) would be best suited for business parks and support uses, and residential areas, most ideally in a mixed-use setting.

The Market Analysis report was shared with the community at a public meeting conducted May 23, 2002. The purpose of this public involvement process was to provide the public with information developed from the Market Analysis and receive input on specific community desired uses for the waterfront area.

Three alternative plans for the waterfront area were developed during the second contract period based on information derived from the existing conditions investigation, market analysis and community input. The Alternative Plan Development section contains specific information about the plans. In general these plans centered around themes for the areas and include different combinations of commercial, office, industrial and residential spaces that reflect the recommendations of the market analysis:

Waterfront Village "The Place to Live, Work and Play Everyday"	
Office	1,445,500 square feet
Commercial	537,000 square feet
Industrial	279,840 square feet
Residential	429 housing units
Parks/Open Space	188 acres
Community Venue Space	1,000,000 square feet

Waterfront Place "The St. Louis Metropolitan Playground"	
Office	1,364,300 square feet
Commercial	548,200 square feet
Industrial	338,540 square feet
Residential	441 housing units
Parks/Open Space	198 acres
Community Venue Space	1,000,000 square feet

Waterfront District "Where the Waterfront Comes Alive"	
Office	323,000 square feet
Commercial	1,700,000 square feet
Industrial	1,353,000 square feet
Residential	400 housing units
Parks/Open Space	198 acres
Community Venue Space	1,000,000 square feet

Common elements of the three plans incorporated such things as the use of linear parks, hiking and biking trail access to the riverfront, passive recreational uses of wetlands, a Front Street boulevard-type roadway, use of the space directly across from the Arch grounds as a

community venue space to be preserved for a significant public use, interior use of water features, and a boat launch facility.

The Plan Implementation was strategy undertaken through separate contracts with Horner and Shifrin Inc. and Abt Associates Inc. The culmination of the alternative development process was the finalization of one plan that best reflected the results of the Market Analysis and input received from the public on the three alternatives. The public provided input through a survey instrument distributed during the public hearing. The results of the surveying process is contained in Appendix F. This plan was developed based on Abt Associates Inc. review of the three alternative plans and their broad base of experience with similar development activities around the country. This review and recommendation was the initiation of their contract input to the study. A final development plan was presented to the City Council by the planning team on July 10, 2003.

This plan was adopted by Council resolution as the City's Waterfront Development Master Plan. The Master Plan Implementation Strategy will be based upon the modified Waterfront Village concept. This plan includes the following elements:

Waterfront Village (Final) "The Place to Live, Work and Play Everyday"	
Office	675,000 square feet
Commercial	2,500,000 square feet
Industrial	109,000 square feet
Residential	1,027 housing units
Parks/Open Space	198 acres
Community Venue Space	1,000,000 square feet

The recommended development plan also involved providing a refined engineering cost estimate. The estimate consists of three separate elements: site preparation and architectural elements, transportation, and infrastructure. Together these elements comprise the vast majority of work necessary to support the implementation of all aspects of the adopted plan.

Waterfront Village Plan
Cost Breakdown Summary

Site Prep. & Architectural Elements Subtotal	\$ 9,320,000 – \$11,825,000
Transportation Elements Subtotal	\$14,688,000 – \$16,084,000
Infrastructure Elements Subtotal	\$18,900,000 – \$20,500,000
Grand Total	\$42,908,000 – \$ 48,409,000

From this plan Abt Associates Inc. began to detail requirements necessary to "make the plan happen" with specific short-, mid- and long-term actions required, partnerships necessary and funding sources likely to be available to initiate action (project development) on the Master Plan. Horner and Shifrin Inc. finalized the details of zoning requirements, recommended design criteria for the area and the costs for the major infrastructure required to support the Master Plan. This information is contained in the Plan Implementation Strategy section of this report.

EXISTING CONDITIONS

I. BACKGROUND AND INTRODUCTION

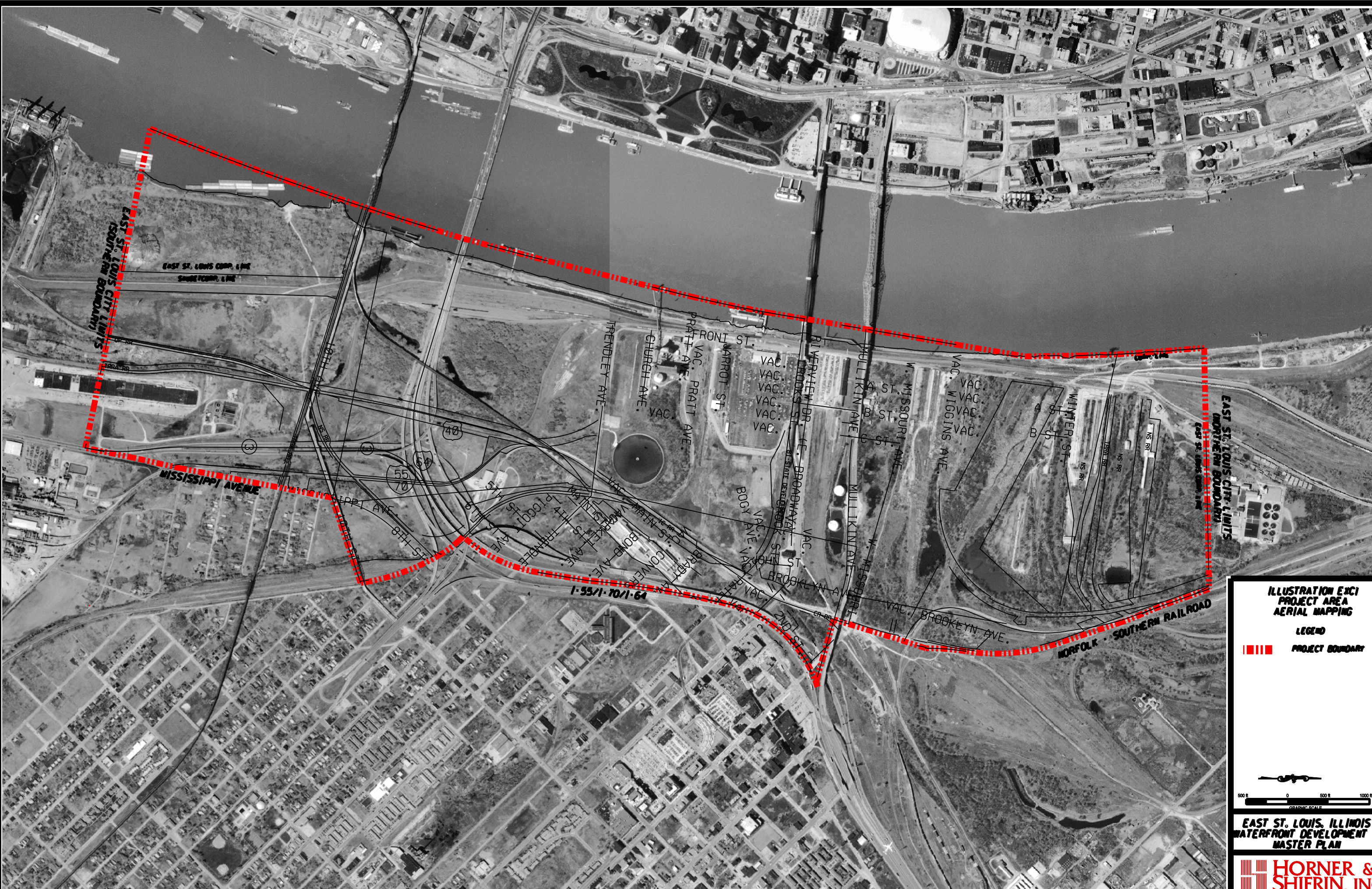
The firm of Horner & Shifrin, Inc., in association with its subconsultant Environmental Operations, Inc., was retained by the United States Army Corps of Engineers to undertake a Waterfront Development Master Plan. The Corps had previously entered into a Planning Assistance to States Agreement with the City of East St. Louis, Illinois for the study.

Under the Planning Assistance to States Agreement, local governments are assisted in the preparation of comprehensive plans for the development, utilization, and conservation of water and related land resources.


The project area is the riverfront area of the East St. Louis, Illinois City Limits. The area extends north to the Stites/East St. Louis Township Line; south to the Centerville/East St. Louis Township Line; east to the Illinois Central Gulf Rail Line, I-55 and Mississippi Avenue and 10th Street; and west to the Mississippi River. The project area is shown in Illustration EXC1 and consists of the East St. Louis Township area. The project area consists of approximately 1,053 acres.


II. EXISTING CONDITIONS REPORT

The Existing Conditions Report contains information on Land Use and Zoning, Public Facilities and an Area-Wide Initial Site Characterization (ISC). It is expected that this Existing Conditions Report will serve as a catalyst to develop an implementation strategy for improvement of the East St. Louis, Illinois community and its waterfront.



**ILLUSTRATION EXC1
PROJECT AREA
AERIAL MAPPING**

LEGEND
 **PROJECT BOUNDARY**


 500' 0 500' 1000'
 GRAPHIC SCALE

**EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT
MASTER PLAN**

HORNER & SHIFRIN, INC.
 ENGINEERS ■ ARCHITECTS ■ PLANNERS

A. Land Use and Zoning

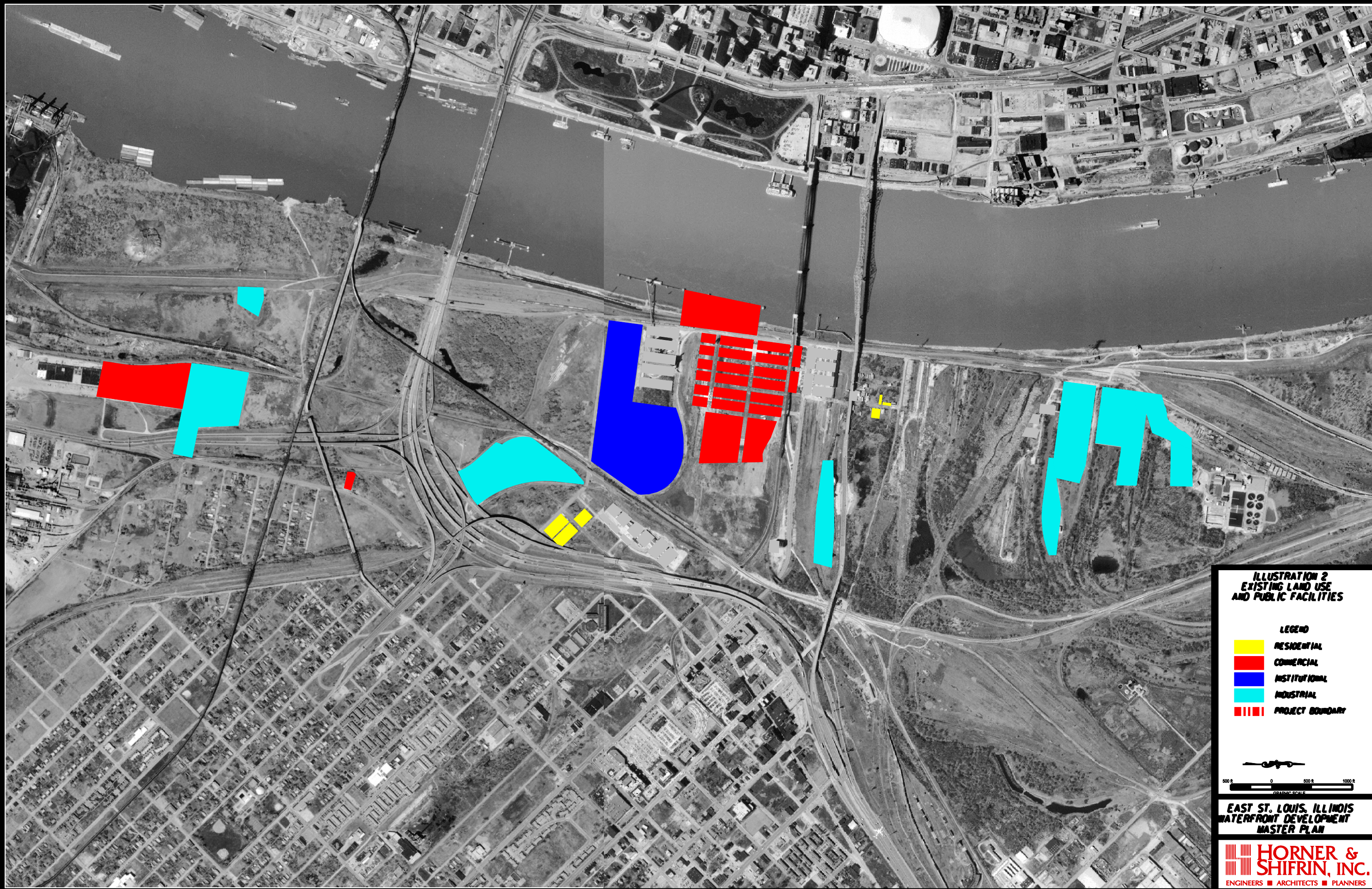
A land use inventory of the project area was undertaken. This inventory was prepared to ascertain existing land uses and land use patterns within the study project area for the City of East St. Louis (Illustration EXC2). Areas not shown as colored on Illustration EXC2 represent vacant land which constitutes a major portion of the area. For the purposes of this report analysis, the project area was divided into three land use subareas (Illustration EXC3).

Land Use Subarea 1 is located in the southern portion of the project area and is bounded by the southern terminus of the area, north to Interstate 55, east to Mississippi Avenue and 10th Street, and west to the Mississippi River.

This subarea includes commercial and industrial usage. A residential area consisting of a number of single-family residential structures is located in an area referred to as Rush City just outside the project area.

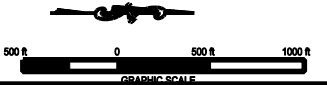
A commercial structure, the Hideaway Lounge (a local tavern) is located near I-55. The Sauget Warehouse is located at the most southern terminus of the project area. This warehouse contains several businesses for warehousing and storage, service commercial businesses and the Diamond Cabaret, just beyond the project area boundary. A water pumping facility is located along Illinois Route 3. The East St. Louis Pump Station that belongs to the Metro East Sanitary District is located along Illinois Route 3 in the vicinity of the levee.

The major land use component influencing the area, but just outside the project area boundary, is the Big River Zinc Corporation Refinery. This operation has a significant impact on both the job base as well as an environmental impact on land use activities in this subarea.



**ILLUSTRATION 2
EXISTING LAND USE
AND PUBLIC FACILITIES**

- LEGEND**
- RESIDENTIAL
 - COMMERCIAL
 - INSTITUTIONAL
 - INDUSTRIAL
 - PROJECT BOUNDARY



**EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT
MASTER PLAN**



SUBAREA 1

SUBAREA 2

SUBAREA 3

**ILLUSTRATION 3
LAND USE SUBAREAS**

LEGEND

- SUBAREA 1
- SUBAREA 2
- SUBAREA 3
- PROJECT BOUNDARY

500' 0 500' 1000'
GRAPHIC SCALE

**EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT
MASTER PLAN**

HORNER & SHIFRIN, INC.
ENGINEERS ■ ARCHITECTS ■ PLANNERS

For the purpose of this report, the project area was divided into blocks for analysis. Illustration EXC4 is a map indicating the parcel block numbers.

Land Use Subarea 2 is located in the central portion of the project area and extends to the Martin Luther King Bridge to the north, Interstate 55 to the south and east, with the Mississippi River to the west. This subarea lies immediately across the Mississippi River from the Gateway Arch.

This subarea could be characterized as a mixed-use area with a variety of different uses including vacant land, residential, commercial, industrial and governmental. A small area of residential single-family housing is located between the Illinois Central Gulf rail line and Interstate 55. The commercial uses include the Casino Queen complex which includes the casino itself, a Crown Hotel and associated parking facilities. The MetroLink line extends across the Mississippi River on the Eads Bridge and features a stop at the Casino Queen.



The industrial uses within this subarea include a storage warehouse, the Cargill Granary, bulk storage tanks, Cerro Warehouse and G.S. Robins & Company, a chemical supply and solvent business.

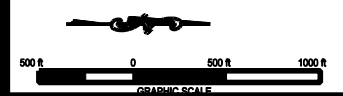
Public usage in this subarea includes Riverview Park containing the Gateway Geyser and a flagpole and flag which serves as a focal point view from the Gateway Arch.

Land Use Subarea 3 includes the area from the Stites/East St. Louis Township Line (project area boundary) on the north, the Martin Luther King Bridge to the south, the Illinois Central Gulf Railroad to the east (project area boundary) and the Mississippi River to the west.



**ILLUSTRATION EXC4
LAND USE BLOCK AREAS
LEGEND**

-  **BLOCK NUMBER**
-  **PROJECT BOUNDARY**



**EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT
MASTER PLAN**

This area is characterized as principally vacant with some scattered industrial or public facilities. These industrial and public facility elements include an Illinois-American Water Company Low Service Pump Station, a Bi-State warehousing facility, National Trailer storage facility, electric substation, the Metro East Sanitary District North Pumping Station, the City of East St. Louis Police Training Facility (outdoor firearm shooting range) and another bus warehouse. Additionally, there are a few residential housing structures located near the Veterans Bridge.

A detailed block-by-block analysis of land uses within the project area is contained on the following table (Illustration EXC5). The overall project area size is about 1,053 acres. The undeveloped area is calculated to be approximately 827 acres in size (79%). The remaining 226 acres (21%) is in a developed state.

**Illustration EXC5.
Land Use Analysis by Block**

Subarea 1

Block Number	% Residential	% Commercial	% Industrial	% Institutional	% Vacant
200		10			90
400			42		58
505			1		99

This subarea is 276 acres in size and contains approximately 26 acres (9%) of developed land. The remaining blocks within this subarea are 100% vacant.

Subarea 2

Block Number	% Residential	% Commercial	% Industrial	% Institutional	% Vacant
200		100			
203		100			
208		70			
210		32	11		57
212			50		50
302				100	
407	12				88
408	100				
416				100	

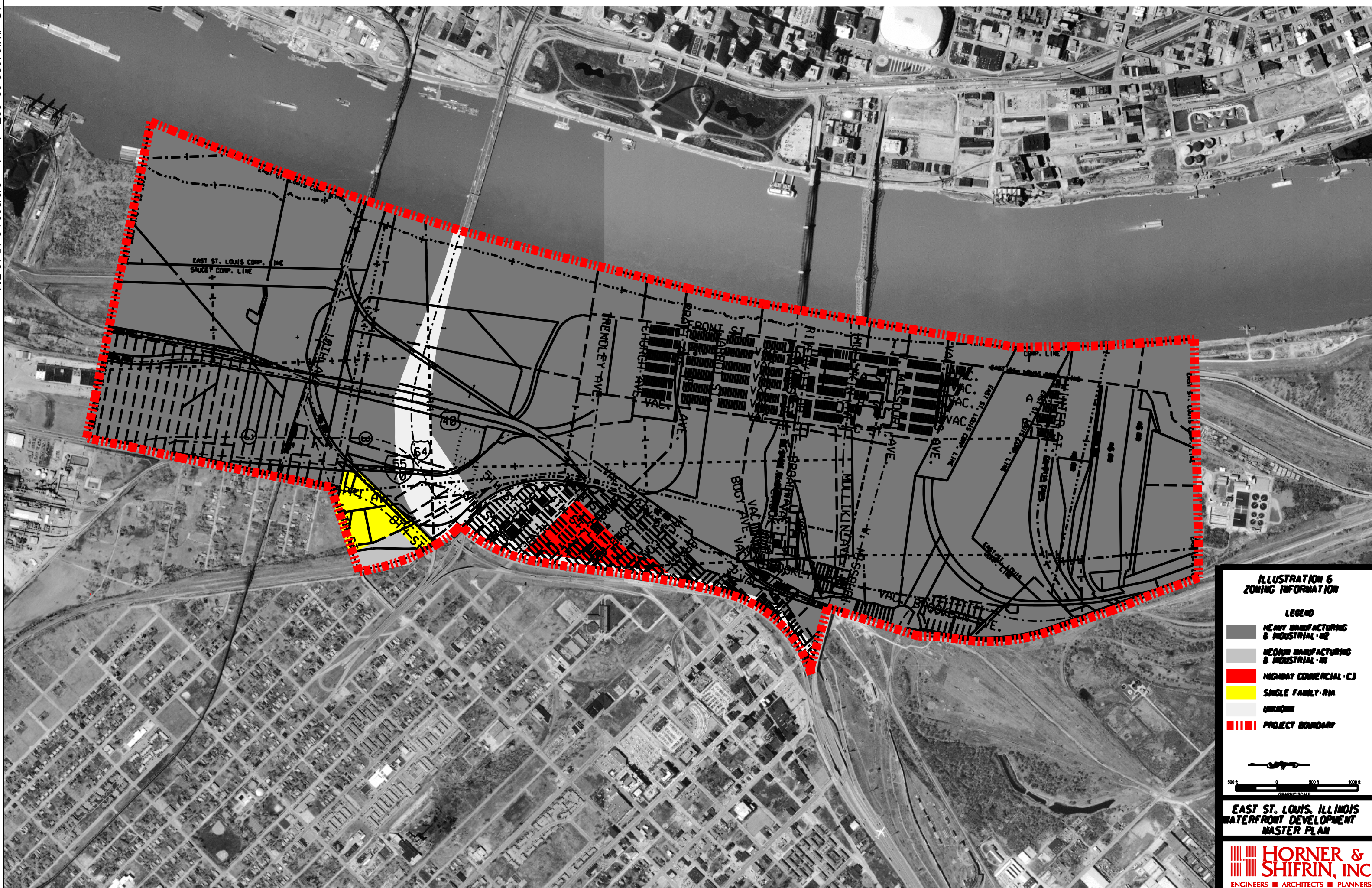
This subarea is 437 acres in size and contains approximately 175 acres (40%) of developed land. The remaining blocks within this subarea are 100% vacant.

Subarea 3

Block Number	% Residential	% Commercial	% Industrial	% Institutional	% Vacant
200			17		83
402			62		38
403			50		50
406	6		12		82
407	9				91
501			57		43
507			27		73
511			79		21

This subarea is 340 acres in size and contains approximately 25 acres (7%) developed land. The remaining blocks within this subarea are 100% vacant.

The City of East St. Louis provided a zoning map for the entire community. The zoning for the project area has been mapped in accordance with the base document provided by the City (Illustration EXC6). As indicated, the project area consists of four separate zoning designations including Heavy



**ILLUSTRATION 6
ZONING INFORMATION**

LEGEND

- HEAVY MANUFACTURING & INDUSTRIAL - H2
- MEDIUM MANUFACTURING & INDUSTRIAL - M1
- HIGHWAY COMMERCIAL - C3
- SINGLE FAMILY - R1A
- UNKNOWN
- PROJECT BOUNDARY



500' 0 500' 1000'
GRAPHIC SCALE

**EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT
MASTER PLAN**

Manufacturing and Industrial – M2, Medium Manufacturing and Industrial – M1, Highway Commercial – C3 and Single-Family Residential – R1A.

The bulk of the area is in the Heavy Manufacturing and Industrial classification which allows for most types of commercial and industrial uses. There are two small areas of Light Manufacturing and Industrial along either side of I-55 in the vicinity of Piggott. This zoning designation is somewhat more restricted than M2 for some types of industrial uses. Commercial uses are allowed under the zoning classification. The Highway Commercial area is both east and west of I-55 near Market and Bond Streets. Single-family residential zoning is located in the “wedge” area between 8th and 10th Streets and along 8th Street.

The zoning classification of Heavy Manufacturing and Industrial should provide sufficient flexibility to accommodate most types of development or redevelopment activities within the project area.

B. Population and Housing

Population statistics for all of the City of East St. Louis, Illinois was obtained from the U.S. Census Bureau. The 2000 Census indicated a total of 31,542 persons in the community. There were also a total of 12,899 housing units. Of these total units, 87% were occupied and 13% were vacant. A more detailed summary of population and housing statistics from the 2000 Census is contained in Appendix A.

C. Public Facilities and Services

Streets and Roadways

The criteria developed and used in the 1997 East St. Louis Enterprise Community Infrastructure Plan was also used to provide a uniform assessment of the current conditions of streets and roads in this study. As

was done in the 1997 East St. Louis study, each street or road was placed in one of the following three categories:

<u>Condition</u>	<u>Description</u>
Good	The street/road is serviceable. There is little evidence of potholes, cracking, or other surface problems requiring maintenance. Curbs, gutters and drainage ditches are also in serviceable condition and not in need of immediate maintenance.
Fair	The street/road is in need of maintenance such as clearing of debris and vegetation, crack sealing, repair of potholes and resurfacing of small area. Curbs, gutters, and drainage ditches may also require a limited amount of maintenance to bring them up to good condition.
Poor	The street/road is in need of major repair and/or rehabilitation. Deficiencies may include extensive potholes, rough surface, surface irregularities such as depressions and broken up pavement. Curbs and gutters are in need of repair/replacement and drainage ditches need clean-out to function properly.

Horner & Shifrin personnel visually inspected each street in the defined project area and documented its relative condition. The visual inspection of the roads was completed in October 2001. Bridges and drainage structures associated with the road system were not evaluated as part of this assessment. Only roads that provide access to the study area were assessed, interstate highways and approaches to bridges passing through the study area, with no direct access into the area, were not included in the study.

Streets and Roads South of the Poplar Street Bridge Complex

The main roadway in this portion of the study area is Illinois Route 3. Route 3 runs in a general north/south direction between the community of Sauget to the south and ties into the Poplar Street Bridge Complex to the north. Many of the streets in this portion of the study area meander between the jurisdictions of Sauget and East St. Louis. In general, the

streets in this area are in good condition and provide adequate service to the various industries and businesses located in the area.

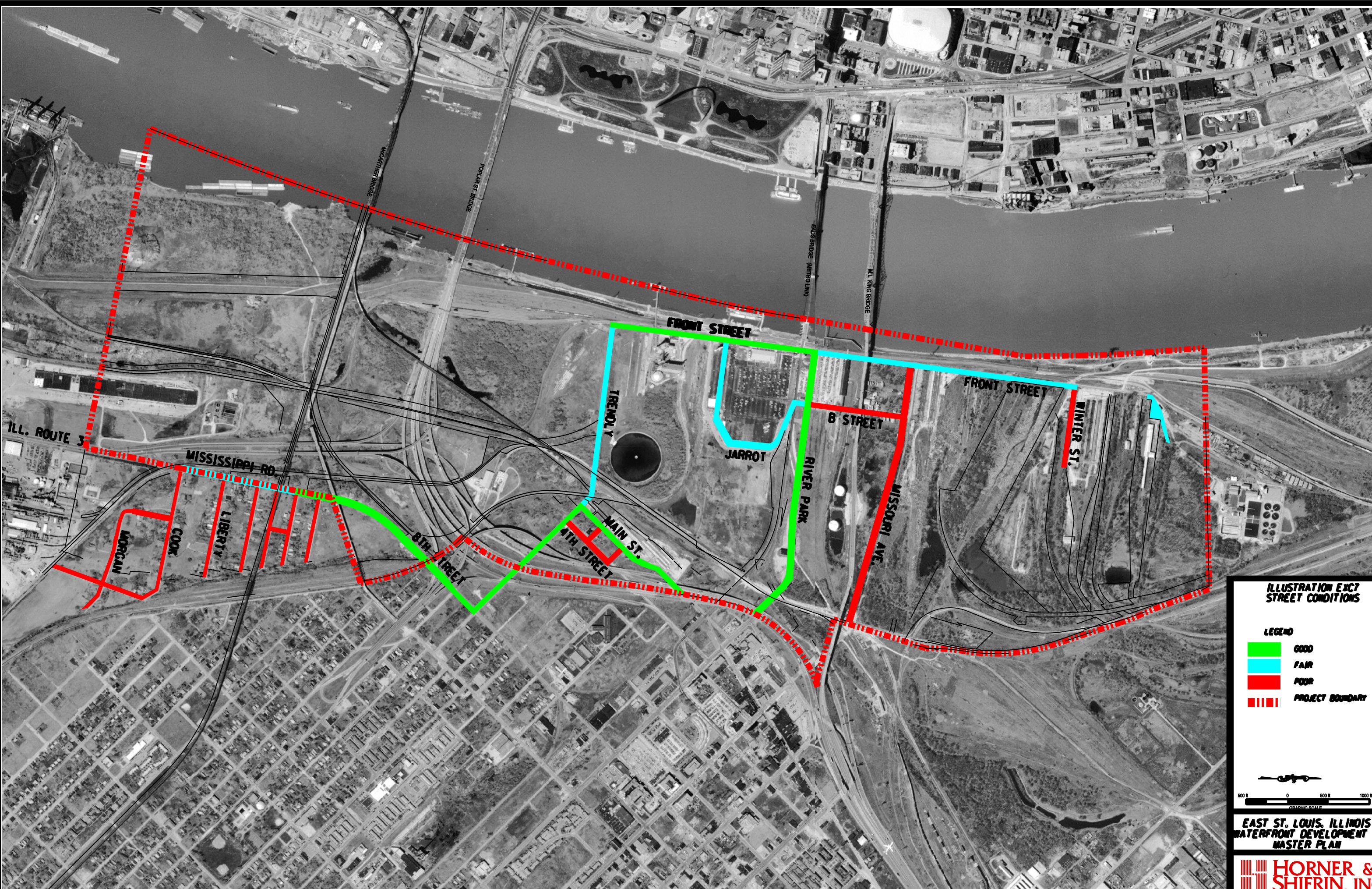
A small residential area is located just beyond the study area. The area is located just south of the Poplar Street Bridge Complex along 8th Street/Mississippi Avenue. The streets in this residential area are in poor condition, however 8th Street/Mississippi Avenue (the project area boundary) are in fair condition. The conditions of the streets and roads are shown in Illustration EXC7.

Streets and Roads North of the Poplar Street Bridge Complex

Within the study area one major street, Front Street, runs parallel to the landside toe of the levee. Two roads, Trendley Avenue and River Park Drive, provide access to the area.

Trendley Avenue provides access near the southern end of the area from 8th Street. Trendley is in good condition from 8th to Main and in fair condition from Main to Front Street. The street has few cracks and potholes; however, there are a few rough sections near railroad tracks and in some areas the road surface is uneven. Trendley provides good direct access from Illinois Route 3 to the south and is used by trucks accessing facilities located along Front Street.


River Park Drive provides access near the central portion of the area. River Park Drive is in good condition and provides good access into the area from the Poplar Street Bridge Complex and various highways in the region. The traffic using River Park Drive is comprised of both cars and trucks. River Park Drive provides service to a MetroLink Station and the Casino/Hotel located on Front Street. River Park Drive is connected with an on and off-ramp to the Eads Bridge for both pedestrian and vehicular traffic.



**ILLUSTRATION EXC7
STREET CONDITIONS**

LEGEND

- █ GOOD
- █ FAIR
- █ POOR
- PROJECT BOUNDARY


 500' 0 500' 1000'
GRAPHIC SCALE

**EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT
MASTER PLAN**

HORNER & SHIFRIN, INC.
ENGINEERS ■ ARCHITECTS ■ PLANNERS

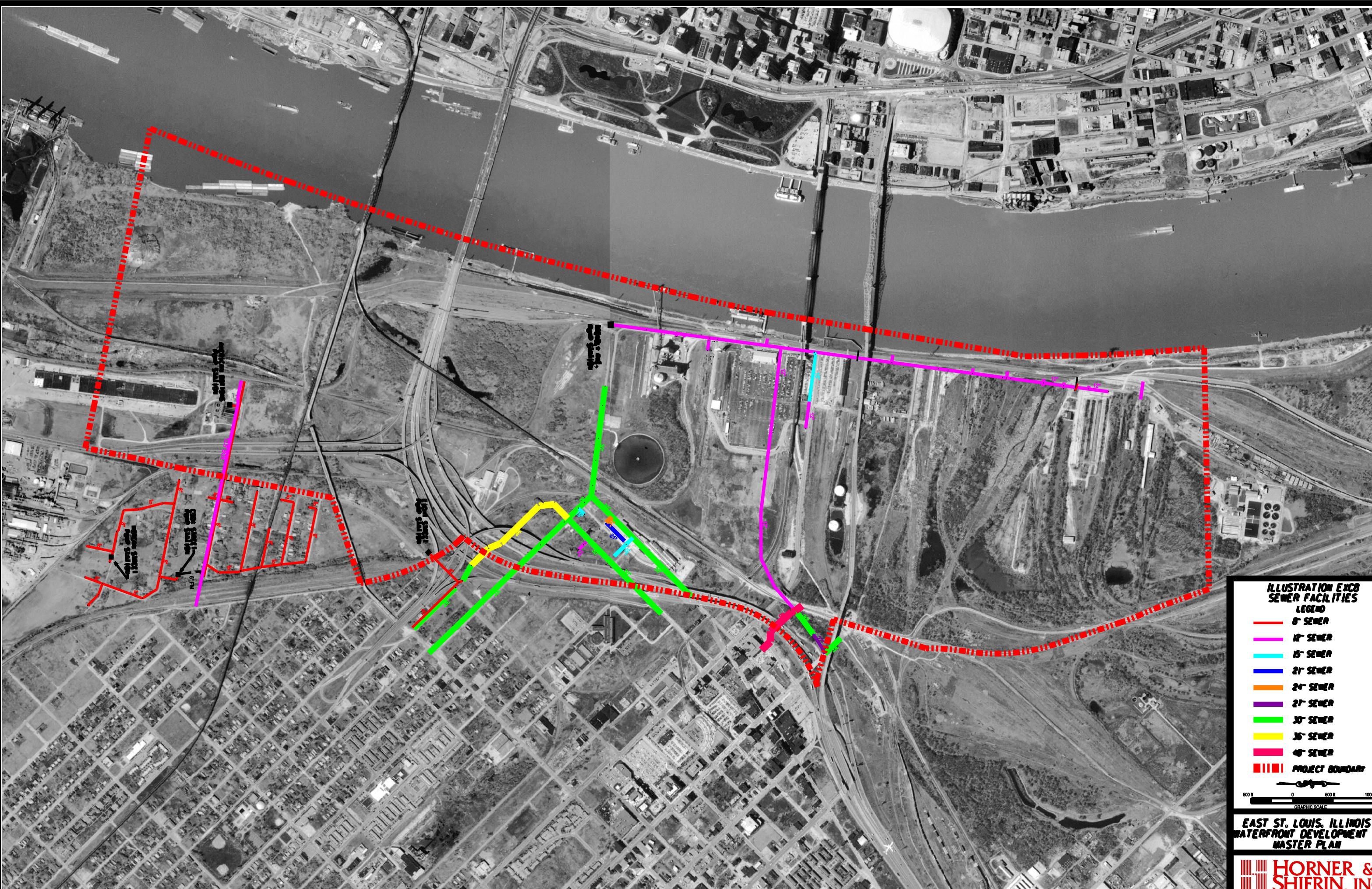
A possible third access route, Missouri Avenue, is currently in disrepair and has been barricaded off near the eastern edge of the study area adjacent to downtown East St. Louis. Missouri Avenue is in poor condition and would require extensive repairs to become usable.

Both Trendley Avenue and River Park Drive tie into Front Street. Front Street is in good condition between Trendley and River Park and is in fair condition north of River Park. The road surface is relatively free of cracks and potholes, however, some large depressions appear, particularly north of River Park. Front Street appears to provide adequate service to the businesses currently operating in the area.

In general, the area has few sidewalks. Sidewalks are located along portions of Trendley Avenue, 8th Street, Mississippi Avenue and along streets near Trendley and 8th Street. The sidewalks for the most part are in disrepair. A MetroLink stop is located on River Park near Front Street. A sidewalk along Front Street provides pedestrians with access to the adjacent Casino/Hotel Complex.

Sanitary Sewer System

With the exception of a new 12-inch sewer constructed during the late 1980's along Front Street and River Park Drive that serves the Casino Queen complex and lines to serve the east-central portion of the project area and a few other properties, there are very few functioning sanitary sewer lines in the area. The businesses and commercial activities that previously existed in the project area discharged their wastes directly to the Mississippi River through private sewer lines. Many of these sewer lines have either been removed or plugged and abandoned. The previously mentioned 12-inch sewer line runs along River Park Drive to Division Avenue west of Interstates 55-70, where it connects to a 48-inch sewer that is a tributary to the American Bottoms Wastewater Treatment Plant. The existing sanitary sewer system and combined sewer system is shown in Illustration EXC8 for the project area.



**ILLUSTRATION EXC8
SEWER FACILITIES
LEGEND**

- 8" SEWER
- 12" SEWER
- 15" SEWER
- 21" SEWER
- 24" SEWER
- 27" SEWER
- 30" SEWER
- 36" SEWER
- 48" SEWER
- PROJECT BOUNDARY

500' 0 500' 1000'
GRAPHIC SCALE

**EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT
MASTER PLAN**

A wastewater pump station structure is located at the south side of the intersection of Front Street and Trendley. This pump station was planned to serve a part of the Front Street and Trendley Avenue area. After the pump station and its electrical equipment was damaged by a vehicular accident, the City of East St. Louis removed the pump station equipment and abandoned the station.

A small residential area just outside the project area is served by 8-inch sanitary sewers at the southern end of the project area. This area is generally bounded by Victory street on the north, Morgan Street on the south, 8th Street/ Mississippi Avenue on the west and railroad tracks on the east. The sanitary sewers discharge into a wastewater pump station at the east end of Cook Street. According to representatives of the East St. Louis Public Works Department, the pump station is manually actuated and the pump station is scheduled to be rebuilt next year. The representatives indicated that there have been several 8-inch sanitary sewer failures along Cook Street and Liberty Street, due to hydrogen sulfide and acid attack of the crown of the existing reinforced concrete pipe sewers.

Stormwater Drainage System

There are three gravity drainage outlets that serve portions of the project area. However, the vast majority of this area has no established stormwater drainage system and this results in large areas of standing water following heavy rainfall.

The northern-most drainage system is the Stockyard Sewer which carries stormwater and wastewater from the Illinois American Water Company to the Mississippi River. This is a 36-inch line that extends approximately 5,000 feet from the plant to the Mississippi River. The second stormwater drainage system is the Cahokia Canal which discharges to the Mississippi River at the North Pumping Station. At high river stages, this gravity drainage canal is closed and all of the resulting stormwater runoff is

pumped to the river by the North Pumping Station. The southernmost stormwater drainage system is through the East St. Louis Pumping Station located just south of the closed McArthur Bridge.

Representatives of the East St. Louis Public Works Department indicated that parts of Front Street near Winter Street flood with stormwater because of blockages in the sewers that serve this area. The storm sewers need to be cleaned to eliminate the blockages and periodic road flooding in this area.

During the 1993 flood, the 8th Street Stormwater Pump Station pumps and force main were damaged by sand entering the station and force main. The 8th Street Pump Station is located at a railroad underpass about one block south of Piggot Avenue and the pump station is operated by the City of East St. Louis. On a temporary basis, the two original vertical pumps were replaced with a single submersible pump that discharges into a 8-inch PVC force main located on the surface of the ground at the west side of 8th Street to a discharge point at a manhole at the intersection with Piggot Avenue. According to representatives of the City of East St. Louis, there are plans to refurbish the pump station and replace the temporary force main.

Water Supply

The project area water distribution system is owned and operated by the Illinois-American Water Company (IAWC). IAWC's East St. Louis Water Treatment Plant (WTP) is located at the northern end of Front Street. The East St. Louis WTP serves the cities of East St. Louis, Belleville and a significant part of the metro-east area.

The East St. Louis Riverfront Area Water Distribution System's main dominating feature is a group of water lines traversing down Front Street from the Illinois American Water Plant located just north of the East St. Louis Corporate Limits. Approximately at the bend in Front Street south of

the water plant, there is a low-service pump station. Two pipes, 30" and 24" low-service lines, bring raw water to the plant for treatment. Treated water is then distributed through two high-service lines of 30" and 24". At the Front Street bend, the 30" and 24" lines reduce to 24" and 20" respectively lines to travel down Front Street. Additionally, 12" and 20" lines from the low-service pump station. From the Front Street bend, 4 lines travel south. These are 24", 20" and 12" lines.

At Spring Street one 20" line reduces to a 16" line. The 12" and 16" lines then travel east down Spring Street with the 12" line ending a short distance away and the 16" line traveling approximately 1,000 feet and ending near the Illinois Terminal Railroad line.

The 24" and 20" concrete lines continue south along Front Street until a junction at Missouri Avenue, whereupon 20" and 6" cast iron concrete lined (CL) lines travel east along Missouri Avenue. The 20" line travels the entire length of Missouri Avenue until leaving the riverfront area and entering the Central Business District under the Martin Luther King Bridge. The 6" line however bends at C Street and travels south to Broadway.

From Missouri Avenue, the 24" and 20" lines continue south to a junction at Broadway. Here the two lines split into four lines. Sixteen-inch, 8" and 24" lines continue south while a 16" line travels east along Broadway. This line intersects the 6" line along C Street and continues traveling east until it enters the Central Business District at Interstate 55. The main lines under Front Street continue south until the 8" line reduces to a 6" line at Pratt Street. Additionally, a 8" CL line under Pratt Street travels east for approximately 150 feet before turning south.

From Pratt Street, the 16" and 6" CL lines and the 24" concrete line travel south to a junction at the corner of Trendley Avenue and Front Street. These lines split into five different lines. The 6" CL splits into a 6" CL service line that travels south for only a short distance, and a 6" CL traveling east along Trendley Avenue. The 16" and 24" lines continue to

travel east along Trendley, but also combine to form one 20" concrete line that travels south under the Poplar Street and MacArthur Bridges and follows the Mobile and Ohio Railroad into Sauget.

From the corner of Trendley Avenue and Front Street, the 16", 6" and 24" lines travel east until they meet up with the 8" CL line from Pratt Street. At this point, the 6" line under Trendley is increased to an 8" CL line. At the railroad crossing of the Gulf Mobile and Ohio Railroad, the 24" concrete line under Trendley turns south following the Gulf Mobile and Ohio Railroad and then the Illinois Central Railroad south under the Poplar Street and MacArthur Bridges and intersects Mississippi Avenue at Cook Street. This line continues south into Sauget along Mississippi Avenue. The 16" and 8" CL lines under Trendley continue east where they enter the Central Business District.

The Rush City area is serviced on the west by a 12" CL line traveling along Mississippi Avenue (the project area boundary) from 8th Street in the Central Business District into Sauget, and on the east by 12" and 8" CL lines traveling along Falling Springs Road.

Police, Fire, Recreational and Other Public Facilities

The City of East St. Louis has its Police Department facility at 304 Riverview Park Drive which is located within the project area. This same facility also houses the Board of Fire and Police Commissioners, Building Department, Building Maintenance, City Clerk, License Department, Mayor's Office, Personnel, and City Treasurer. The site is located south of Dr. Martin Luther King, Jr. Memorial Bridge and west of Illinois Route 3.

A fire station facility is not located within the project area. The project area is serviced from Engine House No. 5 located at 1700 Central Avenue. Two other fire stations are located within the City of East St. Louis which provide service in other parts of the community.

The only public recreational or open space facility within the area is the display fountain area immediately across the Mississippi River from the Gateway Arch. The Riverview Park area contains the Gateway Geyser and is intended to serve as a riverfront focal point. Presently only the fountain itself and an American flag and flagpole are displayed on the grounds. Other notable parks and open space outside the project area include Jones Park at 29th Street and Caseyville Avenue and Lincoln Park on Piggot Avenue. The Park District office for the City of East St. Louis is located in Jones Park. Swimming pools are located in both Jones and Lincoln Parks.

There are no other substantial community facilities located within the project area. However, there are a number of such facilities within the corporate limits of East St. Louis. These facilities include the East St. Louis Chamber of Commerce on Missouri Avenue, Emily Willis Head Start Center on Market Avenue, and the Madison County Transit Administration office at the intersection of I-55 and I-64.

The City of East St. Louis also have other governmental facilities located within the City limits including one at 301 East Broadway which houses the Purchasing Department, Street Department and Legal Department, among others. The Community Development Department which includes City Planning and Economic Development is at 331 East Broadway and the East St. Louis Control Center is on Saint Louis Avenue.

D. Area-Wide Initial Site Characterization (ISC)

Research was conducted by Environmental Operations, Inc. to identify site(s) in the Project Area which have the potential for a high level of environmental contamination that may require remediation. The research method included a review of aerial photography, Sanborn maps, other historical land use mapping, engineering data and various other resources (Appendix C).

The properties were ranked from a low to high risk based upon the degree of potential for environmental contamination. It is anticipated that the result of this research will be used as a basis for determining the need for further on-site environmental investigations. These investigations may lead to further Phase 1 Environmental Assessments.

The information on this area-wide initial site characterization is contained in Appendix B of this report.

III. CONCLUSION

The City of East St. Louis has a tremendous potential to develop its riverfront. However, there are major challenges to overcome if a development/redevelopment project is to be successful. The infrastructure servicing the project area is generally only in fair condition overall. Improvements to streets, water, wastewater and storm drainage systems will need to be made to support additional development activities.

Some land uses such as the Cargill granary and the Big River Zinc Corporation Refinery operations present both aesthetic issues and air quality concerns. There are significant areas of undeveloped land which may provide enhanced opportunities for development without impacting existing businesses.

The zoning and land use patterns would appear to accommodate future development. MetroLink access to the area is a plus and the existing road

network provides good traffic circulation both to and from the waterfront area. The view to downtown St. Louis is superb.

Phase 1 Environmental Assessments need to be undertaken, along with land assemblage opportunities to develop a comprehensive approach for community development/redevelopment and enhancement.

Appendix C provides a summary of the various conditions described in this report on a parcel basis. This information will be used to support the next study phases of alternative plan development and implementation strategy development.

PLAN FORMULATION

I. INTRODUCTION

The firm of Horner & Shifrin, Inc., in association with its subconsultant, Development Strategies, Inc was retained by the St. Louis District of the United States Army Corps of Engineers to undertake Part 2 of a Waterfront Development Plan for the City of East St. Louis. The Corps had previously entered into a Planning Assistance to States Agreement with the City.

This section is a follow-on to activities already conducted for the Project Area and contained in the Existing Conditions Section. It should be noted that the Existing Conditions information was also published as a separate report in February 2002 entitled, "East St Louis, Illinois Waterfront Development Master Plan" completed by Horner & Shifrin, Inc. and its sub-consultant Environmental Operations. This section will finalize information on the study areas existing conditions, provide information on a market analysis conducted for the area and result in the development of alternative plans for waterfront development. As a part of these activities several public involvement meetings were held in order to obtain public input on the process and information gathered. Information regarding this process is also contained in this section.

II. NATURAL AND CULTURAL RESOURCES

Natural Resources

The Illinois Historic Preservation Agency (HPA) is located in Springfield, Illinois. Its mission is to collect, preserve, interpret and communicate the diverse heritage of Illinois and to educate the public by providing access to historic resources in the State.

Specifically, the responsibility for the protection of important prehistoric and historic archeological and paleontological sites is with the Preservation Services Division of the Illinois HPA. The Preservation Services Division identifies, evaluates, and protects Illinois historic and prehistoric resources using a variety

of state and federal financial programs including the National Register of Historic Places, preservation grants, tax credits and other incentives.

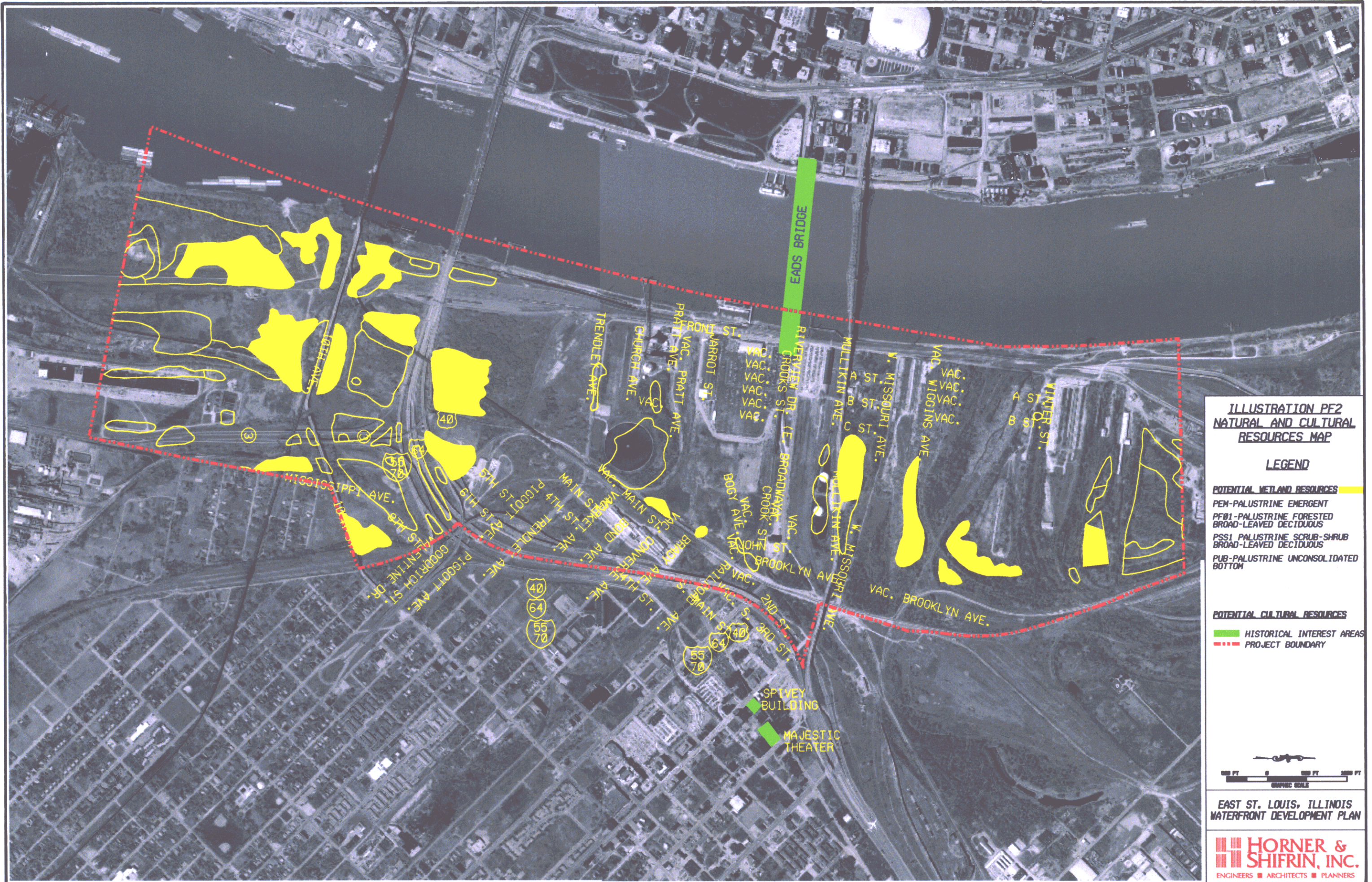
Under the Archeological and Paleontological Resources Protection Act, all archeological research and investigations on public lands require a permit from the Preservation Services Division. Additionally, all paleontological excavations, whether on public or private lands, require a permit. There are strict penalties under the Act for vandalism and theft of archeological and paleontological resources. Staff of the Illinois HPA are available to assist developers, contractors and other governmental agencies with technical and legal advice on the preservation, protection, and scientific excavations of these resources.

In discussion with the Illinois Historic Preservation Agency it has been determined that some archeological and/or paleontological resources have been identified within the Project Area. These resources have not been shown on mapping to avoid disturbance to the sites. However, during alternative plan development, these sites will be avoided to the extent possible.

Illustration PF2 shows the location of wetlands identified under the National Wetlands Inventory (NWI) within the study area. The NWI is part of the United States Department of Interior, U.S. Fish and Wildlife Service which provides information on the characteristics, extent and status of the nation's wetlands and deepwater habitats. The National Wetlands Inventory Center is located in Saint Petersburg, Florida and has mapped 90 percent of the lower 48 states. Congressional mandates require the Center to produce status and trend reports to Congress at ten-year intervals.

In 1982, the NWI produced its first comprehensive and statistically valid estimate of the nation's wetlands and wetland losses. The first update was completed in 1990 with updates on a ten-year basis.

NWI maps and digital data are distributed widely throughout the United States and worldwide. The National Wetlands Inventory has distributed over 1.7 million maps since they were first introduced. Map distribution is accomplished through 34 state distribution centers; the U.S. Geological Survey; the Library of



**ILLUSTRATION PF2
NATURAL AND CULTURAL
RESOURCES MAP**

LEGEND

- POTENTIAL WETLAND RESOURCES**
- PEM-PALUSTRINE EMERGENT
 - PF01-PALUSTRINE FORESTED BROAD-LEAVED DECIDUOUS
 - PSS1 PALUSTRINE SCRUB-SHRUB BROAD-LEAVED DECIDUOUS
 - PUB-PALUSTRINE UNCONSOLIDATED BOTTOM

- POTENTIAL CULTURAL RESOURCES**
- HISTORICAL INTEREST AREAS
 - - - PROJECT BOUNDARY



EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT PLAN

HORNER & SHIFRIN, INC.
ENGINEERS ■ ARCHITECTS ■ PLANNERS

A review of the wetlands inventory mapping for the East St. Louis Waterfront Project Area identified the potential for four related wetland types under the Palustrine System. The Palustrine System includes all nontidal wetlands dominated by trees, shrubs, emergents, mosses or lichens, and all such wetlands that occur in tidal areas where salinity due to ocean derived salts is below 0.5 ppt. Wetlands lacking such vegetation are also included if they exhibit all of the following characteristics:

1. Are less than 8 hectares (20 acres);
2. Do not have an active wave-formed or bedrock shoreline feature;
3. Have at low water a depth less than 2 meters (6.6 feet) in the deepest part of the basin;
4. Have a salinity due to ocean-derived salts of less than 0.5 ppt.

The four related types include Palustrine Emergent, Palustrine Forested Broad-Leaved Deciduous, Palustrine Scrub-Shrub Broad-Leaved Deciduous and Palustrine Unconsolidated Bottom. The following is a description of these types based upon the standard reference guide entitled Classifications of Wetlands and Deepwater Habitats of the United States (December, 1979).

Palustrine Emergent:	Characterized by erect, rooted, herbaceous hydrophytes, excluding mosses and lichens. This vegetation is present for most of the growing season in most years. These wetlands are usually dominated by perennial plants.
Palustrine Forested Broad-Leaved Deciduous:	Characterized by woody vegetation that is 6 meters (20 feet) or taller. Woody angiosperms (trees or shrubs) with relatively wide, flat leaves that are shed during the cold or dry season.
Palustrine Scrub-Shrub Broad-Leaved Deciduous:	Includes areas dominated by woody vegetation less than 6 meters (20 feet) tall. The species include true shrubs, young trees (saplings), and trees or shrubs that are small or stunted because of environmental conditions.
Palustrine Unconsolidated Bottom:	Includes all wetlands and deepwater habitats with at least 25% cover of particles smaller than stones (less than 6-7 centimeters [2.4-2.8 inches])

There are various wetland resources which were identified through the Wetlands Inventory process. These resources, as shown on Illustration PF2, are in various stages of disturbance or non-existent due to a variety of factors. The areas which are solidly colored represent the greatest potential for wetlands as identified through field reconnaissance and will be avoided to the extent possible during the alternative plan development phase of this project.

Congress passed the Endangered Species Act in 1966. This law provided for the listing of native species which were considered to be endangered and provided some limited means of species protection. Land acquisition for protection of endangered species was also authorized. The Endangered Species Conservation Act of 1969 was passed to provide additional protection for species in danger of worldwide extinction. This led to a conference in 1973 in Washington, D.C. to strengthen the law which subsequently resulted in passage of the Endangered Species Act (ESA) of 1973. Significant amendments have been added to this landmark legislation in 1978, 1982 and 1988.

As amended, the purpose of the ESA is to conserve “the ecosystems upon which endangered and threatened species depend” and to conserve and recover listed species. Under the law, species may be listed as either “endangered” or “threatened”. Endangered means a species is in danger of extinction throughout all, or a significant portion of, its range. Threatened means a species is likely to become endangered within the foreseeable future. All species of plants and animals, except pest insects, are eligible for listing as endangered or threatened.

As of December 31, 2002 there were 1,812 species listed as endangered, of which 1,254 are United States species. The list includes mammals, birds, reptiles, amphibians, fishes, snails, clams/mussels, crustaceans, insects, arachnids, and plants.

The law is administered by the Interior Department’s U.S. Fish and Wildlife Service and the Commerce Department’s National Marine Fisheries Service. The Fish and Wildlife Service has primary responsibility for terrestrial and freshwater organisms. The protection of species is also achieved through partnerships with the States. In Illinois the state agency charged with this responsibility is the Illinois Department of Natural Resources.

The State of Illinois has 25 species on the Federal Threatened and Endangered Species System (Appendix E). The federal law works in conjunction with the Illinois Endangered Species Protection Board that determines which plant and animal species are threatened or endangered in the State and advises the Illinois Department of Natural Resources on means of conserving the species. In conversations with the Illinois Department of Natural Resources, it has been determined that no species of endangered or threatened species are likely to be contained within the Project Area.

Cultural Resources

East St. Louis is a historically rich community which has played an important role in the development of the Metro East area as well as St. Louis itself. The City lies within the larger American Bottoms area, which extends from present day Alton south to the site of old Kaskaskia. It has Native American roots that extend from 10,000 B.C. Most prominent among these Native American connections are the Mound Builders (about 1200 A.D.), who were responsible for numerous mounds that survive today in and around East St. Louis, including the most substantial prehistoric earthen structure in North America – Cahokia Mounds. Later, the area was visited or occupied by a succession of Native American groups.

The first European settlements in what is now East St. Louis pre-dated the Revolutionary War. One source indicates that a settlement was established as the Village of Cahokia by Richard McCarthy in 1765 – 27 years before the area's legal founding in 1792 by Captain James Piggot. It was also referred to as Washington. The area prospered in the fur trade. It was controlled by the British at this time, and during the period there was an exodus of French fur traders to the new settlement of Laclede on the Missouri side of the River.

During the Revolutionary War, George Rogers Clark won control of the American Bottoms area from the British. This created a governmental vacuum and the villages of the area functioned as city-states. By 1814, "Illinoistown" was established on the Illinois shore terminus of the Wiggins Ferry from St. Louis. In the 1830's, a railroad was built connecting St. Louis to Illinoistown, and this

marked the first real growth period of the area. By 1861, the area was referred to as East St. Louis and, by 1870, the city's population had grown to 5,644.

By 1920 East St. Louis ranked first in the country as a horse and mule trading center. Hog sales were another strong segment of its economy. In subsequent decades the City became a leading producer of aluminum. It was also the second largest rail center in the country, and was a leader in the manufacture of roofing material, baking powder and paint pigments. It was the third largest primary grain market in the country and had the cheapest coal in the world. Also during this period, the City became home to a variety of plants producing steel, brass, malleable iron, zinc, chemicals, wood products, glass products, beer, meat products, and other materials.

Notwithstanding this diversity of industries, East St. Louis has suffered the plight of many industrial based cities. In his book, East St. Louis Remembered, Bill Nunes revealed that he believed it was East St. Louis that “churned out the industrial goods that played a significant role in stemming the tide on all three occasions”, referring to two World Wars and the Cold War. Clearly the city had a major role in these activities, However, from 1950 through the present, technological change as well as labor disputes have resulted in extensive job loss and socioeconomic decline. The closing of the Alcoa plant alone, in 1963, resulted in loss of the City's principal industry which employed about 2,000 people during World War II and averaged 1,500 employees during the 1950's. More than 3,000 additional jobs were subsequently lost as other industries closed during the 1960's.

The City's population has declined from a high in 1950 of 82,295, to 31,542 in 2000, a drop of over 60%. It had become the most fiscally, economically and demographically distressed city in Illinois. Yet recent history cannot define East St. Louis's present and future, for against this essentially short history must be viewed the City's strong and rich tradition as one of the principal communities of the Metro East area, with the potential to offer much to the St. Louis Metropolitan Area.

The Illinois Historic Preservation Agency is the agency responsible for identifying the State's cultural resources. A Structures Survey was undertaken from 1971-1975 in all communities of the State with a population of more than five hundred persons. Individual survey cards were completed for more than 50,000 architectural properties. The survey identified architecturally interesting properties throughout Illinois. The properties were generally classified into three broad categories:

- significant individually
- significant as part of a historic district
- other

The only significantly identified cultural resource within the boundaries of the Project Area is the Eads Bridge at Broadway and the Mississippi River.



Eads Bridge

The Eads Bridge is also a National Register site due to its significance. The construction of the Eads Bridge began in 1867. At the time, St. Louis was the hub of steamboat traffic. Chicago was gaining in importance as a trade center due to the railroad. A group of St. Louisans realized the importance of rail traffic to the area and founded the Illinois and St. Louis Bridge Company to bridge across the Mississippi River. Captain James Buchanan Eads was given the project.

At the time of its opening in July, 1874, it was the largest bridge ever constructed and the first major steel bridge in the world. Its cantilever construction was the first for a bridge of that size.

Cost for the bridge construction was \$6.5 million and it was the first bridge across the Mississippi River at St. Louis. In 1971, the bridge was designated by the American Society of Civil Engineers as a "National Historic Civil Engineering Landmark". Today, the Eads Bridge is used to carry the MetroLink between the

Missouri and Illinois side of the River, and opened during the Summer of 2003 to vehicular, bicycle and pedestrian traffic.

Other sites near the Project Area which are listed on the National Register of Historic Places include the Majestic Theatre at 240-246 Collinsville Avenue, the



Majestic Theatre

Pennsylvania Avenue Historic District and the Cahokia Mounds State Park. The Majestic Theatre is located just east of the Project Area and was designated in 1985. The Pennsylvania Avenue Historic District was designated in 1979 and is located northeast of the Project Area. Cahokia Mounds State Park has been designated the

longest, since 1966, and is several miles south of the Project Area.

Cahokia Mounds is also a state-owned historic site, one of 58 managed by the Historic Sites Division of the Illinois Historic Preservation Agency. Cahokia Mounds preserves the remains of the central section of the only prehistoric



Cahokia Mounds

Indian city north of Mexico. Covering about 4,000 acres, the Cahokia site was first inhabited around 700 A.D. and grew to a population of about 20,000 by 1100 A.D. Sixty-eight of the original one-hundred and twenty entirely earthen mounds are preserved within the historic area. At the center is Monks

Mound, which at one hundred feet is the largest prehistoric earthen mound in the New World. In addition to its designation as a National Historic Landmark, Cahokia Mounds has been designated a World Heritage Site by the United Nations Educational and Scientific Organization.

The only other state-owned historic site in the area is the Cahokia Courthouse also located south of the Project Area in the City of Cahokia, Illinois. Cahokia Courthouse was constructed in 1737 as a French residence, using the “poteaux-sursole” (Post-on-foundation) style. Purchased by the Common Pleas Court in 1793, the building became the center for political and judicial activity in the Northwest Territory until 1812. The courthouse was dismantled and exhibited at the 1904 St. Louis World’s Fair and reconstructed on the original site in 1939.

Today, a “hands-on” exhibit featuring 18th century artifacts and a nearby visitors’ center are a perfect beginning for a tour of the French Colonial District. Cahokia Courthouse, the nearby Jarrot Mansion, and the Holy Family Log Church are the most important French Colonial buildings surviving in the St. Louis metropolitan area.

Most recently, the Spivey Building was added to the National Register of Historic



Spivey Building

Places. The Spivey Building, located on Missouri Avenue, is the tallest building in the Metro East area. Built in 1929, the 12-story building was built by A.T. Spivey, editor of the Metro East Journal newspaper. The building was designed by architect Ben Frankel, the Spivey Building has a Louis Sullivan-inspired look with an ornate terra cotta face on the structure. The various details give the building a mix of art deco and Gothic revival styles.

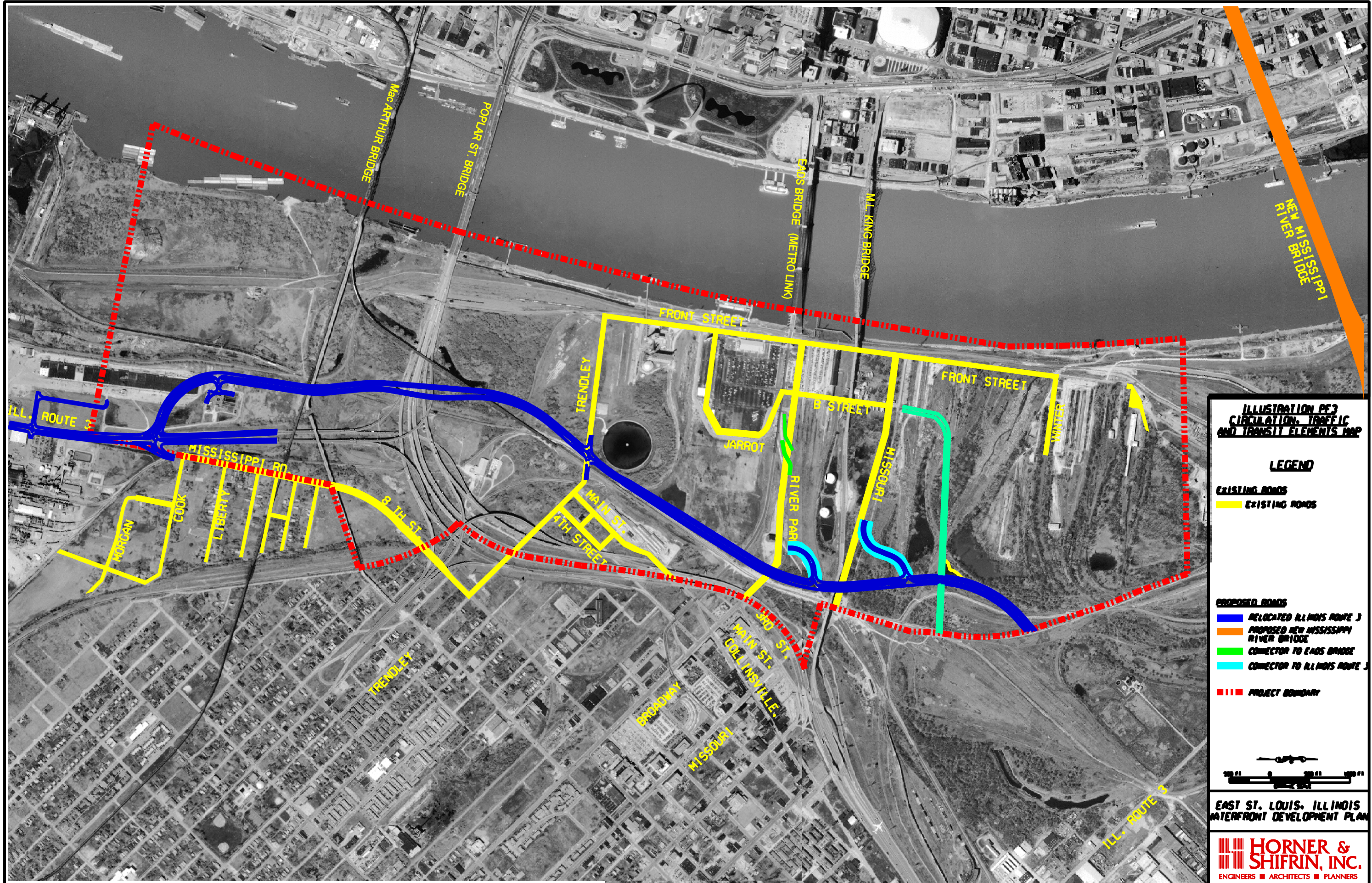
III. CIRCULATION, TRAFFIC AND TRANSIT ELEMENTS

Existing Conditions

Currently, the Project Area does not have an extensive network of streets. The conditions of the existing streets were inventoried in Part 1 of the East St. Louis Waterfront Development Master Plan in the Fall of 2001. The main access and traveled streets were found to be in good to fair condition and streets less traveled were found to be in poor condition. Access into and out of the area is provided through River Park Drive and Trendley Ave. River Park Drive is the main route into the area and has somewhat convenient connections to the interstate system, motorists traveling on Illinois Route 3, I-55, 64 and 70 must travel short distances along local streets to access River Park Drive. River Park Drive, runs in an east-west direction, is located in the center of the Project Area and intersects with Front Street, the only street running north-south in the Project Area. The East Riverfront MetroLink Station and the Casino Queen Complex are located near the intersection of River Park Drive and Front Street. River Park Drive connects with the parking facilities used by patrons of the Casino Queen and MetroLink. River Park Drive is connected with an on and off-ramp to the

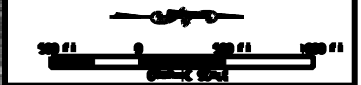
Eads Bridge for both pedestrian and vehicular traffic. Trendley Ave., located approximately ½ mile south of River Park Drive, also provides access to the area. Trendley Ave. passes by the Gateway Geyser and intersects with the southern end of Front Street. Trendley Ave. does not have direct connections with interstate or regional highways. Motorists using Trendley Ave. must exit the highway system and travel on various local roads and streets to access Trendley Ave. Because Trendley Ave. is located south of major activity centers in the area such as the Casino Queen and the MetroLink station, it is not used as much as River Park Drive to access those facilities. For those familiar with the local street system, Trendley Ave. provides access to Illinois Route 3 south of the Poplar Street Bridge (Illustration PF3).

The internal road system in the Project Area is limited. Currently, Front Street is the only north-south route between Trendley Ave. and Winter Street. The only viable east-west streets are Trendley Ave. and River Park Drive. Front Street runs parallel to the river and connects the western ends of Trendley Ave. and River Park Drive. No other streets run between them. River Park Drive runs between downtown East St. Louis and the Project Area and Trendley Ave. runs from the area south of downtown and the Project Area. Due to other transportation elements such as railroad lines and I-55, I-64 and I-70 there is not a clear, well-marked connection between the eastern ends of Trendley Ave. and River Park Drive. No viable public roads are located within the Project Area south of Trendley Ave. Three of the four public roads north of River Park Drive, Winter St., Missouri Ave. and B Street are in poor condition. Front Street is in fair condition north of River Park Drive. The area just south of River Park Drive and east of Front Street has a public street, Jarrot Street, which runs through the area creating a perimeter road around the Hotel/Casino and providing access to the other businesses in that area. Even though limited, the current road system adequately serves development in the area.



**ILLUSTRATION PE3
CIRCULATION, TRAFFIC
AND TRANSIT ELEMENTS MAP**

- LEGEND**
- EXISTING ROADS
 - EXISTING ROADS
 - PROPOSED ROADS
 - RELOCATED ILLINOIS ROUTE 3
 - PROPOSED NEW MISSISSIPPI RIVER BRIDGE
 - CONNECTOR TO EAST'S BRIDGE
 - CONNECTOR TO ILLINOIS ROUTE 3
 - PROJECT BOUNDARY



**EAST ST. LOUIS, ILLINOIS
WATERFRONT DEVELOPMENT PLAN**

HORNER & SHIFRIN, INC.
ENGINEERS ■ ARCHITECTS ■ PLANNERS

Planned Improvements

The existing network of highways and streets surrounding the East St. Louis Waterfront Area is undergoing substantial improvement. Plans are underway and in place that will have significant impacts on reducing congestion and improving safety in the region. Some of the most significant regional impacts will result from plans to construct a new bridge across the Mississippi River between St. Clair County, Illinois and downtown St. Louis. Illustration PF4 is a rendering of what the new bridge is expected to look like. The new bridge will be located just north of the East St. Louis Waterfront and will have significant impacts to both improvements already underway and improvements planned for Illinois Route 3, I-55, I-64 and I-70. The new Mississippi River Bridge and projects associated with it are shown on Figure 3-1.



Illustration PF4
Rendering of New Mississippi River Bridge
Source: Illinois Department of Transportation

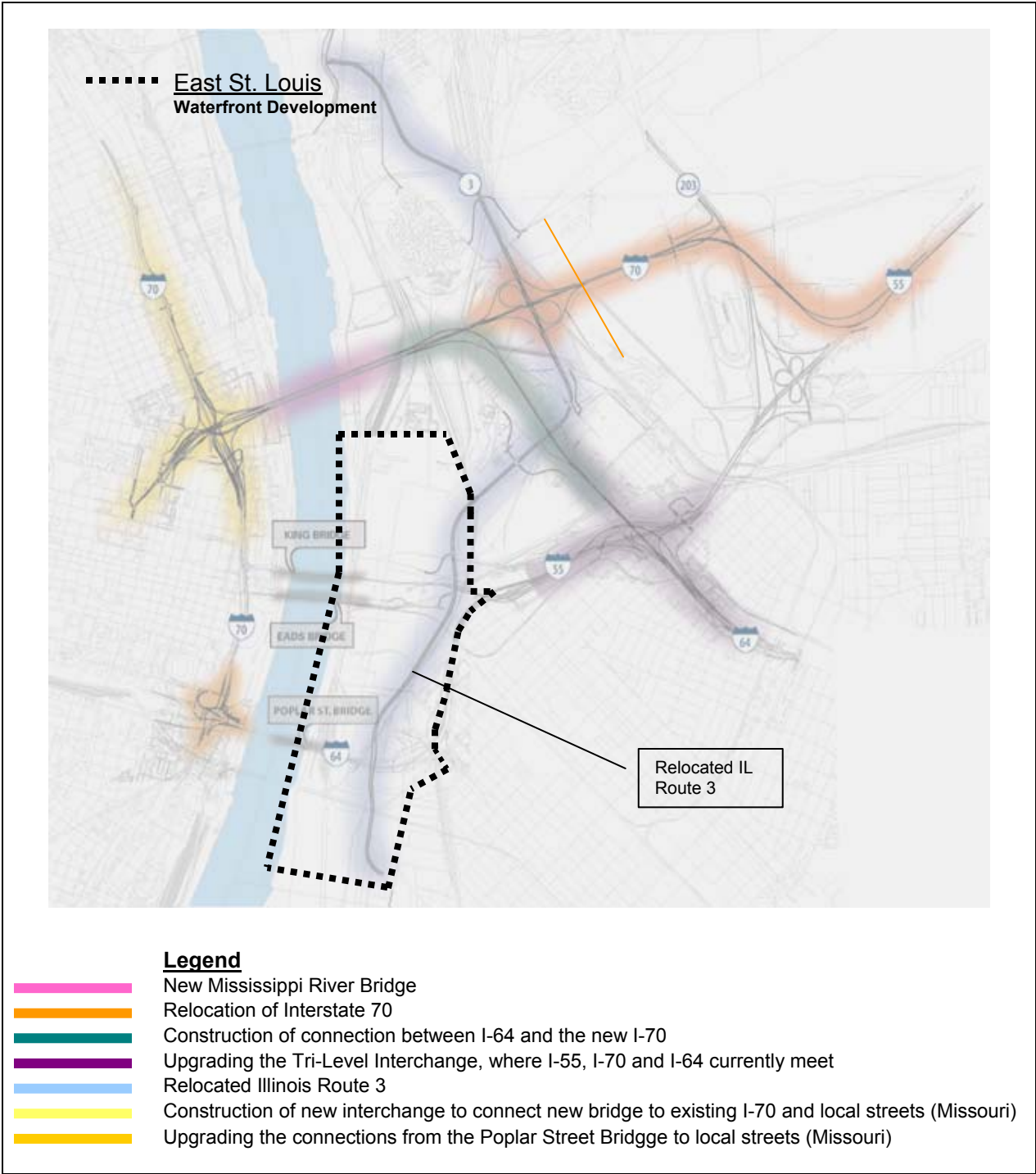


Figure 3-1

The New Mississippi River Bridge and Related Transportation Improvements

Source: Illinois Department of Transportation

The projects shown on Figure 3-1 that are underway with engineering, pre-construction and construction costs included in the Illinois Department of Transportation FY 2003-2007 Proposed Highway Improvement Program (IDOT FY 2002-2007 Program), including the relocation of Illinois Route 3 from the City

of Venice to River Park Drive, reconstruction of the I-55, I-64, I-70 Interchange, known as the Tri-Level Interchange and construction of an I-64 connector between the reconstructed Tri-Level Interchange and relocated Route 3. The remaining Illinois projects shown on Figure 3-1 have funding for design and land acquisition included in the IDOT FY 2002-2007 Program, however, they have no funding for construction. At this time the projects on the Missouri side of the new bridge have Missouri Department of Transportation funding for design only.

Relocation of Illinois Route 3

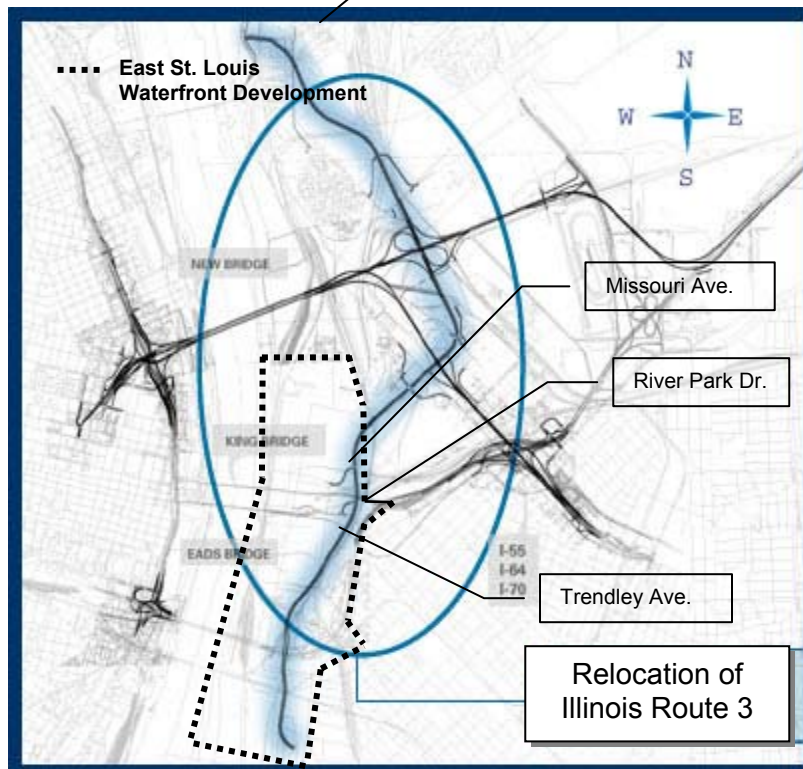


Figure 3-2

Source: Illinois Department of Transportation

The Relocation of Illinois Route 3 involves the construction of 5.7 miles of new highway from Broadway Ave. in the City of Venice to the north to Monsanto Ave. in the City of Sauget to the south. The roadway will have 2 lanes in each direction with medians ranging in width from 18 to 44 feet. The implementation of the project will involve the relocation of four rail lines, construction of 15 new roadway bridge structures, a new rail structure, and partial reconstruction of the east rail approach to the Mc Arthur Bridge.

Currently, Illinois Route 3 bypasses the Project Area by connecting with the Interstate System to the north and to the south of the Project Area. When completed, relocated Route 3 will run along the western edge of the Project Area and will provide access to the Project Area at three locations: 1) Missouri Ave., 2) River Park Drive and 3) Trendley Ave. Illustration 3 shows relocated Route 3 and the East St. Louis Waterfront Project Area. Access to I-70, I-64 and I-55 will be provided via Route 3 with the implementation of the projects shown on Figure 3-1. The relocation of existing rail lines and the relocation of the Cahokia Canal associated with the relocation of Route 3 are necessary to provide space for the implementation of the projects shown on Figure 3-1 and to provide adequate traffic flow.

Engineering for the relocation of Route 3 along the East St. Louis Waterfront is currently underway. Completion of engineering, land acquisition for the entire length, railroad relocation, Cahokia Canal relocation and construction of 3.8 miles from the north connection in City of Venice to River Park Drive in East St. Louis are programmed during IDOT FY 2003-2007 Program at an estimated cost of \$93.3 million. Of this total, pre-construction work, railroad relocation and canal relocation are programmed in FY2005 at a cost of \$28.9 million. Construction on the northern segment of this project was expected to begin in 2003.

Reconstruction of Interstate 64/55/70 Interchange (Tri-Level)

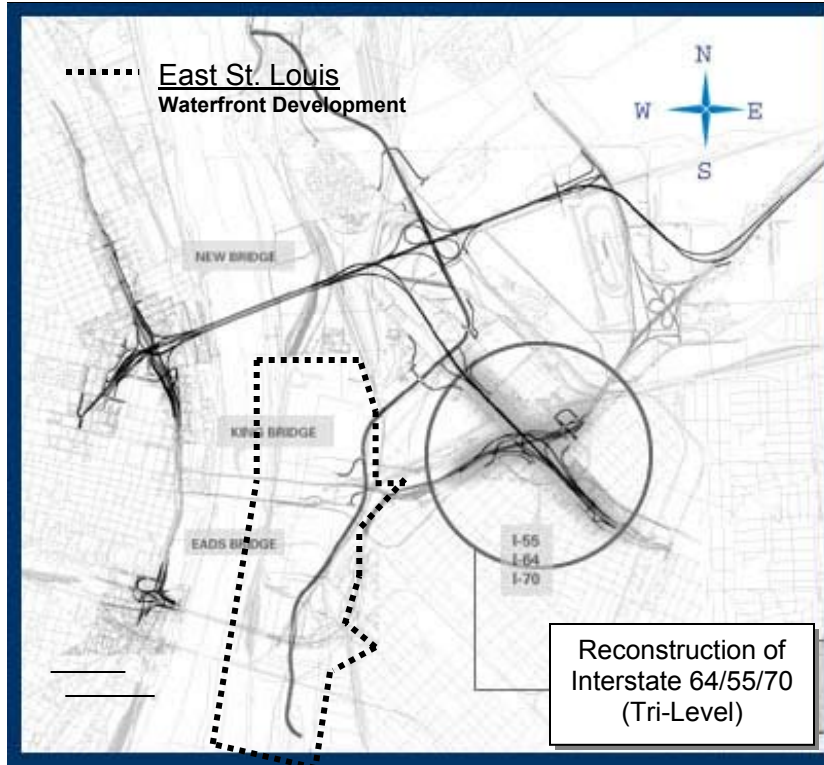


Figure 3-3

Source: Illinois Department of Transportation

Reconstruction of the Interstate 64/55/70 Interchange (Tri-Level) in East St Louis is planned. When completed, the reconstructed interchange will improve the safety and operational conditions associated with the interchange. In conjunction with the reconstruction of the Tri-Level, local streets in the area will be reconfigured improving the safety and efficiency of travel on the local street system.

Construction and other work associated with this project are programmed in IDOT FY 2003 - 2007 Program at a cost of \$76.8 million. Of this total, pre-construction work is programmed in the FY 2003 at a cost of \$2 million. Construction for this project could begin in 2004.

Interstate 64 Connector from Tri-Level Interchange To Relocated Route 3 and Relocated I-70

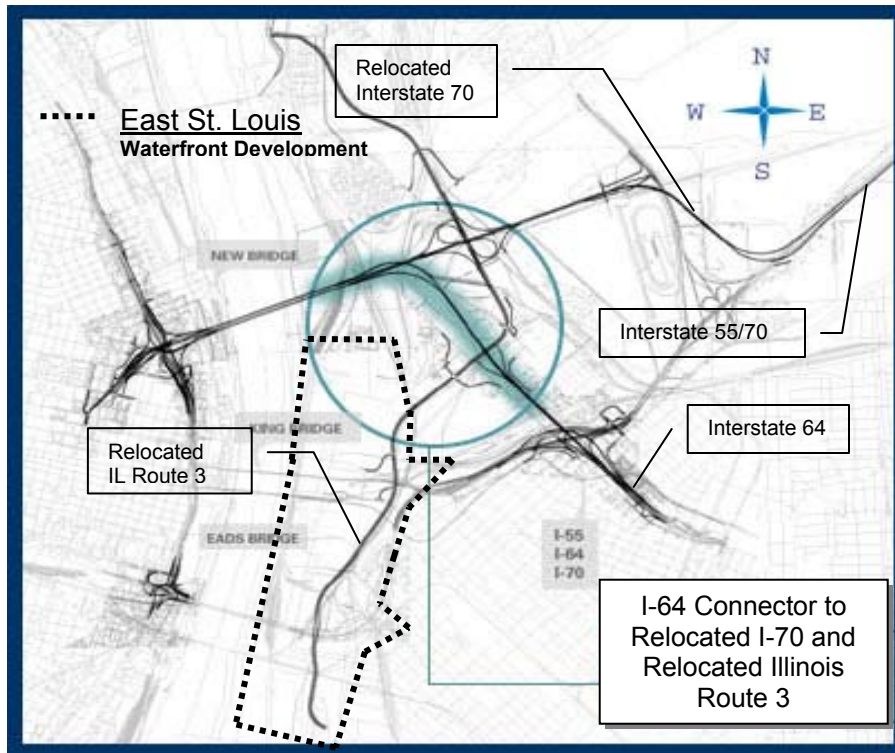


Figure 3-4

Source: Illinois Department of Transportation

An Interstate 64 connector from the Tri-Level to relocated Illinois Route 3 and eventually relocated Interstate 70 is planned.

The I-64 connector is an extension of I-64 from the Tri-Level Interchange to relocated Illinois Route 3 and eventually relocated I-70, where it will have a connection to the new Mississippi River Bridge. The extension will be 4 lanes and will run parallel to St. Clair Ave. in East St. Louis. The length of the extension from the Tri-Level to relocated Interstate 70 is approximately 2 miles.

The 0.9-mile segment of the I-64 Connector from the Tri-Level to relocated Illinois Route 3 is programmed during FY 2003-2007 at a cost of 39.4 million. Of this total, completion of engineering for the contract plans is programmed in FY 2003 at a cost of \$735,000. Construction on this portion of the connector could begin in 2004.

The I-64 Connector will provide an efficient connection to relocated Illinois Route 3 which will improve access to the East St. Louis Waterfront.

The New Mississippi River Bridge

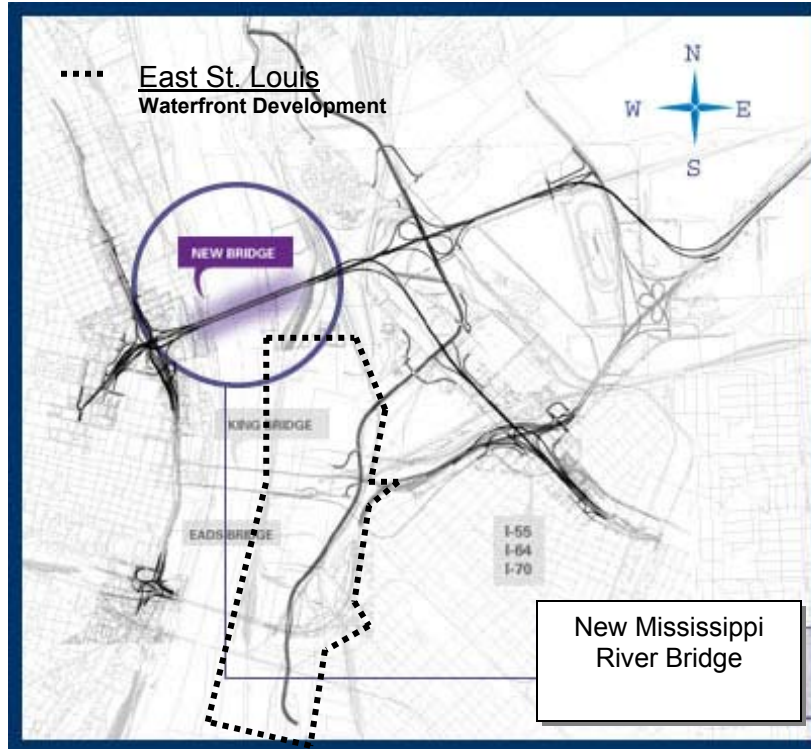


Figure 3-5

Source: Illinois Department of Transportation

The New Mississippi River Bridge will improve connections between Illinois and Missouri. Traffic congestion will be reduced, and the safety and efficiency of travel in the East St. Louis area and in the St. Louis central business district will be improved. The engineering for the project was initiated in FY 1992 with Illinois as the lead agency and Missouri sharing the cost.

Land acquisition and engineering for contract plans are underway. The continuation of this work as well as other pre-construction work, is programmed in the IDOT FY 2003-2007 Program at a cost of \$18.3 million. Of this total, \$17.3 million is programmed in FY 2003. Missouri and Illinois are sharing the engineering costs for the development of contract plans. ISTEPA included \$2.3 million in federal demonstration funds for this project; TEA-21 has provided \$1.1 million in High Priority Project funds for this project. Currently funding for the

construction of this project has not been obtained. If special federal funding over and above regular program funds needed for this project is obtained, the new Mississippi River Bridge could be completed by 2011.

The construction of the new Mississippi River Bridge will have an impact on the regional transportation system. The new Mississippi River Bridge project has been coordinated with other transportation projects in the region such as the relocation of Illinois Route 3 from Venice to Sauget/Cahokia and the Interstates 55/64/70 Tri-Level reconstruction in East St. Louis and the relocation of a portion of Interstate 70 in Illinois (Figure 3-1).

Relocation of Interstate 70

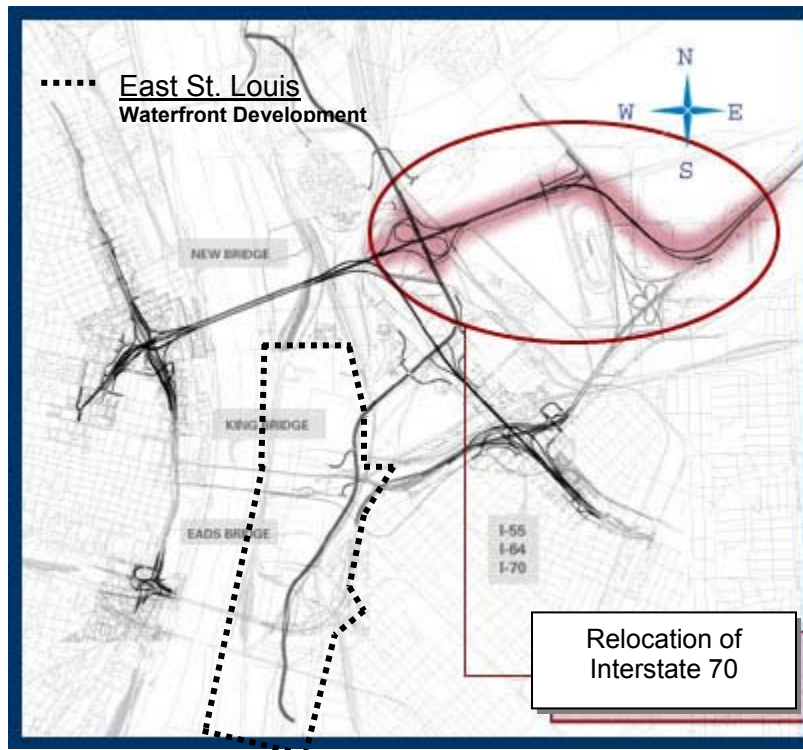


Figure 3-6

Source: Illinois Department of Transportation

This project involves the relocation of a portion of Interstate 70 from Illinois Route 3 to the proposed new Mississippi River Bridge. This project will ease traffic on the Poplar Street Bridge and provide access to relocated Illinois Route 3. The length of the project is approximately 3.5 miles and will consist of construction of a four-lane interstate highway with a closed barrier median.

By providing access to Illinois Route 3 and relieving congestion on the Poplar Street Bridge, this project will have a positive impact on improving access to the East St. Louis Waterfront.

The design of this project was to be completed in 2002, however, funding for the construction of this project is not available at this time. If funding is provided, construction on this project could begin in 2004.

Missouri Projects

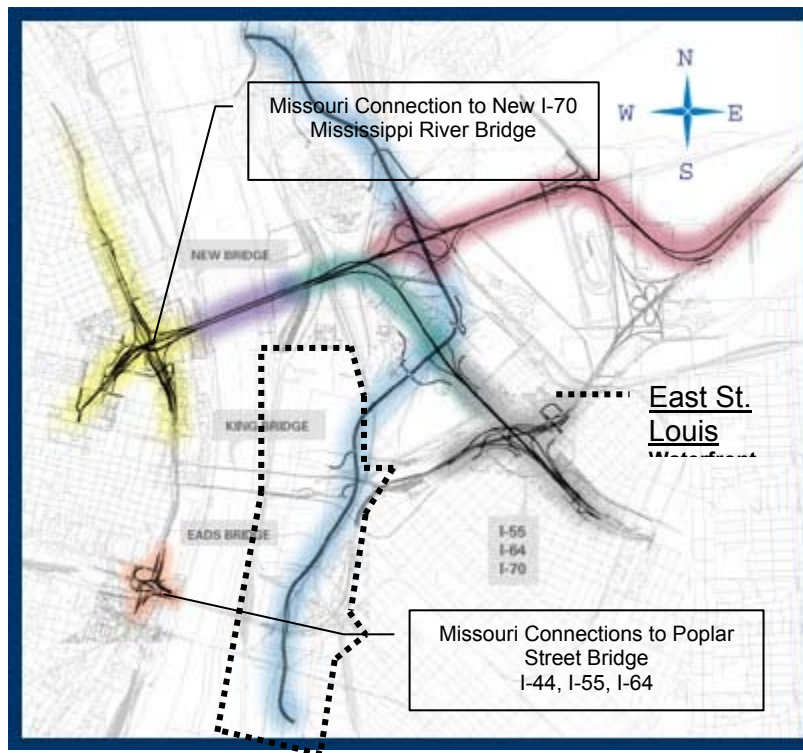


Figure 3-7

Source: Illinois Department of Transportation

Although these projects are located in Missouri, they will have an impact on the East St. Louis Waterfront because they will reduce traffic congestion and improve safety and efficiency in travel through the areas surrounding the Poplar Street Bridge and the proposed New Mississippi River Bridge. The design of these projects has been funded, however, no additional funding has been provided at this time.

Other Transportation Enhancements

In addition to the projects associated with the New Mississippi River Bridge, two other bridge improvements are underway which will have positive impacts on the transportation network serving the East St. Louis Waterfront Project Area.

The upper deck of the Eads Bridge has been resurfaced by the City of St. Louis and was opened for vehicular traffic, as well as bicycle and pedestrian traffic in 2003. The reopening of the Eads Bridge now provides a direct link between the East St. Louis Waterfront and the central business district of St. Louis. The Illinois approach to the Eads Bridge will remain in the approximate location as the original location in the center of the development area along River Park Drive. (Illustration PF3)

Another bridge project impacting the Waterfront Project Area involves the McKinley Bridge. Recently the McKinley Bridge between the Cities of St. Louis, Missouri and Venice, Illinois was closed due to unsafe conditions. The Illinois Department of Transportation currently has the rehabilitation of the bridge and pre-construction activities programmed in FY 2003 at a cost of \$39.1 million. Remaining construction engineering at a cost of \$1.0 million is programmed during FY 2004-2007. The reopening of the McKinley Bridge will have a positive impact on the East St. Louis Waterfront since it will improve access to Illinois Route 3.

This project is contingent upon special state legislation transferring jurisdiction of the bridge to the State of Illinois, local funding participation, and the retirement of outstanding bonds.

IV. PUBLIC INVOLVEMENT

The public involvement process for this study was intended to meet two overall objectives: 1) to disseminate information about the study process; and 2) to provide an ample opportunity for the public to provide unstructured comments concerning riverfront development opportunities. This public involvement was supplemented by conversations with key individuals involved in development activities within the St. Louis metropolitan region to gain a knowledge and understanding of the area's development pattern.

First Public Involvement Meeting

The first public involvement meeting was held from 5:00 to 8:00 p.m. at the East St. Louis City Council Chambers in City Hall on Thursday, April 18, 2002. The purpose of the meeting was to provide a background of the study process and to display mapping of existing conditions within the Project Area and to be available to answer attendee questions.

The mapping of existing conditions was contained within the East St. Louis Waterfront Development Plan (Part 1) prepared by Horner & Shifrin, Inc. and its subconsultant Environmental Operations, Inc. The final report was completed in February, 2002.

Approximately 30 persons attended the meeting. The study team was represented by Debbie Roush and Kevin McGrew, St. Louis District, U.S. Army Corps of Engineers; Ann Robertson, Empowerment Zone; Willard Mitchom; Hermon Betts and Alonzo Greenwood, City of East St. Louis; Peter Green and Dan Lang, Horner & Shifrin, Inc.; Bob Lewis and Jason Hensley, Development Strategies, Inc; and A.J. Adams, Environmental Operations, Inc.

A continuous powerpoint presentation was displayed by the Corps to provide information on the study process. The Corps and consultant representatives were on hand to answer questions and undertake a dialogue with meeting attendees.

A public involvement meeting Conference Report is contained in Appendix F. This appendix also contains a copy of the public meeting notice, an attendee list, an East St. Louis Waterfront Survey for participants to complete, the powerpoint presentation slides, a comment form and the registration form.

Newspaper Publications

Public meeting notices were placed in local newspapers prior to the Public Involvement Meetings held on April 18 and May 23. Also, several articles have been written which relate to development activities in the East St. Louis area (Appendix I).

V. MARKET ANALYSIS

A major component of this study effort is an assessment of the development market potential to ascertain the most appropriate market-driven enterprises which would result in a viable East St. Louis waterfront. This analysis was undertaken by Development Strategies, Inc. as a subconsultant to Horner & Shifrin, Inc. The result of this effort is the production of a separate document entitled, "Market-Based Development Opportunities, Mississippi River Waterfront, East St. Louis, Illinois" dated June, 2002.

This document is contained in Appendix J. The market analysis report details the process used to gather information and provides a summary of the findings. Refer to this document for further information.

VI. SUMMARY OF RESULTS

Natural and Cultural Resources

Discussions were held with several local, state and federal agencies to gain information on the Project Area's cultural resources. Wetland resources were identified through assistance of the United States Department of the Interior with electronic wetland mapping provided under the National Wetland Inventory system. The potential wetland sites were each visited/observed through field reconnaissance. Many of the sites originally mapped had been disturbed over the last twenty years. The sites seeming to offer the best likelihood of presently being a wetland resource were given a solid yellow shading to assist in alternative plan development.

Archeological and paleontological resource sites were identified in mapping provided by the US Army Corps of Engineers and conversations with the Illinois Historic Preservation Agency. These sites are contained on mapping which will be used internally when creating the alternative plans. However, these sites have not been shown on the mapping provided in the public report to avoid possible disruption to these fragile archeological locations.

Threatened and endangered species and their potential habitats were provided through discussion with the US Department of the Interior Fish and Wildlife Service and the Illinois Department of Natural Resources. No such species or their habitats were determined to potentially exist in the Project Area.

The Illinois Historic Preservation Agency was contacted regarding any cultural resources within the Project Area. The only such resource is the Eads Bridge. Several other such resources exist elsewhere in the vicinity of the Project Area and have been shown on mapping provided as part of this document.

Floodplain mapping was obtained electronically through the US Federal Emergency Management Agency and these areas will be considered in development of the alternative plans for the area.

Circulation, Traffic and Transit Elements

Information from the East St. Louis Waterfront Development Part 1 along with field observations were used to develop information for a base map and narrative description of the existing conditions. Several improvements are planned for the network of highways surrounding the Project Area. These projects include a new Mississippi River bridge, relocation of Illinois Route 3, reconfiguration of the I-55, I-64, I-70 (Tri-Level) Interchange, construction of an I-64 connector to relocated Route 3 and the relocation of I-70. To obtain the most recent proposed plans and to evaluate the impact that these improvements will have on the Project Area, the Illinois Department of Transportation and HNTB (the engineering firm handling the project management of the projects) were contacted. Information obtained from meetings with HNTB was incorporated into the report and added to the base map.

Public Meetings

Public Involvement Meetings were held on April 18 and May 23, 2002 to give the public an opportunity of becoming acquainted with the project and offer their input. These meetings were supplemented by other meetings held including two strategy meetings with the study team, a meeting with the East St. Louis

Community Action Network and a meeting with a consortium of Confluence Greenway organizations concerning trail connectivity.

The information, both written and verbally received, from these various meetings will be considered in designing alternative plans for waterfront development. Additional comments will be sought throughout the course of alternative plan development. These comments will allow refinement to be made in the recommended plan for this assignment.

Market Analysis

A detailed market analysis has been undertaken for evaluation of the waterfront area. The result of this effort is the production of a separate report which is contained in Appendix J. Interested parties should consult this Appendix for detailed market information.

VII. NEXT STEPS

Based on the results of the market analysis and public involvement, three alternative plans were to be developed for the waterfront designed to capitalize on the input received. These plans will include a gross level engineering estimate to show the relative magnitude of the difference in implementation costs between them.

It has been recognized that the East St. Louis waterfront provides some spectacular views of downtown St. Louis. The market analysis has suggested that the area directly across from the Gateway Arch should be reserved for some type of civic/recreational/entertainment use. As such, a perspective drawing of the view offered from this vantage point has been developed (Illustration PF5).

Likewise, it has been noted that the view from the northern portion of the Project Area toward downtown St. Louis is very notable (Illustration PF6). It is too early in alternative plan formation to know whether the view will be from an office unit or a residential unit. However, it is recognized that this view translates to market viability for a development project and is one of the premier factors driving the interest in constructing development projects in this area.

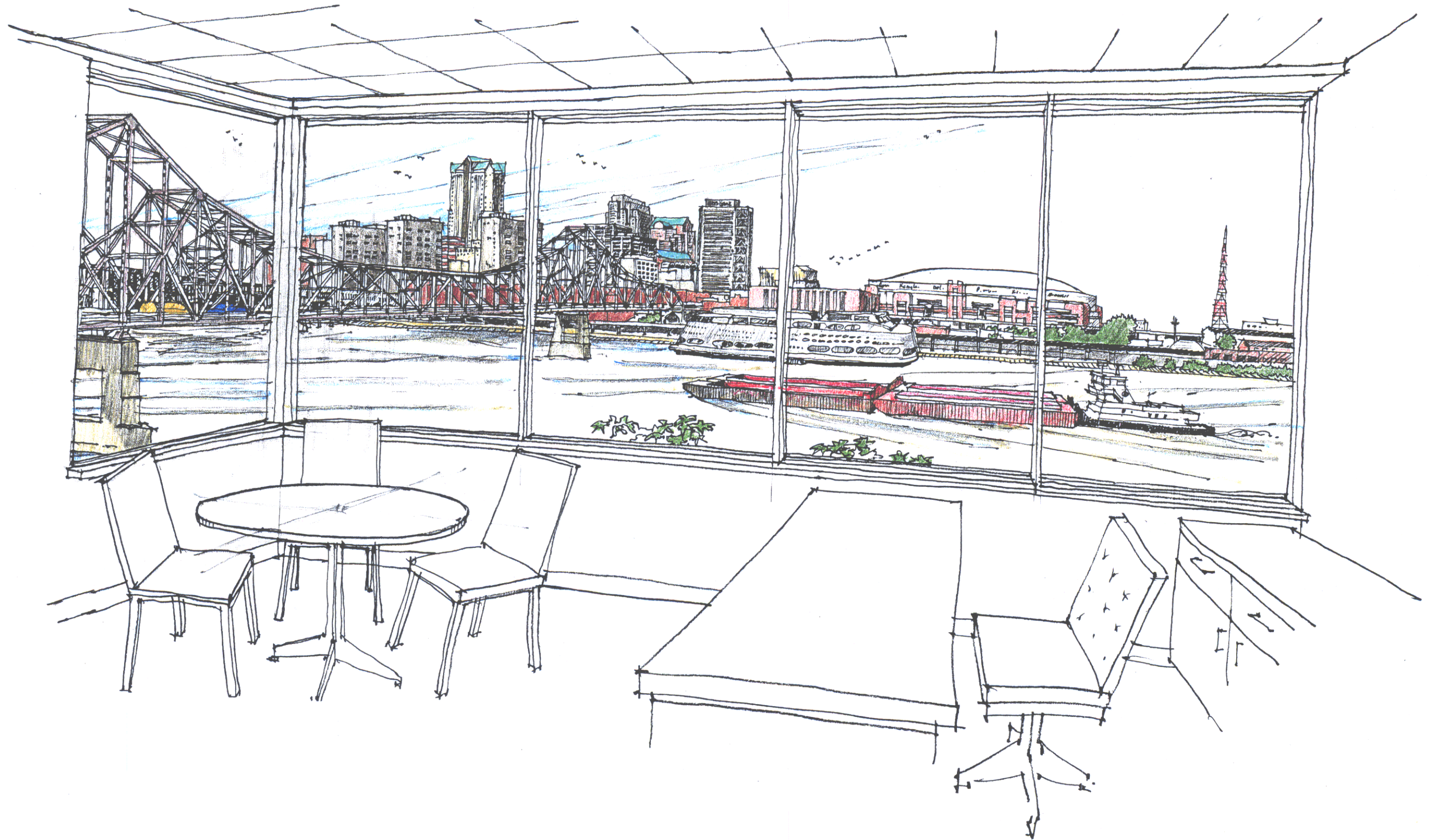
Currently, plans are underway for the construction of a new Mississippi River bridge just north of the East St. Louis waterfront (Illustration PF4). If this project moves forward and the bridge is constructed, it will have a dramatic impact on the view from the southern portion of the Project Area.



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DEVELOPMENT**

ILLUSTRATION PF5: VIEW OF DOWNTOWN ST. LOUIS FROM CENTRAL PORTION OF PROJECT AREA



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ILLUSTRATION PF6: VIEW OF DOWNTOWN FROM NORTHERN PORTION OF PROJECT AREA

ALTERNATIVE PLAN DEVELOPMENT

I. INTRODUCTION

Under this phase of work, three alternative plans were developed. These plans reflected the market analysis realities discussed in the Development Strategies report, and was based on the applied principles of good planning and design. The plans also included views expressed at the first public involvement meeting. Once these plans were prepared, a second public involvement meeting was held to select the best aspects from each plan to develop a superior and realistic plan. These initial three plans – Waterfront Village, Waterfront Place and Waterfront District are detailed in this section.

II. SITE DEVELOPMENT PLANS

A. Waterfront Village - “The place to live, work and play everyday”

Waterfront Village reflects a new urbanism theme of the “urban village”, is reminiscent of traditional town planning with a grid street network, alley access to housing, and a design approach which allows neighbors to have more interaction with each other. Although traditional, it incorporates the latest techniques in building construction and materials, homeowner preferences for modern conveniences, and easy access to shopping/eating/fitness and automobile services (Illustrations APD1, APD2).

The execution of this thematic approach in East St. Louis has several characteristics which are both representative of the urban village concept, yet unique to the East St. Louis Waterfront. The housing units proposed for this development would number over 400 and include both single-family attached and detached units. The single-family attached/townhome units would number 129. The single-family detached would constitute about 300 units. Due to the presence of the river floodwall and levee, the housing units would be 3 to 4 stories in height, which would provide the best opportunity for views of the Mississippi River and downtown St. Louis.

The housing units would have an architectural style reflective of a turn-of-the-century design (Illustration APD3(a) and APD3(b)). An interior courtyard would provide some private space for each occupant, yet encourage social interaction with neighbors. The units will be placed close to the street to further encourage a sense of community. To further encourage this sense of community, the units will range from affordable housing to luxury penthouses. The luxury units would have significantly upgraded interiors, with some complementary exterior alterations to enhance the value of the units. Upgraded features might include a fully landscaped exterior courtyard, full brick construction rather than brick veneer,



LAND USE LEGEND

- | | |
|------------------------------------|--|
| 1. OUTDOOR RECREATION | 15. HIKING/ BIKING TRAIL |
| 2. INDOOR RECREATION | 16. METROLINK STATION |
| 3. MINI STORAGE WAREHOUSES | 17. HOTEL/ CONFERENCE CENTER |
| 4. WAREHOUSE/ DISTRIBUTION | 18. RETAIL/ SERVICE COMMERCIAL |
| 5. OFFICE CONDOMINIUMS | 19. GASLIGHT SQUARE NIGHTLIFE DISTRICT |
| 6. LIGHT INDUSTRIAL/ MANUFACTURING | 20. MOTOR HOTEL |
| 7. MEDICAL OFFICES | 21. OFFICE CAMPUS |
| 8. GENERAL OFFICE | 22. COMMERCIAL RETAIL CENTER |
| 9. BOTANICAL WETLAND NATURE PARK | 23. OFFICE |
| 10. MAJOR PUBLIC VENUE | 24. APARTMENT CONDOMINIUMS |
| 11. FUTURE CASINO IMPROVEMENTS | 25. SINGLE FAMILY VILLAGE |
| 12. RETAIL/ SERVICE COMMERCIAL | 26. TOWNHOUSE CONDOMINIUMS |
| 13. GAS STATION | |
| 14. FOUNTAIN PLAZA | |

**WATERFRONT VILLAGE
"THE PLACE TO LIVE,
WORK AND PLAY
EVERYDAY"**

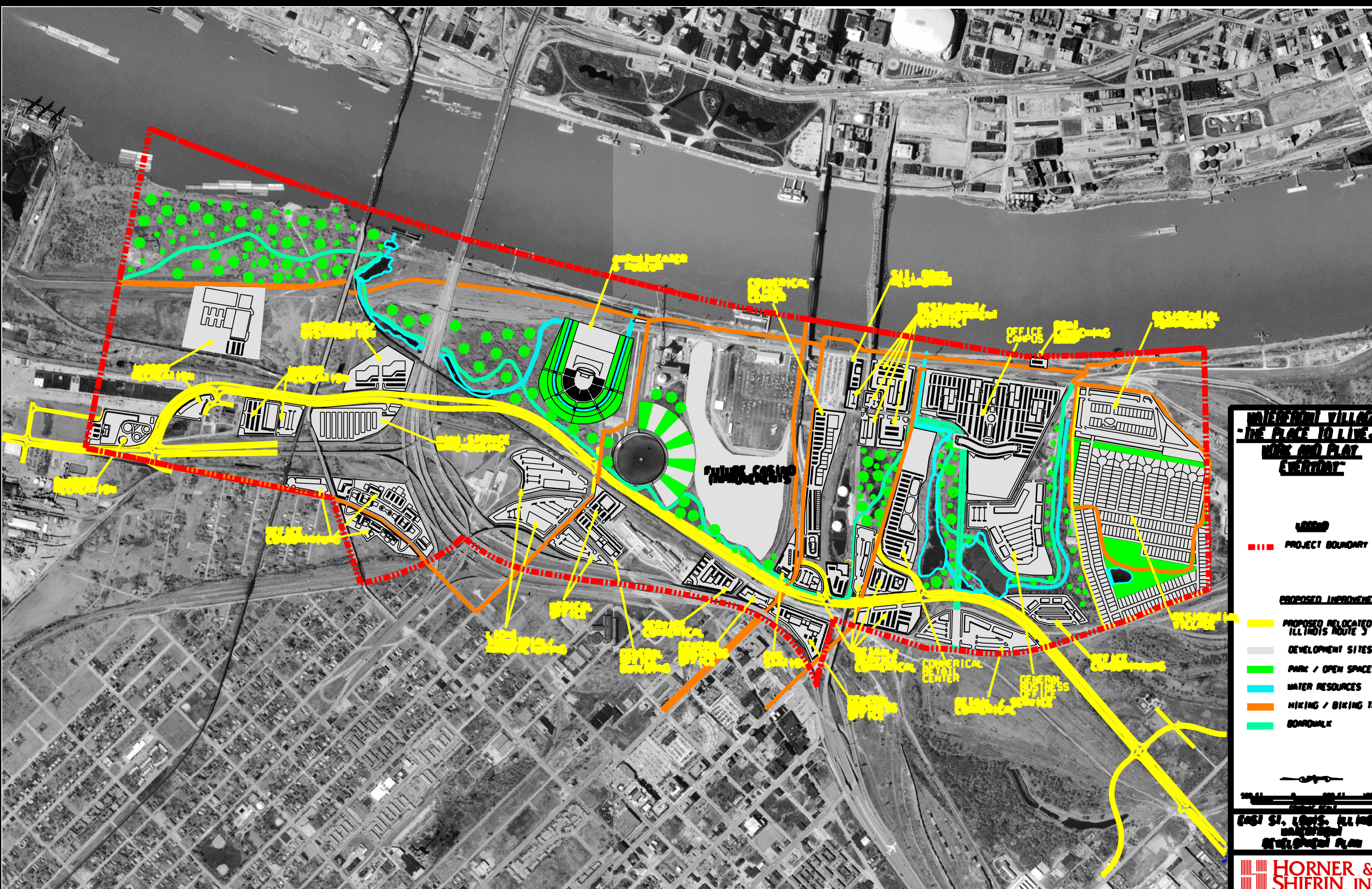
- PHASE 1
- LEGEND
- PROJECT BOUNDARY
- PROPOSED IMPROVEMENTS
- PROPOSED RELOCATED ILLINOIS ROUTE 3
 - DEVELOPMENT SITES
 - PARK / OPEN SPACES
 - WATER RESOURCES
 - HIKING / BIKING TRAIL
 - ROADWAY
- SCALE: 1" = 100 FT
- EAST ST. LOUIS, ILLINOIS
WATERFRONT
DEVELOPMENT PLAN

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**EAST ST. LOUIS
WATERFRONT
DEVELOPMENT**

ILLUSTRATION ADP1: WATERFRONT VILLAGE PLAN (ARCHITECTURAL VIEW)

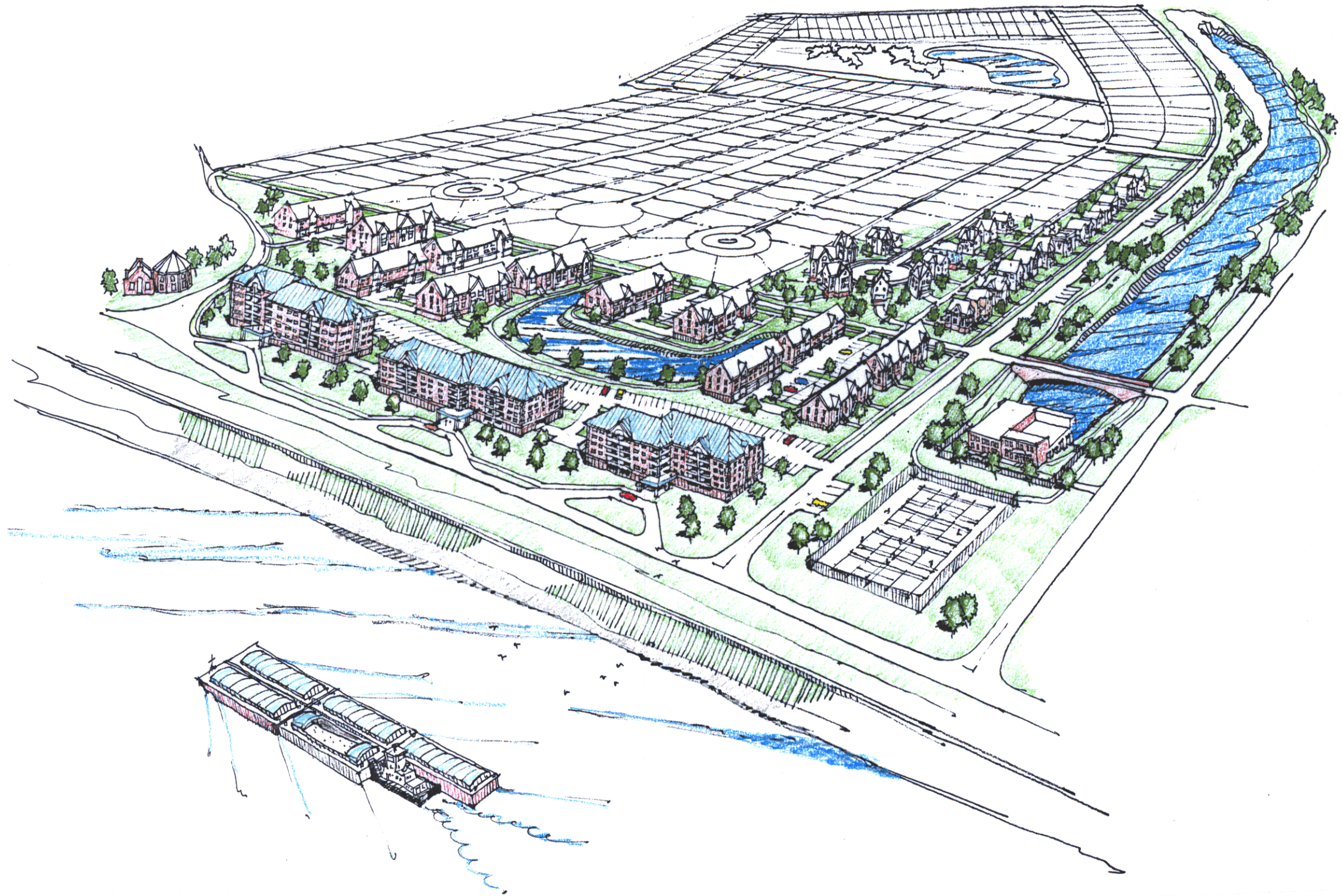


**WATERFORD VILLAGE
- THE PLACE TO LIVE,
WORK AND PLAY
EVERYDAY**

- LEGEND**
- - - PROJECT BOUNDARY
 - PROPOSED IMPROVEMENTS**
 - PROPOSED RELOCATED ILLINOIS ROUTE 3
 - DEVELOPMENT SITES
 - PARK / OPEN SPACES
 - WATER RESOURCES
 - HIKING / BIKING TRAIL
 - BOARDWALK

SCALE 1" = 100' (APPROX.)

EAST ST. LOUIS, ILLINOIS
WATERFORD VILLAGE
Master Plan



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ILLUSTRATION APD3A: AERIAL VIEW OF RESIDENTIAL HOUSING



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ILLUSTRATION APD3B: VIEW OF RESIDENTIAL SINGLE-FAMILY DETACHED HOUSING

upgraded floor and wall furnishings, an enhanced lighting and sound system, top-of-the-line electrical appliances, a whole-unit vacuuming system, and other value-enhanced amenities. Lastly, the upgraded units would offer the best views of the waterfront area.

The commercial areas throughout this urban village thematic approach would involve both trendy boutique shops, along with other quality small-scale retail. These would be supplemented by more basic commercial services, all featuring more upscale, designed architectural exteriors. As an example, while the area would likely include major retailers such as Walgreen's, the building design and site layout would deviate from the prototypical construction and provide complementary architecture to that located throughout the Waterfront.

The spectacular views which are provided along the Waterfront present a unique opportunity for a quality sit-down dining experience. These opportunities could be provided either in multi-storied individual dining establishments, or on the top floor of other commercial or office buildings. Of course, it is expected that these high-quality sit-down restaurant facilities will be supplemented by national fast-food restaurants, to attract a wider mix of consumers. It is critical to the success of the urban village concept that the exterior architecture be coordinated throughout the entire Waterfront Village.

It is expected that other types of commercial activity (i.e., hotels, service commercial) will also be present for this live, work and play concept to be successful. The placement of such uses is important to support the daytime working population and the nighttime residential population. These two groups are supplemented by the traveling public who will come to the waterfront area for shopping, dining and entertainment opportunities. The total additional square footage of new commercial development under this plan is over 500,000 square feet.

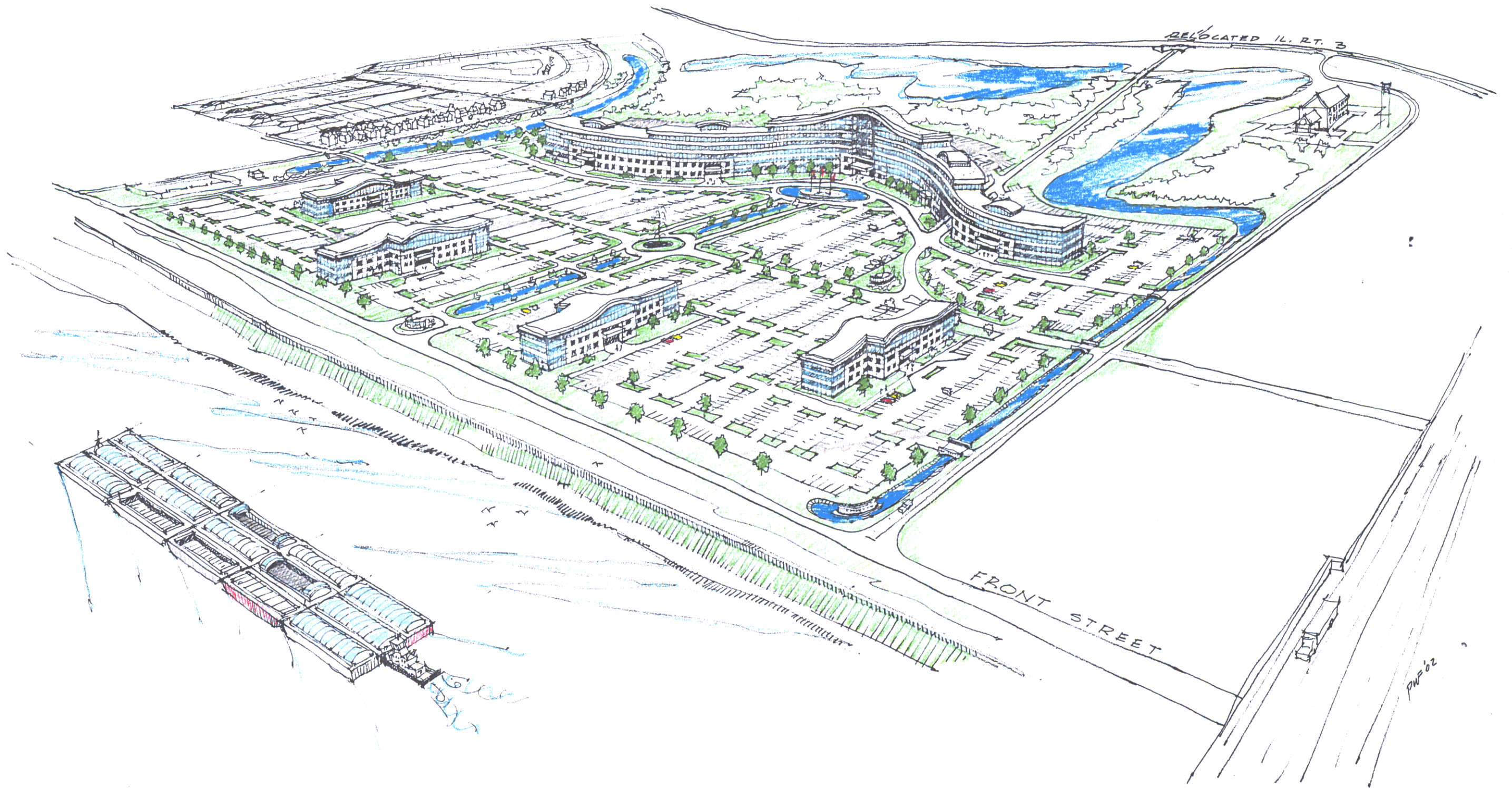
To fully support this thematic approach of living, working and playing, all three components must be involved in this mix. The work component will include commercial, industrial and office activity. The office component of this urban village approach would constitute almost 1.5 million square feet (Illustration

APD4). The reason for this concentration of office activity is two-fold. First, office workers have highly-varied income levels which would support the concept of mixed-income housing opportunities. Secondly, the views of downtown provide a unique opportunity within the region. Offices would have quality exterior and interior architectural and design components in order to attract good office tenants. The office market prefer to have something unique to make a statement about their company and its resources.

The view of downtown and the Mississippi River is unequalled anywhere else in this region, and must be optimized in the development (Illustration APD5). High-quality office tenants will want to take advantage of all this location has to offer. It is recognized that the office market is presently overbuilt in the St. Louis market. Although the office component may lag behind other elements of the waterfront development, due to a presently over-built office market in the region, this should nevertheless be very appealing to potential tenants.

Although this particular plan de-emphasizes the industrial market, it is nevertheless an aspect of the work component. There are several suitable sites within the Project Area which are not as prime for other types of development and which could support industrial opportunities. The newly proposed industrial development would constitute nearly 300,000 square feet.

There are several other design elements which have been incorporated into the Waterfront Village. The issue of stringent architectural design standards has already been discussed. Additionally however, in order to minimize the effect of multi-story buildings on pedestrian circulation, the streetscape needs to be significantly enhanced. Such enhancements would include extensive landscaping, a short wall or berms to help conceal the rail line along the waterfront, use of numerous water elements, outdoor furniture, and lighting. All of these enhancements should be designed to preserve or create quality viewsheds toward the Mississippi River to give residents, workers and visitors a sense of connectivity to the water, and to capitalize on this unique location.

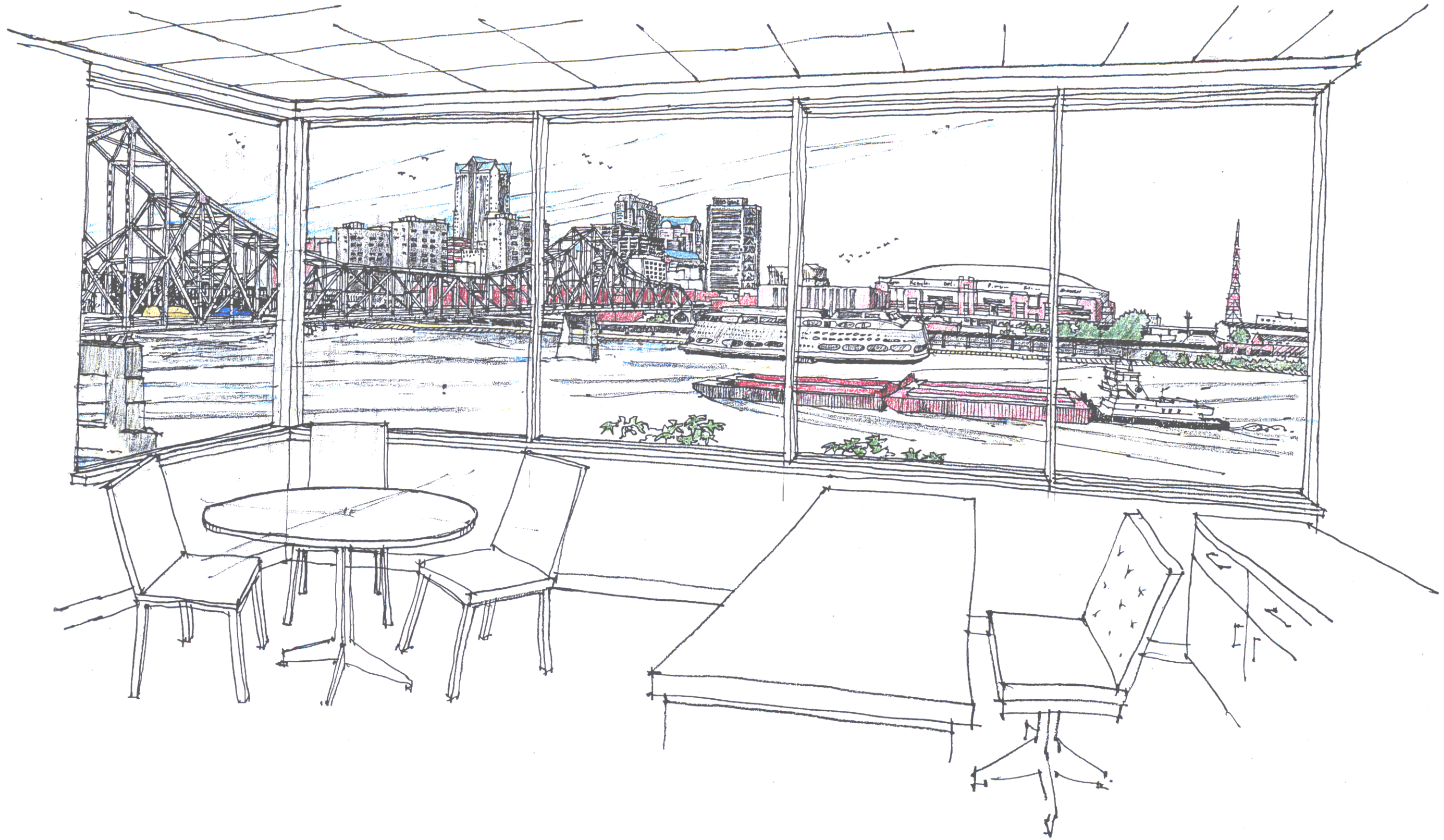


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**EAST ST. LOUIS
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ILLUSTRATION APD4: VIEW OF OFFICE CAMPUS DEVELOPMENT

PHS 02



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**EAST ST. LOUIS
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ILLUSTRATION APD5: VIEW OF DOWNTOWN FROM NORTHERN PORTION OF PROJECT AREA

B. Waterfront Place - “The St. Louis Metropolitan Playground”

Waterfront Place is a thematic approach which emphasizes the entertainment and musical center for the metropolitan region. It would be the place to come for jazz and blues, Mississippi River nights, nightclubs, casino gaming, theaters, and fun. The tradition of the St. Louis region in entertainment and music is well documented. The waterfront area has a potential to be the premier location in the region for this theme (Illustration APD6, APD7).

The housing approach suggested for the Waterfront Village concept can also work well here. This concept supports housing by creating a waterfront area that has a vibrant nightlife component. The housing area, while directly removed from the new downtown activity center, is still close enough to allow residents the opportunity to participate in waterfront activities.

In this approach, the historical influence of musicians and entertainers with a connection to East St. Louis is highlighted. As a tribute to their influence, the names of such performers as Catherine Dunham, Miles Davis, Tina Turner, Johnny Johnson, Redd Foxx, Chuck Berry and others will be remembered in East St. Louis' own walk-of-fame along the waterfront. Streets in the Project Area will be named for these celebrities with an East St. Louis connection to further educate the public about their place in the entertainment world.

The area north of the Casino Queen complex would be converted to a new Gaslight Square district, evolving the legendary jazz and blues district of the 1960's. The area on the waterfront would include an assortment of art galleries, theater productions, antique stores, night clubs, bistros, coffeehouses, international restaurants, comedy houses, music venues, bars and book stores generating a variety of people oriented activities.



LAND USE LEGEND

1. INDUSTRIAL PARK	15. HIKING/ BIKING TRAIL
2. WAREHOUSE/ DISTRIBUTION	16. METROLINK STATION
3. MINI STORAGE WAREHOUSES	17. HOTEL/ CONFERENCE CENTER
4. WAREHOUSE / DISTRIBUTION	18. RETAIL/ SERVICE COMMERCIAL
5. OFFICE CONDOMINIUMS	19. RETAIL/ ENTERTAINMENT DISTRICT
6. LIGHT INDUSTRIAL	20. MOTOR HOTEL
7. RESIDENTIAL VILLAS	21. OFFICE CAMPUS
8. GENERAL OFFICE	22. COMMERCIAL RETAIL CENTER
9. BOTANICAL WETLAND NATURE PARK	23. OFFICE
10. MAJOR PUBLIC VENUE	24. APARTMENT CONDOMINIUMS
11. FUTURE CASINO IMPROVEMENTS	25. SINGLE FAMILY VILLAGE
12. RETAIL/ SERVICE COMMERCIAL	26. TOWNHOUSE CONDOMINIUMS
13. GAS STATION	
14. FOUNTAIN PLAZA	

File Land Use Report 2

**WATERFRONT PLACE
"THE ST. LOUIS METROPOLITAN PLAYGROUND"**

LEGEND

- PROJECT BOUNDARY
- PROPOSED IMPROVEMENTS
- PROPOSED RELOCATED ILLINOIS ROUTE 3
- DEVELOPMENT SITES
- PARK / OPEN SPACES
- WATER RESOURCES
- HIKING / BIKING TRAIL
- BOARDWALK

GRAPHIC SCALE
0 500 FT 1000 FT

EAST ST. LOUIS, ILLINOIS
WATERFRONT
DEVELOPMENT PLAN

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141 Market Pl., Ste. 208 Fairview Heights, Illinois 62208

**EAST ST. LOUIS
WATERFRONT
DEVELOPMENT**

ILLUSTRATION ADP6: WATERFRONT PLACE PLAN (ARCHITECTURAL VIEW)



**WATERFRONT PLACE
- THE ST. LOUIS
METROPOLITAN
PLAYGROUND**

LEGEND

- PROJECT BOUNDARY

PROPOSED IMPROVEMENTS

- PROPOSED RELOCATED ILLINOIS ROUTE 3
- DEVELOPMENT SITES
- PARK / OPEN SPACES
- WATER RESOURCES
- HIKING / BIKING TRAIL
- BOARDWALK

SCALE: 1" = 100' (APPROX.)

EAST ST. LOUIS, ILLINOIS
METROPOLITAN
REDEVELOPMENT PLAN

The architecture and general design of the new Gaslight Square will recreate the general appearance of the original Gaslight Square. The names on the new buildings should reflect the old venues including the Grecian Terrace, Tigers Den, Smokey Joe's, Golden Eagle, Magnolia House and the Crystal Palace to name but a few. The design should incorporate the neon sign motifs that were popular during the period.

Posters and other graphic art would be placed throughout the newly recreated Gaslight Square which would feature those big name entertainers who performed at the Palace including the Smothers Brothers, Woody Allen, Lenny Bruce, Phyllis Diller, Dick Gregory and George Carlin, among many others.

The area will feature street performers who would display their talents and carriage rides to showcase the waterfront area to its visitors.

Other art forms will be a major component of this thematic approach. A sculpture park will feature nature for visitors and residents alike. A children's sculpture art playground will be a key feature of the park and allow children to interact with art. Whimsical art could include a sculpture of a croquet mallet hitting a ball through a small arch replica shown in the public venue area with a view toward the Gateway Arch.

The area would also feature a number of entertainment and recreation uses including indoor and outdoor miniature golf, sand volleyball, bowling, video golf, video game room, basketball courts, in-line skating facility, billiards, racquetball, a game retailer, toy retailer, sports retailer, batting cages, go-kart track, Show-Biz pizza and a motel featuring thematic room décor.

The area would still contain office and industrial development areas similar to those shown in the Waterfront Village concept. These uses are important because they provide job opportunities for east-side residents. Also, maintaining a daytime worker population is useful in providing financial support for the commercial and entertainment base proposed under this theme.

A new housing area has been shown on this plan located immediately south of the public venue space. This housing would support high-end luxury villas with a spectacular view of downtown St. Louis. These single-family attached villas would feature the latest urban elements including access to the boardwalk and a bridge crossing the water channel leading directly to the public venue area.

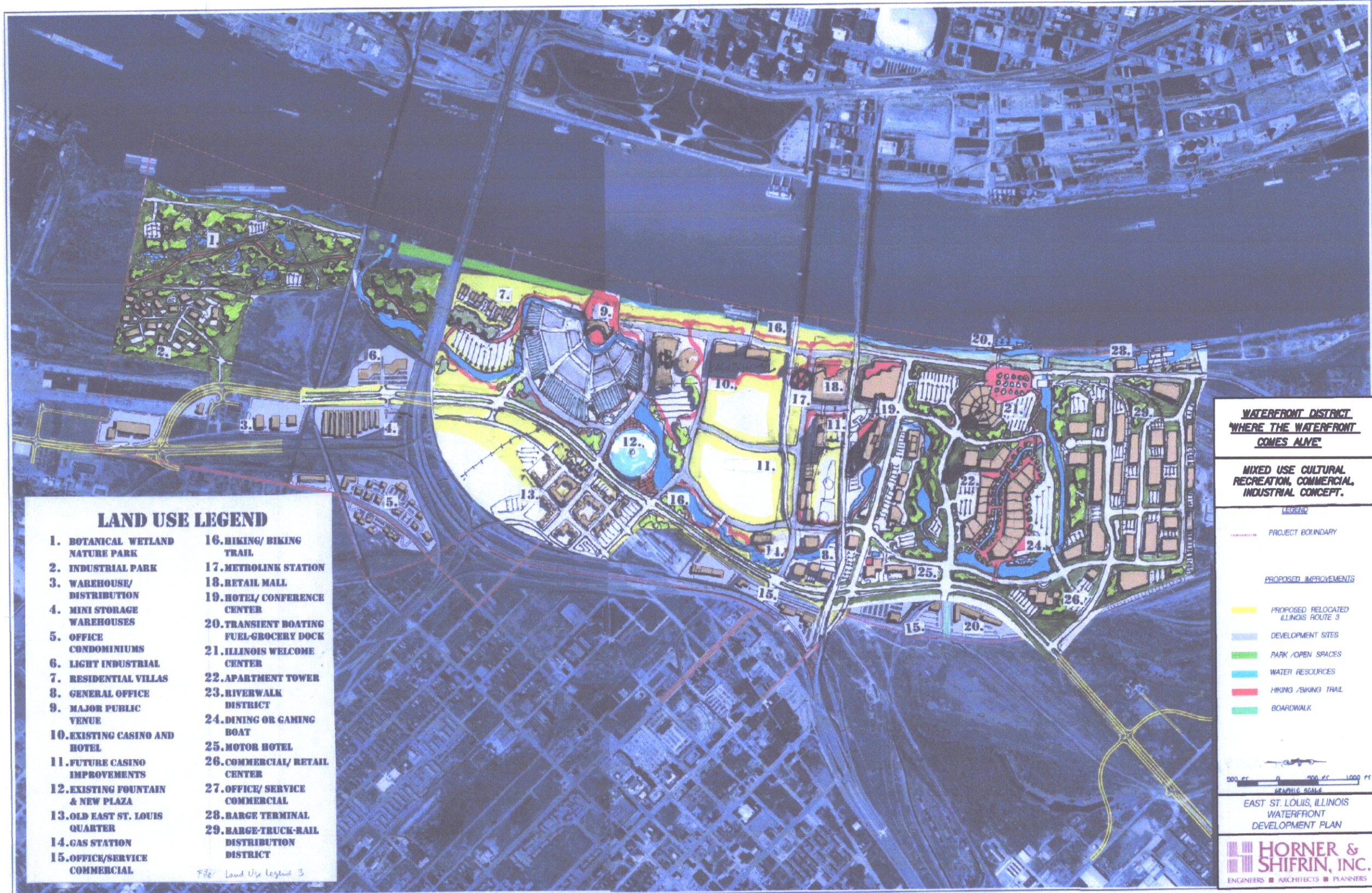
C. Waterfront District - “Where The Waterfront Comes Alive”

The Waterfront District is a thematic approach that emphasizes the working nature of the waterfront. It also illustrates the waterfront’s past and how it has changed over time. The key element of this theme is to provide opportunities for people to see, touch and feel the river. Following is a brief description of several of the key components of this theme (Illustration APD8, APD9).

The Cargill Granary is an active agricultural enterprise which takes grain delivered by local farmers, processes and stores the grain, and then delivers it to either rail cars or barges. A tour of such an operation would be of great interest to a number of people. Under this approach, the granary would be enhanced to accommodate visitors. This is similar to the way in which the Busch brewery has been altered to allow visitors to experience a manufacturing production operation. The exterior of the granary building and elevators would be painted to create an interesting agricultural attraction in much the same fashion as the Sheraton Hotel building has been enhanced along Highway 40.

The public venue space would be another prominent feature under this thematic approach (Illustration APD10). The flowing water through the area could display various riverboats used throughout the history of the River. Visitors would be able to walk topside and view the vessels. Several would be open to allow a tour of actual river vessels.

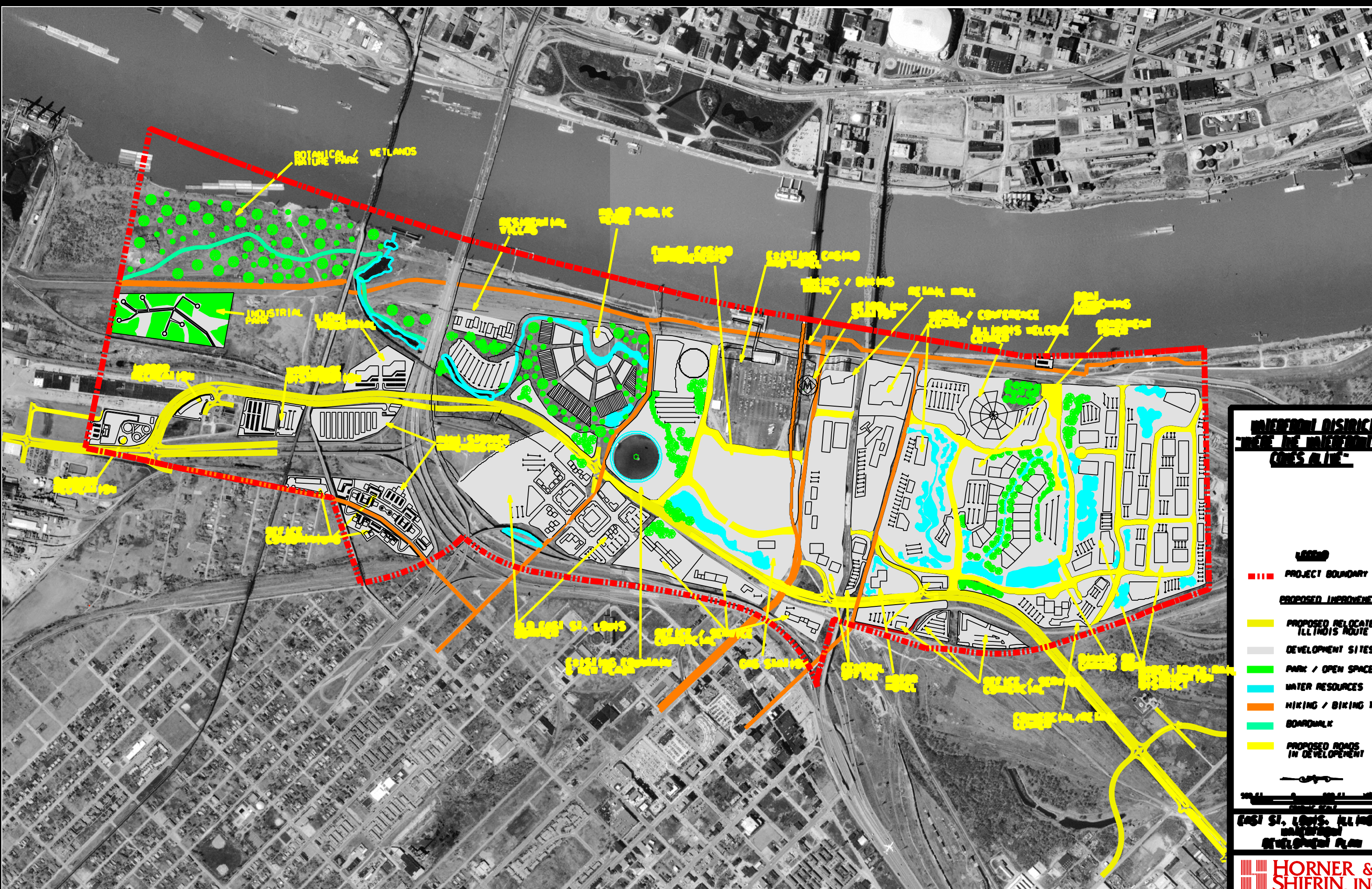
Additionally, the water channel could contain river fishes common to the Mississippi River. Visitors could then see both riverboats and come to understand the history of the river with both its commercial and ecological heritage.



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141 Market Pl., Ste. 808 Fairview Heights, Illinois 62208

EAST ST. LOUIS WATERFRONT DEVELOPMENT

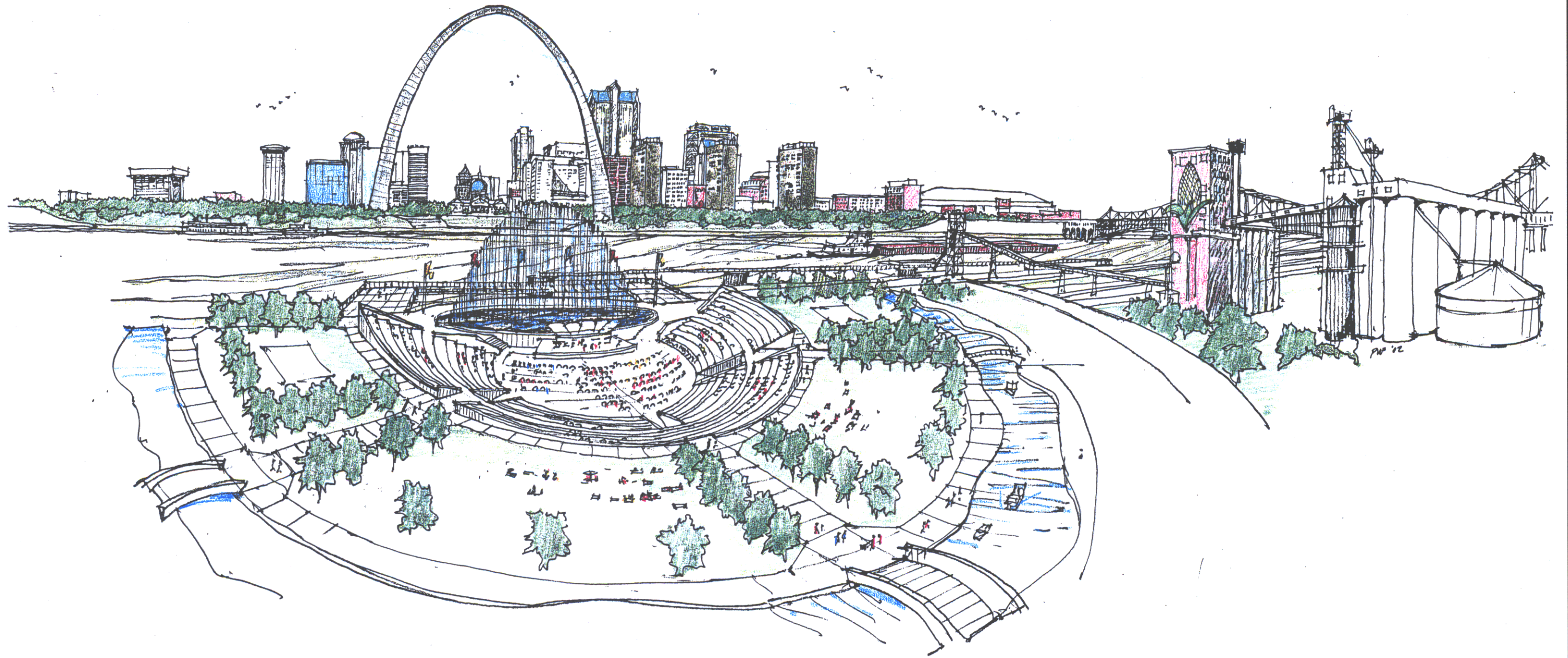
ILLUSTRATION ADP8: WATERFRONT DISTRICT PLAN (ARCHITECTURAL VIEW)



**INDUSTRIAL DISTRICT
"EAST ST. LOUIS"
"ONE'S A LIFE"**

- LEGEND**
- - - PROJECT BOUNDARY
 - PROPOSED IMPROVEMENTS**
 - PROPOSED RELOCATED ILLINOIS ROUTE 3
 - DEVELOPMENT SITES
 - PARK / OPEN SPACES
 - WATER RESOURCES
 - HIKING / BIKING TRAIL
 - BOARDWALK
 - PROPOSED ROADS IN DEVELOPMENT

SCALE 1" = 100' (APPROXIMATE)
 EAST ST. LOUIS, ILLINOIS
 INDUSTRIAL DISTRICT
 DEVELOPMENT PLAN



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141 Market Pl., Ste. 208 Fairview Heights, Illinois 62208

**EAST ST. LOUIS
WATERFRONT
DEVELOPMENT**

ILLUSTRATION APD10: VIEW OF DOWNTOWN ST. LOUIS FROM CENTRAL PORTION OF PROJECT AREA

A Welcome Center to tell the story of how the Mississippi River has changed over time and show visitors information about the region could be added. This story could also be told in conjunction with other agencies who have involvement with the Mississippi River such as the U.S. Coast Guard, the Corps of Engineers and Port Authority. The Welcome Center would be able to present the story of how the floodwall came into its existence and how it functions. The floodwall could also be painted graphically to tell a river story. The transportational aspects of the area could be displayed throughout the Welcome Center.

Rail lines have played a big role in the City's past. At one time the rail service provided on the east side was the second largest rail center in the nation. Several rail cars could also be displayed and opened for touring on a section of abandoned rail spur. Such a display would add to our understanding of the role which rail has played in the City's history.

The working waterfront thematic approach suggests that the waterfront has a story to tell. What better way to tell this story than from the river itself? An excursion service could be established to take visitors up and down the River on a 30 to 60 minute cruise. During the cruise, river visitors would be informed about various waterfront features to gain insight into how the river functions. This boat would be differentiated from other excursion boats because of its educational focus.

As an alternative, or perhaps tied to, the excursion vessel, a ferry crossing could be established to commemorate the historic Wiggins Ferry crossing. These proposals would need to gain approval from the various agencies responsible for river activity. However, an opportunity to get people to the river would be very meaningful under the working waterfront concept.

Several of the old warehouse foundations exist along Missouri Avenue. Under this approach, a portion of these foundations could be reused to showcase their place in the history of the waterfront. A commercial type museum could be constructed along Missouri Avenue as a "Ripley's Believe-it-or-Not" type of museum, tailored to unusual river facts, such as the recent swim by Marten Strel of the entire Mississippi from its headwaters at Lake Itaska, to its mouth at New

Orleans. The lore, legend and facts associated with the River is a potentially strong opportunity that could be exploited in such a privately-funded venture.

Housing would be concentrated in an apartment and retail complex to be located along the inland channel to maintain a strong urban relationship of retail and entertainment uses near housing. This retail and entertainment component would have a direct tie to the water feature (Illustration APD11).

Also, this thematic concept would support a hotel and conference center immediately along the riverfront. Such placement would provide premier views of the River and downtown at its central location north of the casino complex.

The Waterfront District theme has a greater emphasis on industrial development. Therefore, some locations have been suggested here for industrial activity. The market analysis did suggest that a sufficient market exists for some industrial development. Thus, it is not too much of a deviation from the research to suggest more of an industrial base under this proposal (Illustration APD12).

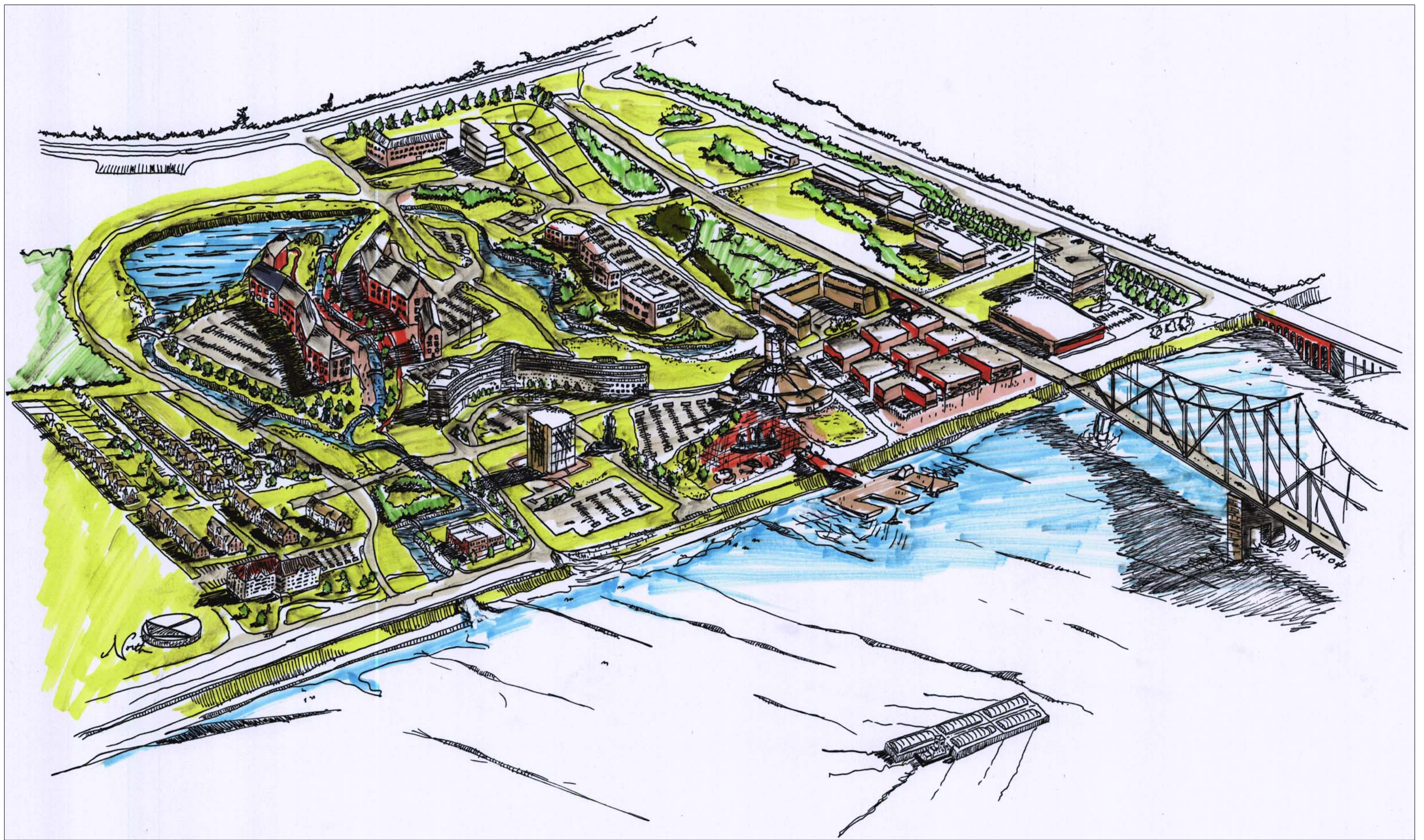
The general design of buildings and structures under this thematic approach would be more industrial in nature. This could be achieved through use of more metal and more angular treatment of structures than is suggested for either of the other two concepts. This should not suggest that the area would be any less inviting to residents or visitors, but rather more in keeping with a distinctive design theme.



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EAST ST. LOUIS
WATERFRONT
DEVELOPMENT

ILLUSTRATION APD11: VIEW OF RIVERWALK AREA



D. Common Elements

It is important to note that there are common elements to each of the three themes proposed for the Waterfront. These are believed to be necessary for a regionally significant context, as well as to make the area appealing to visitors and residents alike. Following is a discussion of these elements.

Linear Park: The market analysis indicated a strong desire by potential development interests in establishing a park/open space component. It was expressed by these developers that both workers and residents consider the natural environment to be important to their quality of life. Such an attitude has resulted in the placement of a linear park throughout the entire Waterfront. Such a park would provide a network of attached and integrated green space on an easement allowing public access throughout the project (Illustration APD13).

It is recognized that in some areas the linear park will need to be created, since none presently exists. However, every attempt should be made to utilize existing natural areas so as to minimize the costs of landscaping to create these areas, and to allow for the establishment of historically appropriate plant species.

Hiking/Biking Trail: Several meetings were held with various people/groups who have an interest, knowledge and involvement in trails within the St. Louis Metropolitan Area. These individuals indicated that it was important to the region to establish a hiking/biking trail immediately adjacent to the Mississippi River. Such a trail has been shown utilizing the existing levee and floodwall on all three plans. Those portions of the trail located in the vicinity of the floodwall would run parallel to the wall. Other portions of the trail will be located on top of the existing levee.

A trail along the levee and floodwall accomplishes the goal of connectivity with the evolving regional trail system. However, it does little to connect the regional trail to the local community of East St. Louis or the Mississippi River itself. Therefore, other trail links have been proposed under all three plans. These links are intended to provide for local connectivity.

Boardwalk: The Project Area contains several significant wetland features. Wetland resources have a number of positive attributes including an opportunity for education. As such, each plan incorporates a wooden boardwalk designed to allow residents and visitors to literally walk-through a wetland. At various locations, interpretive signs will be displayed to indicate the ecological resources being shown (Illustration APD13).

Brick/Cobblestone Streets: A portion of Missouri Avenue, and in several other locations, the original cobblestone streets are still in existence. These streets have not been well maintained, but are a link to the City's past. Therefore, each plan shows some area(s) where the original cobblestones have been placed to tie the area to its past and showcase its importance to the Project Area. The area(s) selected for placement of these original cobblestones vary according to the proposed plan.

Front Street: The main access along the riverfront is Front Street. Presently, the roadway is in disrepair on its northern end. On all three plans, Front Street is shown as a boulevard-type roadway along its northern portion to enhance the image and attractiveness of this highly visible roadway.

Public Venue Space: Each of the plans show a public venue space across from the Gateway Arch. It is not known at this time precisely what type of facility will be constructed at this location. Illustration APD10 shows just one example of what the area could contain. However, both the Market Analysis and this report recognizes the value of this space. The area should be set-aside as a placeholder for whatever future use is deemed appropriate and complementary (Illustration APD14) to the selected plan.

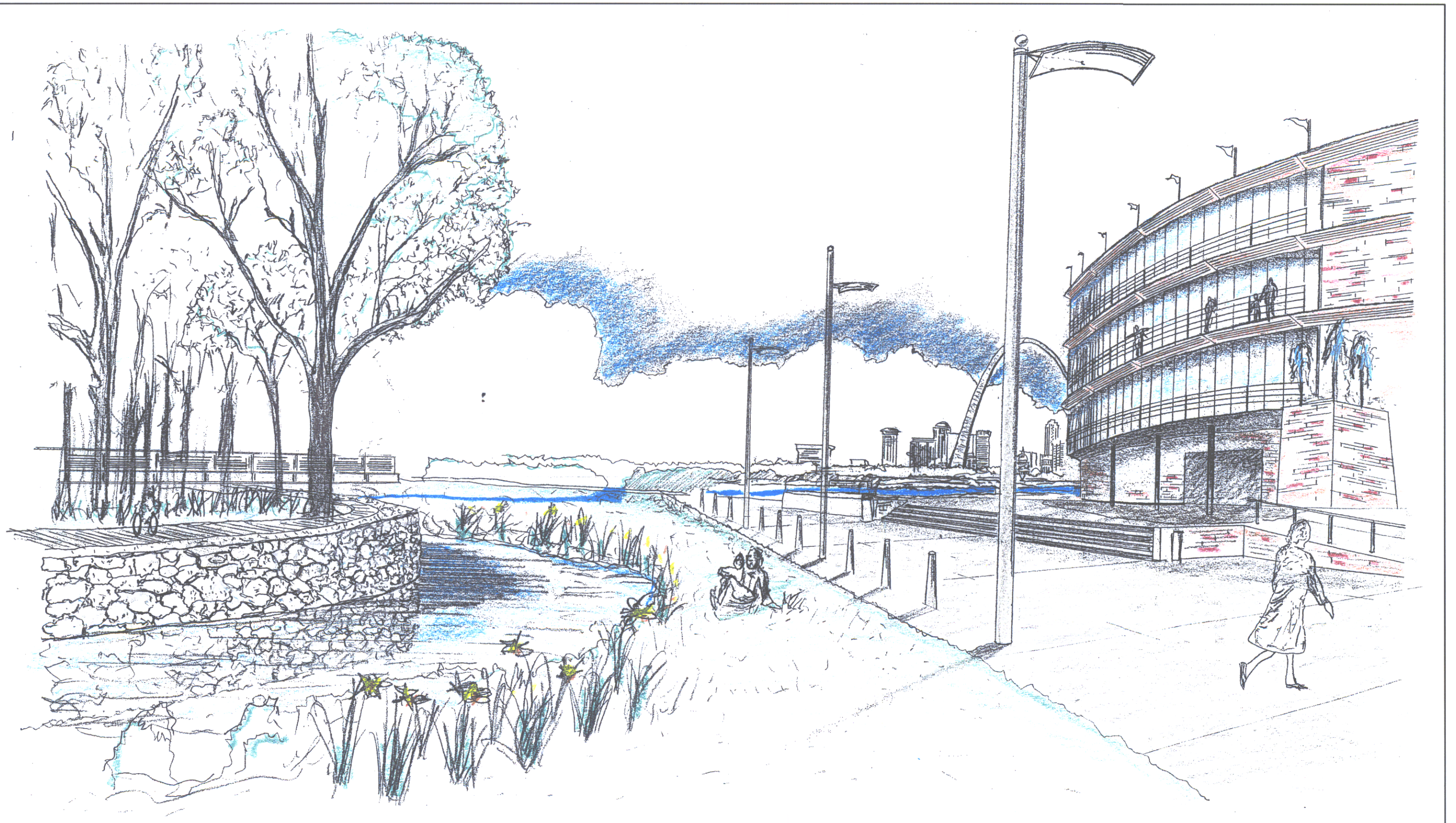
Underground Utilities: The placement of overhead electric and cablevision service does not enhance the appearance of the Project Area. There are a number of high-voltage transmission towers and lines within the Project Area which are not financially feasible for underground placement. However, it is advisable to place the conventional service lines underground. Such an approach would greatly enhance the overall appearance of the area, and would help to put the development on the cutting edge of environmental friendly design, further enhancing marketability.



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5200 Oakland Ave. St. Louis, Missouri 63110
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EAST ST. LOUIS
WATERFRONT
DEVELOPMENT

ILLUSTRATION APD13: VIEW OF LINEAR PARK AND BOARDWALK FEATURE



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**EAST ST. LOUIS
WATERFRONT
DEVELOPMENT**

ILLUSTRATION APD14: VIEW OF SOUTHERN PORTION OF COMMUNITY VENUE SPACE AND WATER CHANNEL FEATURE

Thematic Signage/Light Standards: Each of the three site plans were prepared using a thematic or visioned approach. Based upon this vision, it is recommended that all public infrastructure (i.e., street signage, light standards) follow this thematic approach. By way of example, the Waterfront Village concept utilizes a turn-of-the century architecture. As such, the proposed light standards and street signage would incorporate the design treatment. Carrying this thematic approach through the public infrastructure will help to achieve cohesiveness of the design and enhanced marketability.

Pedestrian Scale: Because of the height of the floodwall and levee, building structures will need to be at least two stories to take advantage of the views toward the Mississippi River and downtown St. Louis. As such, it becomes very important to assist pedestrians in having some sense of intimacy with their surroundings. This can best be accomplished through pedestrian scaled amenities such as street furniture, shade trees, substantial landscaping, textured walking surfaces, water features and other improvements.

Water Feature: Pedestrians and the motoring public need to make some connection to the River to maintain a sense of place. Because of the levee it will be difficult to directly see the River. To compensate for this impediment, water will be brought into the development. These river recreations are an attempt to help establish the Mississippi connection. Additionally, several existing wetland areas will be enhanced. Water fountains will be placed at several prominent locations and in many of the newly created development areas. Water will become the a principal design feature in all three site plans.

Transportation Service: Each of the three plans have been designed to bring vitality back to the East St. Louis waterfront. This vitality will bring users who will arrive by MetroLink, bicycle and automobiles. East St. Louis needs to establish a shuttle service/trolley similar to the one operated by the City of St. Charles. Such a system would help move pedestrians throughout the Project Area and encourage participants who will know that a people mover system is in place once they arrive in East St. Louis.

Environmental Restoration: A major element of all three plans is an environmental restoration and enhancement of the existing wetland resources located within the Project Area. As previously indicated, the most significant wetlands are being linked through the water feature. The key component of this effort, however, is the enhancement of the wetlands. This would be accomplished by the planting of additional wetland plant species to maintain and improve water quality while providing an educational opportunity for the public. This environmental restoration project should be the first public project upon which to build future economic development opportunities.

Boat Launching Facility: Citizens in the St. Louis Metropolitan Region have limited access to the rivers in our area. The river has been the historical backbone of our local economy and the very reason many of our cities are located where they are situated. A boat launching facility has been proposed to allow access to the Mississippi River and encourage more interaction and access.

III. PUBLIC INVOLVEMENT

The second public involvement meeting was held from 5:00 to 8:00 p.m. at the East St. Louis City Hall Rotunda on Thursday, May 23, 2002. The purpose of this meeting was to provide a presentation of the preliminary market analysis results and to solicit public input on the type of development activity that meeting attendees would like to see along the East St. Louis waterfront.

Approximately 30 persons were in attendance for this meeting, along with a group represented by the East St. Louis Community Action Network (ESL CAN) organization, who failed to register for the meeting. The study team was represented by Debbie Roush and Kevin McGrew, St. Louis District, US Army Corps of Engineers; Willard Mitchom, Hermon Betts and Alonzo Greenwood, City of East St. Louis; Chuck Shanklin, Illinois Department of Commerce and Community Affairs; Joe Behnken, Southwestern Illinois Development Authority; Ann Robertson, Empowerment Zone; Dan Lang and Jim Pona, Horner & Shifrin, Inc; and Bob Lewis, Development Strategies, Inc.

Bob Lewis with Development Strategies, Inc. provided a presentation of the preliminary results of the market analysis at 5:00, 6:00 and 7:00 p.m. Following these presentations, the study team members were available to answer questions and converse with attendees.

The persons in attendance were given the opportunity to express their views on features of the three alternative plans initially developed for the project and more fully described in this section. The Final Plan recommended to the East St. Louis for endorsement was developed on the basis of this citizen input process coupled with a market analysis and planning/design criteria.

A Public Forum Report is contained in Appendix F. This appendix also contains a copy of the public meeting notice, an attendee list, and a copy of the preliminary market analysis presentation.

A list of community and faith-based organizations was provided prior to the meeting by the East St. Louis Community Action Network. A letter was sent by the US Army Corps of Engineers to each of the community-based organizations inviting them to attend the second public involvement meeting and offer their input on waterfront development plans. This list of organizations is contained in Appendix H.

Other Meetings

In addition to the two public involvement meetings, several other meetings were held regarding this project. These meetings included an April 24 meeting with the East St. Louis Community Action Network; an April 30 Strategy Meeting to discuss the market approach; and a May 21 Strategy Meeting to prepare for the May 23 Public Involvement Meeting. Meeting minutes for each of these meetings are contained in Appendix G. Two other meetings which were held included a May 23 meeting with Confluence Greenway to discuss trail connectivity and a May 31 van tour of the Project Area to better acquaint the study team members with the area.

IV. DEVELOPMENT SUMMARY

Following is a brief summary of the additional new development activity associated with each theme:

Waterfront Village

Office	1,445,500 square feet
Commercial	537,000 square feet
Industrial	279,840 square feet
Residential	429 housing units
Parks/Open Space	188 acres
Public Venue Space	1,000,000 square feet

Waterfront Place

Office	1,364,300 square feet
Commercial	548,200 square feet
Industrial	338,540 square feet
Residential	441 housing units
Parks/Open Space	198 acres
Public Venue Space	1,000,000 square feet

Waterfront District

Office	323,000 square feet
Commercial	1,700,000 square feet
Industrial	1,353,000 square feet
Residential	400 housing units
Parks/Open Space	198 acres
Public Venue Space	1,000,000 square feet

V. GROSS ENGINEERING COST ESTIMATE

Following is a gross engineering cost estimate for the publicly funded components of the East St. Louis Waterfront Development Plan. The three site plans (Waterfront Village, Waterfront Place, and Waterfront District) are not significantly different from each other and therefore only one set of estimates are provided. Once a final plan has been selected, these engineering estimates can be further refined, as appropriate.

Architectural Elements

Floodwall Treatment	Architectural treatment to enhance wall appearance	est \$800,000 – 1.2 million
New Wall Construction	Wall to “hide” railroad tracks along Front Street and replace deteriorating wall	est \$450,000 – 750,000
Demolition and Clearing	Clearing, grading and preparing all sites (300 acres) in development-ready state	est \$2.4 – 2.8 million
Granary Painting	Painting of main Cargil building with aesthetic design features	est \$1.0 – 1.5 million
Fountain	Fountains throughout project are to promote water aspects	est \$200,000 – 300,000
Bridges	Bridges to provide pedestrian access over water features	est \$200,000 – 300,000
Landscaping	Landscaping enhancements to establish linear park and for public venue	est \$1.0 – 1.5 million
Public Venue	Public venue component immediately across Mississippi River from Gateway Arch, including parking structure and public space	est \$195 –250 million
Waterway	Waterway component through public venue area	est \$25 – 30 million
Feature Fountain	Feature fountain (mini-arch) located near public venue	est \$1.0 – 1.5 million
Boat Launching Facility	Construction of boat launching and landside parking	est \$1.4 – 2.0 million
Architectural Elements Subtotal		est \$228 – 292 million

Transportation Elements

Street Overlay	Overlay of all poor/fair roads in Project Area not being reconstructed	est \$500,000 – 600,000
New Street Construction	Reconstruction or new construction of Missouri Avenue, Front Street and Housing Roadway	est \$4.0 – 4.5 million
Channel Creation	Excavation and creation of two waterway channels through Project Area	est \$400,000 – 450,000
Bike Path	Construction of levee and floodwall bike path	est \$3.5 – 4.0 million
Sidewalk	Sidewalks to support pedestrian/bicycle movement	est \$450,000 – 500,000
Boardwalk	Construction of a boardwalk throughout entire length of linear park space	est \$6.5 – 7.0 million

Transportation Elements Subtotal est \$15.4 – 12.0 million

Infrastructure Elements

Sanitary Sewers	Construction and engineering services for the entire Project Area, including pump station and force main	est \$11.0 – 12.0 million
Water	Construction and engineering services for water service throughout the entire Project Area	est \$2.5 – 3.0 million
Waterway	Construction and engineering services for pump station(s) to maintain waterway channel flow	est \$4.5 – 5.0 million
Electric	Costs associated with the relocation of overhead electric to underground service	est \$500,000 – 1.0 million

Infrastructure Elements Subtotal est \$18.5 – 21.0 million

Overall Cost Estimate

Architectural Elements Subtotal	\$228.0 – 292.0 million
Transportation Elements Subtotal	\$15.4 – 17.0 million
Infrastructure Elements Subtotal	\$18.5 – 21.0 million
Grand Total	\$261.9 – 330.0 million

PLAN IMPLEMENTATION STRATEGY

I. INTRODUCTION

The culmination of the previous reports undertaken for the East St. Louis Waterfront Development Plan – Existing Conditions; Plan Formulation; and Alternative Plan Development is the Plan Implementation Strategy. This strategy provides a design concept to guide development, indicates specific costs associated with the adopted Waterfront Village Plan, and provides a step-by-step process. This step-by-step process will identify the specific actions necessary to support the Plan so that it becomes implementable. The new development activity associated with the adopted Waterfront Village Plan includes 675,000 square feet of office, 2.5 million square feet of commercial, 109,000 square feet of industrial and over 1,000 new residential housing units. The Final Plan was developed on the basis of undertaking a market-driven analysis of the waterfront combined with the use of good planning and design elements and from public input. Initially three plans were developed. The most highly sought elements of these plans were combined to produce a Final Plan. This plan was adopted by the East St. Louis City Council.

II. COMMUNITY LINKAGES

One of the key elements of any successful Master Plan is the linkages established throughout the community. These linkages become a means to integrate the Plan into the broader fabric of the existing community. This integration of linkages is a key component of the East St. Louis Waterfront Plan.

To better understand these linkages, a trip was made to Mud Island in Memphis, Tennessee. Photographs illustrating these linkages are shown in Appendix L.

Linkages are a broad classification consisting of many diverse components. In the case of East St. Louis, these linkages include roadway, mass transit, bicycle

and pedestrian components. Following is a brief discussion of how each of these components are addressed in the East St. Louis Waterfront Plan.

- **Roadways and Transit**

The principal roadway linkages will be provided through construction of the new Illinois Route 3 realignment, the placement of an interior roadway network for new development, the recent reopening of the auto deck for the Eads Bridge, and the eventual construction of a new I-70 Mississippi River Bridge.

The Illinois Route 3 realignment is a roadway project which has been designed with construction expected to begin in 2004. The construction of this roadway project will provide linkages to the regional transportation system through three new access points – Trendley Road, Missouri Avenue and at the new Missouri River Bridge access extension.

These important roadway linkages will have the effect of linking the City's waterfront to other parts of the region. This roadway will also help gain valuable exposure to the City's waterfront area and its potential for development. The realignment of this roadway also provides linkage to the East St. Louis community and its existing downtown area.

The network of streets which will occur as a result of development activity will provide internal linkages, as well. These roadways, appropriately designed and constructed, will provide enhanced connectivity throughout the waterfront area and potentially the region as a whole.

The recent reopening of the Eads Bridge for vehicular and pedestrian access provides further linkage between the Cities of St. Louis and East St. Louis. This additional vehicular linkage not only fosters further regional cooperation, but helps gain added exposure to the waterfront and its development potential.

In addition to both vehicular and pedestrian linkage, the Eads Bridge provides a mass transit component. The Eads Bridge serves as the support for a portion of the metropolitan area's light rail system. The MetroLink system has an existing

station at the East St. Louis waterfront on the Eads Bridge. This station provides opportunities for the Casino Queen and pending waterfront development.

The adopted Waterfront Development Plan (Waterfront Village) has a portion of its Plan which responds to the presence of MetroLink and this vital mass transit link. The area around the station is planned for Transit Oriented Development activity. Such activity recognizes an opportunity to walk from a mass transit point to their place of employment, residence or an entertainment venue. As such, the Plan places these types of land uses near the MetroLink station and attempts to take advantage of this linkage opportunity.

- **Bicycling/Pedestrians**

The linkage opportunities presented in association with the Eads Bridge also include a pedestrian element. The reopening of the bridge includes a bicycling/pedestrian component which also allows access to both sides of the River. On the weekends, the entire vehicular deck becomes only a bicycling-pedestrian facility with important linkage to the region.

The adopted Waterfront Village Plan also contains a strong bicycling and pedestrian linkage component. A bicycle/pedestrian trail is proposed to be located along the River side of the existing floodwall, or on the floodwall itself if a structural analysis of the wall confirms that such a placement will not impede the wall's structural capability and function. Obviously, such an attachment to the wall would require approval from the US Army Corps of Engineers.

To supplement placement of the trail on the floodwall, the trail is also envisioned to be placed on top of the existing levee. The levee is sufficiently wide to accommodate its placement. In fact, the existing levee has a service access road already located along its highest elevation.

This portion of the trail would be part of a regional system presently under development. Placement of this regional trail link was discussed with Trailnet, the largest trail advocacy group in the St. Louis Metropolitan Region. This regional linkage would be supplemented by interconnecting trails into East St. Louis along

three principal roadways – Trendley Avenue, East Broadway and Missouri Avenue. These key community linkages will further connect the City to its waterfront and the region.

A boardwalk trail is also proposed under the approved Waterfront Development Plan. This boardwalk path would be designed to provide an internal pedestrian trail system allowing movement within the community. The boardwalk is intended to serve both as a pedestrian linkage and as an educational resource for area residents. Such an approach, as discussed herein, would create a broad interlacing of pedestrian linkages throughout the area.

III. DESIGN ELEMENTS

One of the keys to any successful integrated development is to establish a design theme which ties the various development sites together. This requires the creation of complementary buildings and building sites, public right-of-way design elements and signage guidelines. Each of these design elements are discussed in detail in this section of the report.

Design Concepts for Buildings and Building Sites

Create a design theme for all new structures.



The East St. Louis Waterfront Development Plan is based on a thematic approach, which recognizes the enhanced marketing value of a coordinated and well-planned process. This process is built on design elements which together create a complementary

architectural theme. The selected alternative reflects the waterfront's past while also providing the latest consumer amenities such as fountains, plazas, trails and wetland enhancement. Although the appearance may be traditional, the underlying construction material and techniques will be state-of-the-art. (Central Canal, Indianapolis. Horner & Shifrin concept image.)

Create pedestrian-friendly design elements.

One of the concepts involved in creating a vibrant waterfront area is to create a sense of place for pedestrians. The area needs to be architecturally prominent, thematic in its approach with a perceived safe and secure pedestrian environment. As such, the building design needs to be human scale so that pedestrians are not overwhelmed. Construction materials



such as stone, brick and E.I.F.S. should be used for both their durability and curb appeal. Building heights do not need to be like those associated with downtown St. Louis, but rather limited to only several stories. (Central Canal, Indianapolis. Horner & Shifrin concept image.)

Construct buildings with similar mass and scale.



The East St. Louis Waterfront Development Plan consists of various land use types which have been integrated into the overall design scheme, yet are separated by virtue of the linear park and roadway network. What is suggested here is an approach whereby

buildings located within the same general area are similar to each other in terms of mass and scale. As an example, it is appropriate to have offices located adjacent to, or in conjunction with, retail commercial. However, placement of a 12-story building immediately adjacent to a 1-story building would place each out of context with the other. The zoning regulations proposed elsewhere in this document suggest a height limitation of 75-feet to avoid this potential issue. Such a limitation allows more buildings to offer views of downtown St. Louis without blocking other structures. (Locust Business District, St. Louis. Horner & Shifrin concept image.)

Add significant architectural features and stylistic elements.



For the East St. Louis Waterfront Development Plan to be successful, the Project Area must become an interesting and inviting place in which people can live, work and play. Carefully selected architectural features and stylistic elements within this spectacular riverfront setting would help to present East St. Louis

waterfront as a regional destination. More than 4 million people visited the Gateway Arch in 2002. On a smaller scale, the history and architecture of South Main Street on the St. Charles waterfront also provides an inviting place for almost 1 million visitors each year. A similar outcome is possible on the East St. Louis waterfront. However, the architectural features of the buildings and the stylistic elements must be of sufficient quality and uniqueness to attract consumers and tap the tremendous riverfront market. (City Place, Creve Coeur. Horner & Shifrin concept image.)

Orient new building construction entrances toward the street and adjacent to the sidewalk.

With its live/work/play concept, the East St. Louis Waterfront Development Plan is intended to create a 24-hour per day activity center. This approach depends on the ability to get people to and from various nodes of activity through efficient pedestrian and vehicular accessibility. As such, building locations should be both inviting and secure. Having building entrances within view of the street and adjacent to the sidewalk encourages pedestrian movement. This is not meant to suggest that secondary building entrances are inappropriate. In fact, building code regulations require a secondary means of ingress-egress for fire safety. However, the main entryway should be evident from the direction of the street. (Locust Business District, St. Louis. Horner & Shifrin concept image.)



Maintain a kickplate beneath the display windows.

A kickplate feature allows the buildings to have some symmetry, as well as



providing more protection from foot traffic. It also promotes the thematic approach of this alternative. A standard kickplate height of 24” to 30” is desirable. (Washington Avenue, St. Louis. Horner & Shifrin concept image.)

Create a catalog of historic architectural details to be used in new buildings.

For much of its past the City of East St. Louis has had a vibrant economy. It is a City with a rich history in commerce, industry, and entertainment, and an appealing architecture. A central theme of the alternative plans for the waterfront was to develop a relationship with this historic fabric, and connectivity through a linear park and hiking/biking facilities. Another way to enhance this connection with the past would be to replicate some historic designs in the new structures. A review of historic photographs of old buildings, along with a review of existing buildings should be undertaken to establish a catalog of architectural details to be replicated in new buildings.

Construct buildings with the exterior made of brick, glass and/or E.I.F.S. in proper proportions.

The use of specific exterior building materials is not as important as the overall design scheme. However, the use of non-decorative metal or architectural concrete block does not lend itself well to the intended thematic setting. Although these materials have been used extensively and with a degree of success in other applications, it would be difficult to achieve the desired look here with such exterior applications. The relationship of these products to one another is also important in maintaining the thematic approach. (EIFS Alliance Image.)



Use a hipped-roof design for the roof pattern.

The more traditional roof design is either gabled or flat. The extensive use of a hipped-roof design in a project area of this size would create a unique look within the St. Louis Metropolitan Area. Besides providing a more contemporary and architecturally appealing profile, hipped roofs provide more structural stability. (Walkable Communities Image. Photo by Dan Burden.)



Maintain a typical storefront configuration.



In keeping with the intended pedestrian scale for commercial development, maintaining a typical storefront size and shape is important. Even though a building may be large, its mass should be reduced visually into smaller components. This technique has been used successfully in other commercial settings and could be employed here. Establishing this pedestrian scale would create a more comfortable and inviting setting than that offered by more routine design approaches. (Washington Avenue, St. Louis. Horner & Shifrin concept image.)

Maintain the storefront wall as close to the sidewalk as possible.

The selected alternative for the East St. Louis Waterfront is one which encourages a walkable environment. In order to get consumers into commercial spaces, accessibility to the business' front door is important. Sidewalks placed near commercial centers should be relatively wide and at the storefront to encourage window shopping and to draw customers into the store. Even when it is necessary or desirable to remove the storefront from the street, the sidewalks should still route customers to the front door of the business enterprise. The parking field should be designed to accommodate and encourage walkability to the stores. (Refer to previous image.)

Create a slightly recessed entry at the storefront opening.



The creation of a recessed entry is an architectural design element that can help draw customers into a store. The technique has been used successfully elsewhere. However, it is important to note that perceived safety is one of the concerns that have been expressed within this community. The success of the Casino Queen has helped lessen this concern. The recessed entry should be designed so that persons cannot hide in the entryway. The recessed portion should be sufficiently shallow (24-30 inches) so that the doorway is clearly visible. This design, coupled with adequate lighting, should help to offset some of the perceived safety issues. (Washington Avenue, St. Louis. Horner & Shifrin concept image.)

Incorporate display windows into the design.

Display windows serve the dual function of promoting a walkable commercial area and allowing tenants to display the goods/services which they offer. A building with few windows must rely on other means of advertising in order to attract customers.



Display windows allow small business owners an affordable means to promote their establishment. (Westport, St. Louis, Horner & Shifrin concept image.)

Create a transom above the window openings for use in displaying window signage.



Signage is important to the success of any commercial business enterprise. Creation of a transom design feature provides a framework upon which to place such signage in a uniform

arrangement with other structures. (Loop Commercial District, University City. Horner & Shifrin concept image.)

Add a vertically oriented window pattern above the first story as a unifying feature.

It is envisioned that the majority of commercial buildings in the Project Area will be more than one-story in height. The second story and above is expected to contain residential units, office tenants, restaurants or other similar uses where a view is important. Such an approach would allow upper story tenants to get premium views of the waterfront area and downtown St. Louis. Use of a vertical window pattern would enhance the view for these multi-story occupants, while helping to unify the design pattern of these structures. (Washington Avenue, St. Louis. Horner & Shifrin concept image.)



Use fabric awnings to provide weather protection and reduce the effects of sunlight.



The Project Area is oriented westward toward the evening sun. Summers in St. Louis can be very uncomfortable, and there is a strong preference for shade. Fabric awnings not only provide shade but also give some protection from the elements and create an additional opportunity for signage. They can also help to bring a more pedestrian scale to buildings. Westport, St. Louis. Horner & Shifrin concept image.)

Screen service equipment, trash containers and other similar features from public view.

To make the Project Area still more appealing to pedestrian traffic, negative visual conditions need to be addressed. New construction needs to shield elements



such as service equipment, trash receptacles, dumpsters, and other negative elements which can distract consumers from a pedestrian-friendly image. (Central Canal, Indianapolis. Horner & Shifrin concept image.)

Use a color scheme on the exterior that is complementary to other nearby buildings.



To continue the thematic approach, a color scheme is very important. Colors do not have to precisely match. The goal is to create visual variety, yet be compatible with the surrounding area. This alternative plan lends itself to the

grouping of structures. The structures within each grouping should more closely match each other in color than those between groupings. Yet all buildings should adhere to a series of compatible colors. (Westport, St.Louis. Horner & Shifrin concept image.)

Use color to coordinate the façade elements in the overall building composition.

Color can, and should, be used to help highlight building design features. The careful and creative use of color can add interest to a project without adding additional cost. As an example, the use of brighter colors for building accents will add to a project's appeal and can attract pedestrian and customer activity in the process. (Westport, St. Louis. Horner & Shifrin concept image.)



Create a building design scheme which allows existing buildings in the Project Area to complement new construction.

As previously mentioned, only 22% of the Project Area is currently developed. The remaining 78% is vacant and would be used to promote construction of the recommended alternative. The most notable structures are the Crown Hotel and

the Cargill Granary. The Crown Hotel fits the thematic approach. The Cargill Granary has been suggested for a mural painting to help integrate this massive structure into the overall design. Other existing structures could provide paint, awnings or E.I.F.S. applications to more fully integrate them into the overall design theme.

Encourage existing structures to reflect the new design theme.

Of the 1,100 acres in the Project Area, 250 acres (22%) are presently developed. However, to truly integrate the thematic approach into the overall project, the existing structures should be modified to reflect this new design scheme. The modification of these structures could occur



with a technique known as a façade easement. With a façade easement program, the City government or other entity purchases an easement from the building owner. In exchange, the building owner uses easement proceeds to improve the façade of the building consistent with a pre-approved architectural design that reflects these guidelines. The judicious use of this technique can go a long way toward improving existing structures without the large capital outlay associated with purchase and reconstruction. (Cargill Structure, East St. Louis. Horner & Shifrin Concept image.)

Divide parking lots into smaller components.

Few elements in a large project are less appealing than a vast expanse of paved parking area with no median breaks or landscaped buffer strips. Parking lots should be divided into a series of smaller lots with landscaping, berming median dividers, and special design treatments to convey uniqueness. Landscaping for the smaller paved components should be low-growing so



as to “hide” the car’s bumper, but not so tall as to obscure the viewing of vehicles by security personnel. The landscape should have sufficient variety so that there is visual interest throughout the four seasons. Washington Avenue, St. Louis. Horner & Shifrin concept images.)

Design Elements for the Public Right-of-Way

Defined Crosswalks

Decorative paving, which contrasts with the typical street paving, should be used to clearly identify pedestrian crosswalks. The use of this design element would enhance the appearance of the area, as well as improve safety. (Illuminated Overhead Crosswalk. Web Image.)



Rest Areas

To encourage a pedestrian streetscape, benches should be placed throughout the Project Area to allow pedestrians to relax and engage in conversation. Where possible, and at strategic locations, the rest areas should include landscaping and waste receptacles. The benches should be decorative in appearance and of low-maintenance. (Westport, Missouri. Horner & Shifrin Image.)



Interpretive Markers

Interpretive markers should be placed within the wetland and linear park component for both wildlife and plant identification. These markers could identify special natural resource elements and enhance an understanding of the area’s ecosystem.

Multipurpose Paths

Multipurpose paths to be used by bicycles should be at least 10 feet wide to facilitate passing and enhance



safety. These paths can be rustic, or they can be designed as more refined promenades to encourage pedestrian movement and be more supportive of retail activity. Sidewalks are solely for pedestrian movement and should be six feet in width. They should also be handicapped accessible and flared at street intersections to facilitate the crossing of streets.



Street Lights

Street light fixtures and standards should be decorative in appearance so as to create a desirable visual element with the streetscape. This street lighting should also be of sufficient light intensity (two foot candles) to allow motorists and pedestrians to feel safe and secure. Light standards should include banner fixtures.



Light Color

The light color for all street lights and parking lot lighting should be consistent. Lighting choices include mercury vapor, high-pressure sodium and metal halide. Given a desire for enhanced safety, the recommended lighting would be metal halide. Metal halide provides the brightest and most “daytime” appearance of the three types.

Street Signage



Street signage should also be decorative in its design and complement the street lighting. Such an approach would further enhance the thematic emphasis of the selected alternative plan. The street signage package should also include banners, flags and flag poles signifying the Waterfront Special District.

Plantings

Planting beds should be used to buffer parking lots and screen seating areas from



traffic. Plant materials should come from a prepared list of acceptable species. These plants would be selected on the basis of their durability and variety. The plant material should include spring flowering and fall color species, along with some evergreen varieties.

Waste Receptacles



Waste receptacles should be as maintenance-free as possible to minimize future repair and replacement, and should complement the design theme. The receptacles should be placed in all public gathering spaces and at convenient intervals along the trail system and bike path.

Vending Machines

Sidewalk vending machines for newspapers and other literature can be of a standard type and size. The machines should be painted a neutral color, securely mounted and clustered together to reduce clutter.

Directory Signage

Directory signage should be placed at key motorist intersections. This directory signage would inform motorists as to the location of key business establishments and public venues located throughout the City. The signage would have an appropriate thematic logo and directional arrows to assist the motoring public.



Loading Zones

Loading dock areas should be screened from public view to the fullest extent possible. Docks should be removed from residential areas and the main driving (viewing) street, where possible. Where there is a conflict between being seen from the street, or residential uses, residential areas should receive proprietary treatment so as not to be subjected to disturbances from the loading dock area.

Electric Service

All new electric service to provide power to newly constructed facilities should be placed underground or in utility corridors established by the City of East St. Louis. Existing overhead service shall be placed underground within a timetable established by the City.

Bicycle Paths and Related Facilities



Higher quality bicycle racks, benches, picnic tables, and drinking fountains should be placed along bike trails, with spacing of facilities at approximate one-mile intervals.

Bicycle-Friendly Street Design

When the Eads Bridge automobile deck opens, it will include a bicycle-pedestrian facility. Increased bicycle traffic on the East St. Louis Waterfront should be expected and strongly encouraged due to this newly established connection with Downtown St.



Louis, and to the emerging Confluence Bikeway and Metro East Levee Trail systems which are now under development. Most roads to be developed in conjunction with the East St. Louis Waterfront project should therefore include some level of bicycle accommodation. Encouraging the bicycle mode also helps to establish an effective buffer between slower-moving pedestrian traffic and faster-moving automobile traffic.



Bikeways can incorporate a range of treatments from light to intensive, and include, in this hierarchical order: Wide vehicular lanes (curb lanes of 15 feet and inner lanes of 12 feet), with bike-safe drainage grates and Share the Road with Bicycles signage; officially signed bicycle routes; and bike lanes consisting of striped lanes of 5 feet width. Electric signals should also be timed for compatibility with bicycle (and

pedestrian) movement. The bicycle-friendly street system should be carefully signed to connect with the internal trail system, the Eads Bridge, and the Confluence and Metro East Levee trails. In this way, a true multi-modal transportation system can be established which will pay dividends in helping to generate traffic for the thriving retail district that is envisioned.

Signage Guidelines

Signs should consist of window signs, flush-mounted wall signs, awning or monument signs.



The view from the East St. Louis

waterfront toward the downtown area of St. Louis is truly spectacular. Signage is important to businesses so that they can make customers aware of who they are and what type of products and/or services they offer. The signage types shown above are those which will serve both the goal of an unobstructed view of the River and provide for business advertising. Pole signage should be avoided within the Project Area. (Locust Avenue and Westport, St. Louis. Horner & Shifrin concept image.)

Flush-mounted wall signage should fit within the architectural features and scale of the building.

The transom area of the building is the most appropriate location to place flush-mounted signs. Such signage should generally coordinate with the architectural style of the structure and should not exceed more than 5% of the building face. Such a size is proportional to the building and still allows for adequate advertising of goods and/or services.



Free-standing and flashing signs should be prohibited.

As previously stated, with the exception of monument type signage, no free-standing signage should be permitted within the Project Area. This prohibition should also apply to flashing signs, which are distracting. An exception to this approach would be the Casino Queen whose industry is associated with flashing signs, lights and dazzling display. However, a proliferation of such signage would dramatically affect the view of downtown St. Louis, and would negatively effect the intended character of the waterfront. The use of neon signage is appropriate to this theme, as long as it is non-flashing.

Signage materials should be compatible with the building exterior.

The architectural style of the building should dictate the appearance of its signage. An historically styled building should not use modern plastic backlit signage. Likewise, a more modern designed building should create a sign whose design, colors and materials are compatible with the building and other amenities.

Signage should be in good condition at all times.

The “broken window theory” suggests that it is much easier for someone to break the second and third windows of a vacant building than to be the one who breaks the very first window. The same theory seems to hold true for signage. Once signage becomes old and dilapidated, it is much easier for other tenants and/or property owners to neglect their signage. It is therefore recommended that measures be put into place to have signage removed once it becomes dilapidated and is not repaired, or when a tenant vacates a building. This approach would help to maintain the Project Area and its property values.

IV. DEVELOPMENT SUMMARY (REFINED)

Following is a summary of the additional new development activity associated with the adopted **Waterfront Village Plan**:

Waterfront Village

Office	675,000 square feet
Commercial	2,500,000 square feet
Industrial	109,000 square feet
Residential	1,027 units

V. ENGINEERING COST ESTIMATE (REFINED)

During the Alternative Plan Development phase of this project, a gross engineering cost estimate was prepared. Based upon the final adopted plan, a more precise cost estimate was developed. This refined cost estimate is presented on the following pages. The estimate consists of three separate elements: architectural, transportation, and infrastructure. Together these elements comprise the vast majority of work necessary to support implementation of all aspects of the adopted plan.

Site Preparation & Architectural

Floodwall Treatment	10' high wall average x approximately 8,000 lineal feet = 80,000 square feet 80,000 square feet x \$10–15/square foot = \$800,000 – 1,200,000
New Wall Construction	4' high wall average x approximately 6,000 lineal feet 6,000 lineal feet x \$75-125/lineal foot = \$450,000 – 750,000
Demolition and Clearing	Approximately 300 developable acres x \$8,000 – 9,000/acre = \$2,400,000 – 2,700,000
Granary Painting	Approximately \$250,000 – 375,000 per side = \$1,000,000 – 1,500,000
Fountains	\$10,000 – 20,000 per pump, plus construction cost/materials = \$20,000 – 40,000/fountain @ 5-15 fountains = \$200,000 – 300,000
Pedestrian Bridges	Depending on span \$50,000 – 85,000 @ 3-6 bridges = \$200,000 – 300,000
Landscaping	Approximately \$5,000 – 7,500 per acre @ 200 acres per area = \$1,000,000 – 1,500,000
Waterway Channel Creation (throughout entire project area)	50' wide channel swale @ 6.25 feet deep with vegetative stabilization and rip rap stone work @ \$70 – 75/lineal feet for 21,000 lineal feet = \$1,470,000 – 1,575,000
Boat Launching Facility	4-lane boat launching ramp, 40-car/trailer parking area with a courtesy dock and fueling facility = \$1,800,000 – 2,000,000
Site Preparation & Architectural	\$9,320,000 – 11,825,000

Transportation Elements

Street Overlay	9,400 lineal feet of overlay @ \$56 – 60 per lineal foot = \$526,000 – 564,000
New Street Construction	Missouri Avenue 3,200 lineal feet @ \$478 – 485 per lineal foot = \$1,530,000 – 1,552,000 Front Street 7,000 lineal feet @ \$223 – 230 per lineal foot = \$1,561,000 – 1,610,000 Housing Roadway 5,280 lineal feet @ \$175 – 180 per lineal foot = \$924,000 – 950,000 Total = \$4,000,000 – 4,700,000
Channel Creation	Listed under Architectural Elements
Bike Path	Levee Floodwall – 5,200 lineal feet @ \$590 – 600 per lineal foot = \$3,068,000 – 3,120,000 Levee Path – 9,800 lineal feet @ \$40 – 45 per lineal foot = \$392,000 – 441,000 Total = \$3,460,000 – 3,561,000
Sidewalk	Missouri Avenue – 3,200 lineal feet @ \$26 – 28 per lineal foot = \$83,000 – 90,000 Front Street – 7,000 lineal feet @ \$26 – 28 per lineal foot = \$182,000 – 196,000 Housing Roadway – 5,280 lineal feet @ \$26 – 28 per lineal foot = \$137,000 – 148,000 Total = \$402,000 – 434,000
Boardwalk	21,000 lineal feet @ \$300 – 325 per lineal foot = \$6,300,000 – 6,825,000
Transportation Elements Subtotal	\$14,688,000 – 16,084,000

Infrastructure Elements
(Sanitary Sewers)

South Waterfront Developments

Sanitary Sewer System Construction Cost Estimate		\$880,000
Engineering and Construction Services		176,000
	Subtotal	\$1,056,000

Central Waterfront Developments

Sanitary Sewer System Construction Cost Estimate		\$1,210,000
Engineering and Construction Services		242,000
	Subtotal	\$1,452,000

Central Pump Station and Force Main Cost Estimate		\$1,960,000
Engineering and Construction Services		390,000
	Subtotal	\$2,350,000

Total \$3,802,000

North Waterfront Developments

Southern Portion of North Area

Sanitary Sewer System Construction Cost Estimate		\$1,220,000
Engineering and Construction Services		244,000
	Subtotal	\$1,464,000

Pump Station and Force Main Cost Estimate		\$1,045,000
Engineering and Construction Services		209,000
	Subtotal	\$1,254,000

Total \$2,718,000

Northern Portion of North Area

Sanitary Sewer System Construction Cost Estimate		\$890,000
Engineering and Construction Services		178,000
	Subtotal	\$1,068,000

Pump Station and Force Main Cost Estimate		\$2,166,000
Engineering and Construction Services		433,000
	Subtotal	\$2,599,000

Total \$3,667,000

Sanitary Sewers Total for Waterfront Area \$11,243,000

South Waterfront Sanitary Sewers Cost Breakdown

Item	Quantity	Unit	Unit Cost	Opinion of Cost
1. 8" Sanitary Sewer	2,950	LF	\$65	\$192,000
2. 15" Sanitary Sewer	1,600	LF	\$85	136,000
3. 18" Sanitary Sewer	1,150	LF	\$90	<u>104,000</u>
Subtotal				\$432,000
4. Excavation Class C	6,630	CY	\$20	133,000
5. Manholes	21	Each	\$2,400	50,000
6. Modifications at East St. Louis Pump Station	1	LS	\$50,000	<u>50,000</u>
Subtotal 1 to 6				\$665,000
7. Site Restoration and Mobilization (15%)				<u>100,000</u>
Subtotal				\$765,000
8. Contingencies (15%)				<u>115,000</u>
Total Construction Costs				\$880,000
9. Engineering & Const. Services (20%)				<u>176,000</u>
Total				\$1,056,000

South Waterfront Sanitary Sewers Pipe and Manhole Summary

Design Points	Sewer Size (ins.)	Approximate Length (lf)	Est. Depth (ft)	Exc. Volume (cy)	Est. of Manholes
S1 to S7	8	1,550	10	1,530	6
S1 to S3	18	1,150	12	1,790	4
S3 to S5	8	1,400	10	1,380	5
S3 to S9	15	1,600	10	<u>1,930</u>	<u>6</u>
Average MH Spacing – 300'			Total	6,630	21
Paylines 8" = 2.67'					
15" = 3.25'					
18" = 3.50'					
Totals	8"	2,950		6,630	21
	15"	1,600			
	18"	1,150			
	MSD				
Excavation Class C	\$15 x 1.30	\$19.5 = \$20			
Manhole Standard	\$1,800 x 1.30	\$2,340 - \$2,400			
Pipe Sewer 8"	\$50 x 1.30	\$65.00			
Pipe Sewer 15"	\$65 x 1.30	\$85.00			
Pipe Sewer 18"	\$70 x 1.30	\$90.00			

South Waterfront Sanitary Sewers Design Points

	Area ID		Wastewater Flow
S1		East St. Louis Pump Station	
S2	3	Bowling Alley (45,000 sf)	Low
	0	Indoor Entertainment (12,000 sf) Roller Hockey Dance Studio	Low
S3		(See S8 & S9 Below)	
S4	6	Mini-Storage Warehouses (1,600 sf)	Low
S5	7	Warehouse/Distr. Center (69,000 sf – 2 buildings)	Low
Select 8" Sewer S3 to S5			
S8	N	Office Condominiums (18,000 sf)	Medium
S9	4	Office Condominiums	Medium
	5	Office Condominiums 88,000 sf (25 buildings)	
Select 15" Sewer S3 to S9			
Select 18" Sewer S1 to S3			
S1			
S6	P	Indoor Entertainment (15,500 sf) See O above	Low
S7	2	Outdoor Recreation	Low
Select 8" Sewer S7 to S1			

Central Waterfront Sanitary Sewers Cost Breakdown

	Item	Quantity	Unit	Unit Cost	Opinion of Cost
1.	8" Sanitary Sewer	500	LF	\$65	\$33,000
2.	12" Sanitary Sewer	3,600	LF	\$80	288,000
3.	15" Sanitary Sewer	300	LF	\$85	26,000
4.	18" Sanitary Sewer	1,600	LF	\$90	144,000
5.	24" Sanitary Sewer	1,500	LF	\$105	<u>158,000</u>
	Subtotal				\$649,000
6.	Excavation Class C	9,840	CY	\$20	197,000
7.	Manholes	28	Each	\$2,400	<u>67,000</u>
	Subtotal 1 to 7				\$913,000
8.	Site Restoration and Mobilization (15%)				<u>137,000</u>
	Subtotal				\$1,050,000
9.	Contingencies (15%)				<u>160,000</u>
	Total Construction Costs				\$1,210,000
10.	Engineering & Const. Services (20%)				<u>242,000</u>
	Total				\$1,452,000

Central Waterfront Sanitary Sewers Pipe and Manhole Summary

Design Points	Sewer Size (ins.)	Approximate Length (lf)	Est. Depth (ft)	Exc. Volume (cy)	Est. of Manholes
C1 to C2	24	800	12	1,420	3
C2 to C3	24	700	12	1,250	3
C3 to C4	18	1,600	11	2,280	6
C4 to C5	15	300	10	390	1
C5 to C6	12	1,650	10	1,830	6
C5 to C8 (350 + 800 + 800)	12	1,950	10	2,170	6
C8 to C9	8	500	10	<u>500</u>	<u>2</u>
Average MH Spacing – 300'			Total	9,840	28
Paylines					
8" = 2.67'					
12" = 3.0'					
15" = 3.25'					
18" = 3.50'					
24" = 4.0'					
Pipe Sewer 12"	\$60 x 1.30	\$80.00			
Pipe Sewer 24"	\$80 x 1.30	\$105.00			

Central Waterfront Sanitary Sewers Design Points

	Area ID	Wastewater Flow
C1 Central Area Wastewater Pump Station Select 24" Sewer C2 to C3	Amphitheatre	High
C2 to C3 Select 24" Sewer	Casino Improvements	High
C3 to C4 Select 18" Sewer	Casino Improvements	High
C4 to C5 Select 15" Sewer	Area East of Relocated Medium Hwy. 203	
C5 to C8 Select 15" Sewer		
C8 to C9 Select 8" Sewer		
C5 to C6 Select 12" Sewer		

**Central Wastewater
Pump Station and Force Main and
Upgrade of American Bottoms East St. Louis Pump Station
Cost Breakdown**

	Item	Quantity	Unit	Unit Cost	Opinion of Cost
1.	12" Force Main (1, 300 + 350 + 1,200 + 1,800 + 450) Means \$42 x 1.30 = \$55/lf Pg. 73	6,900	LF	\$55	\$380,000
2.	Excavation Class C	3,830	CY	\$20	77,000
3.	Air Release and Vacuum Valve Manholes	7	Each	\$3,000	<u>21,000</u>
	Subtotal A				\$478,000
4.	Central Area Pump Station and Appurtenances	1	LS	\$750,000	750,000
5.	Upgrade of American Bottoms East St. Louis Pump Station	1	LS	\$400,000	400,000
6.	Site Restoration and Mobilization (15%)				<u>72,000</u>
	Subtotal B				\$1,700,000
7.	Contingencies (15%)				<u>260,000</u>
	Total Construction Costs				\$1,960,000
8.	Engineering & Construction Services (20%)				<u>390,000</u>
	Total				\$2,350,000

Southern Portion of North Area Waterfront Sanitary Sewers Cost Breakdown

	Item	Quantity	Unit	Unit Cost	Opinion of Cost
1.	8" Sanitary Sewer	550	LF	\$65	\$36,000
2.	10" Sanitary Sewer	1,200	LF	\$75	90,000
3.	12" Sanitary Sewer	3,150	LF	\$80	252,000
4.	18" Sanitary Sewer	1,800	LF	\$90	162,000
5.	24" Sanitary Sewer	<u>1,100</u>	LF	\$105	<u>116,000</u>
	Subtotal	7,800			\$656,000
5.	Excavation Class C				
	8" Sanitary Sewer	540	CY		
	10" Sanitary Sewer	1,330	CY		
	12" Sanitary Sewer	3,500	CY		
	18" Sanitary Sewer	2,800	CY		
	24" Sanitary Sewer	<u>1,960</u>	CY		
	Subtotal	10,130		\$20	\$203,000
7.	Manholes	26	Each	\$2,400	<u>63,000</u>
	Subtotal 1 to 7				\$922,000
8.	Site Restoration and Mobilization (15%)				<u>138,000</u>
	Subtotal				\$1,060,000
9.	Contingencies (15%)				<u>160,000</u>
	Total Construction Costs				\$1,220,000
10.	Engineering & Construction Services (20%)				244,000
	Total				\$1,464,000

Southern Portion of North Area Waterfront Sanitary Sewers Design Points

	<u>Size</u>	<u>Length (LF)</u>
N1B to N2B	24	700
N2B to N3B	24	400
N3B to N4B	18	1,000
N4B to N5B	18	800
N5B to N6B	12	850
N5B to N7B	12	550
N7B to N8B	10	1,200
N2B to N9B	12	700
N9B to N10B	12	1,050
N9B to N11B	8	550
8" Sewer		550
10" Sewer		1,200
12" Sewer		3,150
18" Sewer		1,800
24" Sewer		1,100

**Southern Portion of North Area Waterfront Sanitary Sewers
Wastewater Pump Station and Force Main
Cost Breakdown**

	Item	Quantity	Unit	Unit Cost	Opinion of Cost
1.	12" Force Main	2,000	LF	\$55 (42 x 1.)	\$110,000
2.	Excavation Class C	1,110	CY	\$20	22,000
3.	Air Release and Vacuum Valve Manholes	2	Each	\$3,000	<u>6,000</u>
	Subtotal A				\$138,000
4.	North Area No. 2 Pump Station and Appurtenances	1	LS	\$750,000	\$750,000
5.	Site Restoration and Mobilization (15%) for Subtotal A				<u>21,000</u>
					\$909,000
6.	Contingencies (15%)				<u>136,000</u>
	Total Construction Costs				\$1,045,000
7.	Engineering & Const. Services (20%)				<u>209,000</u>
	Total				\$1,254,000

Northern Portion of North Area Waterfront Sanitary Sewers Cost Breakdown

	Item	Quantity	Unit	Unit Cost	Opinion of Cost
1.	12" Sanitary Sewer	1,100	LF	\$80	\$88,000
2.	15" Sanitary Sewer	1,300	LF	\$85	111,000
3.	18" Sanitary Sewer	1,350	LF	\$90	122,000
4.	24" Sanitary Sewer	<u>1,500</u>	LF	\$105	<u>158,000</u>
	Subtotal	5,250			\$479,000
5.	Excavation Class C				
	12" Sanitary Sewer	1,220	CY		
	15" Sanitary Sewer	1,570	CY		
	18" Sanitary Sewer	2,100	CY		
	24" Sanitary Sewer	<u>2,670</u>	CY		
	Subtotal	7,560		\$20	\$151,000
6.	Manholes	18	Each	\$2,400	<u>43,000</u>
	Subtotal 1 to 6				\$673,000
7.	Site Restoration and Mobilization (15%)				<u>101,000</u>
	Subtotal				\$774,000
8.	Contingencies (15%)				<u>116,000</u>
	Total Construction Costs				\$890,000
9.	Engineering & Construction Services (20%)				178,000
	Total				\$1,068,000

Northern Portion of North Area Waterfront Sanitary Sewers Design Points

332 Homes x 4 Persons/home
1,328 Persons x 100 gpcd
33,200 gpd Avg. Flow
Peaking Factor = 3.5
Peak Flow = 3.5 x 33,200 gpd
= 116,200 gpd

	<u>Length (lf)</u>
N1A to N2A 24"	700
N2A to N3A 24"	800
N3A to N4A 18"	850
N4A to N5A 15"	500
N5A to N6A 12"	1,100
N1A to N7A 18"	500
N7A to N8A 15"	800

Northern Portion of North Area Wastewater Pump Station and Force Main Cost Breakdown

	Item	Quantity	Unit	Unit Cost	Opinion of Cost
1.	16" Force Main (1,000 + 1,000 + 400 + 800)	4,200	LF	\$95	\$399,000
2.	Excavation Class C	2,590	CY	\$20	52,000
3.	Air Release and Vacuum Valve Manholes	4	Each	\$3,000	<u>12,000</u>
	Subtotal A				\$463,000
4.	North Area No. 1 Pump Station and Appurtenances	1	LS	\$900,000	\$900,000
5.	Upgrade of Metro East Sanitary District Lansdowne Pump Station	1	LS	\$450,000	450,000
6.	Site Restoration and Mobilization (15%)				70,000
	Subtotal A				\$1,883,000
7.	Contingencies (15%)				<u>283,000</u>
	Total Construction Costs				\$2,166,000
8.	Engineering & Const. Services (20%)				<u>433,000</u>
	Total				\$2,599,000

Infrastructure Elements
(Water)

South Waterfront Developments

Water Main System Construction Cost Estimate		\$637,000
Engineering and Construction Services		127,000
	Total	\$764,000

Central Waterfront Developments

Water Main System Construction Cost Estimate		\$712,000
Engineering and Construction Services		142,000
	Total	\$854,000

North Waterfront Developments

Water Main System Construction Cost Estimate		\$958,000
Engineering and Construction Services		192,000
	Subtotal	\$1,150,000

Total for Waterfront Area **\$2,768,000**

South Waterfront Water Mains Cost Breakdown

Item	Quantity	Unit	Unit Cost	Opinion of Cost
1. 8" Water Main	4,500	LF	\$40	\$180,000
2. 12" Water Main	3,200	LF	\$55	176,000
3. Fire Hydrants	20	Each	\$2,000	40,000
4. Excavation Class C	4,280	CY	\$20	<u>86,000</u>
Subtotal A				\$482,000
5. Site Restoration and Mobilization (15%)				<u>72,000</u>
Subtotal B				\$554,000
6. Contingencies (15%) and Valves				<u>83,000</u>
Total Construction Costs				\$637,000
9. Engineering & Construction Services (20%)				<u>127,000</u>
Total				\$764,000

South Waterfront Water Mains Preliminary Lengths

		<u>Length</u> (ft.)	
SA to SB	12"	2,000	
SB to SC	12"	600	
SC to SD	12"	<u>600</u>	
		3,200	8 Fire Hydrants
SD to SE	8"	900	
SC to SF	8"	3,600	
		4,500	12 Fire Hydrants

Central Waterfront Water Mains Cost Breakdown

	Item	Quantity	Unit	Unit Cost	Opinion of Cost
1.	8" Water Main	1,200	LF	\$400	\$48,000
2.	12" Water Main	6,600	LF	\$55	363,000
3.	Fire Hydrants	20	Each	\$2,000	40,000
4.	Excavation Class C	4,330	CY	\$20	<u>87,000</u>
	Subtotal A				\$538,000
5.	Site Restoration and Mobilization (15%)				<u>81,000</u>
	Subtotal				\$619,000
6.	Contingencies (15%) and Valves				<u>93,000</u>
	Total Construction Costs				\$712,000
7.	Engineering & Const. Services (20%)				<u>142,000</u>
	Total				\$854,000

Central Waterfront Water Mains Preliminary Lengths

		<u>Length</u> (ft.)
Central Area		
CA to CB	12"	1,100
CB to CC (600 + 600 + 700)	12"	1,900
CC to CD (1,100 + 500 + 800 + 800 + 400)	12"	<u>3,600</u>
		6,600 17 Fire Hydrants
CC to CF	8"	500
CD to CE	8"	<u>700</u>
		1,200 3 Fire Hydrants

North Waterfront Water Mains Cost Breakdown

	Item	Quantity	Unit	Unit Cost	Opinion of Cost
1.	8" Water Main	5,100	LF	\$400	\$204,000
2.	12" Water Main	6,100	LF	\$55	336,000
3.	Fire Hydrants	30	Each	\$2,000	60,000
4.	Excavation Class C	6,220	CY	\$20	<u>124,000</u>
	Subtotal A				\$724,000
5.	Site Restoration and Mobilization (15%)				<u>109,000</u>
	Subtotal				\$833,000
6.	Contingencies (15%) and Valves				<u>125,000</u>
	Total Construction Costs				\$958,000
7.	Engineering & Const. Services (20%)				<u>192,000</u>
	Total				\$1,150,000

North Waterfront Water Mains Preliminary Lengths

		<u>Length</u> (ft.)	
NA to NB (700 + 1,000)	12"	1,700	
NG to NH	12"	1,800	
NM to NN	12"	1,400	
NN to NO	12"	700	
NN to NP	12"	<u>500</u>	
		6,100	16 Fire Hydrants
NC to ND	8"	200	
NE to NF	8"	1,000	
NI to NJ	8"	1,400	
NK to NL	8"	<u>2,500</u>	
		5,100	13 Fire Hydrants 29 Hydrants Say 30

Infrastructure Elements **(Waterway)**

Central Waterfront Developments

Waterway Pump Station Construction Cost Estimate	\$2,300,000
Engineering and Construction Services	460,000
Total	\$2,760,000

North Waterfront Developments

Waterway Pump Station Construction Cost Estimate	\$1,700,000
Engineering and Construction Services	340,000
Total	\$2,040,000

Total for Waterfront Area **\$4,800,000**

Channel Configuration Cost Breakdown

Area = $\frac{1}{2}$ (25 ft) (8 ft) = 100 sf

Total Ditch Area = 2 x 100 sf = 200 sf

Velocity = 2 fps Flowrate = 200 sf x 2 fps = 400 cfs

Flowrate = 200 sf x 1 fps = 200 cfs

Flowrate = 200 sf x 0.5 fps = 100 cfs

Flow rate = 100 cfs x 448.8 gpm/cfs = 44,880 gpm

45,000 gpm

Use 3-15,000 gpm pumps w/4 Pump Standby

4-100 HP Pump

Estimated Cost (Central Waterfront)	2,000,000	
Contingencies (15%)	<u>300,000</u>	
	\$2,300,000	
Engineering & Construction Services (20%)		<u>460,000</u>
Total		\$2,760,000
Estimated Cost (North Waterfront)	\$1,500,000	
Contingencies (15%)	<u>225,000</u>	
	\$1,725,000	
	Say \$1,700,000	
Engineering & Construction Services (20%)		<u>340,000</u>
Total		\$2,040,000

Infrastructure Elements (Electric)

Overhead to Underground Conversion

11,150 feet @ \$30.00/foot =	\$345,000	for material cost
11,500 feet @ \$35.00/foot =	402,500	for labor cost
	\$747,500	labor and materials
General Contingencies @ 10%	74,750	
	\$822,250	
Profit @ 10%	82,225	
	\$904,475	
Overhead @ 10%	90,448	
Total	\$994,923	

Infrastructure Elements Subtotal

Sanitary Sewers	\$11,000 – 11,500,000
Water	\$2,500,000 – 3,000,000
Waterway	\$4,500,000 – 5,000,000
Electric	900,000 – 1,000,000
	<hr/>
	\$18,900,000 – 20,500,000

East St. Louis Waterfront Plan
Cost Breakdown Summary

Site Preparation & Architectural Elements Subtotal	\$9,320,000 – 11,825,000
Transportation Elements Subtotal	\$14,688,000 – 16,084,000
Infrastructure Elements Subtotal	\$18,900,000 – 20,500,000
Grand Total	\$42,908,000 – 48,409,000

**East St. Louis
Riverfront
Master Plan**

**Implementation Plan
Final Report**

March 15, 2004

Prepared for
City of East St. Louis

Prepared by
Abt Associates Inc.
with
Camiros
Peckham Guyton Albers & Viets, Inc.
Kennedy Associates Inc.

East St. Louis Riverfront Implementation Plan

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Executive Summary

The East St. Louis Riverfront offers the City the unique potential to reinvent itself. But reinventing a community is not easy. Each place has to find its own way to launch such an initiative. Therefore the City is fortunate to have an area such as the Riverfront that is physically set apart as a separate district ready for significant redevelopment. The Riverfront offers unique resources that can make it an attractive site for development within the greater metropolitan region.

As stated in the market analysis completed for the Riverfront Study Team, “Timing and phasing of development along the Waterfront will largely be a function of planning, preparation of land for attracting developers, and marketing of available sites. Every effort should be made by public authorities to combine properties and consolidate/relocate natural features to create the largest possible, contiguous development sites for attracting developers. Sites may not have to be completely “clean” before attracting developers, but sites should be presented in a way that strongly promotes their availability for development.” (*Market-Based Development Opportunities, Mississippi River Waterfront East St. Louis, Illinois,* prepared by Development Strategies under subcontract to Horner & Shifrin, Inc., dated September 14, 2002.)

With this in mind, this implementation report emphasizes moving forward with predevelopment activities that include establishing a redevelopment organization, obtaining site control of land, planning infrastructure improvements, obtaining funding commitments and working with developers. The 1,053-acre Riverfront is too large to tackle all at once. Therefore we are recommending that the best opportunity for redevelopment is to start in two focused areas with the most immediate development appeal:

- The area immediately at the foot of the MetroLink Station between the Eads Bridge and the MLK Bridge offers opportunities for tourism and entertainment developments such as restaurants, shops, a conference center and hotel.

The East St. Louis Riverfront offers unique resources that make it an attractive site for development within the greater metropolitan region.

Abt Associates Inc., March 2004

- The site referred to as the “Public Venue” at the River’s edge at Trendley Avenue and Front Street offers the potential for restoration of natural open space featuring an emphasis on housing and a public institution such as a museum or a facility for outdoor activities.

The **first two years** of implementation tasks focus on specific predevelopment activities necessary to attract serious development interest. These include:

- creating a redevelopment organization and capacity
- committing city funds to riverfront redevelopment and contacting Private Foundations
- overcoming land use and regulatory barriers that conflict with the Riverfront Master Plan
- planning for infrastructure improvements on Riverpark Drive, Front Street, Trendley Avenue and Route 3
- beginning site acquisition around the MetroLink and Public Venue sites
- establishing credible relationships with the development community and public
- developing riverwalk and floodwall treatments
- responding to Redevelopment Agreements for projects such as the Casino Queen, EnviRes and Architectural Museum

The **third year** tasks promote real development efforts within the Riverfront. These include:

- establishing and stabilizing the redevelopment organization
- continuing acquisition of land around the MetroLink and Public Venue sites
- working with railroads on land assembly
- beginning site remediation
- advertising for and selecting a developer for the MetroLink and/or Public Venue sites
- beginning infrastructure improvements on Riverpark Drive, Front Street and Trendley Avenue
- continuing to nurture relationships with the development community and public

The **fourth and fifth year** tasks result in construction activity and completed projects. These include:

- completing acquisition of land around the MetroLink and Public Venue sites
- completing site remediation

- completing infrastructure improvements on Riverpark Drive, Front Street and Trendley Avenue
- completing a development project with selected developer
- continuing to nurture relationships with the development community and public

The estimated cost for the tasks in the first five years is shown in the table below. Tasks in Years 1 & 2 will be funded primarily by City TIF. Starting in Year 3, once development proposals have been received, funding assistance can be tied to specific projects and expanded to include private and public funds related to job creation, private sector financing and developer incentives.

Uses	Year 1 2004	Year 2 2005	Year 3 2006	Year 4 2007	Year 5 2008	Total
Site Acquisition		\$340,800	\$2,000,000	\$1,067,200		\$3,408,000
Site Remediation			\$750,000	\$1,250,000	\$676,000	\$2,676,000
Infrastructure						
Riverpark Drive	\$75,000	\$251,160	\$1,195,920	\$1,195,920		\$2,718,000
Front Street		\$150,000	\$408,720	\$1,229,184	\$2,868,096	\$4,656,000
Trendley Avenue		\$20,000	\$25,840	\$336,160		\$382,000
Zoning Overlay		\$50,000				\$50,000
Short-Term Staffing		\$100,000	\$100,000			\$200,000
Redevelopment Staffing Costs	\$20,000	\$40,000	\$150,000	\$150,000	\$150,000	\$375,000
Total	\$415,000	\$1,166,520	\$5,661,264	\$6,396,216	\$826,000	\$14,465,000

The East St. Louis Riverfront Study Team, as well as members of the City of East St. Louis and the general public, have devoted numerous hours to developing a realistic and feasible Riverfront Master Plan that can further the City’s specific goals and interests. This progress and momentum is critical. For the City of East St. Louis to capitalize on this effort, the Riverfront Master Plan implementation process must continue to build on the progress made in the last two years and must maintain the total commitment of local leaders. This Riverfront Master Plan report is intended to serve as a “next steps” tool for implementation of the adopted riverfront plan.

Because resources and goals change over time, this implementation strategy is based on a plan of action and expected outcomes as of February 2004. To be useful, it must be accepted and used as a tool that can evolve and be managed to meet changes in the environment.

Abt Associates Inc., March 2004

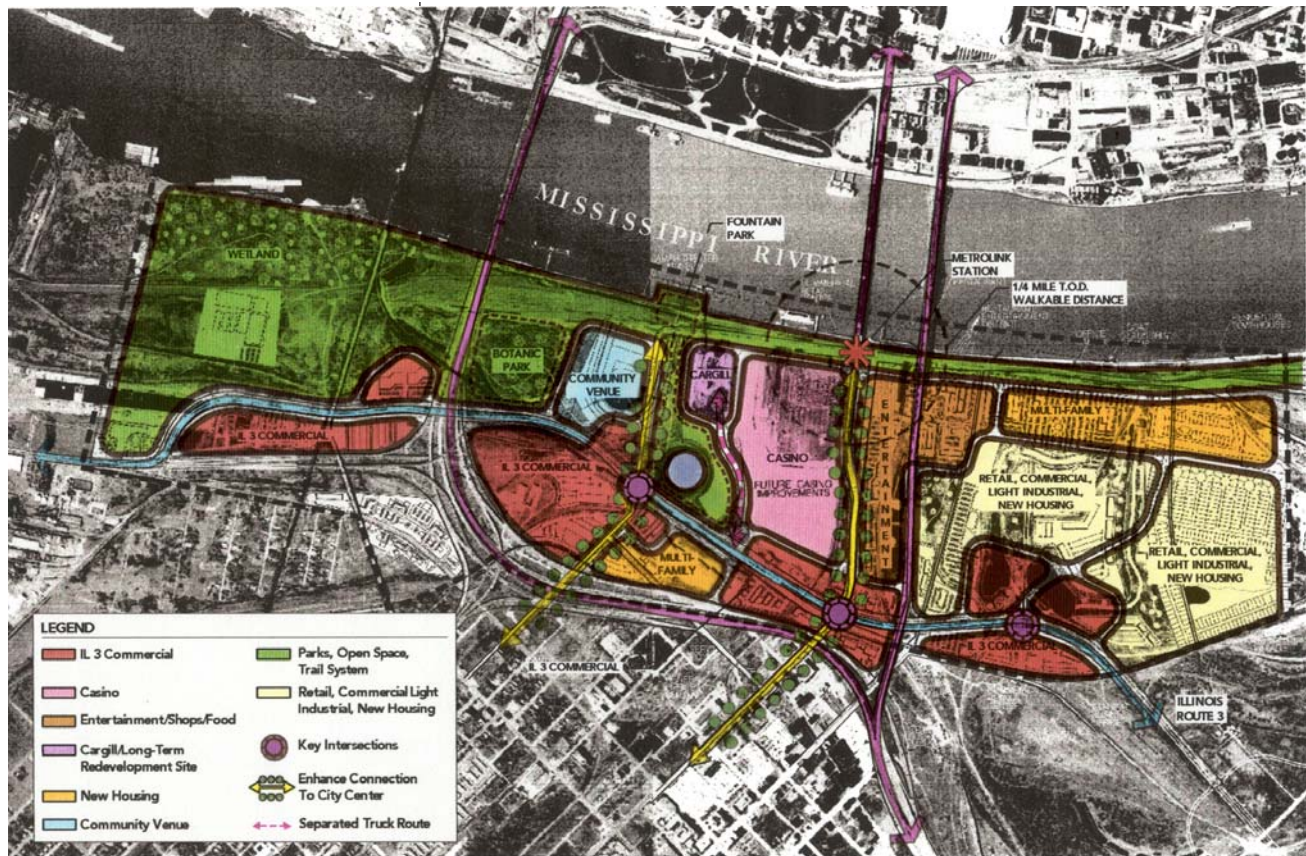


Figure 1:
Framework Assessment
 East St. Louis, Illinois

NOTE: This diagram represents land use and key urban design considerations. The spaces between colored areas are not intended to represent road or intersection configurations.

Framework Assessment for the Land Use Plan: Connecting the City of East St. Louis to a New Future

Planning the East St. Louis Riverfront is a significant challenge – many have tried before.

Like other Empowerment Zone communities, the people of East St. Louis need access to education, good jobs and decent housing in healthy neighborhoods. The City is working hard on these issues. Progress is underway. Qualifying for good paying jobs and having reliable transportation to such jobs is a complex matter. Some job delivery has occurred on the East St. Louis Riverfront by way of the Casino Queen’s success, and MetroLink offers transportation to St. Louis and job centers located further east. The East St. Louis Riverfront offers development sites that may create additional employment opportunities for City residents in the future.

Abt Associates Inc., March 2004

Defining the Framework Potential of the East St. Louis Riverfront

Figure 1, *Framework Assessment*, provides an illustrative representation of the supporting land use ideas discussed at length in this section. The Framework Assessment graphic in Figure 1 and its elements described in the following text were reviewed and discussed by the Riverfront Study Team. It was then adopted by the City Council on July 10, 2003, as policy guidance for the Riverfront. These elements take advantage of three kinds of unique and important resources as listed below.

Location and Natural Attributes:

- Spectacular views of downtown St Louis, the Gateway Arch and, in the future, the new Mississippi River bridge to the north of the site
- Mississippi River frontage
- Wetlands and water features on the site



One of the most attractive features of the East St. Louis Riverfront is its spectacular view of the Mississippi River, downtown St. Louis and the Gateway Arch.

Transportation Improvements:

- MetroLink service and station
- Proposed realigned Illinois Route 3

Previous Development Actions:

- Casino Queen
- Cargill Grain Elevator
- Levee and floodwater storage system

Unique and important resources of the Riverfront include: Location and Natural Attributes; Transportation Improvements; Previous Development Actions.

Abt Associates Inc., March 2004

“While design specifics of riverfront rebirth vary by city, several guiding principles come close to being universal. One is that the water’s edge belongs to the public. Having streets flow down to meet the river is another popular consideration. In general, riverfront redevelopment plans nationwide benefit from – and perhaps would not exist without – a transformation in thinking about aesthetics over the past two decades. Once viewed as an expensive luxury, aesthetics are now seen as a critical design component that drives economic development.”

River towns reconnect with waterfront potential, by Craig Savoye, Special to the *Christian Science Monitor*, November 13, 2001.

Public access to the Riverfront should be established in the form of a riverfront trail system.

Abt Associates Inc., March 2004

Riverfront Open Space Corridor & Metro Trail System - A Regional Resource

The frontage along the river and the enhancement of the levee are natural components of any plan to improve the Riverfront. Parks and open space should be located to take advantage of this resource and be linked by continuous trails and viewing platforms along the Mississippi.

Sites that can take advantage of the views should be developed at higher densities and raised where possible to “lift” use areas to the level where views come into play. Parking can be developed at grade with habitable space above. This building design strategy would provide unobstructed views to the River and St. Louis skyline.

The interior of the site can be enhanced with the development of water features. Such features can be used to organize preferred development sites that do not have Mississippi River views, and to provide cost effective storm water detention systems for intensive development sites.

To the greatest extent possible, public access to the Riverfront should be established in the form of a riverfront trail system. Such a system could be tied to the extensive network of trails already established throughout the region. Landform levees comprise the majority of river frontage along the Mississippi and are required by the Corps of Engineers to have an access road on top. This roadway makes for a very nice trail surface. Key destination parks could be developed intermittently along the length of the site around which development could focus. Such a system of riverfront amenities would most likely be an attraction to draw people to the site.

The portion of the site located south of the Poplar Street Bridge is primarily a wetland area. This area should be retained as a wetland reserve and botanic natural resource, and could potentially include an extension of the trail system. Public amenities such as picnic shelters and river-viewing platforms could be easily constructed in this area as long as they are designed to withstand the effects of flooding and can be easily cleaned afterwards.

Transit Oriented Development (TOD) and Tourism Opportunities

The existence of the MetroLink station and its dependable commuter service is a tremendous site advantage in the regional marketplace for the East St. Louis Riverfront. It connects the site to Missouri riverfront tourist facilities and the greater St. Louis downtown business district. In addition to MetroLink connections, the Eads Bridge provides direct vehicular, pedestrian and bicycle access to the East St. Louis Riverfront. It provides the site, or at least areas within 1,500 feet of the station, potential TOD opportunities. The tourist link to the Jefferson National Expansion Memorial, which features the Gateway Arch and the Museum of Westward Expansion, and to Laclede Landing, offers an excellent chance to develop and successfully operate a cultural facility of some type within comfortable walking distance of the MetroLink station.

The MetroLink Station provides a prime opportunity for development. This TOD area should be considered the locale for urban housing options facing the river and taking advantage of river views both north and south. Truck traffic should be eliminated from public riverfront development areas in order to give this strategy every chance to succeed. Cargill will need a separate, dedicated access road off IL Route 3. The existing scrap metal barge loading operation located on the northern end of the site will have to be moved elsewhere off site.

A New Main Street for East Saint Louis

Proposed realigned IL Route 3, designed as a high volume roadway in boulevard cross-section, offers the potential for a new civic image, improved access and new development sites for the community. There is the potential for the corridor development along this new section of roadway to become the best highway land use design in the St. Louis metropolitan area.

Great boulevards in Kansas City exemplify the approach that might be used here. Those boulevards – operated under the control of the City parks department, not the streets department – have provided a benefit to the City for 80 years. IL Route 3 can simultaneously act as the new commercial and retail base area for the City. Areas at key intersections should be set aside and carefully zoned to attract commercial uses fitting community needs and designed in harmony with the overall image of the East St. Louis Riverfront District.

The current study area is too big to develop all at once. The center of development focus should be in the vicinity of the MetroLink station and the base of the Eads Bridge. These, along with the Casino Queen, can be a nucleus to build upon.

Well-planned boulevards can provide a great benefit to the City.



Cargill Grain Elevator

Only neighbors that would not be inconvenienced by the dust and noise should be considered for the property surrounding Cargill.

A second area of focus for the near-term should be in the vicinity of Trendley Avenue and Front Street.

Abt Associates Inc., March 2004

Isolate Cargill Grain Elevator Operations

Cargill grain elevator operations are not expected to go away. Relocation would simply be cost prohibitive for the benefit derived. Therefore, its impact on development potential must be minimized as much as possible. At a minimum, a separate truck route should be established to accommodate tractor-trailer rigs. Access should be provided from realigned IL Route 3, and run along the northern edge of the Gateway Fountain Park and the southern edge of the casino property. Landscape buffers should be provided to mitigate both noise and sight pollution. In addition, the visual appearance of the elevators should be improved. Painting the structure would greatly enhance its appearance although paint maintenance would be required at regular intervals thereafter. Nevertheless, a large graphic that is discernable from across the river could transform this structure into a positive regional landmark and therefore help turn the image tide of East St. Louis in a positive direction.

New Neighborhoods of Choice

East St. Louis needs new housing and new neighborhoods. An expanded Fountain Plaza reaching to the river's edge and the development of a community venue as illustrated in Figure 1 would serve as a key focal point around which new housing could be developed. Sites located closer to the riverfront could be constructed at higher densities to accommodate high-quality multifamily development with outstanding river/skyline views. Additional neighborhood units could be developed north of the M.L. King Bridge on large parcels indicated in Figure 1. This area also affords excellent views of the river and skyline. A series of small playgrounds and neighborhood parks should be part of the design for the area in order to establish activity nodes around which new units can be constructed.

A set-aside of 100-150 acres could be used to accommodate a mix of housing types that result in an average density of 5.5 to 6 units per acre. This would yield up to 900 dwelling units over time. Residential development would likely be developed incrementally but could yield enough volume and "rooftops" for a market response to support retail and commercial uses clustered at the key intersections along IL Rt. 3.

Organizational Strategy: Establishing a Long-Term Advocate

The East St. Louis Riverfront offers the City the significant opportunity to create an implementation organization that focuses solely on Riverfront redevelopment. There has been much discussion and debate about what organization model best achieves this. In August 2003, the Abt Team presented the Riverfront Study Team a matrix comparing a variety of riverfront communities' governance structures. This is attached as Appendix 5. One option is to work with Senator Clayborne's office to amend the existing 315 ILCS 20 Neighborhood Redevelopment Corporation law so that it will work for a broader range of redevelopment options, including Riverfront redevelopment, in St. Clair County. To understand how this would assist in achieving the Riverfront Master Plan goals, in September 2003 the Abt Team provided the Riverfront Study Team with a comparison of 315 ILCS and MO 353 as well as a list of critical powers essential to any Riverfront implementation strategy. A listing of the essential critical powers can be found in Appendix 2, while the comparison of laws can be found in Appendix 6.

The Study Team is in agreement that an entity other than the City of East St. Louis must be responsible for implementing the Riverfront Plan. The City already is working very hard to address the everyday concerns of its residents and the Riverfront redevelopment activity will need dedicated resources. In addition, an independent entity lends additional credibility and stability to the effort that will require participation from all levels of government and, more importantly, public and private stakeholders from throughout the greater St. Louis Region.

“One of the keys to riverfront rebirth is often the establishment of a quasi-private nonprofit agency that’s shielded from politics and bureaucratic entanglement. That is the model in Cincinnati, Louisville, Pittsburgh and Memphis.”

River towns reconnect with waterfront potential, by Craig Savoye, Special to the *Christian Science Monitor*, November 13, 2001.

Abt Associates Inc., March 2004

Some key issues have come to the forefront as a result of these discussions. Several legal issues and organizational issues must be resolved, including questions such as: Should the organization be public or private? Legally, can both tax abatement and tax increment financing be used in an Illinois TIF and Enterprise Zone? What would it mean for the City to abate taxes that would otherwise be generating tax increment revenue? What stakeholder agencies and groups should be represented on the governing board and what powers should be authorized? Is new state legislation required or can existing statutes, such as the 315 ILCS 20 Neighborhood Redevelopment Corporation law be amended to achieve the City's goals?

Issues Requiring Additional Discussion and Direction from the City

Private or Public Redevelopment Agency

The Abt Team suggests the City create a single-purpose Redevelopment Agency to guide development consistent with the Riverfront Plan, to provide credibility by insulating decisions from City politics, to assemble funding to support development, and to further stakeholder and community relations. The City has the option of working with Senator Clayborne to create new statutory language or to amend 315 ILCS 20. To assist in this decision, the Abt Team and City staff have asked the Empowerment Zone to fund a Special Redevelopment Counsel to review the organizational options, to advise the City on legal and regulatory constraints to implementation, to recommend an organizational structure, to develop an approach to accomplish the organizational structure recommended, and to draft language to use as an implementing mechanism.

Property Tax Abatement and TIF

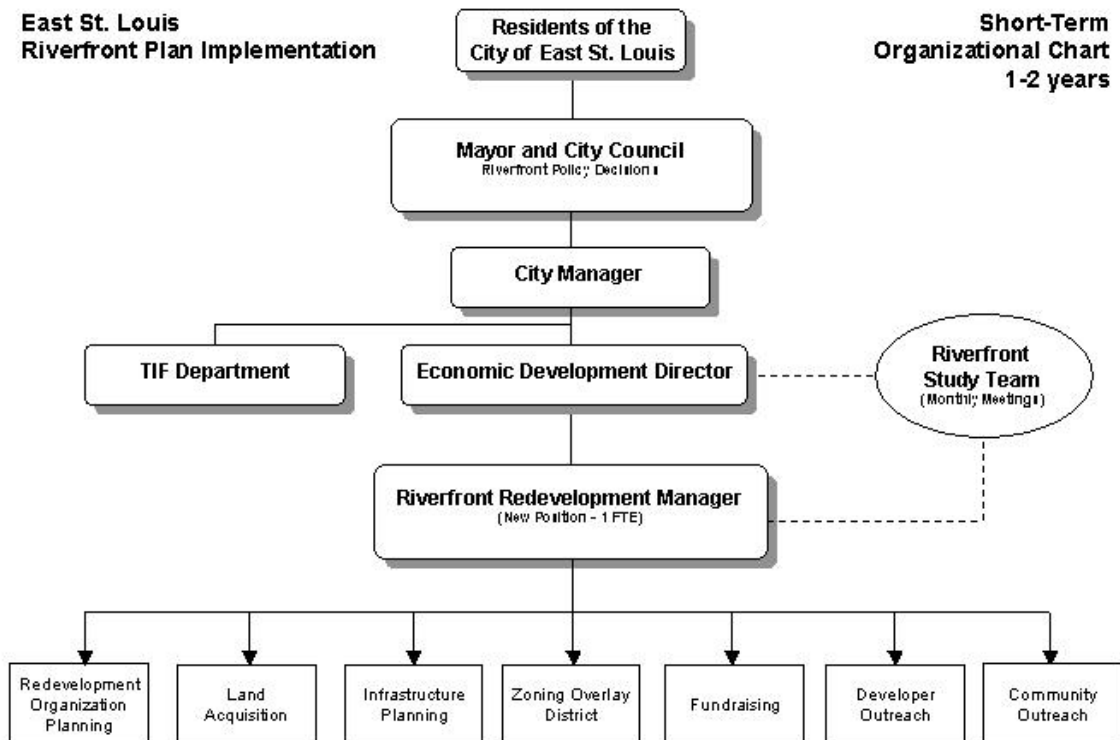
Some on the Riverfront Study Team have advocated using property tax abatement for Riverfront redevelopment projects. At this point, it is unclear whether property tax abatement can be used within an area that is both a tax increment financing district and an Enterprise Zone. To address this, the Abt Team and City staff have asked the Empowerment Zone to fund a Special Redevelopment Counsel to provide an opinion on the use of both TIF and property tax abatement for the same project under Illinois law. Should it be legally possible for the City to grant tax abatement to projects in a TIF District, the City must address the public policy question as to tradeoffs of abating property taxes that would otherwise be generating tax increment financing revenues.

Composition and Appointment of Redevelopment Commission

Under 315 ILCS 20, the Redevelopment Commission is comprised of 3-5 members appointed by the Mayor with the advice and consent of the City Council. The Abt Team has recommended regional representation with a single purpose focus on Riverfront redevelopment.

Immediate Term Organization

The organizational model ultimately selected by the City will take time to put in place, perhaps a number of years. In the immediate term, we recommend that the City hire or contract for 1 Full-Time professional (Riverfront Redevelopment Manager) dedicated solely to leading the implementation of the Riverfront Plan. This position should report to the Director of Economic Development within the City organization. The Riverfront Study Team should meet monthly with the Riverfront Redevelopment Manager and Economic Development Director to monitor progress on implementation tasks as well as to offer guidance and additional resources where necessary.



Abt Associates Inc., March 2004

There are many tasks needing immediate attention to maintain progress and to develop momentum. This does not mean that the City itself will be directly responsible for all of these activities. Instead, some activities must be carried out by the development community. But these efforts require coordination and facilitation on behalf of the City. Therefore, the Riverfront Redevelopment Manager should be responsible for overall project coordination, land assembly/remediation, infrastructure improvements, redevelopment agreement negotiation and monitoring, Route 3 realignment coordination and festival planning in conjunction with St. Louis regional events.

Project Coordination

The Abt Team has spoken with several developers, some of which are very interested in the possibility of pursuing projects on the Riverfront. In addition, the City is working with two known projects, the Casino Queen expansion and the EnviRes project. Regardless of the organizational structure that the City pursues, it will be important for a professional on behalf of the City to coordinate and facilitate these development projects.

Land Assembly/Remediation

The City does not currently control any significant parcels within the Riverfront Master Plan area. It will be necessary for the City to gain control of land to offer to developers for redevelopment, or to entice current owners to develop, consistent with the vision of the City.

- ***Private:*** There are only four major private landowners in the Riverfront area. We recommend that land assembly begin around two areas. These include: commercial/retail development around the MetroLink station just north of the Casino Queen and the Public Venue site just south of the Gateway Center property and Trendley Avenue.
- ***Railroads:*** The majority of parcels in the Riverfront area are owned by railroads and public districts. We recommend studying the Route 3 realignment Memorandum of Understanding that IDOT is currently negotiating with the railroads as a model for Riverfront land acquisition. This effort will also require legal assistance.

Infrastructure Improvements

To support the first phases of redevelopment, we recommend targeted infrastructure improvements to Riverpark Drive, Front Street and Trendley Avenue. This will create a critical loop through the Riverfront with direct connections to downtown East St. Louis, MetroLink, and the Eads Bridge.

Route 3 Realignment

The IDOT planned improvements to this road must be coordinated with infrastructure improvements in the Riverfront. Currently IDOT only has funding to complete Phase I, which has a southern terminus at Riverfront Drive. Under the current plan, Route 3 will dump traffic at the foot of the Eads Bridge and may be relied upon to relieve congestion on the Poplar Street Bridge during construction of the Tri-Level project for traffic flowing to/from St. Louis.

Festivities

It is critical to overcome the negative image/barrier people have in crossing the river into East St. Louis. The City made substantial progress in 2003 during the July 4 fireworks celebration, working with St. Louis to create a regional activity. Additional festivities should be planned in concert with St. Louis events to extend the Missouri riverfront events into the East St. Louis Riverfront across the Eads Bridge.

Long Term Organization

While the activities described above are on-going, the City will work with the Empowerment Zone to fund a Special Redevelopment Counsel to review the long-term organizational options, to advise the City on legal and regulatory constraints to implementation, to recommend an organizational structure, to develop an approach to accomplish the organizational structure recommended and to draft language to use as an implementing mechanism. Key elements of any structure to be established include land acquisition, property disposition and eminent domain authority, ability to conduct a wide range of development activities, authority to accept private and public funds as well as borrow money and issue bonds, and regional board representation while retaining approval of key policy decisions with East St. Louis elected officials.

Implementation Strategy: Making the Vision a Reality

The preferred Master Plan (Waterfront Village) developed by Horner & Shifrin, as well as the Framework Assessment Plan developed by Camiros, were adopted by the East St. Louis City Council on July 10, 2003. These documents establish the vision for the future of this neglected back yard of the City. Modern cities are now turning to their riverfronts, taking back what has historically been left to industry. Today, the Riverfront is a public asset needing attention from public policy makers and investors to turn it into the City's front door. To that end, there remain a number of tasks essential to moving forward with implementation. An initial challenge is to develop a set of immediate action steps that are both achievable and visible.

The market assessment prepared by Development Strategies dated September 14, 2002, notes that the possible development scenarios suggested are predicated on several key assumptions, including that:

- Adequate financing, both public and private, is available;
- Government at all levels is an active partner in financing, regulating and facilitating development, both directly and through its professional advisors;
- Undesirable uses are relocated or otherwise removed from the waterfront;
- A road system evolves quickly that encourages development while being sensitive to open space, views and a wide range of vehicle types, including (in some cases) large trucks;
- Appropriately scaled and workable utilities exist and are accessible;
- All environmental issues are properly managed;
- The waterfront is fully accessible by the general public via roads, paths, trails and open space that wind through residential, commercial and institutional development. What excites developers about the waterfront are the river and the views; these should not be compromised and should, wherever possible, be enhanced;
- The waterfront is marketed strongly and creatively as a unified entity that is an exceptional opportunity at the core of the St. Louis metropolitan area; and,
- Private sector interest is predicated on sites being made ready for development.

Today, the Riverfront is a public asset needing attention from public policy makers and investors to turn it into the City's front door.

Abt Associates Inc., March 2004

Phase I Priority Sites and Actions

The challenge in any large-scale redevelopment program is where to start. Much of this planning document focuses on organizing resources to carry out sustained and long term redevelopment of the East St. Louis Riverfront. Realistically, the redevelopment program will be ongoing for much more than fifteen years. While seemingly a long time, the riverfront area is quite large and the time to absorb that many acres of new development would take a great deal of time anywhere in the greater St. Louis metropolitan market.

The east side of the Mississippi River presents special problems that compound the development picture and further extend the development period. Years of decline have resulted in a deteriorated image and with few exceptions, negative market response. This can be reversed over time but will require public support and sustained commitment to afford time for the negatives to be reversed.

As a consequence, initial projects become strategically crucial. Pioneering projects that will make up the first phase of redevelopment must meet the test of economic feasibility as high-risk ventures simply because they are to be the first projects to follow the Casino Queen. While the Queen has established a foothold, the perceived risk remains high and there is a way to go to alter the image of the area to the point that private investors will be as comfortable investing in the East St. Louis Riverfront as they might be elsewhere in the region.

The first projects must take advantage of whatever resources exist to maximize chances of success. Road improvements have been recommended for the three main access routes in the Riverfront area; Trendley Avenue, Riverpark Drive and Front Street. These locations match the best redevelopment options given the other key resources - transit service connections to St. Louis, access via the multi-modal Eads Bridge, the Casino and land.

Expanded Anchor Strategy

The first phase priority projects should continue to build off the anchor effect that has begun with the establishment of the Casino Queen in the East St. Louis Riverfront. The anchor effect can be considered the positive impact a particular land-use activity has in 1) changing the image of an area and 2) functioning in a manner that will attract other land uses that would not otherwise locate in an area. Small shops and boutiques, for example, would not locate at many prospective shopping center locations unless an “anchoring” department store were there or committed to going in to such a center.

Consider the phenomena of the neighborhood or community anchor. Urban neighborhoods are enhanced if they include within their boundaries a strong and active institution such as a sizeable and stable church, a hospital, school or community center. Such anchors are extremely valuable when the challenge is to revitalize and redevelop a distressed area.

Isolated areas such as the East St. Louis Riverfront can also benefit from having a foundation of anchor land uses that can sustain economic activity and prime spin-off secondary investments. Such anchor uses can also play a crucial role in changing the image of the area and reintroducing vitality. If this can be accomplished over time, the East St. Louis Riverfront has the size and development potential to establish its own identity, help check the decline in East St. Louis and perhaps signal a new era of positive and sustainable city life for its residents.

The basic strategy then is to add additional anchoring land use activities to the East St. Louis Riverfront. The location of these new anchors must take advantage of the Casino Queen, prominent views of St. Louis across the Mississippi River and the Metrolink stop at the corner of Front Street and Riverpark Drive.



Casino Queen

“The difference between routine capital spending and strategically planned investments lies in using these expenditures to spark further investment by private businesses, financial institutions, property owners, and developers.”

The American City, What Works, What Doesn't by Alexander Garvin

Abt Associates Inc., March 2004

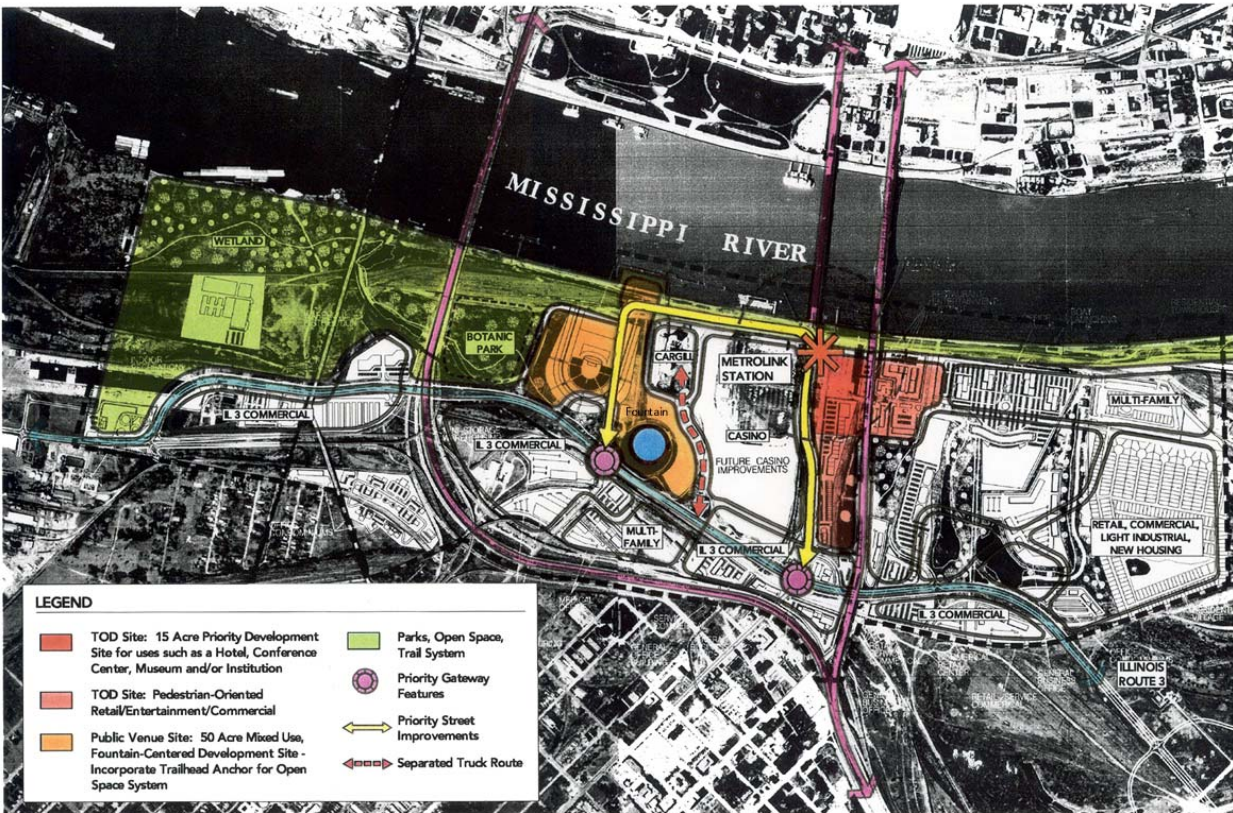


Figure 2:
Priority Sites & Actions
 East St. Louis, Illinois

The two sites with the most immediate development appeal are:

- The area immediately at the foot of the MetroLink Station between the Eads Bridge and the MLK Bridge.
- The site referred to as the “Public Venue” at the River’s edge at Trendley Avenue and Front Street.

These two sites are shown on Figure 2. Land use, location and design of these two initial projects should anticipate that they become mutually supportive of each other and together advance the appeal and dynamic quality of the area. Generally, the western edge of the East St. Louis Riverfront area stretched along the Mississippi River can be viewed as two distinct segments defined by the Cargill Grain Elevator serving as the transition element. To the south of Cargill, the land generally along the levee is more natural, retains more vegetation, floods more frequently and exhibits slightly less evidence of the historic warehousing occupancy than does the northern half of the area. The area north of the Cargill Plant already contains development and has somewhat less appeal for outdoor activity. It does however, have better access and the crucial transit link providing a competitive advantage for more intense development ventures.

The primary linkages between these two sites and the Casino Queen will be Front Street and a future pedestrian/bicycle trail along the levee to be connected to the bicycle platform of the Eads Bridge and the regional trail system running along the Mississippi River. Such a vision requires that Front Street itself change in function and be designed as a signature street fronting the Mississippi River. It now has the character of a service road and should be dramatically altered. Front Street is just that, the front door along the levee and the great river.

MetroLink Site – Priority Anchor Project

Tourism and entertainment appear to be the primary market opportunities for this location at this time. The logical land use option for this site is one that will afford tourists and those seeking alternative entertainment or educational experiences additional options to enrich and extend their visits.

This site, initially targeted to be in the range of 12 to 15 acres for a first phase, is strategically positioned to handle additional entertainment activities such as hotel, conference center, restaurants and shops operated in a mutually supportive fashion with the Casino Queen and the MetroLink transit station. This site has the best service connection to St. Louis and the Gateway Park complex across the river.

The proposed commercial/retail complex should include parking facilities and appropriate plazas. Facilities to accommodate bicyclers should be carefully integrated into the site's facilities. Ideally, the main attraction should be located next to the transit station as close to the river levee as practical. This will encourage additional pedestrian oriented retail/commercial development such as shopping, restaurants and entertainment attractions requiring up to 40 acres at full build-out. See Figure 2.

Following this, neighborhood residential units could be developed north of the M.L. King Bridge. Sites located closer to the riverfront should be constructed at higher densities to accommodate high-quality multifamily development with outstanding river and skyline views.

Public Venue Site – Priority Anchor Project

This area offers potential for restoration of natural open space anchored by housing and the great fountain, a regional delight that symbolically links the two east and “west” St. Louis urban centers that oppose one another across the Mississippi River. The fountain offers the potential for embellishment as a unique focal point for outdoor recreation that could



Trendley Avenue

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add interest and attraction to a gathering place at the river's edge and would also serve as a center around which new housing could be developed.

Consequently, the southern site should be programmed for residential use as well as a museum and/or outdoor open space accessible from the region via Trendley Avenue with adequate parking facilities to handle gatherings for concerts, shows and celebrations that could take place seasonally. It should be designed to be a major destination and support facility along the regional bicycle/hiking trail planned for the east side of the Mississippi River. Indeed, the long held vision of a gathering place for celebrations and events – the Public Venue, fits well into a future that encourages open vistas, river views and a lower intensity housing environment.

Approximately 50 acres should be established for fountain centered mixed-use development at this site. It should front the Mississippi River directly across from the Gateway Arch echoing that iconic structure to further enhance the symbolic link between the two sides of the great national river. Figure 2 shows how the public venue and existing fountain might be linked by park, green space and housing.

Implementation Steps

It is clear that the two initial projects are dependent on public, and possibly foundation support to be realized. Such investments are necessary to secure the area to a degree that significant private investment will follow. It is also important to begin with public and foundation sponsorship to strike the appropriate development and design scale – one that matches the potential of the East St. Louis Riverfront. It is crucial that the initial projects are not under conceived in such a way that the inherent strength of the location along the Mississippi River across from downtown St. Louis and the Gateway Arch is squandered. Successful public initiatives would set the stage and establish the necessary stability to attract the right kind, quality and scale of future private investments.

With this in mind, the Abt Team has developed a Riverfront Implementation Strategy as a roadmap for the City of East St. Louis to follow. This strategy identifies specific tasks, timeframe for completion, and responsible entity. It is organized with short-, mid-, and long-term actions for completion in mind. A description is provided in the text below while a

more detailed task list can be found as Appendix 1. The detailed task list identifies specific tasks current as of February 2004, responsible parties and a schedule for implementation that the Riverfront Study Team should use as a tool to check monthly progress.

While there has been much discussion on identifying an immediate project, since the City does not control any significant parcel in the Riverfront planning area, the short-term actions focus instead on creating a structure that can promote and respond to development proposals while assembling the necessary public investment to attract additional interest.

Short-Term Actions – 2004/2005

(These actions are organized by function and timing rather than priority)

Work with Senator Clayborne on Shell Redevelopment Bill

The City has the option of working with Senator Clayborne to create new statutory language or to amend the existing 315 ILCS 20 Neighborhood Redevelopment Corporation law.

Commit to Funding Riverfront in the City Budget

As part of the implementation process, members of the Abt Team have met numerous times with City staff. A key topic of discussion during those meetings has been the City's funding commitment to the implementation of the recently adopted Riverfront Master Plan. As a result of those discussions, the Abt Team has made specific recommendations for funding in the City's budget. The total cost of the short-term efforts for staffing, land assembly, site remediation and infrastructure improvements exceeds \$15 million. It is impossible for the City to commit this entire amount in one budget cycle depending on local resources alone. But to support these efforts and to provide potential developers in the Riverfront the confidence and surety they require prior to investing in the area, we recommend the City commit to an annual amount of funding and staffing to be set aside, without question, in the City budget to support private sector initiatives, infrastructure improvements, regulatory approvals, and partnerships for public entertainment venues. To achieve this, the Mayor, City Council and Financial Advisory Authority should agree on a financial policy that:

- specifies a model for cooperation between all parties and formalize each party's role in supporting the Riverfront Plan implementation;
- identifies \$2-3 million each budget year to support the Riverfront effort; and
- includes a TIF policy for Riverfront investment.

Short-Term Actions – 2004/2005

- *Work with Senator Clayborne on Shell Redevelopment Bill*
- *Commit to Funding Riverfront in the City Budget*
- *Hire Riverfront Redevelopment Director*
- *Research and Recommend an Organization Structure for Implementation*
- *Create a Zoning Overlay District consistent with Riverfront Master Plan*
- *Amend Redevelopment Plan for TIF No. 1*
- *Approach Foundations for Funding*
- *Coordinate with IDOT regarding Route 3 Re-Alignment*
- *Begin Acquisition of Parcels at Priority Development Sites*
- *Develop Plans for Riverwalk and Floodwall Treatments*
- *Respond to Request for Redevelopment Agreements – Casino Queen and EnviRes*
- *Begin Infrastructure Improvements for Redevelopment Agreements*
- *Plan Infrastructure Improvements for Priority Development Sites*
- *Coordinate City Support for the Proposed American Architecture Museum*
- *Develop and Implement Marketing and Communications Plan*

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Hire Riverfront Redevelopment Director

The Abt Team recommends that the City hire or contract for 1 Full-Time professional dedicated solely to leading the implementation of the Riverfront Plan. This position should be responsible for overall project coordination, land assembly, infrastructure improvements, redevelopment agreement negotiation and monitoring, Route 3 realignment coordination, and festival planning in conjunction with St. Louis regional events.

Annual cost for staff is estimated at \$100,000 per year for two years.

Research and Recommend an Organization Structure for Implementation

The Abt Team and City staff have asked the Empowerment Zone to fund a Special Redevelopment Counsel to review the organizational options, to advise the City on legal and regulatory constraints to implementation and to recommend an organizational structure for implementation of the Riverfront redevelopment.

Create a Zoning Overlay District consistent with Riverfront Master Plan

A zoning overlay should be created that is consistent with the Master Plan to identify allowable and prohibited uses, to provide design guidelines for new development and to respond to market requirements for building size and configuration, providing maximum flexibility.

Amend Redevelopment Plan for TIF No. 1

TIF No. 1 must be amended to reflect the redevelopment activities anticipated as a result of the Riverfront Master Plan adopted by the City. This will then allow funding from TIF to be used for the necessary predevelopment actions for the Riverfront.

Approach Foundations for Funding

Although private foundations may be hesitant to provide funding for the Riverfront without a specific project defined, some may find that the concept behind the Riverfront is in keeping with their mission and may be willing to fund predevelopment activities. The City should approach the organizations identified in the Financial Strategy section of this report.

Coordinate with IDOT regarding Route 3 Re-Alignment

The IDOT planned improvements to Route 3 must be coordinated with infrastructure improvements in the Riverfront. It appears that construction on Route 3 might begin sometime in late 2004 and may take three years to complete. Currently IDOT only has funding to complete Phase I, which has a southern terminus at Riverfront Drive. Under the current plan, Route 3 will dump traffic at the foot of the Eads Bridge and may be relied upon to relieve congestion on the Poplar Street Bridge during construction of the Tri-Level project for traffic flowing to/from St. Louis. This design does not resolve the issue of connecting traffic headed south or coming from the north. It also does not address Phase II, which is the portion that will run primarily through the Riverfront area. This gives the City an opportunity to pursue design options with IDOT that reflect a new main street or boulevard design as suggested in the Framework Plan.

Begin Acquisition of Parcels at Priority Development Sites

Because the Riverfront area is too big to develop all at once, the Abt Team recommends that land assembly, or site control through options, begin around two areas to support near-term development: commercial/retail around the MetroLink station just north of the Casino Queen and the Public Venue site just south of the Gateway Center property around Trendley Avenue and Front Street. These sites have also been rated “high risk” from an environmental analysis based on the U.S. Army Corps of Engineers study conducted by Horner and Shifrin. Preliminary cost estimates, based on very rough information at this stage, include site acquisition (\$3,410,000) and environmental remediation (\$2,700,000) for a total of \$6,110,000.

Develop Plans for Riverwalk and Floodwall Treatments

A hiking/biking trail along the existing levee and floodwall is an important element to connect to the evolving regional trail system and the improvements recently made to the Eads Bridge. Aesthetic treatment of the floodwall should be pursued at the same time.

Respond to Request for Redevelopment Agreements – Casino Queen and EnviRes

Two key Riverfront projects are in the formation and discussion stage - the Casino Queen expansion (“boat-in-the-moat”) and the new EnviRes facility. New redevelopment agreements for both of these projects present an opportunity to capitalize on this private investment to further the City’s goals for the Riverfront. These redevelopment agreements can require special activity consistent with the Riverfront Master Plan. Both the City and the private entities expect detailed commitments from each other. Since the City may be contributing funding under each agreement, it is not unreasonable to require specific design requirements, perfor-

mance milestones, commitment to jobs and secondary improvements such as infrastructure, housing and entertainment uses as were specified in the existing Casino Queen agreement.

Begin Infrastructure Improvements for Redevelopment Agreements

It may be necessary to make additional infrastructure improvements to support redevelopment agreements currently being negotiated with EnviRes and the Casino Queen.

Plan Infrastructure Improvements for Priority Development Sites

To support the first phases of redevelopment around the MetroLink and Public Venue sites, the Abt Team recommends targeted infrastructure improvements to Riverpark Drive, Front Street and Trendley Avenue. This will create a loop through the Riverfront with direct connections to downtown East St. Louis, MetroLink and the Eads Bridge. The Horner & Shifrin engineering analysis estimates a total cost of \$7,756,000 to improve the infrastructure in and around these three streets (\$3,802,000 for Central Waterfront Sanitary Sewer; \$2,718,000 for North Waterfront – Southern Portion Sanitary Sewer; \$854,000 for Central Waterfront Water System; \$382,000 [one half of the total] for South Waterfront Water System). The engineering planning for these improvements should proceed during this short-term action period.

Coordinate City Support for the Proposed American Architecture Museum

A private developer is working with the Gateway Center and Metro East Parks and Recreation District to preserve 4 - 5 acres of land along Front Street (vicinity of the Public Venue site in the Riverfront Master Plan) for development of a museum that uses building materials to engage the public in an understanding of architecture, construction and urban development. The collection includes architectural artifacts from hundreds of nineteenth- and twentieth-century buildings slated for the wrecking ball in St. Louis. The City has been supportive of this effort to date and will need to continue to coordinate with all parties involved.

Develop and Implement Marketing and Communications Plan

Marketing and communications will be on-going tasks during implementation of the Master Plan. A marketing and communications plan should be developed that identifies overall goals for project communications (e.g.: keep people informed, encourage public ownership of changes, encourage investment), stakeholder audiences, the type of information these audiences need (e.g.: milestone updates, encouragement to participate in a public process, success stories), the communications tools that will be used to reach these audiences and a time frame. With an on-going project of this type, the marketing and communications plan will act as a guideline for making fluid communication decisions as portions of the project evolve. A sample project summary is attached as Appendix 8, which can be used for marketing and outreach purposes to build support and interest in the public and private sectors for the redevelopment effort.

Mid-Term Actions – 2006

Establish an Implementation Organization per Redevelopment Law

Once the organizational structure has been agreed upon, it must be put into place per the requirements of any resulting Redevelopment Law at the state or local level.

Continue Acquisition and Start Remediation of Priority Parcels

The parcels identified for acquisition around the two priority areas have been rated “high risk” environmentally and will need to be remediated once acquired before development can begin. Each site will have to be tested during the due diligence period of acquisition.

Work with Railroads on Land Assembly

The majority of parcels in the Riverfront area are owned by railroads and public districts. The Route 3 realignment Memorandum of Understanding that IDOT is currently negotiating with the railroads could be used as a model for Riverfront land acquisition. This effort may also require legal assistance. As an alternative, the railroads should be approached to see if they may be enticed into developing or selling their inactive properties consistent with the Riverfront Master Plan.

Mid-Term Actions – 2006

- *Establish an Implementation Organization per Redevelopment Law*
- *Continue Acquisition and Start Remediation of Priority Parcels*
- *Work with Railroads on Land Assembly*
- *Complete Infrastructure Improvements for Redevelopment Agreements*
- *Solicit Development Proposals for Priority Development Sites*
- *Begin Infrastructure Improvements for Priority Development Sites*

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Complete Infrastructure Improvements for Redevelopment Agreements

Infrastructure improvements committed to as part of Redevelopment Agreements for the Casino Queen and EnviRes should be completed.

Solicit Development Proposals for Priority Development Sites

As key parcels in the priority development areas are being acquired and are under remediation, the City should be meeting with potential developers to both create interest in and understand their interest in the Riverfront. A development program should be created for the priority development areas based on this information. Developers should then be solicited to respond with their interest, qualifications and financial ability to develop the program. Developer interests to contact should include local developers experienced in difficult redevelopment projects, local groups such as the “Old Man River” project, and national firms with extensive experience with large scale redevelopment.

Begin Infrastructure Improvements for Priority Development Sites

Construction of the infrastructure improvements described for the priority development sites should be started in coordination with development proposals to ensure consistency.

Long-Term Actions – 2007 and beyond

Complete Acquisition and Remediation of Priority Parcels

Upon acquisition of parcels around the two priority areas and completion of environmental testing, the parcels should be remediated. This must occur before development can begin.

Complete Infrastructure Improvements for Priority Development Sites

Construction of the infrastructure improvements described for the priority development sites should be completed during this period.

Complete a Development Project(s)

Once development proposals have been received and evaluated, the City will have to work with the selected developer to refine the development program, financing, and enter into a Redevelopment Agreement. After that, construction can begin in anticipation of a completed project soon after.

Continue to Work with Railroads on Land Assembly

Working with the railroads on either land assembly or development consistent with the Riverfront Master Plan is anticipated to be a lengthy process. The efforts started in the mid-term actions will continue into the long-term.

Promote Additional Land Assembly and Continued Redevelopment

As there is success in developing around the priority sites, East St. Louis should promote additional development on land just outside of these areas of success. By directing where development occurs next by establishing specific development programs in the zoning overlay, East St. Louis will be able to regulate the types of uses, provide for appropriate adjacencies and build upon the investments already made.

Coordinate with ESLHA on Franklin Park Planning

The East St. Louis Housing Authority (ESLHA) and the City of East St. Louis, along with other partners, are on the brink of launching one of the largest neighborhood redevelopment initiatives in the City of East St. Louis in the last twenty-five years. Over the next four years, using HUD's mixed-finance program and funding already in hand due to a 1993 Court Order, ESLHA intends to transform many acres of underutilized land throughout the City into new mixed-income, mixed-use neighborhoods developed to spur ongoing community revitalization efforts. By creating new public, affordable and market-rate housing and enhancing economic development, this effort will serve as a catalyst for greater City revitalization. To determine the appropriate site(s) for the development phases, ESLHA has initiated a neighborhood master planning process that includes the Franklin Park neighborhood on the edge of the Riverfront planning area. This master planning process will identify potential development sites, test their financial and market feasibility, and develop general design guidelines. The City should actively participate in this effort to assist in making the final decision of neighborhood selected. The current projection for ESLHA's effort in Franklin Park, if it is to move forward with housing development in this neighborhood, is to begin acquisition of land in 2010 with potential lease-up of units in 2013.

Long-Term Actions – 2007 and beyond

- *Complete Acquisition and Remediation of Priority Parcels*
- *Complete Infrastructure Improvements for Priority Development Sites*
- *Complete a Development Project(s)*
- *Continue to Work with Railroads on Land Assembly*
- *Promote Additional Land Assembly and Continued Redevelopment*
- *Coordinate with ESLHA on Franklin Park Planning*

There are a number of potential public, private and philanthropic financial resources to pursue in funding various aspects of redevelopment of the East St. Louis Riverfront.

Financial Strategy: Funding the Future of East St. Louis

This financial strategy is intended to get us from today to 2010, at which time significant development will be underway at the two priority areas if we are successful. To get to that point, the planning process has laid out a number of activities that must be accomplished (See the Implementation Strategy Task List in Appendix 1). The majority of these predevelopment activities can be characterized as risk reducing for a private developer. The risk factors to be addressed include: site control, environmental contamination and remediation, installation of infrastructure, and an organization responsible for coordinating efforts on behalf of the City.

The Market Study prepared by Development Strategies identifies many of these issues as conditions that must be resolved to lower private sector risk and generate private sector investment. The Market Study indicates that there is potential interest on the part of the development community to invest in East St. Louis. However, it states that this interest is predicated on public authorities creating large tracts of land in an effort to decrease the risk in such an investment. Therefore, it is incumbent on the public sector to initiate actions to make strides in these areas to attract a developer(s) who is willing to lead the market.

Today, the risk is quite high for a private developer to invest in the Riverfront. Some of this has been reduced based on recent public policy decisions (adoption of a master plan and commitment of local funding) and political support within the City of East St. Louis. In addition, the assistance from the various agencies and organizations participating as members of the Riverfront Study Team has reduced the perception of risk.

However, many of the risk factors remain. Currently, the City does not control any significant parcel in the Riverfront and much of the land is likely to be contaminated. The extent, costs and risks involved for remediation have not been determined. The essential public infrastructure is not in place and the full funding needed to execute these improvements has not yet been allocated. In addition, the organization responsible for overseeing and creating capacity for Riverfront redevelopment is just now being created.

The financial strategy envisions that the costs over Years 1 & 2 of this plan will be funded by sources that are not driven by a project. As many outside sources of funding are focused on job creation and/or developer incentives, these financing mechanisms will not be applicable until the City has selected a developer and a project. That leaves the following sources potentially available to support predevelopment activities during Years 1 & 2: Empowerment Zone (EZ) funds, funds from private foundations, and tax increment financing (TIF).

The EZ funds are a limited, one time revenue source. The City indicated in October 2003 to the Empowerment Zone Board that the Riverfront is third in its own priorities established for these funds. Should the other, higher priority projects not proceed, some EZ funds may become available. However, at this time, these funds cannot be counted on for the Riverfront.

To our knowledge, the City has not yet approached private foundations to request assistance with the Riverfront. While some of these foundations may be hesitant to award funds absent a real project, some may be approachable and find that the concept behind the Riverfront is in keeping with their mission, even at this early stage. Today the demands on these philanthropic organizations are greater than ever so the competition for funds is intense. The City should be aggressive about approaching private foundations, particularly once it has established the organization that is to take the lead responsibility for Riverfront redevelopment. Organizations that should be given priority by the City include:

- Cargill Incorporated Corporate Giving Program
- Bank of America Foundation, Inc.
- Danforth Foundation
- Enterprise Foundation
- Ford Foundation
- Local Initiatives Support Corporation (LISC)
- Mallinkrodt, Inc. Corporate Giving Program
- Monsanto Fund
- SBC Foundation
- U.S. Bancorp Contributions Program

This leaves the City's TIF as the sole known revenue source to fund activities during the first couple of years. Tasks to be accomplished during this predevelopment period include establishing the Riverfront organizational structure and hiring staff; commissioning and completing the engineering for the public infrastructure, including roads, water, storm and sanitary engineering; beginning efforts to acquire necessary land, particularly where the railroads are involved as this is a burden the private

Today, all of the City of East St. Louis is in one of seven TIF Redevelopment Areas

Abt Associates Inc., March 2004

sector will not bear; creating a zoning overlay for the Riverfront; and amending the Redevelopment Plan for TIF No. 1 to provide funds for the Riverfront. The sole, available revenue source for these actions will be the City's tax increment financing funds.

If the program moves forward aggressively and smoothly, by Year 3, the City and/or the redevelopment organization should have fulfilled enough of the predevelopment conditions to give the development community comfort that their investment risk can be managed. At that time, a Request for Redevelopment Proposals should be issued. Responding developers will describe the types of funding assistance they will need at that time. Assistance can include a wide range of resources, including those that are dependent on job creation and private sector investment, such as EDA funds or Illinois Sales Tax Rebates, as well developer incentives such as new market tax credits. At that point, the selected developer(s) should partner with the City/redevelopment organization in taking on responsibility for applying for and obtaining other funding sources. This is a recognized role of developers in redevelopment projects and has been the practice of those recently undertaking redevelopment projects in other parts of the City. While the City/redevelopment organization will often be required to be the lead entity, the funding application itself and the process of achieving approvals should actively involve the developer selected for the project. Once land has been acquired, Brownfield Funds can be accessed for environmental remediation.

The first two years of recommended activities are estimated to cost approximately \$1,500,000. The City is actively working to set aside \$2,000,000 of TIF funds in its current budget for the Riverfront. These funds will be the primary funding source available to cover these first years. Future TIF funds will also be needed to cover costs of the public infrastructure, as well as to acquire the railroad lands. The tables on page 35 summarize sources and uses projected for activities in Years 1 – 5.

Uses	Year 1 2004	Year 2 2005	Year 3 2006	Year 4 2007	Year 5 2008	Total
Site Acquisition		\$340,800	\$2,000,000	\$1,067,200		\$3,408,000
Site Remediation			\$750,000	\$1,250,000	\$676,000	\$2,676,000
Infrastructure						
Riverpark Drive	\$75,000	\$251,160	\$1,195,920	\$1,195,920		\$2,718,000
Front Street		\$150,000	\$408,720	\$1,229,184	\$2,868,096	\$4,656,000
Trendley Avenue		\$20,000	\$25,840	\$336,160		\$382,000
Zoning Overlay		\$50,000				\$50,000
Short-Term Staffing		\$100,000	\$100,000			\$200,000
Redevelopment Staffing Costs	\$20,000	\$40,000	\$150,000	\$150,000	\$150,000	\$375,000
Total	\$415,000	\$1,166,520	\$5,661,264	\$6,396,216	\$826,000	\$14,465,000

Sources	Year 1 2004	Year 2 2005	Year 3 2006	Year 4 2007	Year 5 2008
Site Acquisition					
Tax Increment Financing		X	X	X	X
SWIDA East St. Louis Development Fund				X	X
Site Remediation					
Tax Increment Financing		X	X	X	X
U.S. & Illinois Brownfields Funds				X	X
Infrastructure					
Tax Increment Financing	X	X	X	X	X
EDA Grant				X	X
BDPI Grant/Loan				X	X
COE Section 219(f)(55) Water Resources Funds				X	X
Zoning Overlay	X				
Short-Term Staffing					
Tax Increment Financing	X	X	X	X	X
Redevelopment Organization					
Tax Increment Financing	X	X	X	X	X

There are a number of potential public, private and philanthropic financial resources to pursue in funding various aspects of redevelopment of the East St. Louis Riverfront. The following inventory includes a general description regarding these funding resources. It is important to note that each of these programs will have many criteria and nuances that must be explored at the time each program is contemplated for use. The requirements for these programs change on a regular basis as new legislation is passed, or in some cases, as new case law is created. In addition, the requirements of the potential philanthropic resources will vary over time. As such, the focus here is on the general concept behind the program. Updated information for each will need to be investigated at the time they are pursued. It should be noted that the “Catalog of State Assistance to Local Governments”, prepared by the Illinois Commission on Intergovernmental Cooperation, is an excellent reference on the State of Illinois funding sources.

It is also recognized that there are numerous financial assistance programs for the provision of affordable housing, primarily offered through the various programs of the U.S. Department of Housing and Urban Development. These programs are not listed within this document, but the appropriate programs to support a specific type of housing development actually proposed should be explored at the appropriate time.

Public Resources: Local Initiatives

In Illinois, there are two main sources of financing to assist projects with the types of costs that may inhibit development/redevelopment: tax increment financing and the Illinois Business District Act. The appropriate Illinois statutes and case law should be consulted directly for a comprehensive understanding of the requirements for each of these Acts.

Tax Increment Financing

Through the implementation of a tax increment financing district, the increased (incremental) local real estate taxes of a project can be used to pay for certain types of development/redevelopment costs, such as land acquisition and relocation, public improvements, building rehabilitation, site preparation, and other costs as identified by the TIF Act. Some cities also pledge incremental local sales taxes, although this is not required by Statute. In Illinois, there are several different types of TIF districts. The approval process for a TIF District is defined in the Act and includes the preparation of an eligibility analysis, a redevelopment plan, and approval by the Joint Review Board. This is one of the more complex redevelopment tools to not only adopt and implement; but it is also one of the most flexible and effective redevelopment tools available to municipalities in Illinois today. The citation for the Illinois TIF law is 65 ILCS 5/11-74.4-1 et. seq.

Today, all of the City of East St. Louis is in one of seven TIF Redevelopment Areas. The Riverfront lies within “East St. Louis TIF I”, which was adopted in 1986. Per the TIF Act, this Redevelopment Area would be dissolved in 2009 (23-years), but preliminary information is that it was extended by the State Legislature to 35-years, meaning that it would be dissolved in 2021. Note that under the TIF Act, TIF funds may be transferred between Redevelopment Areas. Within one of these Redevelopment Areas, the City also has a State Sales Tax TIF district (a special TIF area in which the City may capture State sales taxes). State sales taxes captured for TIF must be spent within the State Sales Tax boundary. Information received to date indicates that the Riverfront is not within the State Sales TIF boundary.

It should be noted that, at this time, the City is contemplating reevaluating all of their TIF Redevelopment Areas. It should also be noted that any expenditures of TIF funds must be clearly identified as a project cost line item within the Redevelopment Plan. It is likely that use of TIF funds for the Riverfront may require a TIF plan amendment.

Illinois Business District Act

The Illinois Business District Development and Redevelopment Act (65 ILCS 5/11 74.3, §§ 1 – 4) provides an ability for cities to designate a “Business District” under the premise that it is “essential to the economic and social welfare of each municipality that business districts be maintained and revitalized by assuring opportunities for development or redevelopment and attracting sound and stable commercial growth”. This statute gives municipalities the authority to designate business districts and provides broad powers to carry out business district plans and projects, including the ability to expend public funds “as may be necessary for the planning, execution and implementation of the business district plans”. The municipality then has the ability to pledge revenues from municipal sources generated within the business district to support district public projects (buildings and infrastructure), as well as private development. It is important to recognize, however, that the Act has not been the subject of any legal challenge, and therefore, its ability to withstand higher court scrutiny has not been tested. This must be taken into account with respect to the issuance of public debt, use of eminent domain, and the possible use of municipal revenues beyond those that are generated within a designated Business District area.

Illinois Property Tax Abatement Program

A local taxing district may grant property tax abatement for up to 10-years for industrial or commercial firms as an incentive to locate from out-of-state or another country, locating a new operation in the taxing district, or expanding a previously existing facility. Note that Property Tax Abatement may not be used within an area that is in both a TIF Redevelopment Area and an Enterprise Zone. Today, the Riverfront is in both.

Illinois Sales Tax Rebate Incentive

A municipality may enter into an economic incentive agreement related to the development/redevelopment of land. The municipality may agree to share, or rebate a portion of any retailer's municipal occupation taxes generated by the development/redevelopment, for a finite period. There are a series of criteria that must be met in order to exercise this authority, including such standards as: the building does not comply with current building codes or is underutilized or suffering from significant vacancies; the project creates jobs and helps to develop adjacent areas; the project would not happen without this assistance; the developer is creditworthy and demonstrates financial strength; the project strengthens the commercial sector and enhances the local tax base; and the agreement is in the interests of the municipality. (see 65 ILCS 5/8-11-20)

Southwestern Illinois Development Authority (SWIDA)

SWIDA is an independent, special purpose public authority established as a source of financing and technical assistance for economic development. SWIDA is a very powerful financing source through its ability to issue taxable and tax exempt bonds, as well as loans for land acquisition, gap financing, and micro loans.

Metro-East Parks and Recreation District (MEPRD)

Information queries have been made, but apparently, the only information available today is on the District's web site at www.meprd.org. The MEPRD was created by the voters in Madison and St. Clair Counties in November 2000. The purpose of the District is the development, operation and maintenance of a public system of interconnecting trails and parks. Activities of the District are funded by a 1/10 of 1% sales tax with estimated annual revenues of \$3 million. The organization is now seeking an executive director and is in the process of preparing a strategic action plan that is anticipated to be adopted this year.

The draft of the Strategic Action Plan indicates specific projects and funding allocations. One of these is the MetroBikeLink, which is the bike trail that is planned to go from East St. Louis at 5th Street and Missouri Avenue to MidAmerica Airport in Mascoutah along the MetroLink line (BikeLink). While this and other projects would be of benefit to the East

St. Louis Riverfront Master Plan, at this time it does not appear that funds may be available from this source for additional trails through the Riverfront area. However, once the District has retained a Director, and is further in its organizational planning, this option should be explored further.

Public Resources:

State of Illinois and Federal Programs

Assistance programs at the State level can be categorized by two general categories: programs to assist with public infrastructure, and tax credit and loan programs which are keyed directly to a specific business for job creation and business retention and expansion. Sources of detailed information include the Department of Commerce and Economic Opportunity (DCEO, formerly DCCA), SWIDA, and the Leadership Council of Southwestern Illinois.

Most Federal funding resources are approved and administered through State governments, so in most cases, regardless of the funding sources, the program is run by the State. In order to avoid confusion, therefore, State and Federal programs are categorized together for the purposes of this inventory. Along those same lines, the Empowerment Zone is in many respects, a type of local initiative program due to the amount of local control over how the annual appropriation from the Federal government is allocated within the Zone.

Greater St. Louis Regional Empowerment Zone

Designated in 1998 by HUD, the St. Louis Empowerment Zone offers a tremendous resource. The Empowerment Zone is governed by a Board of Directors that oversees the Greater St. Louis Empowerment Zone Management Corporation. Funding assistance can be provided in a variety of forms, including grants and/or forgivable loans, for example. Applications for assistance are evaluated on a competitive basis. Because such funds are received based on annual appropriation from HUD, the Board cannot make forward funding commitments. State or local units of government can issue enterprise zone facility bonds (a type of tax exempt bond for a facility) for entities that meet the definition and requirements as an enterprise zone business with qualified zone property. In addition to these resources, numerous tax benefits accrue to businesses operating within the Empowerment Zone. The Empowerment Zone web site lists these in greater detail at www.stlouisezone.org.

Illinois State Enterprise Zone

Information received to date indicates that the East St. Louis Enterprise Zone covers most of the City. The State Enterprise Zone program is intended to stimulate economic growth and neighborhood revitalization through State and local tax incentives, regulatory relief, and government services. One of the more powerful financial incentives is the ability to grant real property tax abatement for improvements or renovations to commercial or industrial property. However, this tool cannot be used in TIF Redevelopment Areas. Another key financial incentive is the State sales tax exemption on purchases of building materials acquired from suppliers located within the Zone. A State sales tax exemption on the purchase of tangible property (machinery and equipment) for projects that meet certain investment and job-generation or job-retention thresholds is also available.

Illinois FIRST

This is an ongoing, \$12 billion program designed to revitalize, rebuild, develop, and maintain critical support systems. This is a competitive program designed for projects of significant scope and scale. Public entities may apply on an ongoing basis.

Business Development Public Infrastructure Program (BDPI)

This program provides low-interest loan and grant financing to units of local government and public entities for public improvements on behalf of businesses undertaking expansion or relocation projects. Funding is available only for infrastructure projects that directly lead to business expansion and retention. Administered by DCEO, the funding amounts must be commensurate with the number of jobs created or retained. Assistance is primarily provided in the form of loan or no-interest loans for a term not to exceed 10-years. Applications are accepted on an ongoing basis.

Community Development Assistance Programs (CDAP)

Federal grants to units of local government that may be loaned to businesses for projects related to job retention/creation or public infrastructure in support of economic development. There are numerous grant categories, each of which carries its own criteria and potential loan amounts.

Tax Credit and Tax Incentive Programs

There are numerous tax credit and tax incentive programs that provide State tax credits to businesses for a variety of incentive programs, primarily focusing on training, job creation, and capital investment. The applicable program, or combination of programs, would depend on the nature of the business and the project. DCCA should be contacted

directly regarding the applicability and details of a program as it relates to a specific circumstance. It should be noted that there is a distinction between tax credit and tax incentive programs. Tax credit programs are a “credit” towards income taxes due. Tax credits are often marketable to tax credit investors at a discounted rate through certain lending institutions. Tax incentives, provided in such programs as the Federal and State Brownfields Program, reduce a business’s tax burden by lowering the taxable income.

Illinois Trails Grant Programs

There are five different grant programs for trails administered by the Department of Natural Resources. The one that is most applicable to the Riverfront is the Illinois Bicycle Path Grant Program, which provides funding assistance to eligible local units of government for land acquisition and construction of non-motorized bike paths and related-support facilities. The program provides grant funds up to a maximum of 50% of project costs. Limited to \$200,000 per annual request for construction, but there is no maximum amount for acquisition.

Outdoor Recreation Grant Programs (OSLAD/LWCF)

The State of Illinois administers two grant programs to assist eligible local units of government to acquire and/or develop outdoor recreation areas. The Open Space Lands Acquisition and Development Program (OSLAD) is a State funded program, and the Land & Water Conservation Fund (LWCF) is a federally funded program. Both programs are administered by the Department of Natural Resources. Applications for assistance are automatically considered for both programs. The OSLAD/LWCF programs can fund up to 50% of the land acquisition and development costs for public outdoor recreation. Funding is provided on a reimbursement basis upon successful project completion. This is a competitive application process. Projects must be for a single site. Maximum funding is \$750,000 for acquisition and \$400,000 for development costs. Note that projects eligible under the Bike Path Program are not eligible to be considered for funding under this program.

Recreational Trails Program (TEA 21)

The State of Illinois receives funds from the Federal government for recreational trail development. The most current authorization comes from the Transportation Equity Act for the 21st Century (TEA 21). Congress is now in the process of revising this law, and its new form, regulations, and funding allocations are not known at this time. (The Bush Administration’s legislative proposal for reauthorization of TEA-21 has been named the “Safe and Flexible Transportation Efficiency Act [SAFTEA].) This program is administered by the Illinois Department of Natural Resources, which has formed a state trails advisory board called

the Illinois Greenways and Trails Council (as required by the Federal program). The current funding formula provides for up to 80% federal funding, with a minimum of 20% non-federal match. Illinois' appropriation under this program has historically been about \$1 million.

Economic Development Administration

The U.S. Department of Commerce - Economic Development Administration offers grant assistance on a competitive basis for projects located in areas exhibiting economic distress. EDA usually funds 50% of project costs, but in areas of high distress (or if an applicant is unable to provide the match), a higher percentage may be approved. Applicable programs include the Public Works Program, which provides grant assistance for physical infrastructure improvements that will attract industry, encourage business expansion, diversify local economies, and generate or retain long-term private sector jobs and investment. Another applicable program is the Partnership Planning Grants for Economic Development Districts, Indian Tribes, and Other Eligible Areas. These funds are planning grants with a focus on permanent job retention/creation and increased income for the unemployed and underemployed. The grants are to be used to develop economic development planning capability, formulation of development policies, and assistance in building local institutional capacity. These grants are awarded on an annual basis, with priority given to currently funded grantees with a record of satisfactory performance. The Technical Assistance Program (Local) provides grants to perform economic feasibility studies. Projects must meet both the general program criteria and the particular criteria for the applicable program.

Brownfields

The Federal Small Business Liability Relief and Brownfields Revitalization Act (signed into law January 2002) provide grant assistance for assessment, cleanup, and job training. In addition to municipalities, entities eligible for assistance include non-profit organizations, redevelopment agencies, regional councils, and land clearance authorities. The eligible entity must own the site, and there is a grant ceiling of \$200,000 per site. The revolving loan fund and clean-up grants both require a 20% cost share. The cost share may take the form of money, labor, material, or services. Waivers of the 20% cost share requirement will be considered based on hardship. (The U.S. Congress is currently considering Senate Bill 645, the "Brownfields Redevelopment Assistance Act of 2003" which establishes a brownfields redevelopment grant program within the U.S. Department of Commerce, Economic Development Administration of \$60 million per year for five years.)

The State of Illinois, through the Illinois EPA, offers a Brownfield Redevelopment Grant Program that provides financial assistance to cities

for a grant of \$120,000 for assessment. Through a grant from the U.S. EPA, the Illinois EPA can conduct redevelopment assessments for specific sites. The city must own the site or receive permission from the owner.

In addition, both the Federal and State governments provide incentives to the private sector to undertake clean-up activities. The Federal government offers a Brownfields Tax Incentive, which can be deducted fully in the year the cost is incurred, rather than having to be capitalized. The State of Illinois offers an Environmental Remediation Tax Credit that provides an income tax credit for environmental clean-up costs for up to 25% of the non-reimbursed eligible remediation costs.

Community Development Block Grant Program (CDBG) and the Section 108 Loan Guarantees & Economic Development Initiative (EDI)

The City of East St. Louis receives entitlement CDBG funds. The City's uses and future availability of these dollars needs to be explored further. The Section 108 Loan Guarantees & EDI funds can be used for a variety of purposes. These loan programs are paid back by future CDBG funds, so most communities are hesitant to use these programs. However, they do represent a source of capital and will need to be explored further.

Illinois Corridor Planning Grant Program

This is a new grant program administered by the Illinois Department of Transportation. Its purpose is to support planning activities that promote the integration of land use, transportation, and infrastructure facility planning in transportation corridors. This includes supporting transit-oriented development, mixed-use, pedestrian-oriented developments, public-private partnerships, and multi-jurisdictional coordination along transportation corridors. The St. Louis Metro-East Area is one of the fourteen areas in the State that may apply. Grantees must provide 10% local funding. Applications are taken once a year (this year in August).

U.S. Army Corps of Engineers (COE)

Three COE programs are applicable to the Riverfront project. These programs represent two different types of funding approval sources. The first are classified as the "Continuing Authorities Program" or CAP. The COE has standing authority to authorize funds of this classification. The second type of funds requires Congressional approval.

- Section 1135 Project Modification for Improvement of Environment
This program provides funding for environmental restoration as mitigation for projects related to such things as flood damage reduction. This could include funding for the wetlands restoration or for

the waterway included in the Riverfront Plan. This is a CAP program. The program requires a non-Federal match of 25% and carries a \$5,000,000 maximum project cost. A request to the COE by the City initiates the process.

- Section 206 Aquatic Ecosystem Restoration

This program can provide funding for wetlands restoration. This is also a CAP program, requires a non-Federal match of 35%, and carries a maximum project cost of \$5,000,000. A request to the COE by the City initiates the process.

- Section 219(f)(55) of the Water Resources Development Act of 1992, Public Law 102-580, as amended

This law authorizes the Secretary of the Army to provide assistance to non-Federal interests for water-related environmental infrastructure and resource protection, as well as facilities for waste water treatment and related facilities, water supply, storage, treatment and distribution. This program requires an act of Congress for funding authorization. It requires a 25% non-Federal match. This program can be used to finance public storm water and potable water systems. There is a \$10,000,000 project maximum now authorized for Madison/St. Clair County, of which \$2,000,000 has been committed for the sewers in Downtown East St. Louis, and another \$2,000,000 has been committed to the City of Belleville for next year. This cap can be raised by Congress.

To access these funds, the City would need to make a request of the Congressional representative to commit funds for the project during the Congressional budget approval process.

National Heritage Area

This is a Federal designation through the National Park Service. A National Heritage Area is designated by an act of Congress where natural, cultural, historic, and recreational resources combine to form a cohesive, nationally distinctive landscape arising from human activity shaped by the geography. The intent is heritage conservation for a community with pride in its history, traditions, and longevity in an area. There is some thought that East St. Louis and the City of Brooklyn may be eligible as a National Heritage Area, qualifying for some types of Federal assistance for various heritage preservation activities, such as way-finding, signage, and program management.

Historic and Archeological Preservation

Available information indicates that there may be valuable archeological resources within the Riverfront planning area. Funding resources to help protect these sites may be available. As with many other programs, both Federal and State resources are coordinated through a State office, in this case the Preservation Services Division of the Illinois Historic Preservation Agency. This office should be contacted for specific guidance related to the sites found within the Riverfront.

Private Sources

The banking industry, primarily through the Community Reinvestment Act, represents the types of sources that are most likely to be interested contributors/investors, primarily through participation in tax credit projects where they have significant depositors. Private sector investors, such as equity investment partners, are often seeking to invest based on tax shelters such as tax credits that can be achieved through investment in redevelopment projects. This is the stimulus behind much of the equity investment taking place today in the City of St. Louis, using both historic and low income housing tax credits (LIHTC). In this financing structure, private sector equity is raised in the form of tax credits that are treated as equity by the lending institutions. Equity investors receive the benefits of the historic tax credits and LIHTC as soon as a project opens, i.e., at the front end of a project, eliminating any long-term risk. The Developer also receives the benefits of these two tax credit programs upon opening. Since most, if not all, of this project will be new construction, and the LIHTC is limited to residential uses, this makes seeking private sector equity a greater challenge for the Riverfront.

One option will be to utilize New Market Tax Credits. This is a tax credit for equity investors who invest in a qualified community development entity such as a community development corporation. These tax credits total 39% of the equity investment over a 7-year period. As such, the equity investor carries a longer-term risk and, because it is only a 39% credit, the project must produce profit via a minimum level of return on investment to attract this equity investor. In other words, the historic and LIHTC credits provide a positive return and the investor is not necessarily concerned with the amount of the actual return on investment of the project itself. New Market Tax credits do not provide this same level of return as a tax credit investment alone. Because of these circumstances, this type of tax credit is typically used in combination with historic or LIHTC, which provides an earlier benefit. In addition, because the benefits end at year 7, the equity investor must also have an “exit strategy,” i.e., a means to get their money out of the project after year 7 so that it can be reinvested in another project where they will receive tax

benefits again. This is a relatively new financing tool, the use of which is just beginning to be explored. One of the investment mechanisms that is now being used includes venture capital funds that purchase new market tax credits. Other types of venture capital funds may be a source of equity investment, as well, depending on the project.

Private sector equity investment seeking a return on investment (ROI) is also challenging. This is the basis for much of the equity investment that is taking place in the redevelopment projects in St. Louis County, for example. This type of equity investment seeks to achieve a return that is commensurate with the risk, and most of these investors have a minimum return that they will accept. In an unproven market situation such as the Riverfront, many equity investors will perceive the risk as being high and, for those willing to invest, will expect a significant return. Therefore, in order to facilitate private sector investment, it will be incumbent on the public sector to do what it can to reduce the level of risk and minimize private sector costs. It may also be important for the City, or some other lead entity, to assume a greater role in bringing various potential equity investor partners to the table than would otherwise be common practice.

Philanthropic Resources

The best way to approach these sources is through a known contact in the executive office. Most of these sources are interested in contributing to a not-for-profit organization, sometimes even specifying that the entity must be a Community Development Corporation or a Community Development Financial Institution. Philanthropic sources are very pressed today due to the state of the economy. The approach to these organizations must be carefully crafted, recognizing the intense competition between organizations seeking assistance. A more detailed matrix of financing resources regarding land assembly/site preparation, infrastructure, developer incentives, and environment and recreation can be found in Appendix 3. Appendix 4 is a list of philanthropic resources, contacts and funding priorities for each.

Legislative Strategy: Building Legal and Political Support

Depending on which option is pursued in creating an organization that will be responsible for Riverfront redevelopment implementation (see Organizational Strategy section of this report), any number of legislative actions may be required.

The Abt Team and Riverfront Study Team have requested the Empowerment Zone to fund a special redevelopment counsel to assist the City with selecting an implementation organization structure. A sample scope of work is attached as Appendix 7. Legislative advice will most likely be required to create language in the law allowing for the selected organizational model to be established as well as to provide powers critical to implementation (see Appendix 2).

315 ILCS 20 Model

If the 315 ILCS 20 Neighborhood Redevelopment Corporation law is used as the basis for the redevelopment organization, the following amendments should be considered:

Slum and Blight Areas

The definition of Slum and Blight Area must be expanded beyond housing to commercial/industrial for the Riverfront area to qualify. The current and commonly accepted definition used today should be considered. In addition to expanding the language under Slum and Blight Areas, the Necessity and Purpose of Act section of the law should be reviewed to see if there are any constitutional issues related to changing the purpose/definition from residential neighborhood focus to Riverfront mixed-use focus.

Conservation Area

Alternatively, the definition of Conservation Area must be expanded beyond housing.

Accept Grants or Loans from United States

315 ILCS appears to be silent on this issue. It should be modified to allow the Redevelopment Corporation to accept grants and loans.

Surety Bond

The maximum amount of surety bond required should be increased above \$10,000 due to the size of the Riverfront. We recommend a maximum of \$100,000, or if there is one, the legal standard in Illinois.

Development Requirements

The requirement that 10% of a Development Area must be devoted for a park, playground or recreation center and that the Redevelopment Corporation must provide financial arrangements for maintenance should be removed. There will be situations where more park area is desired in a Development Area and others where less is desired.

Residential Development Requirements

The 10% limitation on non-residential uses conflicts with the Riverfront Master Plan. The law states that the City Planning Commission can formally recommend a plan with higher non-residential use but it is unclear how high the percentage can go or how easy it is to change. This should be clarified in the law.

Size

The 40-acre Development Area limitation must be increased due to the size of the Riverfront area (1,053 acres). The size of the Development Area should be at the discretion of the Redevelopment Commission.

Proceedings to Condemn Real Property

The requirement to control 60% of the land or have the consent of owners of 60% of the land for condemnation purposes doesn't work due to the size of the Riverfront. The percentage of control or consent required for condemnation powers should be reduced or even eliminated.

Development Application

It is unclear whether the current law requires parcel-by-parcel approval once the Development Plan is approved. This should be clarified in the law.

Use to Conform to Zoning

Development Plans typically are approved before zoning changes. Section 36 of the law should be updated to reflect this.

EDI Special Purpose Grant

To build political support for funding on the national level, the City should meet with its US Senators to discuss pursuing an “Economic Development Initiative Special Purpose Grant” or any other funding from HUD. This grant is a set aside and can be up to several million dollars. Receipt of the grant is contingent upon a Senator’s special interest in and request for funding.

Negotiations for Railroad Owned Land

The Abt Team has discussed the issue of acquisition of railroad-owned land with various parties experienced in this type of acquisition. Each source reflected the same sentiment that this is an extremely, slow and difficult process even under the best of circumstances. We recommend that the City continue to try to work with the various railroad entities one-on-one through an intermediary with contacts, access and experience with the railroads.

The first step would be to identify the parcels within the two first development nodes that are essential to project implementation. The next step would be to hire the expert in railroad acquisition and to work with them to develop an acquisition program strategy. Should negotiations fail, the City should consult with an attorney with expertise in working with the railroads as well as condemnation law to identify any appropriate legal and/or legislative actions (State and/or Federal) that are required in order to acquire the land.

Appendices

- Appendix 1: Riverfront Implementation Tasks
- Appendix 2: Riverfront Governance Functions & Powers
- Appendix 3: Financial Strategy
- Appendix 4: Funding Sources
- Appendix 5: Riverfront Governance Examples
- Appendix 6: Comparison of Illinois Section 315 & Missouri Chapter 353
- Appendix 7: Proposed Scope of Legal Services
- Appendix 8: Sample Marketing Brochure

Appendix 1

Riverfront Implementation Tasks

East St. Louis Riverfront Implementation Plan
Abt Associates Inc., March 2004

Riverfront Implementation Task	Responsible Party	Completion
<i>Create a Redevelopment Organization and Capacity</i>		
Senator Clayborne Bill – Amendments to 315 ILCS 20		
▪ Review list of issues/recommended changes discussed by Study Team with Senator Clayborne’s staff	City Staff	March ‘04
▪ Monitor and comment on Bill language changes proposed during the Legislative amendment process	City Staff	On-going
▪ Keep Senator’s staff informed of City preferences based on additional Redevelopment Law research	City Staff	On-going
Hire Riverfront Redevelopment Manager (1 FTE)		
▪ Obtain Mayor, City Council and FAA approval for funding	City Manager	March ‘04
▪ Determine if position will be city employee or contract hire	City Manager/TA Team	March ‘04
▪ Develop job description	Study Team/TA Team	March ‘04
▪ Advertise/recruit for position	City Manager/Study Team	April ‘04
▪ Receive applications for hire	City Manager	May ‘04
▪ Review applications	City Manager/Study Team	May ‘04
▪ Interview applicants	City Manager/Study Team	May ‘04
▪ Select finalist and hire or contract	City Manager	June ‘04

Riverfront Implementation Task

Create a Redevelopment Organization and Capacity, continued

Research/Recommend Organizational Structure for Implementation

- Review Redevelopment Counsel Scope of Work provided by Abt Team
- Review list of Attorneys provided by Abt Team
- Identify Redevelopment Counsel as City priority for funding by Empowerment Zone
- Commit funds for Redevelopment Counsel; rating criteria determined
- Distribute Scope of Work to potential Attorneys
- Appoint Redevelopment Counsel Review Committee
- Redevelopment Counsel proposals received
- Rate proposals received
- Conduct interviews (if necessary)
- Redevelopment Counsel selected
- Enter into contract with Redevelopment Counsel
- Meet with Riverfront Study Team, City staff and City Attorney to review Master Plan goals
- Research key issues and existing law, including 315 ILCS 20, for application to Riverfront
- Advise City staff on legal and regulatory constraints to Riverfront implementation
- Provide opinion on use of TIF and Property Tax Abatement for the same project
- Meet with City staff to review redevelopment law options and review decision points ahead
- Conduct briefings for Mayor/City Council and other community partners
- Execute a Memorandum of Understanding specifying cooperation and roles for each party
- Recommend to City staff organizational structure necessary to support regional approach to implementation
- Review recommendation with Mayor/City Council and other community partners
- Draft Redevelopment Law language to insert into 315 ILCS 20 Amendments, SB 215, or other implementing mechanism
- Preferred Redevelopment Law adopted by State

Responsible Party

Completion

- City Staff/Empowerment Zone March '04
- City Staff/Empowerment Zone March '04
- City Manager March '04
- Empowerment Zone April '04
- Empowerment Zone April '04
- City Manager April '04
- Interested Attorneys May '04
- Review Committee May '04
- Review Committee May '04
- Review Committee May '04
- Empowerment Zone June '04
- Redevelopment Counsel June '04
- Redevelopment Counsel June '04
- Redevelopment Counsel June '04
- Redevelopment Counsel June '04
- Redevelopment Counsel July '04
- Redevelopment Counsel/City Staff July '04
- Mayor/Council/FAA August '04
- Redevelopment Counsel Sept '04
- Redevelopment Counsel Sept '04
- Redevelopment Counsel Oct '04
- Redevelopment Counsel Dec '05

Establish Implementation Organization per Redevelopment Law

- Establish Board appointment process
- Identify and outreach to potential members
- Develop Redevelopment Organization funding plan
- Appoint Board members
- Draft Redevelopment Organization By-Laws
- Determine Redevelopment Organization staffing plan
- Identify interim office space/public meeting space needs
- Enter into lease for Redevelopment Organization offices
- Hire Redevelopment staff (e.g., Executive Director, legal, finance, construction management)
- Transition activities of Riverfront Redevelopment Manager to Redevelopment staff

- Mayor/City Council Jan '06
- Mayor/City Council Jan '06
- Riverfront Redevelopment Mgr Feb '06
- Mayor/City Council Feb '06
- Redevelopment Board June '06
- Redevelopment Board June '06
- Redevelopment Board June '06
- Redevelopment Board August '06
- Redevelopment Board August '06
- Redevelopment Manager/Board August '06

Riverfront Implementation Task	Responsible Party	Completion
<i>Commit Funds to Riverfront Redevelopment</i>		
City Budget Commitment		
▪ Identify an amount (\$2 - 3 million) to be set aside in the City budget annually	City Manager	Jan '04
▪ Obtain Mayor, City Council and FAA approval for annual funding commitment in budget	City Manager	March '04
▪ List Riverfront in priority for Empowerment Zone funding	City Manager	March '04
Amend TIF Redevelopment Project Area No. 1		
▪ City Council Resolution establishing public hearing date and location	City Manager/TIF Director	April '04
▪ Provide Notice of Public Meeting	City Manager/TIF Director	April '04
▪ Complete draft Redevelopment Plan Amendment and file with City Clerk	City Manager/TIF Director	April '04
▪ Joint Review Board meeting	Joint Review Board	May '04
▪ Report of Joint Review Board	Joint Review Board	June '04
▪ Public Hearing	City Manager/TIF Director	July '04
▪ City Council Ordinance adopted	City Manager/TIF Director	August '04
Approach Private Foundations		
▪ Review list of Foundations to approach first per Financial Strategy section of this report	Riverfront Redevelopment Mgr	July '04
▪ Contact Foundations to determine interest in Riverfront	Riverfront Redevelopment Mgr	Sept '04
▪ Apply for Foundation funds for elements of the Riverfront	Riverfront Redevelopment Mgr	Dec '04

Riverfront Implementation Task

Responsible Party

Completion

Overcome Land Use and Regulatory Barriers

Create Zoning Overlay

- Incorporate adopted Riverfront Master Plan into City Comprehensive Plan
- Identify technical assistance necessary to develop zoning overlay/design guidelines
- Advertise RFQ/scope of work
- Receive proposals and select firm
- Create zoning overlay district consistent with adopted Riverfront Master Plan
- Develop design guidelines consistent with zoning overlay
- Submit zoning/design guidelines to Planning Commission for review
- Planning Commission public hearing on zoning/design guidelines
- Planning Commission recommendation to Mayor/City Council
- Mayor/City Council action on zoning/design guidelines

ESL Economic Development Director	March '04
ESL Economic Development Director	April '04
ESL Economic Development Director	April '04
ESL Economic Development Director	May '04
Riverfront Redevelopment Mgr	Sept '04
Riverfront Redevelopment Mgr	Sept '04
Riverfront Redevelopment Mgr	Oct '04
Riverfront Redevelopment Mgr	Nov '04
Riverfront Redevelopment Mgr	Dec '04
Riverfront Redevelopment Mgr	Jan '05

Riverfront Implementation Task

Obtain Site Control and Remediate

Land Acquisition Plan for Priority Parcels

- Obtain Mayor, City Council and FAA approval for partial funding
- Freeze disposition of any publicly-owned land in Riverfront
- Develop land acquisition plan (parcels and budget) around TOD and Public Venue sites
- Develop cost estimates for desired first priority parcels
- Identify funding sources
- Review title/lien status of priority parcels
- Send owner Notification of Intent
- Conduct appraisal of priority parcels
- Negotiate purchase option/contract or conduct legal proceedings for eminent domain
- Conduct Environmental Phase I (Phase II if necessary) on priority parcels
- Conduct property survey on priority parcels
- Secure acquisition funds for priority parcels
- Obtain funding for environmental remediation (e.g., TIF, Brownfield)
- Close on property
- Bid environmental remediation
- Award contract for environmental remediation
- Conduct remediation/site preparation

Responsible Party

Completion

- City Manager March '04
- ESL Economic Development Director March '04
- Riverfront Redevelopment Mgr Aug '04
- Riverfront Redevelopment Mgr Oct '04
- Riverfront Redevelopment Mgr Nov '04
- Riverfront Redevelopment Mgr Nov '04
- Riverfront Redevelopment Mgr Jan '05
- Riverfront Redevelopment Mgr Feb '05
- Riverfront Redevelopment Mgr April '05
- Riverfront Redevelopment Mgr Aug '05
- Riverfront Redevelopment Mgr Aug '05
- Riverfront Redevelopment Mgr Aug '05
- Riverfront Redevelopment Mgr Nov '05
- Riverfront Redevelopment Mgr Jan '06
- Riverfront Redevelopment Mgr March '06
- Riverfront Redevelopment Mgr April '06
- Contractor May '06

Land Acquisition Plan for Railroad Parcels

- Provide opinion on acquisition of railroad property (active vs. inactive)
- Meet with City staff to review railroad land acquisition laws and decision points ahead
- Conduct briefings for Mayor/City Council and other community partners
- Obtain copy from IDOT of MOU between Railroads/IDOT for Route 3 land acquisition
- Recommend to City staff preferred method for railroad acquisition
- Review recommendation with Mayor/City Council and other community partners
- Develop land acquisition plan for active and inactive railroad land (parcels and budget) around TOD and Public Venue
- Enter into MOU with Railroads for property acquisition process
- Develop cost estimates for desired first priority parcels
- Identify funding sources
- Review title/lien status of priority parcels
- Conduct appraisal of priority parcels

- Redevelopment Counsel June '04
- Redevelopment Counsel July '04
- Redevelopment Counsel/City Staff Sept '04
- Riverfront Redevelopment Mgr Sept '04
- Redevelopment Counsel Nov '04
- Redevelopment Counsel Jan '05
- Riverfront Redevelopment Mgr April '05
- Redevelopment Board/Staff Jan '06
- Redevelopment Board/Staff March '06
- Redevelopment Board/Staff April '06
- Redevelopment Board/Staff April '06
- Redevelopment Board/Staff May '06

Riverfront Implementation Task

Responsible Party

Completion

Obtain Site Control and Remediate, continued

Land Acquisition Plan for Railroad Parcels, continued

▪ Conduct Environmental Phase I (Phase II if necessary) on priority parcels	Redevelopment Board/Staff	May '06
▪ Conduct property survey on priority parcels	Redevelopment Board/Staff	May '06
▪ Secure acquisition funds for priority parcels	Redevelopment Board/Staff	May '06
▪ Negotiate purchase contract	Redevelopment Board/Staff	July '06
▪ Close on property	Redevelopment Board/Staff	Aug '06
▪ Develop environmental remediation contract documents for purchased parcels	Redevelopment Board/Staff	Oct '06
▪ Obtain funding for environmental remediation (e.g., TIF, Brownfield)	Redevelopment Board/Staff	Oct '06
▪ Bid environmental remediation	Redevelopment Board/Staff	Jan '07
▪ Award contract for environmental remediation	Redevelopment Board/Staff	Feb '07
▪ Conduct remediation/site preparation	Contractor	Feb '07

Riverfront Implementation Task	Responsible Party	Completion
<i>Plan Infrastructure Improvements</i>		
Infrastructure Plan for Anticipated Redevelopment Proposals (EnviRes and Casino Queen)		
▪ Analyze availability of utilities and roads to support proposed redevelopment	ESL Economic Development Director	March '04
▪ Develop infrastructure plan to support redevelopment proposed by EnviRes and Casino Queen	ESL Economic Development Director	April '04
▪ Coordinate plan and design with negotiation of Redevelopment Agreements*	ESL Economic Development Director	June '04
▪ Select civil engineer to develop design documents	ESL Economic Development Director	July '04
▪ Develop infrastructure contract documents	ESL Economic Development Director	July '05
▪ Develop cost estimate of infrastructure necessary	ESL Economic Development Director	July '05
▪ Secure funding for proposed infrastructure improvements	ESL Economic Development Director	Aug '05
▪ Bid infrastructure	ESL Economic Development Director	Oct '05
▪ Award contract for infrastructure	ESL Economic Development Director	Nov '05
▪ Complete construction	ESL Economic Development Director	June '06
Infrastructure Plan for Priority Development Sites (TOD and Public Venue)		
▪ Analyze availability of utilities and roads to support proposed redevelopment around priority nodes (H&S evaluation)	Riverfront Redevelopment Mgr	June '04
▪ Develop infrastructure plan to support: <ul style="list-style-type: none"> ▪ proposed development around priority nodes of TOD and Public Venue ▪ emphasis on connection to Eads Bridge and CBD ▪ gateway into the site via Riverpark and Trendley ▪ promenade along Front Street 	Riverfront Redevelopment Mgr	Dec '04
▪ Select civil engineer to develop design documents	ESL Economic Development Director	Jan '05
▪ Develop infrastructure contract documents	ESL Economic Development Director	June '05
▪ Develop cost estimate of infrastructure necessary	ESL Economic Development Director	June '05
▪ Secure funding for proposed infrastructure improvements	ESL Economic Development Director	Aug '05
▪ Bid infrastructure	Redevelopment Board/Staff	Oct '05
▪ Award contract for infrastructure	Redevelopment Board/Staff	Nov '05
▪ Complete construction	Redevelopment Board/Staff	Dec '06
Develop Riverwalk and Floodwall Treatments		
▪ Begin design discussions for developing Riverwalk/floodwall treatments with US Army Corps of Engineers	Redevelopment Board/Staff	Sept '04
▪ Develop preliminary cost estimates for Riverwalk and floodwall treatments	Redevelopment Board/Staff	Nov '04
▪ Begin fund-raising process for Riverwalk and floodwall treatments	Redevelopment Staff/Corps Engineers	Nov '04

Riverfront Implementation Task	Responsible Party	Completion
<i>Plan Infrastructure Improvements, continued</i>		
Coordinate with IDOT and Route 3 Re-Alignment		
<ul style="list-style-type: none"> ▪ Monitor Route 3 construction funding, schedule and phasing ▪ Coordinate Route 3 Riverpark exit with Riverpark infrastructure improvements in Riverfront 	Riverfront Redevelopment Mgr Redevelopment Board/Staff	On-going Dec '04
<ul style="list-style-type: none"> ▪ Develop plan for landscape buffers and Truck Route in and out of Cargill to separate from non-industrial uses** 	Cargill/Casino Queen/Red Staff	Sept '05
<ul style="list-style-type: none"> ▪ Develop plan for relocating scrap metal loading/unloading operation to minimize truck traffic on non-industrial uses 	Redevelopment Board/Staff	Sept '05
<ul style="list-style-type: none"> ▪ Work with IDOT to ensure Phase II funding for Route 3 	Redevelopment Board/Staff	Dec '05

*Schedule from this point forward is dependent upon EnviRes and Casino Queen development schedules

** Schedule is dependent on Casino Queen redevelopment and infrastructure improvements to Trendley, Riverpark and Route 3

Riverfront Implementation Task	Responsible Party	Completion
<i>Redevelopment Strategy</i>		
Redevelopment Agreement - EnviRes		
<ul style="list-style-type: none"> ▪ Monitor and enforce Redevelopment Agreement 	ESL Economic Development Director	On-going
Redevelopment Agreement – Casino Queen		
<ul style="list-style-type: none"> ▪ Review current Redevelopment Agreement for fulfillment of obligations ▪ Receive redevelopment proposal from Casino Queen ▪ Review and assess proposal ▪ Conduct briefings for Mayor/City Council ▪ Negotiate Redevelopment Agreement specific requirements and terms ▪ Adopt Redevelopment Agreement ▪ Monitor and enforce Redevelopment Agreement 	ESL Economic Development Director ESL Economic Development Director ESL Economic Development Director ESL Economic Development Director Mayor/City Council ESL Economic Development Director	March '04 Dec '06
Architectural Museum		
<ul style="list-style-type: none"> ▪ Work with developer to agree upon city support and public announcement ▪ Coordinate city support with developer schedule 	ESL Economic Development Director ESL Economic Development Director	April '04 Dec '04

Riverfront Implementation Task	Responsible Party	Completion
<i>Redevelopment Strategy, continued</i>		
Developer Outreach		
<ul style="list-style-type: none"> ▪ Develop marketing plan and relevant communication materials (e.g., brochures, website, displays) ▪ Meet formally and informally with potential developers to: <ul style="list-style-type: none"> ▪ create interest in Riverfront ▪ monitor developer interest in specific sites and projects ▪ Develop an initial development program for priority node sites ▪ Prepare RFQ to attract developers to priority node sites ▪ Advertise RFQ ▪ Receive qualifications and review responses to select credible development teams ▪ Issue RFP for selected teams to respond to ▪ Receive proposals and review ▪ Interview respondents to RFP; determine levels of public participation necessary for each ▪ Select development team for priority node sites ▪ Work with developer to refine development program, financial pro forma and public participation ▪ Hold Public Hearing on proposal ▪ Adopt final program and public support via formal Redevelopment Agreement ▪ Monitor and enforce Redevelopment Agreement ▪ Repeat process for subsequent phases based on adopted Master Plan 	<ul style="list-style-type: none"> Riverfront Redevelopment Mgr Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff Redevelopment Board/Staff 	<ul style="list-style-type: none"> June '04 Oct '04 Jan '05 April '05 May '05 Aug '05 Sept '05 Oct '05 Nov '05 Jan '06 April '06 April '06 May '06
East St. Louis Housing Authority – Franklin Park		
<ul style="list-style-type: none"> ▪ Participate in ESLHA's neighborhood master planning process ▪ Monitor ESLHA's neighborhood redevelopment initiatives ▪ Assist ESLHA with land acquisition in Franklin Park ▪ Assist ESLHA/developer assemble financing for Franklin Park housing development 	<ul style="list-style-type: none"> ESL Economic Development Director ESL Economic Development Director Redevelopment Board/Staff Redevelopment Board/Staff 	<ul style="list-style-type: none"> April '04 On-going March '12 Sept '12

Riverfront Implementation Task	Responsible Party	Completion
<i>Community Relations</i>		
Communications & Marketing		
<ul style="list-style-type: none"> ▪ Identify target audiences: East St. Louis community, partner agencies and non-profits, developers, media ▪ Identify goals and key messages for each audience; riverfront identity ▪ Develop Marketing and Communications Plan: <ul style="list-style-type: none"> ▪ Publications/marketing materials ▪ Web site ▪ Government access channel ▪ Participate in National Conference Exhibits ▪ Media relations 	ESL Economic Development Director ESL Economic Development Director ESL Economic Development Director	April '04 May '04 July '04
Community Relations		
<ul style="list-style-type: none"> ▪ Identify goals and target audiences ▪ Develop a specific Community Relations Plan: <ul style="list-style-type: none"> ▪ Historical Society (Eads Bridge) ▪ SIU ▪ Welcome Center ▪ Develop festival plans to coincide and coordinate with St. Louis activities to bring people across Eads Bridge ▪ Work with Cargill to: <ul style="list-style-type: none"> ▪ Plan and fund painting/mural on existing facility ▪ Sponsor tours of existing facility 	ESL Economic Development Director ESL Economic Development Director Riverfront Redevelopment Mgr Riverfront Redevelopment Mgr	April '04 July '04 June '04 Dec '04
Intergovernmental Relations		
<ul style="list-style-type: none"> ▪ Develop and implement intergovernmental relations plan <ul style="list-style-type: none"> ▪ Identify goals and target audiences ▪ Communicate and develop partnerships with governmental agencies ▪ Meet with potential funders to build excitement and knowledge of the riverfront ▪ Coordinate grants 	ESL Economic Development Director Riverfront Redevelopment Mgr	June '04

Appendix 2

Riverfront Governance Functions & Powers

East St. Louis Riverfront Implementation Plan
Abt Associates Inc., March 2004

East St. Louis Riverfront Master Plan Riverfront Governance Matrix Comparison

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Riverfront Study Team Recommendations
GENERAL ELIGIBILITY CRITERIA		
Applicability	Illinois	
Currently Operating in Illinois	Yes	
Jurisdictional Boundary	Slum and Blight Area or Conservation Area	Riverfront
Eligibility Requirements	Urban district where majority of housing is in poor condition	Any area defined as “blighted”
Redevelopment Master Plan Required	Yes	Yes – Master Plan reauthorized by City every 3 years
ORGANIZATION		
Organization Type	Private Corporation	Quasi-Public/Non-Profit
Governance Structure	Redevelopment Commission contract with private Redevelopment Corporation	Board of Directors representative of partner organizations important to implementation of riverfront program such as County, SWIDA, Army Corp., RCGA, EW Gateway.
Board Appointment	Mayor and Council	Mayor and Council
Oversight Agency	Redevelopment Commission	Board of Directors Written/verbal report submitted to City Council every six months
Meetings	Public Meetings	Public Meetings
Agency Funding Source	City of East St. Louis Stock/Bonds City Attorney defends decisions	City of East St. Louis Private and Public Corporations Area Foundations State/Federal public financing
PRINCIPAL FUNCTIONS AND POWERS		
Land Acquisition	Yes	Yes
Property Disposition	Yes	Yes
Eminent Domain	Yes	Yes
Issues RFPs/RFQs	Redevelopment Commission	Board of Directors
Contracting Authority	Yes	Yes

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Riverfront Study Team Recommendations
TYPE OF DEVELOPMENT ACTIVITIES		
Site Preparation (environmental remediation, demolition, relocation)	Yes	Yes
Residential Development	Yes, at least 90% of development area	Yes
Commercial/Retail Development	Unclear	Yes
Industrial Development	Unclear	Yes
Public Infrastructure Development	Unclear	Yes
Civic Development	Yes, 10% of development area must be devoted	Yes
Maintenance	Yes, for civic development	Yes
FINANCING MECHANISMS		
Accept Private Contributions	Yes	Yes
Receive Local, State or Federal Grants, Loans, or Appropriations	Yes, at least for Commission salaries, employees, consultants and City Attorney	Yes
Borrow Money	Yes	Yes
Issue Revenue Bonds	Unclear	Yes
Taxing Authority	No	No
DEVELOPMENT INCENTIVES		
Issue Public Debt	No	Yes
Grant Property Tax Abatement	No	No (Riverfront in Enterprise zone)

Appendix 3

Financial Strategy

East St. Louis Riverfront Implementation Plan
Abt Associates Inc., March 2004

LAND ASSEMBLY/SITE PREPARATION

No.	Name	Contact	How Acquire/Timing	Use	General Comment	Estimated Amount
L - 1	Private Foundations	Individual Entity	Application to individual foundation per its unique application cycle.	Varies by Foundation	Suggested Priorities: East St. Louis Community Fund, Enterprise Foundation, Danforth Foundation, Local Banks	Indeterminate
L - 2	Greater St. Louis Empowerment Zone	Mr. Mike Jones Director (314) 241-0002	Request by City to EZ anytime	Very flexible funding source, typically in the form of a grant.	Funding is limited and are many conflicting priorities for the ESL allocation of these funds. City must take leadership role in defining priorities.	Indeterminate
L - 3	Tax Increment Financing	Mr. Lonzo Greenwood TIF Director Tax Increment Financing Department (618) 482-6659	Request to City. Best before fall budget cycle.	Any infrastructure or utility improvements in a TIF Area financed through incremental property tax revenues.	Funds can be capitalized through issuance of public debt. High demand on limited funds, but Riverfront and Housing are both City priorities.	Indeterminate
L - 4	Community Development Block Grant Funds	Ms. Diane Bonner Executive Director CDBG Operations Corporation (618) 482-6635	Request to City anytime.	City receives entitlement funds from HUD that may be used for eligible activities, such as infrastructure	City decision based on programming commitments. Funding is limited.	Annual entitlement approximately \$2.3 million. Annually program approximately \$500,000 to \$700,000 for infrastructure projects.
L - 5	Illinois State Enterprise Zone	Dr. Richard Bonner Assistant Director Tax Increment Finance Department (618) 482-6656	Request by Developer anytime.	State sales tax exemption on purchase of building materials from Zone suppliers.	Material suppliers must be located in the Enterprise. Zone	Dependent on size of eligible purchases.

INFRASTRUCTURE FUNDING RESOURCES

No.	Name	Contact	How Acquire/Timing	Use	General Comment	Estimated Amount
I - 1	Economic Development Administration	Mr. Kevin Terveer Executive Director Southwestern Illinois Planning Commission (618) 344-4250, ext. 108	Request by City. See annual application cycle.	Infrastructure funding grant in support of job creation/retention projects	Must demonstrate nexus between housing development and job creation/retention. To be considered, project must first be on annual list submitted to EDA by City	\$1 to \$3 million per phase. 80/20 Non-Federal match (CDBG ok). Job creation at 1per \$10,000 of assistance.
I - 2	Private Foundations	Individual Entity	Application to individual foundation per its unique application cycle.	Varies by Foundation	Suggested Priorities: East St. Louis Community Fund, Enterprise Foundation, Danforth Foundation, Local Banks	Indeterminate
I - 3	Illinois FIRST	State Senator and State Representative	Request by City anytime.	Funds to be used to support revitalization/rebuilding	Highly competitive program with most funding initially committed, but funds periodically become available	Indeterminate
I - 4	Business Development Public Infrastructure Program (BDPI)	ILL DCEO	Applicant must be public entity or City. Apply to DCEO anytime.	No-interest, low-interest loans and grants for public improvements on behalf of expanding or relocating business.	Projects must directly result in business expansion/retention.	Funding levels determined by number of jobs created/retained.
I - 5	Illinois Sales Tax Rebate Incentive	Mr. Lonzo Greenwood TIF Director Tax Increment Financing Department (618) 482-6659	Request to City by private developer. Best before fall budget cycle.	Driven by private, retail development. Through redevelopment agreement, incremental sales taxes are abated i.e. returned to the project.	Funds can be capitalized through issuance of public debt. Project must meet criteria related to blight.	Dependent on local sales tax generation by individual project.
I - 6	Tax Increment Financing	Mr. Lonzo Greenwood TIF Director Tax Increment Financing Department (618) 482-6659	Request to City. Best before fall budget cycle.	Any infrastructure or utility improvements in a TIF Area financed through incremental property tax revenues. Some properties may lie within the State Sales Tax TIF Boundary, making certain sales tax increment funds available.	Funds can be capitalized through issuance of public debt. High demand on limited funds, but Riverfront and Housing are both City priorities.	Indeterminate
I - 7	Community Development Block Grant Funds	Ms. Diane Bonner Executive Director CDBG Operations Corporation (618) 482-6635	Request to City anytime.	City receives entitlement funds from HUD that may be used for eligible activities, such as infrastructure	City decision based on programming commitments. Funding is limited.	Annual entitlement approximately \$2.3 million. Annually program approximately \$500,000 to \$700,000 for infrastructure projects.
I - 8	Greater St. Louis Empowerment Zone	Mr. Mike Jones Director (314) 231-1474	Request by City to EZ anytime	Very flexible funding source	Funding is limited and are many conflicting priorities for the ESL allocation of these funds. City must take leadership role in defining priorities.	Total funding available to ESL limited to XXXXX.

I - 9	SWIDA Bonds	Mr. Joe Gasparich Assistant Director (618) 345-3400	Request to SWIDA anytime.	Taxable or tax exempt public debt	Very powerful funding source, but revenue source needed to back debt.	Dependent on revenue generation ability of project to retire debt.
I - 10	Section 108 Loan Guarantees & Economic Development Initiative	Ms. Diane Bonner Executive Director CDBG Operations Corporation (618) 482-6635	Request to City, who then must apply to HUD anytime.	HUD funds available for a variety of purposes. City must pay back through future CDBG allocations.	HUD is encouraging City to explore this funding source. Has not been used by City. Future of this program is cloudy, Bush Administration proposes terminating.	City may borrow up to 5 times its annual entitlement.
I - 11	Illinois Business District Development and Redevelopment Act	Mr. Lonzo Greenwood TIF Director Tax Increment Financing Department (618) 482-6659	Request to City by private developer. Best before fall budget cycle.	City tax revenues generated by business district pledged to support business district redevelopment. Can be used for public and private projects.	City must designate a "Business District" and should probably prepare a business district plan. Statute has not been tested in court.	Dependent on municipal tax revenues generated by the business district.
I - 12	Business Development Public Infrastructure Program (BDPI)	ILL DCEO	Applicant must be public entity or City. Apply to DCEO anytime.	No-interest, low-interest loans and grants for public improvements on behalf of expanding or relocating business.	Projects must directly result in business expansion/retention.	Funding levels determined by number of jobs created/retained.

OTHER DEVELOPER INCENTIVES

No.	Name	Contact	How Acquire/Timing	Use	General Comment	Estimated Amount
D - 1	Tax Increment Financing	Mr. Lonzo Greenwood TIF Director Tax Increment Financing Department (618) 482-6659	Request to City. Best before fall budget cycle.	Any infrastructure or utility improvements in a TIF Area financed through incremental property tax revenues. Riverfront is in TIF #1.	Funds can be capitalized through issuance of public debt. High demand on limited funds, but Riverfront and Housing are both City priorities.	Indeterminate
D - 2	Illinois Sales Tax Rebate Incentive	Mr. Lonzo Greenwood TIF Director Tax Increment Financing Department (618) 482-6659	Request to City by private developer. Best before fall budget cycle.	Driven by private, retail development. Through redevelopment agreement, incremental sales taxes are abated i.e. returned to the project.	Funds can be capitalized through issuance of public debt. Project must meet criteria related to blight.	Dependent on local sales tax generation by individual project.
D - 3	Illinois State Enterprise Zone	Mr. Arthur Johnson Enterprise Community Vision 20/20 Resource Developer East St. Louis CDBG Office (618) 482-6642	Request by Developer anytime.	State sales tax exemption on purchase of building materials from Zone suppliers.	Material suppliers must be located in the Enterprise. Zone	Dependent on size of eligible purchases.
D - 4	New Market Tax Credits	Mr. Tony T. Brown Director Department of the Treasury Community Development Financial Institutions Fund 601 Thirteenth Street, NW, Suite 200 South Washington, DC 20005	Annual application cycle. Historically, applications due September 30.	Tax credit awarded to Community Development Entities (CDE's) for investment in Low Income Communities	Shallow subsidy compared to other tax credit programs. Untested program so typical credit investors are sometimes hesitant.	Amount based on award. Credit taken over 7-year period; 5% each of first three years, 4% of each of final 4 years. Equals 39% of amount of original investment.

ENVIRONMENT AND RECREATION

No.	Name	Contact	How Acquire/Timing	Use	General Comment	Estimated Amount
E - 1	Metro-East Parks and Recreation District (MEPRD)	Mr. David R. Polivick Executive Director (618) 346-4905	Inquiries anytime	Madison/St. Clair Co. special taxing district with purpose of developing/operating public trail system. Funded through \$0.10 sales tax.	MEPRD prepared Strategic Action Plan, which does not directly include Riverfront trails. The MetroBikeLink trail would connect with Riverfront trail system.	Indeterminate. Estimates indicate District will receive \$3 million in annual sales tax revenues.
E - 2	Illinois Trails Grant Program	ILL DNR	City must apply.	Land acquisition and construction of non-motorized bike paths and related support facilities.	Bicycle Path Grant Program most applicable of the 5 programs.	Grants up to a maximum of 50% of project costs. Limited to \$200,000 annually for construction. No maximum for acquisition.
E - 3	Outdoor Recreation Grant Programs (OSLAD/LWCF)	ILL DNR	City must apply.	Grant for land acquisition and development for outdoor recreation areas.	Competitive application process.	Funds reimbursed upon completion. Maximum funding is \$750,000 for land acquisition and \$400,000 for development.
E - 4	Recreational Trails Program	ILL DNR	Inquiries anytime	Illinois share of TEA-21 funds for trails. Governed by the Illinois Greenways and Trails Council.	Federal funding under this program may be eliminated in the future.	Annual appropriation to Illinois has been approximately \$1million.
E - 5	US EPA Assessment Program Brownfield Showcase Communities Program	Mr. Kevin McGrew St. Louis Metro Brownfields Coordinator	City request & identifies project as priority anytime.	Funds to be used for Phase I and Phase II type environmental assessments.	City procures contractor to conduct work. Close coordination with Brownfields Showcase Coordinator	\$100,000 set aside for East St. Louis. Maximum per project is \$200,000.
E - 6	Illinois Brownfield Redevelopment Fund and Illinois Underground Storage Tank Fund	Mr. Kevin McGrew St. Louis Metro Brownfields Coordinator	City request & identifies project as priority anytime.	Funds to be used for environmental remediation to enable redevelopment.	Kevin McGrew is necessary for all environmental programs.	Indeterminate

Appendix 4

Funding Sources

East St. Louis Riverfront Implementation Plan
Abt Associates Inc., March 2004

The following list represents potential sources that should be explored. This list is not intended to be all encompassing. Sources are listed in alphabetical order. Each source has its own procedures, criteria, and application requirements that must be investigated at the time funding assistance is solicited for a specific need.

1. **A.G. Edwards, Inc. Corporate Giving Program**

1 N. Jefferson Ave.
St. Louis, MO 63103-2205
Telephone: (314) 955-3000
Contact: Laura M. Waidmann, Dir., Corp. Giving
FAX: (314) 955-5913
E-mail: lmwaidmann@agedwards.com

Sponsoring Company: A. G. Edwards, Inc.

Type of Foundation: Corporate giving program.

Purpose And Activities: A.G. Edwards makes charitable contributions to nonprofit organizations involved with K-12 education, higher education, health and human services, community development, and economics. Support is given primarily in St. Louis, Missouri.

2. **Anheuser-Busch Foundation**

c/o Anheuser-Busch Companies., Inc.
1 Busch Pl.
St. Louis, MO 63118
Telephone: (314) 577-7368
Contact: Jayne Nicholson, Contribs. Specialist

Donor(s): Anheuser-Busch Cos., Inc.

Type of Foundation: Company-sponsored foundation.

Background: Established in 1975 in MO.

Purpose And Activities: Giving to United Way agencies and higher education; support for youth, community development, the arts, and health agencies.

3. **The Annie E. Casey Foundation**

701 St. Paul St.
Baltimore, MD 21202
Telephone: (410) 547-6600
Contact: Douglas W. Nelson, Pres.
FAX: (410) 547-6624
E-mail: webmail@aecf.org
URL: <http://www.aecf.org>

Donor(s): Annie E. Casey +; James E. Casey +; and members of the Casey family.

Type of Foundation: Independent foundation.

Background: Incorporated in 1948 in CA.

Purpose And Activities: The primary mission of the foundation is to foster public policies, human service reforms, and community supports that more effectively meet the needs of today's vulnerable children and families. In pursuit of this goal,

the foundation makes grants that help states, cities, and communities fashion more innovative, cost-effective responses to these needs.

4. **Bank of America Foundation, Inc.**

100 N. Tryon St., NC1-007-18-01
Charlotte, NC 28255-0001
Contact: Mike Sweeney, Dir., Admin.
URL: <http://www.bankofamerica.com/foundation/>

Donor(s): Bank of America Corp.; and subsidiaries.

Type of Foundation: Company-sponsored foundation.

Background: Established under current name in 1998 following the merger of NationsBank Corporation and BankAmerica Corporation.

Purpose And Activities: The foundation directs charitable giving on behalf of Bank of America. The foundation contributes financial assistance to nonprofit institutions and organizations that enhance the quality of life and promote public interest in the areas where the company conducts business. The foundation's primary areas of focus are early childhood, professional development for teachers, and consumer education.

5. **Bridgestone/Firestone Trust Fund**

(Formerly The Firestone Trust Fund)
50 Century Blvd.
Nashville, TN 37214
Telephone: (615) 872-1415
Contact: Bernice Csaszar, Admin.
FAX: (615) 872-1414
E-mail: bfstrustfund@bfusa.com

Donor(s): Bridgestone/Firestone, Inc.

Type of Foundation: Company-sponsored foundation.

Background: Trust established in 1952 in OH.

Purpose And Activities: The major categories in which contributions are considered are: education (including employee matching gifts), health and welfare, civic and community, and culture and the arts. Special consideration is given to organizations to which employees give their money and volunteer their time to improve the communities where they live and work.

6. **Calvert Social Investment Foundation**

4550 Montgomery Ave.
Bethesda, MD 20814
Telephone: (301) 951-4800
Contact: Isabelle Moses, Inv. Assoc.
Additional Tel.: (800) 248-0337
FAX: (301) 654-2968
E-mail: foundation@calvert.com
URL: <http://www.calvertfoundation.org>

Type of Foundation: Public charity.

Background: Established in 1990 in MD.

Purpose and activities: The foundation invests in community development financial organizations working in urban and rural communities by investing in these groups. The foundation does not offer grants; instead it places funds with those groups that will re-lend the money to individuals or projects in their respective communities. Types of financial intermediaries in which the foundation might invest include low-income housing funds, community development funds, community development banks and credit unions, international intermediaries working in developing countries, and micro-enterprise funds

7. **Cargill, Incorporated Corporate Giving Program**

c/o Community Rels. Dept.
P.O. Box 5650
Minneapolis, MN 55440-5690
Telephone: (612) 742-6122
Contact: Denise Lotton, Mgr., Prog. and Grants
Additional contact: Mark Murphy, Mgr., U.S. Community Rels.,
tel.: (612) 742-2792,
E-mail: mark_murphy@cargill.com
Additional address: Cargill Office Ctr., 15407 McGinty Rd. W., Wayzata, MN
55391-2399 (express mail or messenger)
FAX: (612) 742-7224
E-mail: denise_lotton@cargill.com
URL: <http://www.cargill.com/commun/index.htm>

Sponsoring company: Cargill, Incorporated

Type of Foundation: Corporate giving program.

Purpose And Activities: As a complement to its foundation, Cargill also makes charitable contributions to nonprofit organizations directly. Support is given on an international basis.

8. **Citigroup Foundation**

(Formerly Citicorp Foundation)
850 3rd Ave., 13th Fl.
New York, NY 10043
Telephone: (212) 793-8451
Contact: Charles V. Raymond, C.E.O. and Pres.
FAX: (212) 793-5944
E-mail: citigroupfoundation@citi.com
URL: <http://www.citigroup.com/citigroup/corporate/fndtion>

Donor(s): Citicorp; Citibank, N.A.; Citigroup Inc.

Type of Foundation: Company-sponsored foundation.

Background: Established in 1994 in NY.

Purpose And Activities: Funding priorities are economic and community development and education. Second-tier interests are arts and culture, and health and human services.

9. **The Commerce Bancshares Foundation**

(Formerly The Commerce Foundation)
P.O. Box 13095
Kansas City, MO 64199-3095
Telephone: (816) 234-2985
Contact: Michael D. Fields, Pres.

Donor(s): Commerce Bancshares, Inc.

Type of Foundation: Company-sponsored foundation.

Background: Incorporated in 1952 in MO.

Purpose And Activities: Primary areas of interest include the arts, civic improvements, education, and health and human services.

10. **Cooper Industries Foundation**

600 Travis, Ste. 5800
Houston, TX 77002-1001
Telephone: (713) 209-8607
Contact: Jennifer L. Evans, Secy. and Dir., Community Affairs
Application address: P.O. Box 4446, Houston, TX 77210-4446,
Tel.: (713) 209-8800
FAX: (713) 209-8982
E-mail: info@cooperindustries.com
URL: <http://www.cooperindustries.com/about/index.htm>

Donor(s): Cooper Industries, Inc.; Gerda Kaudisch

Type of Foundation: Company-sponsored foundation.

Background: Incorporated in 1964; absorbed Crouse-Hinds Foundation in 1982; absorbed McGraw-Edison Foundation in 1985.

Purpose And Activities: Functions solely as a conduit through which Cooper Industries, Inc. and its operating units throughout the country make contributions to local charities, the United Way, education, civic and community affairs, health services, and cultural programs where the company's operations are located; emergency funds are for local organizations only.

11. **Cooperative Development Foundation**

(also known as C.D.F.)
1401 New York Ave., N.W., Ste. 1100
Washington, DC 20005
Telephone: (202) 638-6222
Contact: Judy Ziewacz, Exec. Dir.
FAX: (202) 638-1374
E-mail: equinn@ncba.org
URL: <http://www.coopdevelopment.org>

Type of Foundation: Public charity.

Background: Established in 1944.

Purpose And Activities: The foundation promotes community, economic, and social development through cooperative enterprises founded on self-help and mutual aid. The foundation also supports a variety of other causes.

12. **DaimlerChrysler Corporation Fund**

(Formerly Chrysler Corporation Fund)
1000 Chrysler Dr.
Auburn Hills, MI 48326-2766
Telephone: (248) 512-2500
Contact: Brian Glowiak, V.P. and Secy.
E-mail: mek@dcx.com
URL: <http://www.fund.daimlerchrysler.com>

Donor(s): Chrysler Corp.; DaimlerChrysler Corp.

Type of Foundation: Company-sponsored foundation.

Background: Incorporated in 1953 in MI.

Purpose And Activities: Provides support to organizations that address issues such as future workforce, community vitality, the marketplace, and public policy leadership, and to organizations with which DaimlerChrysler and its employees are involved. Organizations must be nonprofit, tax-exempt, and located in areas where the sponsor has major operations and where its employees live and work. Will also recognize selected regional, national, and international programs that address the primary issues the company wishes to support.

13. **Danforth Foundation**

One Metropolitan Square
211 N. Broadway, Suite 2390
St. Louis, MO 63102

Type of Foundation: Private, independent foundation.

Purpose and Activities: Goal is to assist in the revitalization of the St. Louis Region, focusing on economic development, with particular interest in plant and life sciences, neighborhood redevelopment, and downtown St. Louis.

14. **East St. Louis Community Fund**

P.O. Box 547
East St. Louis, IL 62202-0547
Telephone: (618) 271-2200
Contact: Alandra Byrd, C.E.O.
FAX: (618) 271-2247

Type of Foundation: Public charity.

Background: Established in 1991 in IL.

Purpose And Activities: The fund's grant-making is guided by the following three principles: 1) to assist the economically or socially disadvantaged and to ameliorate the effects of major social problems; 2) to build strong local leadership and to strengthen organizational capacities, enabling more effective attacks on social ills which afflict the city; and 3) to increase public understanding of issues, and to enable citizen participation in civic affairs. Priority areas of grant-making include education and vocational training, health, the environment, community improvement, housing, and youth services. The foundation will act as a catalyst dedicated to enhancing the social, economic, and physical quality of life in East St. Louis and Brooklyn. The foundation will invest time, energy, and resources toward the en-

hancement of life for East St. Louis and Brooklyn residents. Fields of interest: Children/youth, services; Community development; Education; Health care.

15. **The Enterprise Foundation**

10227 Wincopin Circle
Suite 500
Columbia, MD 21044
Telephone: (800) 624-4298
FAX ((410) 964-1918

Type of Foundation: Independent Foundation

Background: Established in 1982 by Jim and Patty Rouse

Purpose and Activities: The Enterprise Foundation works with local, nonprofit organizations to providing loans, grants and technical assistance in the areas of affordable housing, community reinvestment in low-income areas, job creation, child care and safe streets.

16. **The F. B. Heron Foundation**

100 Broadway, 17th Fl.
New York, NY 10005
Telephone: (212) 404-1800
Contact: Mary Jo Mullan, V.P., Progs.
FAX: (212) 404-1805
URL: <http://www.fdncenter.org/grantmaker/fbheron>

Type of Foundation: Independent foundation.

Background: Established in 1992 in DE.

Purpose And Activities: The foundation focuses its grant-making and mission-related social investing to five wealth-creation strategies for low-income families and communities: These five areas are: 1) access to capital; 2) quality and affordable child care; 3) comprehensive community development; 4) enterprise development; and 5) home ownership.

17. **Fannie Mae Foundation**

North Tower, Ste. 1
4000 Wisconsin Ave., N.W.
Washington, DC 20016-2800
Telephone: (202) 274-8057
FAX: (202) 274-8100
URL: <http://www.fanniemaefoundation.org>

Donor(s): Fannie Mae.

Type of Foundation: Company-sponsored foundation.

Background: Established in 1979 in DC.

Purpose And Activities: Giving primarily for the expansion of housing opportunities for underserved families and individuals nationally, and enhancing the quality of life in Washington, DC, neighborhoods. In 2000, the foundation announced its New Century Initiative, the five components of which will drive the foundation's grant-making priorities through 2005. These include: Wealth Creation Through In-

formation, Capital Resources for the Future, Building Healthy Communities, Enhancing the Quality of Life in Washington, DC, and Knowledge Access.

18. **The Ford Foundation**

320 E. 43rd St.
New York, NY 10017
Telephone: (212) 573-5000
Contact: Secy.
FAX: (212) 351-3677
E-mail: office-secretary@fordfoundation.org
URL: <http://www.fordfound.org>

Donor(s): Henry Ford +; Edsel Ford +.

Type of Foundation: Independent foundation.

Background: Incorporated in 1936 in MI.

Purpose And Activities: The foundation's mission is to serve as a resource for innovative people and institutions worldwide. Its goals are to: strengthen democratic values, reduce poverty and injustice, promote international cooperation, and advance human achievement. Grants are made primarily within three broad categories: (1) asset building and community development; (2) education, media, arts and culture; and (3) peace and social justice. Local needs and priorities, within these subject areas, determine program activities in individual countries.

19. **J. P. Morgan Chase**

(Formerly The Chase Manhattan Bank Corporate
Social Responsibility Program)
1 Chase Manhattan Plz., 5th Fl.
New York, NY 10081
Telephone: (212) 552-1112
Contact: Steven W. Gelston, V.P.

Sponsoring Company: J. P. Morgan Chase & Co.

Type of Foundation: Corporate giving program.

Purpose And Activities: As a complement to its foundation, J.P. Morgan Chase also makes charitable contributions to nonprofit organizations directly. Support is given primarily in the CT, NJ, and NY tri-state area.

20. **Local Initiatives Support Corporation**

(also known as LISC)
733 3rd Ave., 8th Fl.
New York, NY 10017-3204
Telephone: (212) 455-9800
Contact: Michael Rubinger, Pres. and C.E.O.
FAX: (212) 682-5929
E-mail: info@liscnet.org
URL: <http://www.liscnet.org>

Type of Foundation: Public charity.

Background: Founded in 1979.

Purpose And Activities: The corporation provides grants, loans, and equity investments to grassroots nonprofit Community Development Corporations (CDCs) in the U.S. These CDCs develop affordable housing, spur commercial development, create jobs, and offer a range of social services that revitalize and reinvigorate communities. LISC helps to build partnerships that link CDCs with corporations, foundations, and government.

21. Mallinckrodt Inc. Corporate Giving Program

(Formerly Mallinckrodt Group Inc. Corporate Giving Program)

675 McDonnell Blvd.

St. Louis, MO 63134

Telephone: (314) 654-5200

Contact: June McAllister Fowler, Dir., Community Affairs and Employee Comm.

FAX: (314) 654-5381

E-mail: jmfowle@mkg.com

URL: <http://www.mallinckrodt.com/corpprofile/cp-citizen.html>

Sponsoring Company: Mallinckrodt Inc.

Type of Foundation: Corporate giving program.

Purpose And Activities: Mallinckrodt makes charitable contributions to nonprofit organizations involved with the environment, health, youth, community development, science, and public affairs. Support is given primarily in areas of company operations.

22. Mary Heath Foundation

c/o Old National Trust

P.O. Box 10

Oblong, IL 62449

Telephone: (618) 592-5029

Contact: Jimmy J. Rogers, V.P.

FAX: (618) 592-3135

E-mail: jimmy_rogers@oldnational.com

Type of Foundation: Independent foundation.

Background: Established in 1994 in IL.

Purpose And Activities: Support primarily for organizations sponsoring projects in the areas of public health, safety, recreation, and education in Illinois. Fields of interest: Adult/continuing education; Aging, centers/services; Arts, multipurpose centers/programs; Community development, neighborhood development; disasters, fire prevention/control; Education, PTA groups; Food banks; Housing/ shelter, development; Libraries/library science; Recreation, parks/playgrounds; Residential/custodial care; Youth development, centers/clubs.

23. McDonald's Corporation Contributions Program

McDonald's Plz.

Oak Brook, IL 60521

Telephone: (630) 623-7048

Contact: Jackie Meara, Supvr., Contribs.

Sponsoring Company: McDonald's Corporation

Type of Foundation: Corporate giving program.

Purpose And Activities: McDonald's makes charitable contributions to nonprofit organizations involved with arts and culture, education, the environment, health and human services, substance abuse, disease, medical research, employment, nutrition, civil rights, community development, science, public affairs, minorities, disabled people, senior citizens, women, and economically disadvantaged people. Support is given on a national basis.

24. Monsanto Fund

800 N. Lindbergh
St. Louis, MO 63167
Contact: Deborah Patterson

Sponsoring Company: Monsanto

Type of Foundation: Corporate giving program.

Purpose And Activities: Priority areas include agricultural abundance, environment, science education, and communities. Applicant must be non-profit.

25. National City Corporation Contributions Program

National City Ctr.
1900 E. 9th St., LOC-2157
Cleveland, OH 44114-3484
Telephone: (216) 222-2000
Contact: Bruce A. McCrodden, Sr. V.P., Corp. Public Affairs

Sponsoring Company: National City Corporation

Type of Foundation: Corporate giving program.

Purpose And Activities: As a complement to its foundation, National City also makes charitable contributions to nonprofit organizations directly. Support is given primarily in areas of company operations.

26. SBC Foundation

(Formerly Southwestern Bell Foundation)
130 E. Travis, Ste. 350
San Antonio, TX 78205
Telephone: (210) 351-2218
Contact: Nancy Gerval, Pres.
Additional tel.: (800) 591-9663
FAX: (210) 351-2599
URL: http://www.sbc.com/Community/SBC_Foundation

Donor(s): Southwestern Bell Corp.; SBC Communications Inc.

Type of Foundation: Company-sponsored foundation.

Background: Established in 1984 in MO.

Purpose And Activities: Priorities are education and community economic development; support also provided for culture and the arts and health and human services.

27. **U.S. Bancorp Contributions Program**

(Formerly First Bank System, Inc. Corporate Giving Program)

c/o Corp. Contribs.

601 2nd Ave. S., MPFP 2714

Minneapolis, MN 55402

Telephone: (612) 973-2440

URL:

http://www.usbank.com/about/community_relations/commun_relation.html

Sponsoring Company: U.S. Bancorp

Type of Foundation: Corporate giving program.

Purpose And Activities: U.S. Bancorp makes charitable contributions to nonprofit organizations involved with arts and culture, education, housing, economic development, and economically disadvantaged people. Support is given on a national basis.

28. **Washington Mutual Bank Corporate Giving Program**

1201 3rd Ave., WMT 1613

Seattle, WA 98101

Telephone: (800) 258-0543

FAX: (206) 377-5723

URL:

<http://www.wamu.com/servlet/wamu/public/eng/pages/about/community.html>

Sponsoring Company: Washington Mutual Bank

Type of Foundation: Corporate giving program.

Purpose And Activities: As a complement to its foundation, Washington Mutual also makes charitable contributions to nonprofit organizations directly. Support is given on a national basis.

Appendix 5

Riverfront Governance Examples

East St. Louis Riverfront Implementation Plan
Abt Associates Inc., March 2004

East St. Louis Riverfront Master Plan Riverfront Governance Matrix

	Southwest Regional Port Authority	Riverfront Redevelopment Authority (IL S.B. 215) (Modeled after MO Chapter 99/353 statues)	Land Clearance for Redevelopment Authority Chapter 99 (99.300-.660)	Urban Redevelopment Corporations Chapter 353 (010-353.180)	Memphis Riverfront Development Corporation	Louisville Waterfront Development Corporation	Laclede's Landing Redevelopment Corporation	Joliet City Center Partnership	Abt Team Recommendations
GENERAL ELIGIBILITY CRITERIA									
Applicability	Illinois	Illinois	Missouri	Missouri	Tennessee	Kentucky	Missouri	Illinois	
Currently Operating in Illinois	Yes	Bill approved by Illinois Senate awaiting House Action (Bill currently contains only a short title provision)	No	No	No	No	No	Yes	
Jurisdictional Boundary	Mississippi River from Brooklyn to the JB Bridge		Any city over 75,000 or county	Any city and St. Louis County	Riverfront	Riverfront	23 acres Riverfront Ordinance	Special service tax areas	Riverfront
Eligibility Requirements	Within service area		Any area defined as "blighted"	Any area defined as "blighted"			Blighted under 353 ordinance		Any area defined as "blighted"
Redevelopment Master Plan Required	No		Yes	Yes	No	No	Yes	No	Yes – Master Plan reauthorized every 3 years
ORGANIZATION									
Organization Type	Public Non-Profit	Private Corporation	Public Non-profit	Private Corporation	Private Non-Profit (501(c)(3))	Quasi-Governmental Unit (Chapter 58 corporation)	Private Corporation created under 353	Non-Profit sub-organization of Center of Economic Development (private non-profit)	Quasi-Public Non-Profit

	Southwest Regional Port Authority	Riverfront Redevelopment Authority (IL S.B. 215) (Modeled after MO Chapter 99/353 statues)	Land Clearance for Redevelopment Authority Chapter 99 (99.300-.660)	Urban Redevelopment Corporations Chapter 353 (010-353.180)	Memphis Riverfront Development Corporation	Louisville Waterfront Development Corporation	Laclede's Landing Redevelopment Corporation	Joliet City Center Partnership	Abt Team Recommendations
Governance Structure	7 member Board of Directors	Redevelopment Corporation (private)	LCRA Board created by municipality	Urban Redevelopment Corporation (private)	19 member Board of Directors	15 member Board of Directors	Private Corporation	Board of Directors	Board of Directors
Board Appointment	Governor		Mayor	Determined by incorporator (private)	Private – Established under By-Laws Board includes • 1 Mayoral Rep. • 1 City Council Rep.	Mayor – 5 members Governor – 5 members County Executive – 5 members	Private – Established under Corporate By-Laws	Private – Established under By-Laws	City of East St. Louis & representatives from partner organizations important to implementation of riverfront program such as County, SWIDA, Army Corp., RCGA, EW Gateway.
Oversight Agency	Board of Directors		Decisions approved by master plan approved by city council	Master plan approved by city council	Board of Directors	Board of Directors	Board of Directors	Board of Directors/ Center for Economic Development	Board of Directors Written/verbal report submitted to City Council every six months
Meetings	Public Meetings		Monthly Public Meetings	Determined by articles of incorporation	Board meetings open to public	Public Meetings	Private Board Meetings	Private Board Meetings	Public Meetings

	Southwest Regional Port Authority	Riverfront Redevelopment Authority (IL S.B. 215) (Modeled after MO Chapter 99/353 statues)	Land Clearance for Redevelopment Authority Chapter 99 (99.300-.660)	Urban Redevelopment Corporations Chapter 353 (010-353.180)	Memphis Riverfront Development Corporation	Louisville Waterfront Development Corporation	Laclede's Landing Redevelopment Corporation	Joliet City Center Partnership	Abt Team Recommendations
Agency Funding Source			Municipality	Private	City, State federal public funding; Local Foundations	1/3 State Funding 2/3 Metro (county/city) Funding	Private Funding & Developer Fees	Marketing Funds: special taxing district Staff and Overhead: Center for Economic Development	City of East St. Louis Private and Public Corporations Area Foundations
PRINCIPAL FUNCTIONS AND POWERS									
Land Acquisition	Yes		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Property Disposition	Yes		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Eminent Domain	Yes	Proposed	Yes	Yes	No	No	Yes	No	Yes
Issues RFPs/RFQs	Port Authority		LCRA Board	Urban Development Corporation (private)	Board of Directors	Board of Directors	Private – Determined by Corporate By-Laws	Board of Directors	Board of Directors
Contracting Authority	Yes		Yes	Yes	Yes	Yes	Yes	Yes	Yes
TYPE OF DEVELOPMENT ACTIVITIES									
Site Preparation (environmental remediation, demolition, relocation)	Yes		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Residential Development	No		Yes	Yes	Yes	Yes	Yes	Yes	Yes

	Southwest Regional Port Authority	Riverfront Redevelopment Authority (IL S.B. 215) (Modeled after MO Chapter 99/353 statues)	Land Clearance for Redevelopment Authority Chapter 99 (99.300-.660)	Urban Redevelopment Corporations Chapter 353 (010-353.180)	Memphis Riverfront Development Corporation	Louisville Waterfront Development Corporation	Laclede's Landing Redevelopment Corporation	Joliet City Center Partnership	Abt Team Recommendations
Commercial/Retail Development	Yes (if associated with Port)		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Industrial Development	Yes (if associated with Port)		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Public Infrastructure Development	Yes (if associated with Port)		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Civic Development	Yes		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Maintenance	No		Yes	Yes	No	Yes (excluding public infrastructure)	Yes	Yes	Yes
FINANCING MECHANISMS									
Accept Private Contributions	Yes		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Receive Local, State or Federal Grants, Loans, or Appropriations	Yes		Yes	Yes	No	Yes	Yes	Yes	Yes
Borrow Money	Yes		Yes	Yes	Yes	Yes	Yes	Yes	Yes
Issue Revenue Bonds	Yes		Yes	No	No	No	No	No	Yes
Taxing Authority	No		No	No	No	No	No	No	No

	Southwest Regional Port Authority	Riverfront Redevelopment Authority (IL S.B. 215) (Modeled after MO Chapter 99/353 statues)	Land Clearance for Redevelopment Authority Chapter 99 (99.300-.660)	Urban Redevelopment Corporations Chapter 353 (010-353.180)	Memphis Riverfront Development Corporation	Louisville Waterfront Development Corporation	Laclede's Landing Redevelopment Corporation	Joliet City Center Partnership	Abt Team Recommendations
DEVELOPMENT INCENTIVES									
Issue Public Debt	No		Yes	No	No	No	No	No	Yes
Grant Property Tax Abatement	No	Proposed (Length unknown)	100% 10 year property tax abatement	First 10 years at 100% and next 15 years taxed on basis of 50% of value of property	No	No	Yes pass through 353	No	No (Riverfront in Enterprise zone)

Appendix 6
Comparison of Illinois Section 315 &
Missouri Chapter 353

East St. Louis Riverfront Implementation Plan
Abt Associates Inc., March 2004

**East St. Louis Riverfront Master Plan
Comparison of Illinois Section 315 and Missouri Chapter 353**

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
1. Title of Act			
	Neighborhood Redevelopment Corporation (NRC) Law	The Urban Redevelopment Corporations Law (353.010)	
2. Necessity & Purpose of Act and Declaration of Public Policy and Public Use			
Necessity	Characteristic and causative conditions of Slum and Blight areas include: disproportionate tax delinquency; economic deterioration; exodus of population; unfit and unsafe for human use and habitation (particularly family accommodations); factors conducive to ill health, juvenile delinquency, crime and poverty. Slum and Blight Areas drain the public revenue and will impair indispensable governmental functions.		
Purpose	Elimination of degenerative conditions and rebuilding Slum and Blight Areas is in the best interest of health, morals, safety and general welfare of the citizens. Accomplishment of these ends via private initiative, supervised and regulated by the public, should be fostered.		
3. Meaning of Terms			
Development	Real property, buildings and improvements owned, constructed,	Not defined under 353	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
	managed or operated by a Neighborhood Redevelopment Corporation.		
Development Area	Portion of a Slum and Blight or Conservation Area with a Development Plan and for which a certificate of convenience and necessity is issued by the Redevelopment Commission.	Portion of city, which the legislative authority has found to be blighted. (353.020)	
Development Cost	Amount determined by the Redevelopment Commission to be the actual cost of development.	Not defined under 353	
Development Plan	Plan for redevelopment of all or any part of a Slum and Blight or Conservation Area.	Plan for the development of all or any part of a blighted area, which is authorized under the legislative authority of the city. (353.020)	
Mortgage	Instrument creating a lien on Real Property and the indebtedness secured thereby.	Instrument creating a lien on Real Property and the indebtedness secured thereby. (353.020)	
Neighborhood Redevelopment Corporation	A corporation organized pursuant to the provisions of the Act.	A corporation organized pursuant to the provisions of the Act. (353.020)	
Plan Commission	Plan commission of any city as authorized by Division 12 of Article 11 of the Illinois Municipal Code.	Not specifically referenced under 353	
Real Property	Lands, lands under water, structures, easements, franchises, incorporeal hereditaments and estates including terms for years, liens and mortgage.	Lands, buildings, improvements, lands under water, waterfront property, and any and all easements, franchises and hereditaments. (353.020)	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
Redevelopment	Eradication, rehab and rebuilding of structures within a Slum and Blight or Conservation Area and the provision for industrial, commercial, residential or public structures and spaces.	Clearance, replanning, reconstruction or rehabilitation of any blighted area and the provision for industrial, commercial, residential or public structures and spaces. (353.020)	
Redevelopment Commission	The commission created and established under Section 4 of this Act.	Redevelopment Commission not established under 353	
Slum and Blight Areas	Urban districts where the major portion of housing is detrimental to the health, safety, morality or welfare of the occupants by reason of age, dilapidation, overcrowding, faulty arrangement, lack of ventilation, light or sanitation facilities, or any combination.	Must meet definition of blighted area.	There are minimal structures, and no housing, within the Riverfront Redevelopment Area. Definition of Slum and Blight Area will have to be revised for the Riverfront to qualify.
Conservation Area	Area in which the structures in 50% or more of the area are residential having an average of 35 years or more.	Must meet definition	See note under Slum and Blight Areas.
4. Creation and Establishment of Redevelopment Commission.			
Purpose	Redevelopment Commission shall supervise and regulate Neighborhood Redevelopment Corporations organized under this Act.	No Redevelopment Commission Established under 353	
Composition	Redevelopment Commission shall consist of between 3-5 members, one of which shall be designated as its chairman.	No Redevelopment Commission Established under 353	Recommend 9 – 11 members.
Appointment	Appointed by the mayor by and with advice and consent of city council.	No Redevelopment Commission Established under 353	Abt Team recommended regional representation and appointment.

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
Pecuniary Interest	No person holding stocks or mortgages in any NRC or who is directly or indirectly pecuniary interested in such NRC, or in the development undertaken by it, shall be appointed a member of or be employed by that Redevelopment Commission.	No Redevelopment Commission Established under 353	
Salaries and Operation	Commission salary shall be fixed by the city council, which shall have the power to provide for payment of salaries and expenses of the Redevelopment Commission.	No Redevelopment Commission Established under 353	How does having the FAA involved in oversight of the city budget affect this?
Employees	The Redevelopment Commission shall have power, subject to approval of city council, to appoint a secretary, to employ consultants and other employees and to fix their compensation.	No Redevelopment Commission Established under 353	
5. Rules and Regulations, Seal and Authentication of Records			
Performance of Duties	The Redevelopment Commission may adopt rules and regulations and may alter the same in the performance of its duties and powers.	No Redevelopment Commission Established under 353	
Quorum	A majority of members of the Redevelopment Commission shall constitute a quorum.	No Redevelopment Commission Established under 353	
6. Neighborhood Redevelopment Authorized			
Powers—Subject to the Supervision of the Redevelopment Commission	Subject to the supervision and regulation of the Redevelopment Commission, the Corporation has the Power to:		Refer to definition of Slum and Blight and Conservation Areas.

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
	<ul style="list-style-type: none"> ▪ Acquire real property ▪ Renovate, demolish or rebuild existing improvements ▪ Construct, maintain and operate a development for the purpose of effecting the redevelopment of Slum and Blight or Conservation Areas. 		
7. Statement of Incorporation			
Method	3 or more adult US citizens, at least 2 whom must be citizens of Illinois, shall verify under oath a statement of incorporation.		
Reason for Incorporation	Must include elimination of degenerative conditions and redeveloping the Development Area authorized under a certificate of convenience and necessity issued by the Redevelopment Commission.	To acquire, construct, maintain and operate a redevelopment project or redevelopment projects in accordance with the provisions of this law. (353.030)	
Period of Duration	Not more than 60 years and no reviver.	Not to exceed 99 years (353.030)	
Stock	The number of shares and legal tender received shall be fully paid at time of filing articles of incorporation.		
8. Filing—Issuance of Certificate of Incorporation			
9. Powers of Neighborhood Redevelopment Corporations			
Sue and be Sued	Yes	Yes	
Acquire & Dispose of Real Property	Yes	Yes (353.130)	
Borrow Money, Mortgage	Yes	Yes (353.150)	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
and Pledge Property			
Exercise Eminent Domain	Yes	Yes (353.130)	
Make and Alter By-Laws	Yes	Yes	
Elect Officers	Yes	Yes	
Accept Grants or Loans from US	No	Yes (353.160)	Should modify to accept grants and loans.
Property tax abatement	No property tax abatement authority	Up to 10 years of 100% property tax abatement and up to next 15 years 50% of true value of real property including improvements. (353.110)	Need to better understand property tax abatement combined in a TIF district.
Property tax abatement for Riverfront development projects	No property tax abatement authority	For projects related to any riverfront development designed to enhance location of an excursion gambling boat, real property tax abatement applies to any increase in the assessed value after acquisition by the redevelopment corporation. (353.190)	
10. Acts Prohibited			
Property Acquisition	Acquire title to Real Property without Redevelopment Commission approval.	Authorized if approved under approved development plan.	
Property Disposition	Sell, convey or lease property without the imposition of those building and use restrictions assumed by the NRC. Lease building or track of land without Redevelopment Commission approval.	Authorized if approved under approved development plan.	
Shares Greater than Development Cost	Issue shares greater than Development Cost as determined by Redevelopment Commission.	Not required under 353	
Reorganize/Merge	Reorganize without Redevelopment Commission approval.	Determined under corporate by-laws	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
	No merger or consolidation is allowed with any corporation.		
Make Guarantee	Make any guarantee without Redevelopment Commission approval.	Authorized if allowed under approved development plan.	
Discriminate	Acquire title to Real Property or refuse to sell shares to any person because of race, color, creed, sex or national origin.		
11. Name			
	Must include the words "Neighborhood" and "Redevelopment".	Must have words "redevelopment corporation" as part of name. (353.030)	
12. Certificates of Compliance			
	Corporation must have a certificate from the Redevelopment Commission to: <ul style="list-style-type: none"> ▪ Report issuance of shares ▪ Amend articles of incorporation 	Not required under 353	
13. Dissolution			
	Corporation can dissolve due to: <ul style="list-style-type: none"> ▪ Rejected Development Plan ▪ Development "Not Approved" ▪ Corporation has failed to initiate or complete the Development ▪ Redevelopment Commission has found the Redevelopment to be achieved. 	Not required under 353	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
14. Fees, Franchise Taxes and Charges to be Collected by Secretary of State			
	Incur the same fees as are imposed upon private corporations.	Incur the same fees as are imposed upon private corporations.	
15. Taxation of Neighborhood Redevelopment Corporations			
	Subject to the same taxation as is imposed upon private for-profit corporations.	Provisions of the general corporations laws apply to urban redevelopment corporations. (353.070)	
Maintenance of reserves	Not required under 315	Urban redevelopment corporations must maintain depreciation, obsolescence, and other reserves also surplus and other accounts including a reserve for the payment of taxes. (353.090)	
16. Application of Business Corporation Act of 1983			
17. Property Acquisition and Construction			
Development Application	To acquire property, corporation must submit written application to Commission. Application must contain: <ul style="list-style-type: none"> ▪ Legal description ▪ Property condition ▪ Present use and zoning restrictions ▪ Demolition plan ▪ Detailed Redevelopment plan ▪ Infrastructure plan ▪ Metes and bounds devoted to park, playground or recreation center ▪ Development cost and financing ▪ Development schedule 	Development Plan approved by legislative authority governs.	
Surety Bond	Corporation must file a	Not required under 353	For the size of the

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
	surety bond for 10% of the estimated development cost, not to exceed \$10k, payable to the city and conditioned upon the completion of the development within required time limits		Riverfront, is \$10k enough?
Development Requirements	10% of development area must be devoted for a park, playground, or recreation center. Corporation must provide financial arrangements for maintenance.	Not required under 353	
Residential Development Requirements	Unless formally recommended by the City Planning Commission, no more than 10% of the development area may be used for non-residential uses.	Not required under 353	Abt team recommends that the language establishing the percentage of residential development be removed.
18. Public Hearing on Development Plan			
Receipt of Development Plan Proposal	Upon receipt of a proposed Development Plan from a Corporation, the Redevelopment Commission shall transmit a copy to the City Planning Commission.	Not specified under 353	
Planning Commission	Within 30 days of receiving Development Plan, comment with an advisory report, from the municipal point of view, to the Redevelopment Commission.	Not specified under 353	
Public Hearing	After the 30 day Planning Commission period, Redevelopment Commission shall notice upcoming public hearing for three consecutive weeks. Public hearing is held by the Redevelopment Commission.	Public hearing required for any 353 established after 1982 (353.060)	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
Decision – Certificate of Convenience and Necessity	Within 10 days of the public hearing, the Redevelopment Commission shall either issue or deny Certificate. If the Certificate is issued, it must prescribe time limits, zoning changes and vacation of public spaces necessary.	Not required under 353	
Judicial Review	Written objections must be filed with the Redevelopment Commission within 20 days of the decision. Only owners of property that must be acquired and any affected municipal or public corporation may object. See Section 33.		
19. S. 19 Repealed			
20. Extension of Time			
Request	Corporation must file written request with Redevelopment Commission.	Not required under 353	
Public Hearing	Redevelopment Commission shall examine reasons for extension and if satisfied, may grant extension of time. Surety bond also gets extended.	Not required under 353	
21. Statement of Development Area			
	File with Secretary of State between 40 – 60 days from the issuance of Certificate.		
22. Preference in Issuance of Certificates of Convenience and Necessity			
23. Amendments to Development Plans			

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
Approval	Amendments to development plans must be approved by the Redevelopment Commission using the same process required in Section 18.	Legislative authority approves original development plan. (353.060)	
24. Limitation of Development Area			
Size	Development area shall not be less than one city block nor more than 40 acres, unless after a hearing the Redevelopment Commission approves a reduction or an increase.	Development Plan approved by legislative authority governs.	We have well over 40 acres in the Riverfront Plan. This limitation would require at least 30 Redevelopment Corporations.
25. Duties of Redevelopment Commission			
Development Area Restrictions	Restrictions placed on the Development Plan shall take into consideration: <ul style="list-style-type: none"> ▪ Location of development area with respect to transportation, education & recreational facilities, and business opportunities ▪ Use of neighboring properties ▪ Manner of redevelopment ▪ Applicable zoning ordinances ▪ Official City Plan 	Dependent upon development plan and local ordinances	
Bond	Prescribe the form of the bond required.	Not required under 353	
Bonding Sufficiency	Established through an analysis of: <ul style="list-style-type: none"> ▪ Cost of the development ▪ Cost of the work as fixed in contracts ▪ Schedule 	Not required under 353	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
Inspections	Conduct inspections of the redevelopment area.	Dependent upon city approval (local ordinance)	
26. Termination of Control			
Land	Redevelopment Commission control ceases upon redevelopment and sale or conveyance.	Not specified under 353	
Redevelopment Corporation	Redevelopment Commission supervision and regulation of the Corporation ceases upon completing redevelopment.	Not specified under 353	
27. Investigations, Inquiries and Hearings			
Supervision	Redevelopment Commission shall supervise Redevelopment Corporation including power to investigate.	No Redevelopment Commission Established under 353	
Inquiries	Redevelopment Commission shall have the power of subpoenas and to compel attendance and testimony of witnesses.	No Redevelopment Commission Established under 353	
Hearings	All hearings shall be open to the public. All evidence shall become part of the record and open to inspection of all persons.	No Redevelopment Commission Established under 353	
28. Testimony – Immunity			
29. Subpoenas			
30. S. 30 Repealed			
30.01. Review under Administrative Review Law			
	All final Redevelopment Commission administrative decisions	No Redevelopment Commission Established under 353	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
	shall be subject to judicial review.		
31. S. 31 Repealed			
32. City Attorney to Represent Redevelopment Corporation on Appeals			
	City Attorney shall represent the Redevelopment Commission in all actions and to defend the orders of the Commission in all appeals.	No Redevelopment Commission Established under 353	
33. Suspension of Order of Redevelopment Commission Pending Appeal			
	Pendency of review or appeal does not itself stay or suspend operation of an order of the Redevelopment Commission but the Court may stay or suspend the order.	No Redevelopment Commission Established under 353	
	Filing of a written objection of a Certificate automatically suspends the order until decision of Circuit Court. See Section 18.	No Redevelopment Commission Established under 353	
34. Mandamus or Injunction by a Redevelopment Commission against Neighborhood Redevelopment Corporation			
	Whenever a Redevelopment Commission judges that a Redevelopment Corporation is failing or violating the order, it shall commence an action in Circuit Court for the purpose of preventing such action.	No Redevelopment Commission Established under 353	
35. Review of Orders in Mandamus or Injunction			
36. Use of Land to Conform to Zoning Ordinance			
	Redevelopment	No Redevelopment	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
	Commission cannot approve a plan in contravention of zoning or official plan of the city.	Commission Established under 353	
37. Determination of Development Cost			
Hearing	Redevelopment Commission shall hold a hearing to investigate and determine the Development Cost and shall issue a certificate stating the amount.	No Redevelopment Commission Established under 353. Development Cost not established under 353.	
Amendment	Redevelopment Corporation may at any time apply to the Redevelopment Commission for a determination of additional cost. A hearing must be held again.	No Redevelopment Commission Established under 353. Development Cost not established under 353.	
38. Supervision of Issuance of Stock and Mortgages			
	Supervised and regulated by Redevelopment Commission.	Privately determined	
39. Limitation Upon Issuance of Stocks and Mortgages			
	Securities shall not exceed the Development Cost and can only be issued to defray Development Cost.	Privately determined	Atypical method of capitalizing redevelopment projects.

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
40. Stocks and Mortgages Unlawfully Issued			
	All shares issued without the approval of the Redevelopment Commission shall be void, except shares issued upon pre-incorporation subscription.	Not required under 353	
41. Who may Invest in Mortgages			
	All sinking, insurance, retirement, compensation, pension and trust funds.		Limited to institutional investors.
42. Proceedings to Condemn Real Property			
	Written application to Redevelopment Commission which must include proof that the Corporation has acquired 60% or more of the land in the Development Area or that 60% or of the owners consent to be bound by the terms of the Development Plan.	Development Plan governs	This won't work unless we break the area into numerous Development Plans and Corporations.
43. Fees of Redevelopment Commission for Examinations, Hearings, Supervisions and Inspections			
Examination of Proposed Development Plan and Inspections during Construction	1/8 of one per centum of Total Development Cost to be collected from Corporation	Depended upon Development Plan	
Determination of Development Cost	1/8 of one per centum to be collected from Corporation	Not required under 353	
Issuance of Stock	10 cents for every \$100 of securities to be collected from Corporation	Privately determined	
Hearings	Reasonable costs and expenses to be collected from Corporation	Not specified under 353	
Judicial Review	Reasonable expenses incurred to be collected from Corporation	Not specified under 353	

	315 ILCS 20 Neighborhood Redevelopment Corporation Law	Chapter 353 MO Urban Redevelopment Corporations Law	Issues and/or Recommended Changes
44. Partial invalidity			
	Ruling to invalidate any portion of the law does not invalidate the remainder.	City and Corporation enter into a contract that governs	

Appendix 7

Proposed Scope of Legal Services

East St. Louis Riverfront Implementation Plan
Abt Associates Inc., March 2004

Legal Services
East St. Louis Riverfront Master Plan

Proposed Scope of Services

Context

The City is retaining an attorney (Special Counsel) specializing in redevelopment law who can craft statutory language that not only meets the necessary constitutional tests, but also creates a riverfront redevelopment mechanism that serves the City's unique needs for this effort.

Implementation Strategy

- Confer with Riverfront Study Team, City Staff and City Attorney to understand the master plan goals and review materials prepared to date
- Research existing law, including 315 ILCS 20 Neighborhood Redevelopment Corporation or any newer redevelopment language, for applicability
- Propose organizational structure and its principal functions and powers to Riverfront Study Team
- Advise on legal and regulatory constraints to implementation

Redevelopment Law Education

- Meet with City staff to ensure understanding of redevelopment law options and map out decision points which lie ahead
- Organize and conduct briefings for Council/Mayor, City staff, or other involved community partners
- Provide an opinion on the use of both TIF and property tax abatement for the same project under Illinois law

Authority and Local Law Issues

- Develop strategic approach to accomplish organizational structure necessary to support Riverfront Master Plan implementation
- Propose changes required to applicable law to enable ESL Riverfront governance structure
- Draft language to insert under SB 215 or other implementing mechanism based on agreed upon approach

Appendix 8

Sample Marketing Brochure

East St. Louis Riverfront Implementation Plan
Abt Associates Inc., March 2004



East St. Louis Riverfront

The City of East St. Louis Waterfront Village Development Plan

Once the home to a thriving industrial and transportation center, East St. Louis is reinventing itself, moving toward a vision of a thriving, full-service community.

The focus of this effort is 1,053 acres of riverfront property along the Mississippi offering views of the river, downtown St. Louis and the Gateway Arch.

With its unique resources and large tracts of vacant land, the East St. Louis riverfront is a prime location for development. The riverfront is at the core of several important transportation corridors connecting the area to St. Louis to the west and other neighborhoods and job centers to the east.

Cargill Granary and the Casino Queen already take advantage of this unique location with much success. The Casino Queen draws over two million visitors each year and has plans for future expansion.

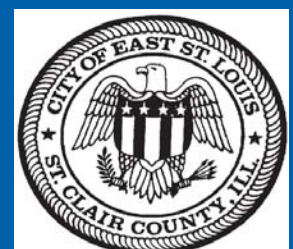
To attract additional development, the City of East St. Louis and the U.S. Army Corp of Engineers recently completed a Master Plan for the riverfront. The city is now taking the next steps to bring this plan to reality by establishing a regional organization to oversee the implementation of the Master Plan and investing in the plan's success by dedicating funds for staff and infrastructure improvements.

The riverfront can welcome a variety of ventures -- from multi-family housing to full-service neighborhoods, commercial development to retail centers, and light industrial parks to cultural attractions. With its proximity to MetroLink and other regional transportation corridors, one of the key opportunities for this area is transit oriented development (TOD) combining multiple uses.

The City of East St. Louis is exploring a variety of incentives to make the area more attractive to developers. One incentive already in place is tax increment financing (TIF), which the city has been using to support infrastructure investments as well as Redevelopment Agreements for specific projects.



Just minutes away from downtown St. Louis by car, bike, foot or light rail, the East St. Louis riverfront boasts spectacular views of the Mississippi, St. Louis and the Gateway Arch. The riverfront is home to the Casino Queen and Cargill Granary.



East St. Louis Riverfront

The City of East St. Louis Waterfront Village Development Plan

Riverfront Profile

- **1,053 acres** of riverfront property, with vacant tracts of land available for development
- **Spectacular views** of the Mississippi River, downtown St. Louis and the Gateway Arch
- **Connected** via light rail and state highways to St. Louis, downtown East St. Louis and communities further east
- **Successful businesses** in the area include the Casino Queen casino and hotel and Cargill Granary
- **Master Plan** completed by the City of East St. Louis and U.S. Army Corp of Engineers
- **Tax increment financing** available



Supporting Ventures

- A regional organization is currently being created to oversee the development and implementation of the master plan
- City of East St. Louis is dedicating ongoing funds for redevelopment support staff and infrastructure improvements in the area
- Realignment of Illinois Route 3 starting in 2004 will better serve the riverfront area
- Casino Queen is expected to expand
- EnviRes is building a new facility in the area

Potential

The master plan for the riverfront area of East St. Louis looks at a variety of land uses and potential development the area could support. Some of these include:

- Multi-family residential
- Single-family residential
- Commercial
- Retail
- Light industrial
- Cultural centers

Contact Us:

Willard L. Mitchom
Director, Office of
Economic Development

City of East St. Louis
301 River Park Drive
East St. Louis, IL 62201

mitchom.cesl@sbcglobal.net
(618) 482-6722
(618) 482-6648 fax

