



## SECTION 5: IMPLEMENTATION PLAN





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The Implementation Plan provides a process for development of the Mid-America Medical District. Earlier work was conducted on market projections to determine the type, amount, and pace of appropriate development within the District. Other elements of the implementation plan include the integration of the plan within the City of East St. Louis' legal documents and regulations; creation of a sustainable organizational structure to carry out the mission of the Medical District; capital improvements programming; and marketing and economic development of the District.

Following are the recommended action steps in the implementation of the Mid-America Medical District Master Plan. They are separated into Initial (short-term) Actions and On-going (long-term) Actions.

### Initial Implementation Actions

#### 1. Formally adopt the Master Plan as the official policy of both the Mid-America Medical District and the City of East St. Louis.

- The Master Plan should be jointly adopted by the MAMD Commission and the City Council.
- The future land use component of the Master Plan should be adopted by the City Planning Commission and City Council as an amendment to the City's comprehensive plan.

- Representatives of the MAMD Commission should attend key meetings of City boards, including the Redevelopment Commission, and meet frequently with top community leaders—elected and civic.
- Utilize the positive influences gained during the preparation of the Master Plan as a framework for more project-specific public/private and intergovernmental dialog and cooperation within the District.

#### 2. Amend the City of East St. Louis Zoning Ordinance to reflect the Master Plan and facilitate zoning approval.

- The City's Zoning Ordinance and project approval process should serve as a tool for effective plan implementation by removing uncertainty and speeding the process of approval of desired land use and project outcomes for property owners and developers.
- The MAMD Commission should monitor and encourage the maintenance of future City land use and zoning decisions in conformance with the Master Plan.

#### 3. Establish and promote the MAMD Commission as a tax-exempt governmental entity able to sustain the organization and accomplish its redevelopment mission.

- The MAMD Commission should seek operational funding from available sources, such as the East St. Louis Development Fund; County, State or Federal appropriations; and charitable foundations.
  - Based on its enabling legislation and purpose, the MAMD Commission is recognized by the Internal Revenue Service (IRS) as a governmental entity. As such, the Commission is automatically exempt from federal income tax and donations to the Commission are tax-deductible charitable contributions. An Affirmation Letter from the IRS has been requested; no additional application for Internal Revenue Code 501(c)(3) status is needed. The MAMD Commission as a governmental entity qualifies for exemption from federal income tax, allows contributions to be deductible as charitable contributions on the donor's federal income tax return, and is eligible for designation as a State tax-advantaged organization (such as a Designated Zone Organization).
- 4. Establish and promote the MAMD Commission as a not-for-profit community development organization able to partner with the City of East St. Louis on public infrastructure improvements, enhanced common area amenities and services, and on-going management of the Medical District.**
- Based on its enabling legislation, the Commission may, by contractual agreement, accept and collect assessments or fees from entities that enter into such an agreement for District enhancements and improvements, common area shared services, shared facilities, or other activities or expenditures. Similar to a Business District (65 ILCS 74.3) or Special Service Area (35 ILCS 200/27) in the State of Illinois which are restricted to sales tax and property tax paying entities respectively, the MAMD Commission can enter into agreements with participating taxable and tax-exempt entities in the District for enhancements, services, facilities, or other expenditures.
  - The purposes of the MAMD and uses of revenue generated under this role should include:
    - a. Operating funds for the MAMD Commission for management of the District.
    - b. District infrastructure and common area enhancements and improvements.
    - c. Common area (e.g., rights of way, public open spaces) shared services for maintenance, cleaning, and security.
    - d. Purchase of specific key properties targeted for purchase and hold for future development.
    - e. Loans to businesses making exterior improvements.
    - f. Business recruitment and retention.
    - g. A centralized and regular place for discussion and debate about common issues in the District, such as consistent business hours, common marketing of the district, safety and security, etc.
- 5. Prepare a capital improvements and public services plan for necessary investment and coordination within the District.**
- The MAMD and City of East St. Louis should jointly prepare a Demolition & Environmental Remediation Plan for mothballing of usable vacant buildings, demolition or clearance of derelict buildings, underground utility removal, clearance of lots, and identification and remediation of environmental contaminants in the District.
  - The MAMD and City of East St. Louis should jointly prepare a Transportation Improvement Plan for needed investments in the District road network, including the road surface, curbs and gutters, sidewalks, street lighting, traffic signals, signage, and streetscaping.
  - The MAMD and City of East St. Louis should jointly prepare an Infrastructure Plan to address the other key elements of critical public and private infrastructure that both enable and guide growth in a manner similar to transportation—water, sanitary sewer, storm sewer, power, communications, and parks and open space.
  - The MAMD and City of East St. Louis should jointly prepare a District Security Plan to coordinate and enhance public safety within the District. The plan could be modeled after the Illinois Medical District in Chicago where the District coordinates a District Security Group (DSG), a collaboration of the public law enforcement agencies and private security services operating within the District, through a joint services agreement.

- While funding may not currently be in place, identifying the needs will assist in preparing funding requests for potential sources as they become or are made available to the District.

## On-going Implementation Actions

6. **Establish the Mid-America Medical District Commission as an on-going public/private planning and implementation organization to be the protector and champion of the Master Plan and of measures required for its implementation.**
  - Maintain communication with and input from various public and private interest groups in the community.
  - Work with the City’s elected, appointed, and staff leaders on proposed projects within the Medical District prior to public decisions to advocate for quality projects that support the Master Plan.
  - Appear before the Planning and Redevelopment Commissions as well as the City Council in support of actions in accordance with the plan and, conversely, in opposition to contrary proposals.
  - As the need arises to amend or extend the plan, the Commission should lead the way in advocating progressive plan refinements.
  - Meet with regional and Illinois state officials in health care, housing, planning, economic development, transportation, land use, and open space to explain the plan and solicit support in concept and in substance with regard to its implementation.
  - Maintain a unified “front” between the District, the City, St. Clair County, and public, private, and non-profit interests in dealing with regional, state and federal officials and organizations, as well as with prospects for investment in the planning area. Work in common under a compact that transcends changes in political and civic leadership over time.
7. **Take the Master Plan “on the road” to state and federal government representatives, legislative leaders, and executive departments.**
  - Seek legislative and executive support in implementation, funding, and enabling legislation, as necessary.
  - Sponsor annual visits and/or breakfast/lunch meetings with officials as well as private investors to present progress and reaffirm commitment.
  - Demonstrate community solidarity, professionalism, and long-term commitment.
8. **Initiate and adopt a joint economic development strategy with the City that is consistent with the Master Plan.**
  - Lead and coordinate the local strategy through the Mid-America Medical District Commission for long-term implementation.
  - Coordinate the strategy with St. Clair County, the Leadership Council Southwestern Illinois, the RCGA economic development network, the Illinois Department of Commerce and Economic Opportunity, other regional and state development agencies, and relevant health care agencies.
  - Of critical importance is fostering an understanding with the City of the distinction between fiscal development, economic development, and health care services development. A focus on growth of retail establishments and centers that generate sales taxes to fund local government, while an important short-term objective and component of the overall strategy, will miss the key point of the Medical District—promoting sustainable economic growth based on high quality, well-paying jobs and high quality health and wellness services and facilities.
9. **Create a public information network and effective marketing designed to attract health and wellness institutions, investors and developers, physicians and other medical talent, and consumers to the Medical District.**
  - Create a “name” and “brand” for the Medical District that can be marketed to elicit a preferred image throughout the region and nation. Sub-district or campus names/brands may also be important such as for the educational institutions, medical institutions, and government buildings.

- Create both internal and external messages that will target the appropriate audience and elicit the appropriate action.
- Create and maintain a web page and relevant social networks on the Internet.
- Place articles in local and regional press.
- Make regular written and personal reports to the Planning Commission, City Council, school board, similar jurisdictional bodies, and key local leadership groups.
- Hold health and wellness fairs, open houses, and related regional events in the Medical District for individuals, health care professionals, and private developers.
- Make persistent and direct contact with developers whose track record locally, regionally, or nationally would enhance the quality and scope of the plan's implementation. Be a liaison for developers with various local and state agencies. Help make political support available for those entrepreneurial types willing to take risks in the District.

## Project Opportunities

And finally, during the development of the Master Plan, a number of project opportunities were identified for the Medical District. Some were in various stages of development, while others were simply discovered while conducting interviews and workshops with District stakeholders. These project opportunities form the foundation for economic development and implementation strategies for the Medical District. A summary of these opportunities is provided below.

- **SIHF Redevelopment Plan**—Southern Illinois Healthcare Foundation (SIHF), a private, not-for-profit, 501(c)(3) corporation and Section 330 Community Health Center (Federally Qualified Health Center, or FQHC), owns and operates a system of hospitals, health centers, and elderly apartments throughout southern Illinois. Within the Mid-America Medical District, SIHF operates Kenneth Hall Regional Hospital (formerly St. Mary's Hospital) as a satellite campus of Touchette Regional Hospital in Centreville; the Windsor Health Center adjacent to the hospital in the Windsor Medical Building; and various smaller health centers,

clinics, and programs serving East St. Louis. Kenneth Hall Regional Hospital currently provides limited “hospital” functions including an 18-bed psychiatric unit and an emergency room. The Windsor Health Center operates a Prime Time urgi-care facility.

SIHF has proposed to redevelop the Kenneth Hall Regional Hospital (KHRH) for alternative uses to provide for its full occupancy and utilization. Redevelopment options have included use by the U.S. Federal Courts for office, conference, or other courts functions; redevelopment as an assisted senior living facility; apartment development; or demolition of the building to free up SIHF funds for new facilities and clear the site for another use (potentially expansion of the “Federal Campus”). With the sale, redevelopment, or demolition of the KHRH, SIHF has proposed to construct an addition to the Windsor Medical Building to relocate and modernize emergency room and urgi-care services.

- **Community Bridges, LLC**—Community Bridges is a private medical services provider owned by Dr. D. Bradley Dean, based in Plano, Texas. Dr. Dean and Community Bridges, LLC, is the owner/operator of Intensive Treatment Systems and Yuma Treatment Center, a 4 clinic operation in Arizona operated for over 24 years, which serves as a successful operating model for their business. An October 2009 briefing by representatives of Community Bridges to the City of East St. Louis and the Mid-America Medical District stated their desire to set up a private,



*Proposed Revitalization Plan within the Medical District*

for-profit urgent care center within 6 to 8 months, develop a private not-for-profit behavioral health clinic also within 6 to 8 months, and establish a private not-for-profit community health center within 12 to 18 months. They also discussed the need for a chemical dependency treatment facility in East St. Louis.

Community Bridges, with the help of the City of East St. Louis, identified approximately 35 acres along Broadway in the Medical District to develop this campus of health care facilities. The project is undergoing a needs assessment (market analysis), preparing site and facilities master plans, conducting environmental assessments, and seeking funding support. Representatives of Community Bridges have been in regular communication with the Medical District to ensure that their plans are in compliance with the District's master plan.

- Federal Courts Complex & Mall**—The Mid-America Medical District in downtown East St. Louis is a hub for federal, state, and municipal government functions. Within the central core of the Medical District lies the U.S. District Court for the Southern District of Illinois, the U.S. Post Office, the U.S. General Services Administration (GSA) Building, the Kenneth Hall State Office Building, East St. Louis City Hall, and numerous other buildings housing state offices. Discussions initiated by the SIHF have identified the potential of either utilizing part or all of the Kenneth Hall Regional Hospital (KHRH) for U.S. Federal Courts or other federal government functions, or demolishing the building to clear the site for another use—constructing a new government-use building or potentially expanding the “Federal Campus” by linking the Post Office on the south with the Federal Courts, GSA, MetroLink Station, and state and municipal office buildings on the north by constructing a pedestrian “mall”, or greenspace corridor. While some interest exists, a meeting in January with the Chief Justice and other judges of the U.S. District Court, representatives of SIHF, and members of the Medical District master planning team resulted in no concrete course of action in which to proceed.
- Historic Broadview Hotel & Spivey Building**—Development rights to the 125,000 square foot, 7-story, City-owned Historic Broadview Hotel on Broadway Avenue have been awarded to Cornerstone Realty of America, Inc., for apartments, retail and office space, educational facilities, a day care, a restaurant, and a small deli grocery. The primary re-use is intended to be for approximately 88 apartment units, of which 60% are planned as low income/affordable units and 40% as market rate units. Potential primary sources of project financing include Low

Income Housing Tax Credits for the affordable apartments, and Federal Historic Tax Credits and New Markets Tax Credits for the commercial space.

Another longer-term opportunity in the Medical District is the renovation and re-use of the Spivey Building on Missouri Avenue. This very tall, but small floor-plate former office building is in serious disrepair. The condition of the building, the probable environmental remediation costs, and the small floor-plates make re-use of this building a significant challenge.

- Collinsville Avenue**—Several blocks of Collinsville Avenue located between Broadway Avenue and Dr. Martin Luther King Drive retain characteristic buildings of a former thriving downtown commercial area. While some of these buildings are gainfully occupied, many are in various states of disrepair and underutilization. A representative of McCormack Baron Salazar, Inc., has communicated an interest in working with the representative of one of the larger property owners on Collinsville Avenue, Mr. Maty Aronson, on the redevelopment of buildings within the Medical District. The biggest obstacle they face is identifying available resources to study the existing conditions of buildings and to prepare a master plan to determine uses, parking requirements, infrastructure needs, etc., along Collinsville Avenue.



*Historic Collinsville Avenue serves as the District's "Main Street"*

- YMCA of Southwest Illinois**—The YMCA of Southwest Illinois serves a five-county region in southwestern Illinois with eight locations. The closest site to the Medical District is the Cahokia Area YMCA located at the former Parks College campus in Cahokia, offering college readiness and tutoring, as well as youth sports. The YMCA has expressed high interest in serving the East St. Louis community, especially its youth. And, while they are interested in bringing YMCA services to East St. Louis, they do not want to duplicate facilities or services already offered. They agree that East St. Louis doesn't need another beautiful building with no revenue to operate it or keep it up. The solution is likely a "shared risk plan"—creating a partnership with entities that have real money and/or patronage to contribute to the facility and generate revenue through membership or health and wellness programs (e.g., sports medicine, physical therapy, etc.). The YMCA has been involved in many discussions with partners, grant-writers, and community leaders about ways to serve the community, and would welcome the help and guidance of the Medical District.
- NSP Housing Development**—In May of 2009, the U.S. Department of Housing and Urban Development (HUD) announced the availability of funding for neighborhood stabilization programs (NSP) under the American Recovery and Reinvestment Act (ARRA). Dubbed NSP2, the City of East St. Louis applied for \$23 million in funding for a \$40 million total program covering three projects: 1) property acquisition and renovation of 110 foreclosed blighted and abandoned properties to rent and sell in selected neighborhoods, including two neighborhoods that extend into the Medical District—the Winstanley/Industrial Park and the Franklin Park neighborhoods; 2) conversion of the old Clark Middle School into housing and construction of 100 new homes at the site; and 3) construction of 36 new townhomes between 8<sup>th</sup> and 10<sup>th</sup> Streets on Piggott and Market Streets in the Medical District.

Of particular interest to the Medical District is the City's partnership with McCormack Baron Salazar, Inc., a strong inner city redeveloper, for the Clark School project—a partnership that could be duplicated to redevelop portions of the District and immediately surrounding neighborhoods; and the partnership with Building Investment Group, LLC, for the new townhome project located within the District. This latter project, Franklin Park Estates, is proposed to consist of townhomes encompassing twelve buildings—each building with three units—all 3-bedroom units. Total square footage for each unit would be 1,400 to 1,500 square feet, for a total of 50,400 to 54,000 square feet of new replacement

housing. The cost of this project is an estimated \$8 million. This project reflects the type of land use proposed by the Medical District Master Plan and should be encouraged to proceed.

- SICCM (Southern Illinois Collegiate Common Market)**—Located within the Medical District is the 13-acre campus of the East St. Louis Higher Education Campus (ESLHEC). A partner in the ESLHEC is the East St. Louis Community College Center (ESLCCC), administered by the Southern Illinois Collegiate Common Market (SICCM). Other partners in the ESLHEC include: Southwestern Illinois College (not a member of SICCM); the SIUE East St. Louis Center—offering after-school programs for high school students (no college level courses); a Charter High School—run by SIUE's East St. Louis Center under School District #189; the University of Missouri-St. Louis Eye Clinic, the SIUE Health Clinic, the SIUE Child Care Center, the Illinois Department of Employment Security's (IDES) workNet Center, and the Illinois Department of Commerce & Economic Opportunity's (IDCEO) Small Business Development Center. The East St. Louis Community College Center (ESLCCC) brings a unique educational resource to the community of East St. Louis by offering college classes from Southwestern Illinois College, Kaskaskia College, and Shawnee Community College.



*The Higher Education Campus Houses the Southern Illinois Collegiate Common Market*

The Southern Illinois Collegiate Common Market (SICCM) is a 501(c)(3) not-for-profit corporation governed by a Board of Directors composed of presidents and chancellors of participating institutions. SICCM was organized to provide a means of sharing human and material resources between educational institutions to provide and concentrate expensive specialty training in the region. The members of the organization are John A. Logan College, Kaskaskia College, Rend Lake College, Shawnee Community College, Southeastern Illinois College, Southern Illinois University Carbondale, and Southern Illinois University Edwardsville. In its thirty-five year history, the consortium has administered over \$48 million in grants and projects, all of which have been directed toward addressing regional needs and issues. The programs and projects include telecommunications/distance learning, welfare-to-work, nursing, allied health, economic development, faculty development and sharing, curriculum development, public services, labor-management cooperation, leadership and core values, and other aspects of serving higher education and community needs.

SICCM offers several Degree and Certificate programs in health care fields at the ESLCCC and other programs at the individual college campuses. According to a representative of SICCM at the ESLHEC, they are currently performing a feasibility study for an Associates Degree in Nursing at the ESLCCC. SICCM is not “confined” to providing just those existing programs and would be very interested in partnering opportunities related to the Medical District.

- **JNEM Expansion**—The Jefferson National Expansion Memorial (JNEM), more commonly known as the Gateway Arch Grounds, is operated by the National Park Service (NPS). The NPS is currently conducting a competition among designers to prepare plans for improvements to the Arch Grounds on the Missouri side of the Mississippi River and for potential expansion of NPS/JNEM property on the Illinois side of the river in East St. Louis. The area most often cited for expansion into Illinois is land located between the Eads Bridge and the Poplar Street Bridge. This area includes the Casino Queen, Cargill grain elevator, Metro-East Park & Recreation District’s Malcolm Martin Park (Gateway Geyser), ACF Industries property, and Wiggins Ferry/Terminal Railroad Association property. The likely near-term project would include only the conveyance of the Malcolm Martin Park to the NPS, while a mid-term project might include Terminal Railroad and ACF Industries property south of the park. Current thinking is that inclusion of Casino Queen and Cargill elevator property would be very long-term.



*Expansion of the Gateway Arch Grounds to East St. Louis is proposed*

The expansion of the JNEM to the Illinois riverfront would place the National Park adjacent to the Medical District, separated only by highway support columns carrying I-64/55/70 to and from the Poplar Street Bridge. Trendley Avenue, at the southern end of the Medical District, connects the District to the Malcolm Martin Park, Mississippi Riverfront, and future JNEM National Park, and would be a primary gateway for the District.

- **MetroLink Station Area**—Metro (formerly Bi-State Development Agency), the St. Louis region’s mass transit agency, owns and operates the light rail transit station at 5<sup>th</sup> Street and Missouri Avenue (5<sup>th</sup> & Missouri Station) in the Mid-America Medical District in downtown East St. Louis. Metro’s property ownership (9 acres, 17 parcels) includes the rail corridor and station platform, parking lots on both the north and south sides of the station platform, and vacant excess property adjacent to the rail corridor both east and west of the station. A number of opportunities present themselves for the MetroLink Station Area.

Partnering with Metro to develop property within the District should be pursued. Property west of the station across from the Broadview Hotel is proposed for Commercial use in the Medical District Master Plan; property east of the station is proposed for a variety of Commercial, Office, and Multi-Family Residential uses. The MetroLink Station Area itself should be planned for incorporation into the “Government Mall” portion of the District, with higher density uses surrounding the station.

- **Railroad Corridor Greenbelt**—The Southern Railroad owns more than 12 acres on 4 parcels within the Medical District, primarily comprising a large “greenbelt” running along Railroad Avenue between S. 4<sup>th</sup> and S. 10<sup>th</sup> Streets. This greenbelt also forms a buffer between the existing/proposed Commercial and Medical uses located north of Railroad Avenue and the Educational and Residential uses south of the corridor. Working with Southern Railroad, this property could be preserved and enhanced as a greenbelt, providing positive support to the surrounding uses and serving as a link to other associated uses in and adjacent to the Medical District.
- **Connections to Casino Queen/Riverfront on Broadway**—Broadway Avenue traverses the District from east to west serving as a primary commercial and institutional arterial for downtown East St. Louis. Broadway also crosses under the I-64/55/70 interstate complex and railroad corridor to provide unimpeded access to the Eads Bridge, Casino Queen, and Mississippi riverfront. The Broadway Avenue corridor should be further enhanced to encourage the flow of traffic (i.e., customers and consumers) between these regional attractions and the Medical District.
- **Connections to MEPRD Parks & Trails**—The Metro-East Park and Recreation District (MEPRD) was created to develop a system of interconnected parks, greenways and trails throughout St. Clair and Madison Counties. A 2003 Long Range Development Plan identified 19 facilities, parks and trails opportunities for the MEPRD to pursue. These did not include the Malcolm Martin Park (Gateway Geyser) on the East St. Louis riverfront since at the time it was a privately owned and operated facility, later donated to the MEPRD. The Medical District should explore opportunities with the MEPRD to extend planned trails through the District, where practical, and to discuss the potential of jointly funding parks, trails and greenways/greenbelts in the District. Regional trail opportunities in the Medical District include connections to the MetroBikeLink along the MetroLink corridor, the Confluence Bikeway along the riverfront, and the Mounds Trail connecting the MetroBikeLink to Cahokia Mounds near Collinsville.