

# Annual Report 1993

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CITY OF LITTLE ROCK

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Department of Neighborhoods and Planning

# *Boards and Commissions*

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## **Board of Directors**

Mayor Jim Dailey  
Jesse Mason, Jr., Vice Mayor  
Sharon Priest  
Hamp Roy  
Jeff Sharp  
John Lewellen  
Joan Adcock  
Erma Fingers Hendrix  
Carl F. Scheibner  
Michael Keck  
Linda K. Joyce

Charles Nickerson  
City Manager

## **Planning Commission**

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Diane Chachere  
John McDaniel  
Jerilyn Nicholson  
Kathleen Oleson  
Bill Putnam  
Joe Hirsch Selz  
Jim VonTungeln  
Brad Walker  
Emmett Willis, Jr.  
Ronald Woods

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Rex Crane  
Cynthia Gremillion  
Jeffery Hathaway  
Ronald Pierce  
Tom Rystrom  
Eugene Terry  
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Kirby Rowland  
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Jeanette Krohn Heinbockel  
Carl Menyhart, Jr.  
Bob Roddey  
Julie Wiedower

## **Building Code Board of Appeals**

H. James Engstrom III  
Lugean L. Chilcote  
Lewis May  
S. Porter Brownlee  
Ronald Ross

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# Director's Message

Dear Citizen:

Similar to last year, 1993 continued to see advances in our efforts to bring City operations closer to the people of the community. Our continued involvement in many of these programs helped bridge the gap between our municipal government and its citizens. FUTURE-Little Rock's strategic planning process was instrumental in making these relationships happen.

The successful passage of the FUTURE-Little Rock sponsored 1/2¢ sales tax has provided countless opportunities for more programs and projects that will have positive impacts on the older and troubled segments of our community.

In 1993 this department completed the development of nine (9) Alert Centers. All Alert Centers are currently staffed and fully operational. Our staff continues to play a major role in participation, as well as, selection of the Paint Your Heart Out Program neighborhood, and provided technical assistance in painting 68 homes in the Stephens School neighborhood.

During 1993 our Building Codes Division brought in over \$850,000 in fees, including permits, licenses and other miscellaneous changes, and performed over 10,000 inspections. They also developed informational brochures for Commercial Construction, Permitting, Plumbing, Electrical and Residential Building.

Our Community Development Block Grant and Housing Programs Division staff have been actively involved in administrating the Community Development Block Grant (CDBG) and HOME funds to enhance the quality of life for our citizens through various physical, social, and housing programs.

The HOME Investment Partnership Program offers the City the opportunity to address a wide array of affordable housing needs, including new home construction, owner-occupied and rental rehabilitation, and first-time homebuyer assistance.

Included in this annual report are many more accomplishments and achievements for 1993. Please review this report of the previous year and join us in expanding our successes for Little Rock in 1994.

Sincerely,

Jim Lawson

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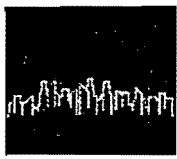
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# FUTURE - Little Rock

In January 1993, the Steering Committee developed a ten-year plan— *Goals of Little Rock* — that incorporated the goals and recommendations from the task forces.

The Goals Plan is the first step in a ten year process. The plan reflects the consensus of the community on the direction that our city should take in many important areas—such as economic development or combating crime. Questions such as — How should we allocate our resources to attract new industry and where should it be located? What should we do to prepare our workforce for the future and how can we make our City safer? — Are critical to the future success of our City.

One of the most important things that FUTURE-Little Rock did for our City and its' citizenry was provide a forum for everyone to be involved in the decision making process. There are many recommendations. Some require new partnerships between government and business. Others require the redirection of current programs. Many involve direct action and support of the broader community in taking charge of what is going on in their neighborhoods and becoming active partners in both decision making and problem solving.

FUTURE-Little Rock, through the task force reports, produced a final report that clearly states our vision for the future, with achievable goals. It specifies actions, outlines a timetable for achieving them and identifies individuals and organizations responsible for implementing the goals. The *Goals for Little Plan* was submitted to the Little Rock City Board of Directors in June of 1993. The Board of Directors adopted the plan and called for on the



## FUTURE-Little Rock

### FUTURE - Little Rock Steering Committee

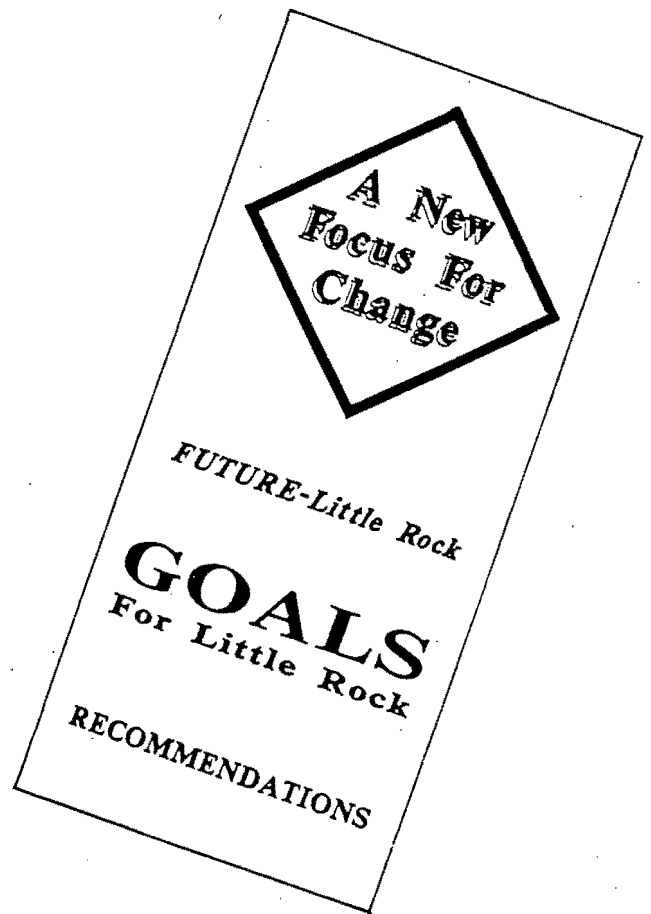
William Anderson	Kathy Johnson
Ruth Bell	Tom Johnson
Curt Bradbury	Robert Johnston
Bettye Caldwell	Co-Chair
Meredith Catlett	David Jones
Dale Charles	Co-Chair
Jim Dailey	Janice Kearney
Barbara Douglas	Dean Kumpuris
Ernest Edwards	Jim Lynch
Lawrence Evans	Pam Marshall
Don Fitz	Leon Matthews
Dickson Flake	Russell McDonough, Jr.
Lee Frazier	Patricia McGraw
Gaston Gibson	Sammy Mills
Co-Chair	Jim Moses
Alice Glover	Craig Rains
Barnett Grace	Harry Ward
Joe Hill	Joa Stafford-Humphrey
Les Hollingsworth	Odies Wilson
Co-Chair	Jim Young

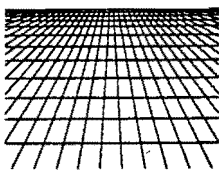
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citizens of Little Rock to take further action. The citizens were asked to go the polls on December 14th to cast votes for: (a) a half cent increase in the sales tax to fund a list of community improvement projects and (b) a one cent increase in the sales tax to fund a list of capital improvement projects. By the end of December 14th, the voters had decided that the community improvement needs outweighed the capital improvement needs. The community improvement projects included items such as hiring 135 police officers, creating a housing partnership, expanding CATA bus routes and other important enhancements.

In January of 1994, the implementation of these community improvements will begin. It will be the responsibility of the department of Neighborhoods and Planning to coordinate the efforts of the implementation strategy and provide oversight review to assure the implementation plan is consistent with the original planning efforts of FUTURE-Little Rock. Implementing these goals and recommendations further demonstrates that FUTURE-Little Rock is the foundation for building solutions for Little Rock—this year and into the next century.





# Zoning and Subdivision Division

Zoning and Subdivision Regulations are the principal tools employed by the City of Little Rock in guiding the city goals and plans to specified goals. They assure compatibility of uses while directing the placement of infrastructure and public services.

This Division administers the platting, rezoning and site development ordinances in the processes involved with rezoning or developing land. Additionally, use permits, variances and enforcement are dealt with daily.

The Division also acts as a resource agency for developers, realtors and other citizens when presented with requests for current zoning, plat status, development standards or statistical information.

The Division has continued its effort to maintain a neighborhood contacts list for purposes of monitoring development activities. The list continued to grow and change during 1993 as a result of numerous development proposals and citizen involvement.

The Division has encouraged local developers to provide early contact with staff to assure that development proposals are filed timely, complete and with involvement of interested persons or organizations.

The agenda structure was modified in the early 1980's to provide for twenty-six (26) meetings each year.

The Division continued its involvement in neighborhood meetings with developers and area residents. These meetings are typically held in the neighborhood after hours to facilitate attendance by interested neighbors.

## **Annual Ordinance Review For Amendment**

A primary function of this Division is to assure complete, accurate and up to date land development codes for use by the public at all levels of involvement.

During 1993 the Planning Commission relaxed its typical broad review to concentrate on Sign Code Amendments and access and driveway standards. This review occupied the latter half of 1993 with the draft ordinance being submitted to the City Board of Directors during the first quarter of 1994.

## **Sign Ordinance Activity**

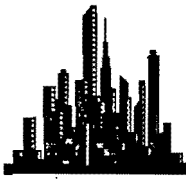
During 1993, the Division worked to process sign renewals (10 year intervals). Sign permits (including renewals) brought in \$59,860 in fees for 1993.

In 1994, the division will monitor, enforce and review the sign ordinance for additional modification. Some change in the total number of billboards occurred during 1993 with the industry receiving tradeoff locations for moving existing billboards.

**This Property  
Being Considered for**

**Re-Zoning**

**For information  
Call the  
Planning Commission  
371-4790**



# Planning Division

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The Planning Division of the Department of Neighborhoods and Planning, provides a long range view of our dynamic city. The Planning Division monitors development and provides input as to whether that development meets adopted plans. The Division also prepares neighborhood and area plans and reviews and drafts amendments to our existing plans.

During 1993, the Planning Division began and completed several planning studies. Among the major accomplishments were land use and zoning studies of the Forest Hills and Governors Mansion-South neighborhoods, the completion of Design Guidelines for two Historic Districts, numerous technical studies, and preparation of the department annual report. The Division staff also assisted in the formation of several new neighborhood associations.

## **Forest Hills Land Use and Zoning Study**

At the request of the Forest Hills Neighborhood Association, the Staff of the Planning Division conducted a study of the zoning and land use pattern in the Forest Hills area. The purpose of this project was to stabilize and revitalize this single family neighborhood. The study area was defined by I-630 on the north, 12th Street on the south, Pine Street on the east and Jonesboro on the west. The intent of the study was to identify those properties zoned at a higher intensity than the current use, with the intent to rezone the properties to correspond with their use, and to amend the land use plan, where applicable.

The Forest Hills rezoning study was conducted exactly as the Hillcrest and Central High rezoning studies, done by the Planning Staff in previous years. Property owners were contacted and given a chance to **not**

participate.

The owners of the identified properties were notified of the study and most were not aware of the zoning. In most cases, the properties were single family in use, but were zoned R-4 Duplex or higher. With the approval of the owners, these properties were rezoned to R-3 Single Family Residential.

A second component of the Forest Hills land use and zoning study, was an analysis of the land use plan pattern in the area. The Planning Staff identified areas that had a future land use pattern that was inconsistent with the developing area. Those areas were amended to more realistically reflect the development pattern of the area.

In both components of the study, extensive public participation was encouraged. The Staff worked closely with the Forest Hills Neighborhood Association and incorporated many of their suggestions into the conclusions of the study.

## **Governors Mansion-South Land Use and Zoning Study**

At the request of the Downtown Neighborhood Association, the Staff of the Planning Division conducted a study of the zoning and land use pattern in the area of 23rd Street, south of the Governor's Mansion. The purpose of this project was to review the land use and zoning pattern in the area, and to propose amendments that would zone the area similar to the Mansion Area of the Capitol Zoning District, which is to the north. The study area was defined by 23rd Street on the north, Roosevelt Road on the south, Main Street on the east and State Street on the west. The intent of the study was



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to identify those properties zoned at a higher density than the current use, with the intent to rezone the properties to correspond with their use, and to amend the land use plan, where applicable.

As in previous studies of this type, property owners were contacted and given a chance to not participate. The Planning Staff identified areas that had future land use and zoning patterns that were inconsistent with the developing area. Those areas were amended to more realistically reflect the development pattern of the area.

In both components of the study, extensive public participation was encouraged. The Staff worked closely with the Downtown Neighborhood Association and incorporated many of their suggestions into the conclusions of the study.

#### **PAGIS Activities**

The Planning Staff continued, in 1993, to utilize the Pulaski Area Geographic Information System to the fullest extent possible. The staff completed a project that resulted in a standard format to produce sketch maps for zoning and subdivision cases. PAGIS was also used for various special projects and was used to produce presentation graphics for public meetings.

During 1993, the Planning Manager was named to the PAGIS Development Committee, which meets monthly to discuss ways that the system should be further developed for optimum use.

#### **Heights Survey**

The Planning Staff entered into a joint agreement with the Heights Neighborhoods Association and the University of Arkansas at Little Rock, to conduct a

neighborhood survey for the Heights area. The purpose of the survey was to identify who lives in the Heights neighborhoods, and what they perceive as the strengths and weaknesses of the area. The Planning Division provided staff assistance in mailing the survey and tabulating the results.

#### **Review of Land Use Plans**

In 1993, the Planning Staff instituted a new process for systematically reviewing district plans, in conjunction with filed zoning and subdivision cases. The procedure involved a review of the appropriate district plan in response to each case filed. The Staff now prepares a land use element that is incorporated into each zoning and subdivision staff report that goes to the Planning Commission and Board of Directors, outlining the plan issues for each case.

#### **Other Neighborhood Planning Activities**

During 1993, the Planning Staff continued to provide planning assistance to neighborhood associations. Over the course of the year, the staff worked on the formation of 13 new neighborhood associations in Southwest Little Rock, alone. Staff also participated in a neighborhood festival entitled "What's Right with Southwest Little Rock."

#### **Other Planning Projects**

Other activities carried out by the Planning Division Staff included the publication of an Urban Development Report which summarizes urban development in Little Rock, maintaining the Master Street Plan, participating in the zoning and subdivision process and staffing the Planning Commission and the Historic District Commission.

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## Neighborhood Historic Preservation



The Department of Neighborhoods and Planning was very active in the 1993 Certified Local Government Program and produced several significant preservation projects. These included: 1) Survey and Research on Little Rock's Historic Black Neighborhood, 2) Central High Neighborhood Survey - Phase II, and 3) Capitol View/Stift Station Neighborhood Survey.

The Survey and Research on Little Rock's Historic Black Neighborhood was an initial effort into the black history of downtown Little Rock and provides an overview of the area. The major concentration of black businesses, institutions, and residences was in an area bounded by 7th Street on the north, State Street on the east, Wright Avenue on the south, and Bishop Street on the west.

The Central High Neighborhood Survey was begun in 1990. Phase I of this survey included the Centennial Addition and Little Rock Central High School. Phase II incorporated an area south of Phase I. The Central High Neighborhood is comprised of fourteen different additions in 200 city blocks and containing approximately 2,000 buildings.

The Capitol View/Stift Station architectural survey was initiated in 1993. The first phase encompassed an area south of Cantrell Road, north of Markham Street, east of Park Street and west of the Mopac Railroad tracks. The neighborhood extends from the Capitol to Elm Street and is bounded by I-630 on the south and

Markham Street on the north. It will take several years to complete this survey.

The Department of Neighborhoods and Planning has submitted grant applications for preservation projects to continue both the Central High Neighborhood survey and the Capitol View/Stift Station survey. Upon completion of the surveys, the information will be evaluated for nominations to the National Register of Historic Places.

In 1993, the Little Rock Historic District Commission began drafting a Minimum Maintenance Ordinance to further safeguard historic resources in the MacArthur Park Historic District. The Commission is also working with residents of the Hillcrest National Register Historic District in assessing that district's appropriateness in becoming a locally ordained historic district.

### Graphics Section

The graphics section provides research, field surveys and report maps for all rezoning, subdivision and board of adjustment applications. Graphics updates all section base maps and zoning base maps, as well as draws new base maps needed due to city expansion. Report graphics, brochures, displays and graphic support for public hearings and neighborhood meetings are also provided to all divisions of the Neighborhoods and Planning Department. The graphics section works closely with each member of the Neighborhoods and Planning Department as well as other departments within the City government to assure that quality materials are available for presentation in minimal time.

This year, all sketch procedures for rezoning, subdivision and board of adjustment were transferred to the Pulaski Area Geographic Information System (PAGIS). The staff can now digitize map information for public meetings.

The Graphics section prepared the following items in 1993:

- Paint Your Heart Out Graphics and Maps
- FUTURE-Little Rock photography & graphics
- Community Development Block Grant - house plans, photography and maps
- Chenal Parkway plan graphics
- 9 Neighborhood Alert Center construction plans and presentation graphics
- Fire District Map
- Subdivision Activity Map
- Land Use Plan amendments
- Neighborhood meeting handbills
- 1993 City Limits Map
- Quapaw Quarter Tour maps and signs
- 125 Subdivision Sketches
- 62 Zoning Sketches
- 50 Board of Adjustment Sketches
- 75 Final Plats
- 51 Zoning Reclassifications
- 47 Presentation Transparencies
- John Barrow Neighborhood Study
- Housing Handbook
- Historic District Guidelines Review
- FOCUS for Change* Brochure
- Sign Ordinance Amendments
- Departmental Business Cards
- Affordable Homes Program
- Various Alert Center Projects

**CITY OF LITTLE ROCK**  
 DEPARTMENT OF NEIGHBORHOODS & PLANNING  
 •BUILDING•PLUMBING•ELECTRICAL•ZONING•SIGNS•  
**PERMITS**  
**NEIGHBORHOOD PROGRAMS**  
 •ADMINISTRATION•UNSAFE STRUCTURES•DEMOLITIONS•  
 723 WEST MARKHAM STREET

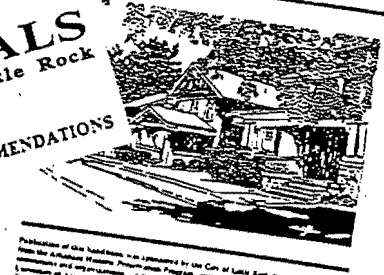


**HOUSING HANDBOOK**  
 A Manual For Preserving Historical and Architecturally Significant Little Rock Neighborhoods

FUTURE-Little Rock

**GOALS**  
 For Little Rock

RECOMMENDATIONS



Publication of this handbook was sponsored by the City of Little Rock through a grant from the Arkansas Housing Preservation Program, with assistance from the Housing Department of Arkansas Community Development Center, Little Rock, Arkansas. Cover Design & Illustration: City of Little Rock Department of Neighborhoods and Planning.

LITTLE ROCK  
 PLANNING COMMISSION  
 PUBLIC HEARING  
 PROPOSED SIGN ORDINANCE  
 AMENDMENTS

Amendments to allow C2, C3 & C4:

- Pennants •
- Banners •
- Flashing Lights •
- Rotating Signs •
- Festoons •

September 21, 1993  
 2nd Floor City Hall  
 12:30p.m.  
 For further information  
 call: 371-4790

**DESIGN  
 REVIEW  
 GUIDELINES**

MacArthur Park  
 Historic District  
 Little Rock, Arkansas



# Building Codes Division

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During 1993 the Building Codes Division brought in over \$850,000 in fees, including permits, licenses and other miscellaneous charges, and performed over 10,000 inspections. Ten major unsafe commercial structures were demolished and informational brochures were developed and made available to the public for: Commercial Construction Permitting, Plumbing, Electrical and Residential Building. Two issues of the "Codes Roundup" newsletter were provided to keep the public up to date on Building Codes Division polices and personnel. 1993 was the best year to date in micro-filing and filing of records. Inspectors attended a variety of schools to improve their abilities and keep them abreast of code changes. Radio dispatch of inspection requests continued and was expanded. It was also one of the best years for residential construction since the mid-seventies with over 620 permitted.

The Building Codes Division, in cooperation with the Arkansas Chapter of the Southern Building Code Congress International, hosted the 1993 Southern Building Codes Congress Annual Educational Conference. During the conference, Roy G. Beard, Jr., former Building Codes Manager, posthumously received the M. L. Clement Award. This award is the highest award a Building Official can receive. The Congress also honored the Building Codes Division and Chuck and Cheryl Givens with proclamations of thanks for all their assistance. The Congress also nominated Chuck Givens and Mark Whitaker to serve on code committees for 1994.

The former Block Realty Building at 723 West Markham, which houses the Department of Neighborhoods and Planning, was renamed the

Roy G. Beard, Jr. Building, in honor of Mr. Beard's outstanding service to Little Rock during the past 30 years.

## Building Codes Highlights

The first full year of the "Five Day Turnaround" for commercial plan review was a real success. The staff educated numerous architects and contractors about what is needed for complete plan submittal and the process has been well received. The following is a list of jobs that were reviewed and permitted during 1993.

## Substantial New Construction, Additions, and Modifications to:

- Baptist Medical Systems - Vascular Imaging
- Baptist Eye Clinic
- Southwest Hospital Magnetic Reasoning Imaging
- St. Vincent Infirmary Physical Assessment Center
- Doctor's Hospital
- Affiliated Foods Cold Storage Facility
- Good Shepherd Retirement Facility
- Pulaski County Courthouse
- Arkansas Easter Seals Society
- Arkansas Baptist School
- Grace Community Church
- Christ the King
- Covenant Presbyterian
- Allison Presbyterian
- St. Mark's Episcopal
- Catholic Diocese
- Denver Roller Funeral Home
- Romano's Macaroni Grill
- Outback Steakhouse
- Ryan's Family Steakhouse

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**Code Compliance**  
**Building - Electrical - Plumbing**  
**Permits Issued - Inspections - Rejections - Fees**

	<b>Building</b>		<b>Electrical</b>		<b>Plumbing</b>	
	<b>1993</b>	<b>1992</b>	<b>1993</b>	<b>1992</b>	<b>1993</b>	<b>1991</b>
Permits Issued	2,579	2,320	2,947	2,757	4,247	3,924
Inspections	5,650	5,610	5,678	5,327	5,394	4,703
Rejections	1,316	878	620	680	865	481
Fees	\$413,789	\$402,925	\$193,796	\$143,693	\$190,786	\$149,471

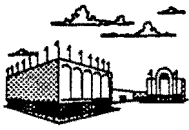
**Other Miscellaneous Information**

	<b>1993</b>	<b>1992</b>
Building Plans Reviewed	665	609
Building Code Board of Appeals Cases	2	2
Electrical Exams (Homeowners)	37	13
Franchise Permits (Use of Public Right-of-Way)	14	8

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# Neighborhood Programs Division

In 1993 the Neighborhood Programs Division completed the development of 9 Alert Centers. All alert centers are currently staffed and fully operational.

During this program year, many neighborhoods organized to create associations to address specific concerns and problems within their neighborhood. In several neighborhoods the condition of premises were identified as one of the major concerns. Codes enforcement staff conducted intensified code enforcement in improving the environment by requiring the removal of litter, debris, abandoned autos, etc.

The codes enforcement staff participated in the

effort resulted in the closing of 71 crack houses throughout the city.

In 1993, this Division answered 4,950 citizen complaints of which 983 were for housing, 480 were abandoned autos, 2,187 were premises, and 1,215 for vacant weed lots, and 85 were for graffiti removal. These complaints and the intensified enforcement efforts resulted in a total of 40,932 inspections, which was a 17% increase over 1992.

Codes enforcement personnel issued 153 citations for violations resulting in 269 court appearances.



selection of the Paint Your Heart Out Program neighborhood, and provided technical assistance in the painting of 68 homes of citizens living in the Stephens School neighborhood.

During the program year, codes enforcement staff implemented graffiti removal enforcement from private property resulting in removal of graffiti from 61 buildings. Additionally, codes enforcement staff participated in the crack house elimination program in coordination with the neighborhood police officers and the neighborhood alert centers facilitator. This





# Community Development Block Grant and Housing Division

Since its creation in 1975, the City of Little Rock has utilized over \$57 million in Community Development Block Grant (CDBG) funds to enhance the quality of life for its citizens through physical improvements, social, recreation, and housing programs. In doing so, the City has used its most valuable resource, its people, to plan and allocate the expenditure of CDBG funds through the citizen participation process. This component of the CDBG Program involves numerous public meetings in designated low and moderate income neighborhoods through which citizens develop projects for funding. The City Board of Directors then makes decisions on proposed programs after a City-wide public hearing. Figure 1 summarizes capital improvements made since 1975.

(Figure 1)

COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM		
1975-1993		
Streets Reconstructed	30.76 miles	\$24,502,884
Drainage	22.31 miles	***
Sidewalks	34.95 miles	***
Houses Rehabilitated	750	\$ 8,410,556

Accomplishments in 1993 were the following:

### HOME Investment Partnership Program

1993 was the second year of HUD funding for the HOME Investment Partnership Program, in which the City of Little Rock is a participating jurisdiction. Funding for the second year of the HOME program was \$747,000. The HOME program offers the City the opportunity to address a wide array of affordable housing needs, including new home construction, owner-occupied and rental rehabilitation, and first-time homebuyer assistance. HOME funds were used to bring 26 owner-occupied homes up to full Code standards. HOME funds were also used to enable a low-income first-time homebuyer to purchase a new house on a Model block at substantially less than market value. In addition, HOME funds were committed to build three new homes and to purchase and rehabilitate a fourth for sale to low-income homebuyers in the Revitalization Area.

### CDBG Housing Rehabilitation Loans and Grants

- \* 17 full-rehab loans (Codes standard)
  - \* 15 emergency repair grants
  - \* 2 rental unit rehab loans (Codes standard)
  - \* 8 CHEER (Central High Economic Enhancement for Revitalization) grants
- Total Loans and Grants: \$288,549  
(plus \$247,737 private funding)*

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### Street Reconstruction

- \* West 26th Street, Pine to Maple (1050 l.f.)
- \* Maple Street, West 25th to Asher (700 l.f.)
- \* Gilliam Park Road, Hwy. 365 to Gilliam Park Cr. (1000 l.f.)
- \* West 28th Street, Abigail to Boulevard (2450 l.f.)

*Total Street Reconstruction \$635,000*

### Save-A-Home Program

The Save-A-Home Program saves deteriorated houses and helps low income families to become homeowners by acquiring and reconstructing substandard properties and selling to CDBG-eligible families at less than cost.

- \* Properties acquired: 5 at an average cost of \$23,438
- \* Properties renovated: 4 at an average cost of \$15,572
- \* Properties sold: 3 at an average price of \$35,694

### Affordable Homes Program

The Affordable Homes Program constructs new energy efficient homes on vacant lots in established neighborhoods. The program allows CDBG-eligible families to become homeowners, eliminates a potential weedlot, and creates reinvestment in older, established neighborhoods.

- \* 3 homes constructed at an average cost of \$44,292
- \* One home sold for \$44,079



### First-Time Homebuyer Assistance

First-time homebuyer assistance grants pay 50% of downpayment and closing costs on the purchase of a home by low-income homebuyers.

- \* 81 grants at average cost of \$1091.82

### Public Services

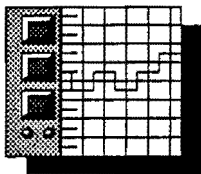
(Nathaniel W. Hill Community Center)

- \* Day care for 136 children
  - \* Recreation for 2,400 participants
  - \* Medical/Dental service for 2,764 patient visits
- CDBG SUBSIDIES: \$585,438

### New Projects

- \* Acquired a partially developed subdivision, called Pine Hill Homes, to be developed with street, curb, gutter, and underground drainage, for the eventual construction of about 19 single-family homes. Acquisition cost: \$62,000
- \* Began work with the UALR Donaghey Project to develop community plans that would create and induce further residential development and redevelopment of existing properties and structures in the John Barrow and Pankey neighborhoods. Cost: \$20,519





# Development Data

## Introduction

This section is designed to describe and monitor growth and present a comprehensive overview of significant demographic, economic, and development conditions which existed in the City of Little Rock during 1993.

Sources of the data are the official records of the Little Rock Department of Neighborhoods and Planning, Metroplan and *Arkansas Business*. Building Permits were used to quantify the numbers, location and magnitude of the various residential and nonresidential developments. Building permit data reflects only the authorizations for construction and the possibility exists that a small number of construction projects were not constructed before the end of 1993.

Little Rock's Official Planning Area, both incorporated and unincorporated areas, is divided into thirty planning districts and five planning sectors which provide the framework within which much of the data is presented. For those who wish to compare the post 1990 planning district data with previous years, a conversion or related table is provided in the 1991 Urban Development Report. The two major changes were: 1) the removal of the Fourche District (Fourche Bottoms) and 2) the reorganization of the Highway 10, Pleasant Valley, Upper Rock Creek and Ellis Mountain districts into the Pinnacle, River Mountain, Rodney Parham, Chenal and Ellis Mountain districts; other changes were so minor they have little to no affect on comparisons of reported statistical data.

## 1993 Planning Districts & Sectors

Planning District	Sector
1. River Mountain	West
2. Rodney Parham	West
3. West Little Rock	Midtown
4. Heights/Hillcrest	Downtown
5. Downtown	Downtown
6. East Little Rock	East
7. I-30	East
8. Central City	Downtown
9. I-630	Midtown
10. Boyle Park	Midtown
11. I-430	West
12. 65th Street West	Southwest
13. 65th Street East	Southwest
14. Geyer Springs East	Southwest
15. Geyer Springs West	Southwest
16. Otter Creek	Southwest
17. Crystal Valley	West
18. Ellis Mountain	West
19. Chenal	West
20. Pinnacle	West
21. Burlingame Valley	West
22. West Fourche	Midtown
23. Arch Street Pike	East
24. Sweet Hm/College Stn	East
25. Port	East
26. Port South	East
27. Fish Creek	East
28. Arch Street South	East
31. Shannon Hills	Southwest
32. Pleasant Grove	Southwest

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## Executive Summary

During 1993 Little Rock continued to experience minimal growth. The City's 1993 population estimate was 177,840 up from 175,795, the Official 1990 Census figure. This is a 0.4 percent average annual increase of population within the City limits from 1990. The estimate uses the Census persons per household and vacancy rate information rather than the sources used in the 1980s. This was done in order to compare the 1990 figure with 1992 figures, since other sources would produce figures well above the 1990 figure.

The amount of new non-residential space permitted in Little Rock decreased. However, the amount of commercial space added increased by over 100 percent. Single Family unit permits continue to increase. The City continues to experience a slow but steady improvement in occupancy rates for office space and multifamily units and all measures of subdivisions activity increased significantly.

The following compares 1993 with 1992 development activity:

- 1) **Single Family** - 718 starts, up 16.4 % from 617 in 1992
- 2) **Multi-Family** - 77 units permitted, up from 5
  - city wide occupancy rate continued to improve reaching 95.6 percent
- 3) **Office** - 158,206 square feet permitted, down 87.6% from 296,756 square feet in 1992
  - city wide occupancy rate, slight improvement to 82.2%
- 4) **Commercial** - 691,548 square feet permitted, up 109.6% from 329,715 square

feet in 1992, not including parking garages

- occupancy rates fell overall with the Downtown and Midtown sectors showing the largest declines

- 5) **Hotel/Motel** - 0 projects, compared with 0 project for 1992
- 6) **Warehouse/Industrial** - 159,900 square feet permitted, down 72.6% from 584,127 square feet in 1992
- 7) **Annexations** - four annexations for 1,035.5 acres, compared with zero annexation in 1992
- 8) **Subdivisions** -
  - Preliminary**  
965 lots, an increase of 32 % from 1992  
770 acres, an increase of 75.4 % from 1992
  - Final**  
352 acres, an increase of 4.8 % from 1992
- 9) **Approved Rezoning** -
  - 42 cases, up 45% from 39 in 1992
  - 308 acres, up 111% from 146 in 1992

## Population Growth Projections

The City of Little Rock has experienced a population increase in every decade of this century. However, the population growth experienced in the 1980s was largely due to annexations. While the number of people within the City Limits did expand, the number of people in the geographic area of the 1990 City Limits experienced a loss. It is true some areas of the City have experienced large increases in the number of units added, but this has been more a shift than addition of new households. Generally, the areas showing this growth are in the west River Mountain, Rodney Parham, Chenal, and I-430 (since 1980) districts. Some of this growth has come as a result of people moving from the east and central parts of the City. For example, the Central City, East Little Rock, I-30, Downtown and I-630 planning districts have experienced substantial declines in the number of housing units over the last several years. These trends, if anything, have become more pronounced in the 1990s with a large number of demolitions in the central and east areas and most new residential units located in the western and northwestern districts.

The City as a whole is expected experience no growth to slow growth. The Tischler Report conducted for the City of Little Rock as part of an analysis of the City's future, indicated that the Little Rock area's population in 2010 would remain around 190,000. A larger percentage would likely be within the City, as annexations continue. However, the existing parts of the City are expected to continue to lost population. The westward shift in population should continue.

Unless the City is successful in reversing the population trends, Little Rock should experience no real growth in the near future. The Tischler Report does project a slight improvement in the outlying years. While the actual population of Little Rock likely will continue to experience a slow increase, the real growth rate will likely be close to zero, unless appropriate actions are taken.

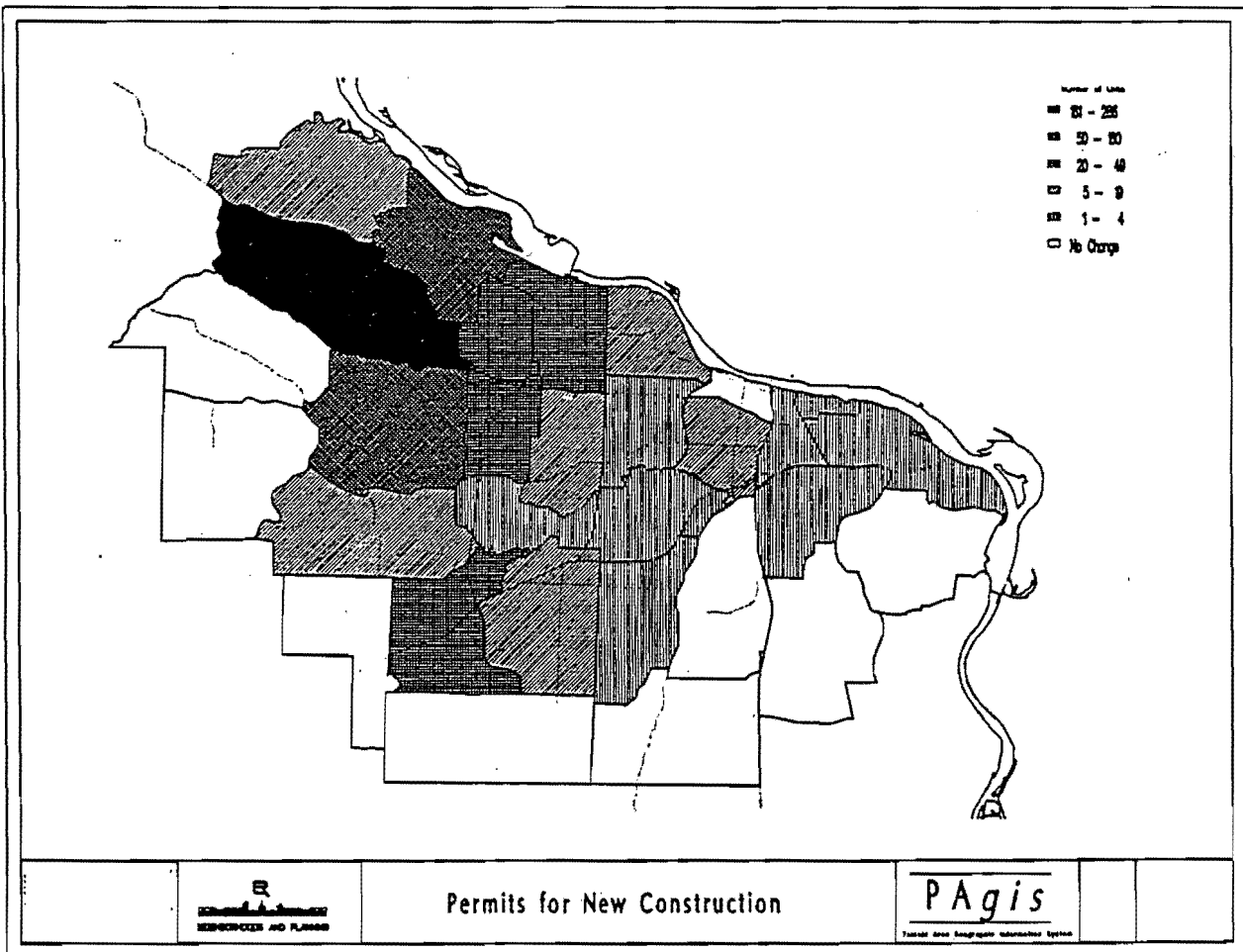
## POPULATION

<b>Year</b>	<b>1900</b>	<b>1910</b>	<b>1920</b>	<b>1930</b>	<b>1940</b>	<b>1950</b>
Population	38,307	45,941	65,142	81,679	88,039	102,213
annaul % change	-	2	4	2.5	0.8	1.6
<b>Year</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>1993</b>	
Population	107,813	132,483	159,024	175,795	177,840	
Annual % change	0.5	2.5	2	1.05	0.4	

## Construction Activity

The total number of permits for new single family construction in 1993 showed a healthy increase again. The number of permits has returned to the peak levels of the eighties and late seventies. If Little Rock maintains this level for a couple of years, it would equal any "boom" period in the city's history. As for non-residential uses, the number of commercial projects permitted should a significant increase, over 140 percent. Much of the increase occurred in the Bowman-Chenal area of West Little Rock. Continued activity is expected in that area

and further to the west along the Chenal corridor as more single family units are added. Both industrial and office construction fell off significantly, each dropped around 90 percent from their respective 1992 levels. Since it is office and industrial jobs which provide most of the new job creation through export markets, this drop in construction activity is an ominous sign. More detailed information will be presented later for development of each land use. The map below graphically shows that most permits for new construction were in the northwest part of the city. This is a continuation and strengthening of the trend seen over the last decade.



One should note that only new construction is presented in this section for analysis. In addition, permits are not required for construction outside the city limits. Thus one can be sure more structures have been added to the west and south (including in northern Saline County) than is indicated by this document.

SUMMARY BUILDING PERMIT DATA -- 1993

PLANNING DISTRICT	SF UNITS	BLDG COST	COM	SQ FT COM	OFF	SQ FT OFF	IND	SQ FT IND	MFA CUP	MF UNITS	TOTAL D.U.	R/O/P
1 RIVER MOUNTAIN	158	325,763,641	-	-	1	6725	-	-	-	-	158	1
2 RODNEY PARKWAY	17	33,173,000	2	72900	2	28500	-	-	-	-	17	1
3 WEST LR	18	33,391,000	1	5300	-	-	-	-	3	18	28	-
4 HEIGHTSHILLCREST	17	34,430,000	1	3200	-	-	-	-	-	-	17	-
5 EAST LR	1	337,800	-	-	-	-	-	-	-	-	1	-
7 100	1	638,810	1	27472	-	-	-	-	-	-	1	-
8 CENTRAL CITY	5	3188,740	2	3068	1	4258	-	-	-	-	5	4
9 HOB	-	-	1	8508	-	-	-	-	-	-	1	-
10 BOYLE PARK	6	3216,000	2	17000	-	-	-	-	-	-	6	-
11 1400	28	32,753,800	5	249560	2	118750	-	-	1	64	182	-
12 86TH STREET WEST	-	-	1	4350	-	-	-	-	-	-	-	-
13 86TH STREET EAST	-	-	2	37225	-	-	-	-	-	-	-	-
14 DEVER SPRINGS EAST	-	-	3	20875	-	-	-	-	-	-	-	-
15 DEVER SPRINGS WEST	12	5810,153	5	60085	-	-	-	-	-	-	12	1
16 OTTER CREEK	24	31,738,500	-	-	-	-	1	80000	-	-	24	-
17 CRYSTAL VALLEY	8	5454,000	-	-	-	-	-	-	-	-	8	-
18 ELLIS MOUNTAIN	124	310,889,295	2	198440	-	-	-	-	-	-	124	1
19 CHENAL	283	337,581,130	-	-	-	-	-	-	1	3	286	1
20 PINNACLE	4	3848,000	-	-	-	-	-	-	-	-	4	1
21 COLLEGE ST/SWEET HW	3	3143,290	-	-	-	-	1	23500	-	-	3	-
25 PORT	1	375,000	1	4708	-	-	1	58400	-	-	1	1
<b>CITY TOTALS</b>	<b>718</b>	<b>3112,471,128</b>	<b>28</b>	<b>881,048</b>	<b>6</b>	<b>158,208</b>	<b>3</b>	<b>158,000</b>	<b>5</b>	<b>77</b>	<b>785</b>	<b>13</b>

No activity in the following Districts:

- 6 DOWNTOWN
- 23 ARCH STREET PKE
- 28 ARCH STREET SOUTH
- 21 BURLINGAME VALLEY
- 26 PORT SOUTH
- 31 SHANNON HILLS
- 22 WEST FOURCHE
- 27 FISH CREEK
- 22 PLEASANT GROVE

NOTE Districts 18-21, 25, 27-32 are totally outside the city limits and activity is not shown reported.

SF - SINGLE FAMILY COM - COMMERCIAL IND - INDUSTRIAL  
 MF/MP - MULTIFAMILY/PLEX OFF - OFFICE POP - PUBLIC/QUAS PUBLIC

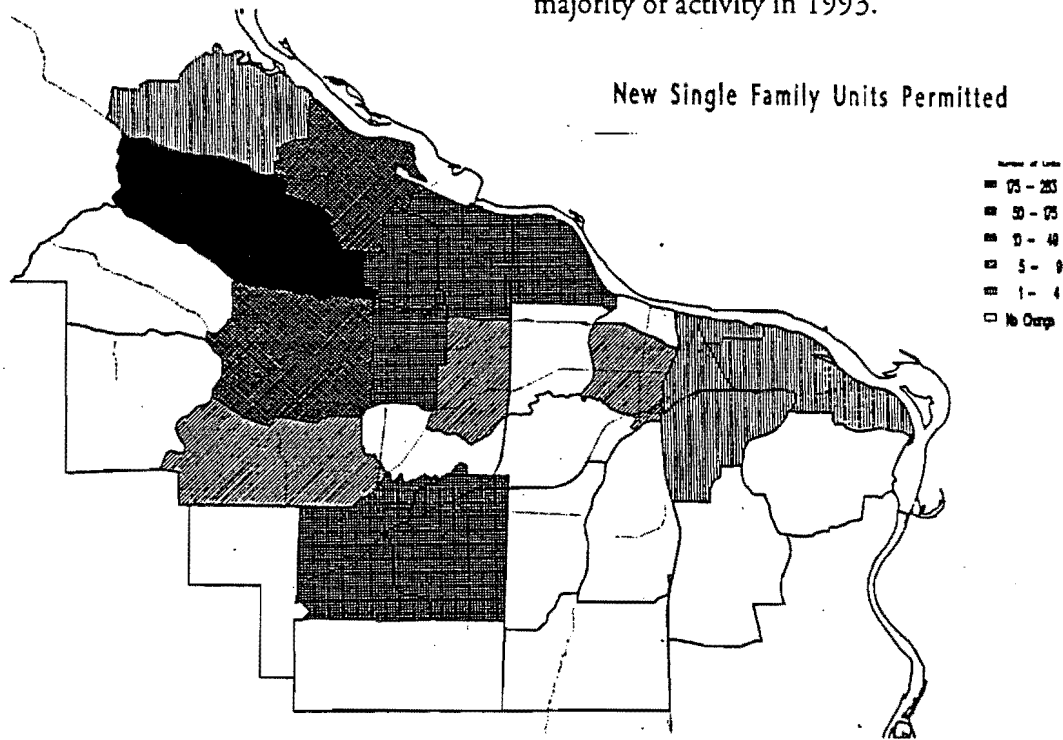
## Residential Activity

Building Permits were issued for 795 new residential dwelling units in 1993: 718 single family, 0 duplex and 77 multi-family units. This is a 28 percent increase from 1992 in total residential units permitted. Multifamily growth continues to be minimal, however single family units increased significantly for the second consecutive year. This level of single family is significant for there are only eleven years since 1930 in which there were more single family units permitted (1946, 1947, 1950, 1962, 1963, 1964, 1965, 1971, 1972 and 1973). The multifamily activity has been primarily concentrated in housing for the elderly since the boom of the early 1980s. This trend continued in 1993.

As in previous years most new units are in the northwest districts generally west of Napa Valley/Rodney Parham and north of Chenal Parkway. This area continues to represent over 61 percent of

new residential activity in the city. The next most active area is south of Kanis, west of Bowman Road in the Ellis Mountain district and accounts for approximately 17 percent of the activity. The southwest and central areas continue to experience infill activity. Thus, a small number of new units have been added in many of the districts between University and I-430 as well as in southwest Little Rock. There was an increase in activity in the Otter Creek and Geyer Springs West Districts. If this activity continues, it may signal a renewed interest in Southwest Little Rock.

The Highest growth area was the Chenal Valley area for the third year. The Taylor Loop/Hinson Road area continues to be a high growth area for the City and this area with Chenal can be considered the high growth areas for Little Rock. The subdivisions involved are primarily Chenal Valley, Chenal Ridge, Secluded Hills, Longlea and St Charles. In the northern portion of district 18, the Point West and Cherry Creek subdivisions have provided the majority of activity in 1993.



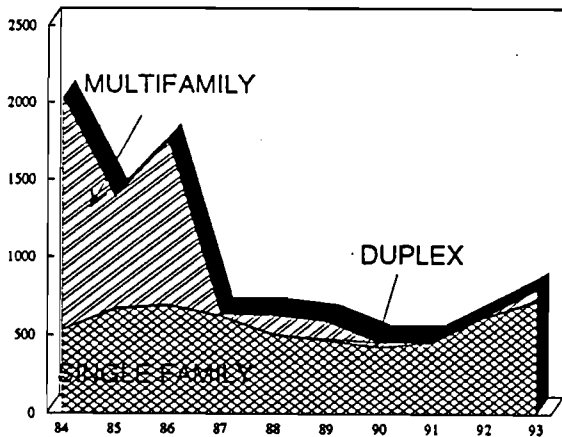
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### Ten Year History:

The activity level for new residential construction appears to have leveled off over the last few years. The last peak was in the mid eighties (1982-1984), with multifamily development providing the majority of the new units in those peak years. The number of single family units has followed a more level course with a smoother numerical curve. From the low of 194 new units in 1982 it appears that the previous cycle peak was in 1986 with 690 units. The figures for 1993 would indicate that for single family construction, the City continues on the ascending part of the current cycle. For single family, the peak years have been 1985-1986, 1979, 1971-1972, 1962-1965, 1954-1955, 1950, 1952, 1941, 1928. As for multifamily units there has not been a turnaround.

**Ten Year Residential History**



### Residential vacancy rates:

The vacancy rate information provided by Metroplan indicates that occupancy rates are improving for the city. The apartment survey indicates that the average occupancy rate in the City of Little Rock was 95.6 percent at the time of the survey up from 94.2 percent. The county average was a 95.7 percent occupancy rate, up from 94.4 percent. These figures reflect a continued strengthen of the rental market after the over building of the early to middle 1980s. The survey is designed to give a snapshot of the occupancy rate as of September 1993 and are based on a survey of complexes of at least 40 units. (For more information contact Richard Magee at Metroplan or Richard Cheek)

A review of the occupancy rates by sector shows that only the Downtown and southwest sectors are below the City average. Southwest Little Rock now has an occupancy rate of approximately 90 percent, with the Downtown sector occupancy rate at 93.7 percent. Overall and in most sectors occupancy rates increased by a percentage point. If the occupancy rates continue to inch up, additional units can be expected, until that time the number of new multifamily units built will continue to be the occasional duplex or triplex.

**Demolitions**

During 1993 permits were issued for the demolition of 290 residential units. This is an increase of approximately 5.5 percent from 1992. This total make 1993 the record year, with the most units lost by demolition for any one year in Little Rock. The average number of residential units lost in each of the last three years is 273. As in previous years the planning districts in the central or core areas of Little Rock had large numbers of demolitions. If this trend is not reversed soon, the pre-1950 City of Little Rock will cease to exist. Four districts had demolitions in double figures East Little Rock, Central City, I-630 and 65th Street East with 12, 112, 78 and 64 demolitions respectively. Three of these districts are in the core area and one is in the northern part of Southwest Little Rock. The three core districts account for 69.7 percent of all the demolished units in 1993. The demolitions together with units either physically moved out or moved in make the net change in units for 1993 a 433 increase.

Last year planning districts 5,6,7,8,9,10,14, and 24 had a net loss in the number of units for the year. Most of these same districts experienced a net loss again in 1993 due to demolitions. For 1993, districts 5,6,7,8,9,10,13 and 14 had net losses in the number of units by years end.

**RESIDENTIAL DEMOLITIONS -- 1993**

PLANNING DISTRICT	DWELLING UNITS PERMITTED	NO. OF DEMOLITIONS	GAIN OR LOSS
1	156	2	154
2	17	1	26
3	28	1	27
4	17	1	16
5	-	2	-2
6	1	12	-11
7	1	5	-4
8	5	112	-107
9	-	78	-78
10	6	8	-2
11	102	-	102
12	-	-	-
13	-	64	-64
14	-	2	-2
15	12	1	11
16	24	-	24
17	8	-	8
18	124	1	123
19	286	-	286
20	4	-	4
24	3	-	3
25	1	-	1
<b>CITY TOTAL</b>	<b>718</b>	<b>290</b>	<b>428</b>



## Housing

During 1993 the average construction cost of a new single family home was \$ 156,645. This figure is up approximately \$9,642 from last year or 6.6 percent. The highest average figures for building cost were in areas north of I-630. West Little Rock and Heights/Hillcrest districts continue to add a few units each year and generally have the highest average construction value in the City. Most of the high end subdivisions can be found in the River Mountain, and Chenal districts which had average figures of \$165,087 and \$203,361 respectively.

Affordable to low-moderate priced homes were located in the central and south-central portions of Little Rock. Figures below refer to building costs only. The National Association of Home Builders estimates that land cost is now 25 percent of the final cost of new single-family homes. When this additional cost is considered with building cost, a more realistic housing cost is obtained. Thus, the \$45,000 column would represent the point above which a person would have to pay \$60,000 or more for the unit. Based on this information 3.1 percent of the housing stock is below the \$60,000 price range. This is usually considered high for the range typically used for **affordable** housing.

### "AFFORDABLE HOUSING" - PERMITTED CONSTRUCTION COST - 1993

DISTRICT	<\$30,000	\$30,000- <\$35,000	\$35,000- <\$40,000	\$40,000- <\$45,000	\$45,000- <\$50,000	\$50,000- <\$55,000	\$55,000- <\$60,000	\$60,000- <\$65,000	\$65,000	TOTAL
1						1				1
2										0
3										0
4										0
5										0
6			1							1
7			1							1
8	1	1		1	2					5
9										0
10	1			2	1					4
11			1	3	3	1		3	1	12
12										0
14										0
15		1	2					3	1	7
16	1				3	3	1	1	3	12
17				1		1	2	3		7
18	1				1	3	10	15	1	31
19				1						1
24	2									2
<b>TOTAL</b>	<b>6</b>	<b>2</b>	<b>6</b>	<b>8</b>	<b>10</b>	<b>8</b>	<b>13</b>	<b>25</b>	<b>6</b>	<b>84</b>



The City of Little Rock has attempted to track 'affordable housing' since 1985. The table below shows each year, without adjusting for inflation. However, even taking inflation into account 1993 had the lowest percentage (and one of the lowest absolute number) of new housing stock built in or close to the 'affordable' range.

"AFFORDABLE HOUSING" PERMITTED CONSTRUCTION COST - ANNUAL

		\$30,000-	\$35,000-	\$40,000-	\$45,000-	\$50,000-	\$55,000-	\$60,000-		TOTAL
YEAR	<\$30,000	<\$35,000	<\$40,000	<\$45,000	<\$50,000	<\$55,000	<\$60,000	<\$65,000	TOTAL	UNITS
1985	*	*	40*	19	21	18	na	na	98	663
1986	*	*	114*	37	42	50	na	na	243	690
1987		19	22	30	18	24	22	47	182	620
1988		7	10	13	28	15	6	14	93	502
1989	14	7	16	27	24	27	20	20	155	468
1990	7	3	18	14	25	27	12	9	115	427
1991	4	5	8	13	14	13	9	11	77	452
1992	8	4	5	14	6	8	17	9	71	617
1993	6	2	6	8	10	8	13	25	78	715
TOTAL	39	47	239	175	188	190	99	135	1112	5154

\*For 1985 and 1986 lowest value calculated was <\$40,000

## Office Activity

During 1993 the square footage of new office space decreased. Total new square footage permitted in 1993 was 158,206. This is a decrease of over 87.6 percent from 1992.

### Office Construction (in square feet)

Year	1989	1990	1991	1992	1993
Area	158,376	297,477	169,970	296,756	158,206

There was a total of 6 projects in 1993. Office Activity continues to be minimal. This year the major office developments were medical in nature. Two of the three "major" projects were medical and are located near Baptist Hospital in west Little Rock. (Note this data does not include any renovations, additions or alterations-only new construction.)

There were three major (over 10,000 square foot) new office projects. These projects were in the West sector (see table).

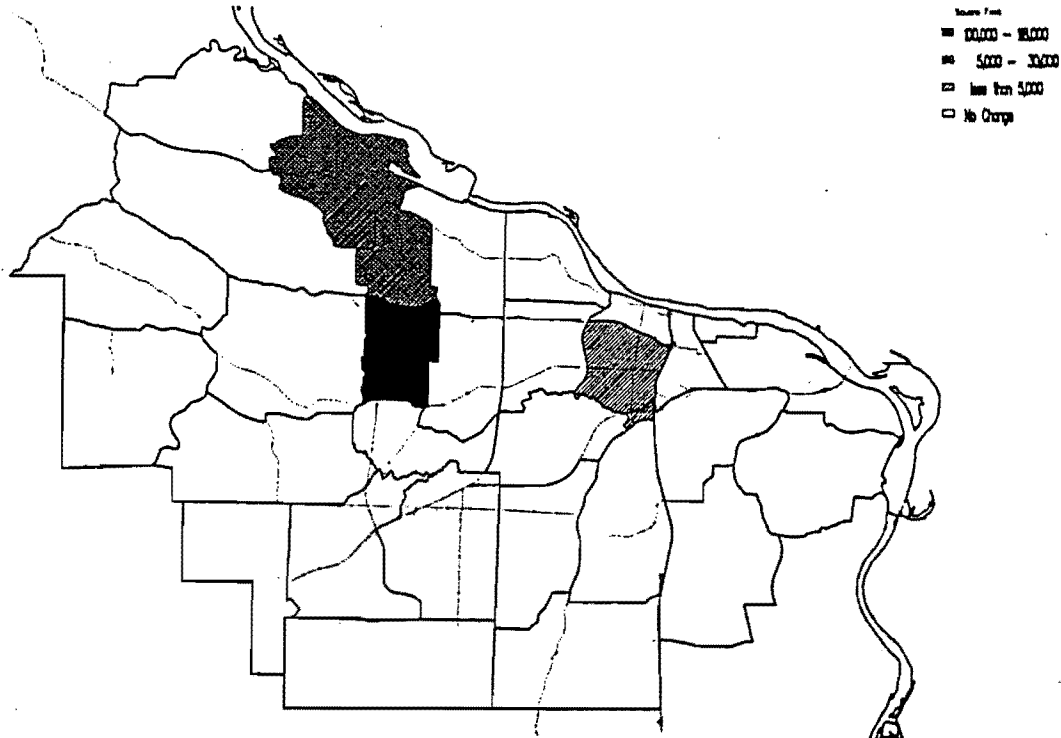
### Major Office Projects - 1992 (projects over 10,000 square feet)

Project	Location	Sector	SQ FT GBA
Medical Clinic/Off	9800 Lile Drive	West	83,250
Medical Office	1910 John Barrow	West	35,500
Office	21 Corporate Hill	West	24,000

3 other office projects with a total of 15,456 SQ FT GBA

The majority of the new office development is in the I-430 corridor. Only one of the projects is not in the west sector.

### Office Space Permitted



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Office vacancy rates:

The existing office conditions may help indicate why the projects are located in certain parts of Little Rock. As was true last year, the majority of office space added was built by the end user. In general the vacancy rates remain high resulting in a soft market for new office space. *Arkansas Business* conducts an annual survey of the office market which was published in October 1993 (for complete survey information contact *Arkansas Business* at 501-372-1443). The inventory is designed to give a snapshot of the market as of late summer 1993 in this case. Based on the figures provided by *Arkansas Business* the overall occupancy rate in Little Rock is now over 90 percent. The improve is due to an improved Downtown office market. The State of Arkansas is partially responsible for the significant strengthening of the Downtown market. The state has acquired several downtown offices for state use thus removing them from the market. This is an improvement over last year when the rate was 87.3 percent.

be reaching an average occupancy rate of a strong market (the middle to upper ninety percentile). The Southwest and West sectors showed no significant change, 81.9 to 82.1 and 92.9 to 92.5 respectively. Note, the Southwest sector has the weakest office market with the rate staying around 82 percent.

**Office Market (in square feet)**

Sector	East	Downtown	Midtown	Southwest	West
Total net rentable	0	4,271,805	1,437,788	257,335	1,946,182
Average Occ. rate	NA	87.7%	96.3%	82.1%	92.5%
New space permitted	0	4,275	57,290	2,100	233,091

Most of the office space is in the Downtown sector, some 54 percent of the total square footage in Little Rock (in this years survey). The second largest concentration is the West sector with 24.6 percent of the market. Based on the *Arkansas Business* office survey results, occupancy rates remain low in all sectors. Only the midtown sector is beginning to show a tightening of the market. Since some of the building rental agencies may have given incomplete or no information in any given year, the comparisons of year to year figures most remain generalized. Keeping this in mind the Midtown sector appears to

## Commercial Activity

Total construction of new commercial uses in 1993 amounted to 691,048 square feet. This represents a 109.6 percent increase in new commercial construction (excluding parking garages) permitted from 1992. This is the result of activity in west Little Rock primarily along Chenal Parkway.

### Commercial Construction

Year	1989	1990	1991	1992	1993
Square Footage	416,900	905,670	262,942	329,715	691,048

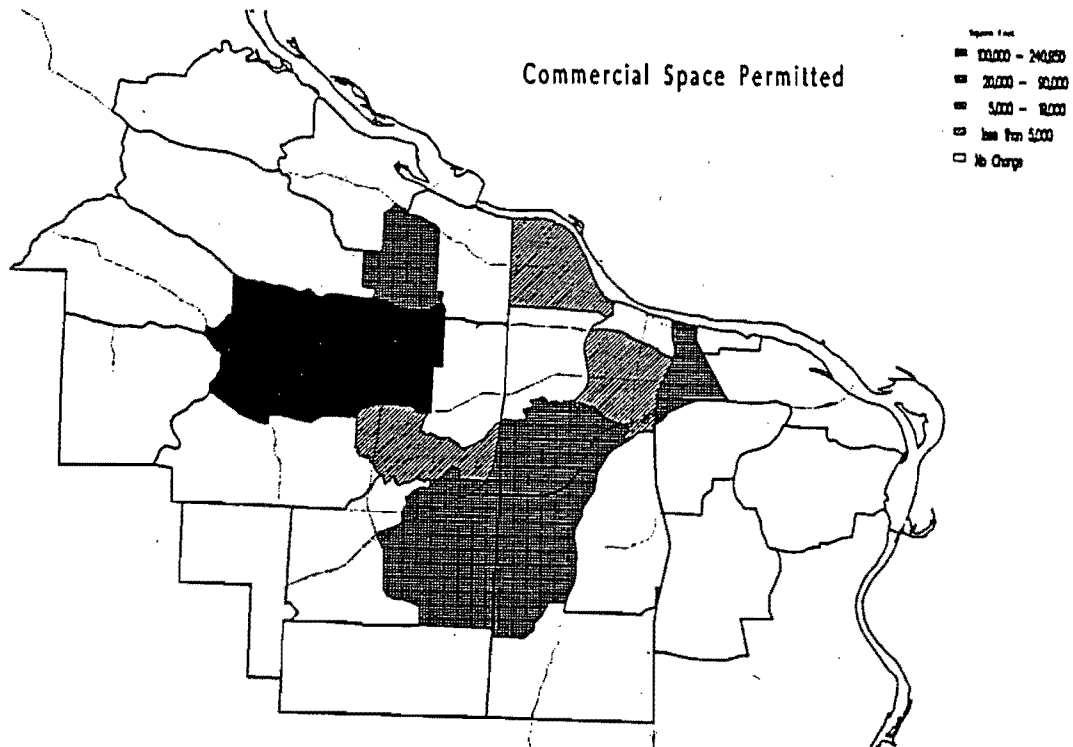
While the amount of square footage added increased 109.6 percent, the number of projects increased minimally, by five, from 24 in 1992 to 29 in 1993. Without two large projects, Home Quarters and Wal-Mart, 1993 would have added only slightly more than the approximately 330,000 square feet added in 1992.

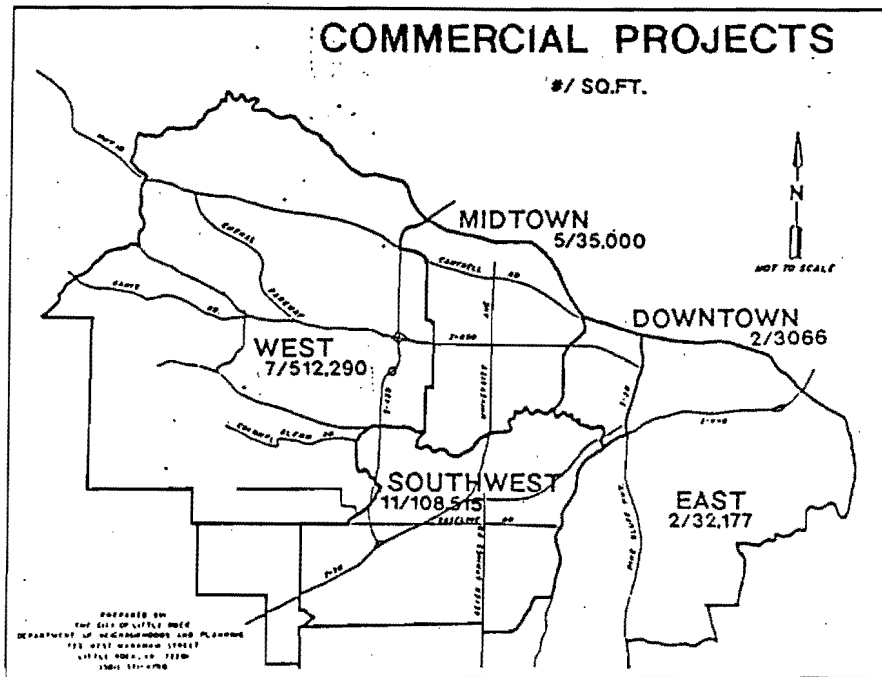
## Major New Commercial Projects (over 20,000 square feet)

Location	Sector	SQ FT GBA	Project
700 Bowman Road	West	196,315	Walmart
11801 Chenal	West	104,500	Home Quarters
11701 Hermitage	West	89,500	Miniwarehouses
15 Shackleford Dr.	West	64,900	Office/Warehouse
1000 Shackleford Dr.	West	39,000	La-Z-Boy
1701 14th St.	Midtown	27,452	Miniwarehouses
4607 Hoffman	Southwest	23,000	Miniwarehouses

22 other projects with a total 146,381 SQ FT GBA

One might have expected the West sector to have captured most of the major new commercial developments, since it is commonly considered the growth area for Little Rock. With the addition of two large commercial projects, the western sector contains 74.1 percent of the area added, while only 24 percent of all the projects. The largest percentage





of the new projects is in the southwest sector with 37.9 percent. However, only 15.78 percent of the square footage added is in this district.

**Commercial vacancy rates:**

The table below shows how the new commercial will fit with and affect the existing market.

**Commercial Market**  
(in square feet)

Sector	Downtown	East	Midtown	Southwest	West
<b>Total</b>					
Leasable	52,715	45,000	2,775,199	874,858	1,762,635
Ave. Occ.					
Rate	88%	100%	90.9%	85.6%*	91.6%
Space Added	0	106,881	3,398	39,818	102,845

\*Outlet Mall now nonretail

This information is from a survey of 121 retail locations in Little Rock conducted by the *Arkansas Business*. The findings of *Arkansas Business* in their

sixth annual survey of the retail market were published in reporting late summer 1993 occupancies (For complete survey information contact *Arkansas Business* at 501-372-1443). The overall city-wide occupancy rate returned to the 1990 level increasing from 86.8 to 90.3 percent. The East, West and Southwest sectors experienced no change in occupancy rates. The Midtown and Downtown sectors each experienced slight improvements. One should note that year to year comparisons could give incorrect information due to incomplete information. For the last several years the rates have not followed a consistent up or down pattern.

The West and Midtown sectors appear to be the strongest markets with occupancy rates approaching 90 percent. The Southwest sector continues to be very weak. The relatively large amount of commercial added in 1992 could further weaken this sector and bears watching. (When reviewing the occupancy statistics one should keep in mind that not all retail commercial centers and structures are included whether due to non-response, incomplete response, etc.)

### Industrial/Warehouse Activity

A total of 159,900 square feet of new Warehouse/Industrial construction was permitted in Little Rock for 1993. The 159,900 square foot figure represents a decrease of 72.6 percent in the amount of permitted space from 1992. However, the total number of new projects remained constant. As the table below indicates, 1993 returned to pre-1991 levels.

### New Industrial Construction

Year	1989	1990	1991	1992	1993
SQ FT added	206,896	175,202	542,246	584,127	159,900

There was one project each in the Otter Creek, Port and College Station/Sweet Home Districts. The largest project was in the Otter Creek District, however both of the remaining projects were in the Port Industrial park. *(Note: Figures do not include any additions renovations or alterations.)*

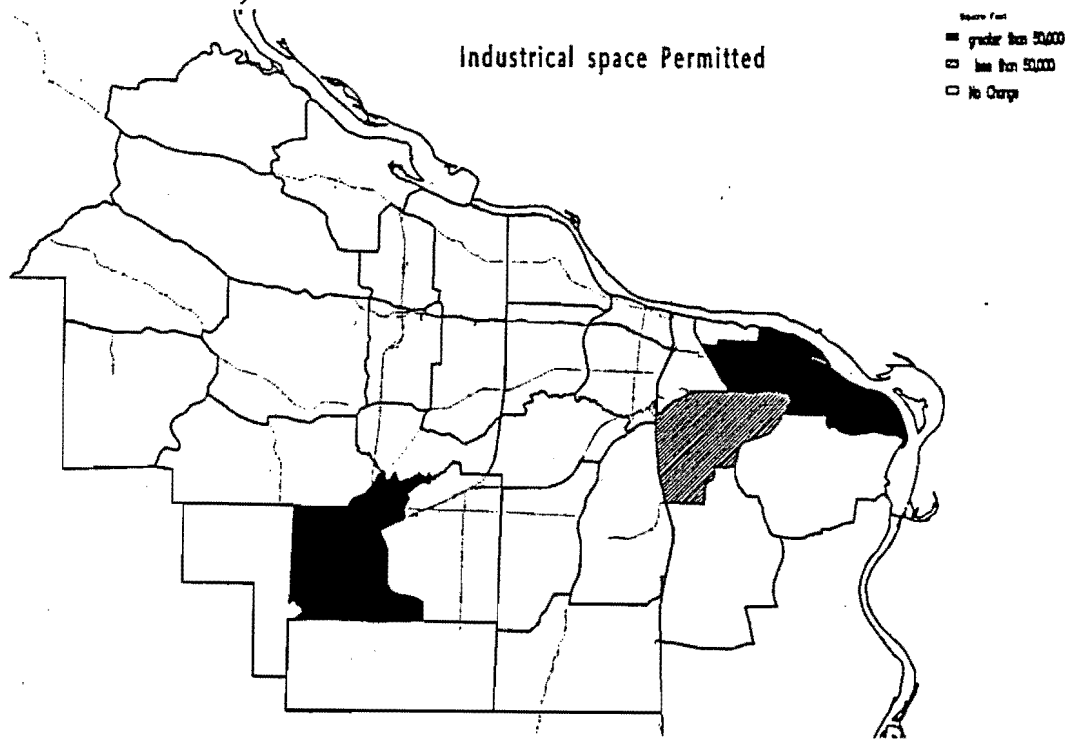
All three of the industrial projects meet the size requirement to be a major project.

### Major Warehouse/Industrial Projects - 1993 (over 20,000 square feet)

Location	Sector	SQ FT GBA	Project
12103 I-30	Southwest	80,000	Freezer
7510 Fluid Drive	East	56,400	Office/Warehouse
4001 Pratt Rammel	East	23,500	Airborne Express

0 other projects with a total 0 SQ FT GBA

(One should note that new office/warehouse projects were included with office rather than industrial.)

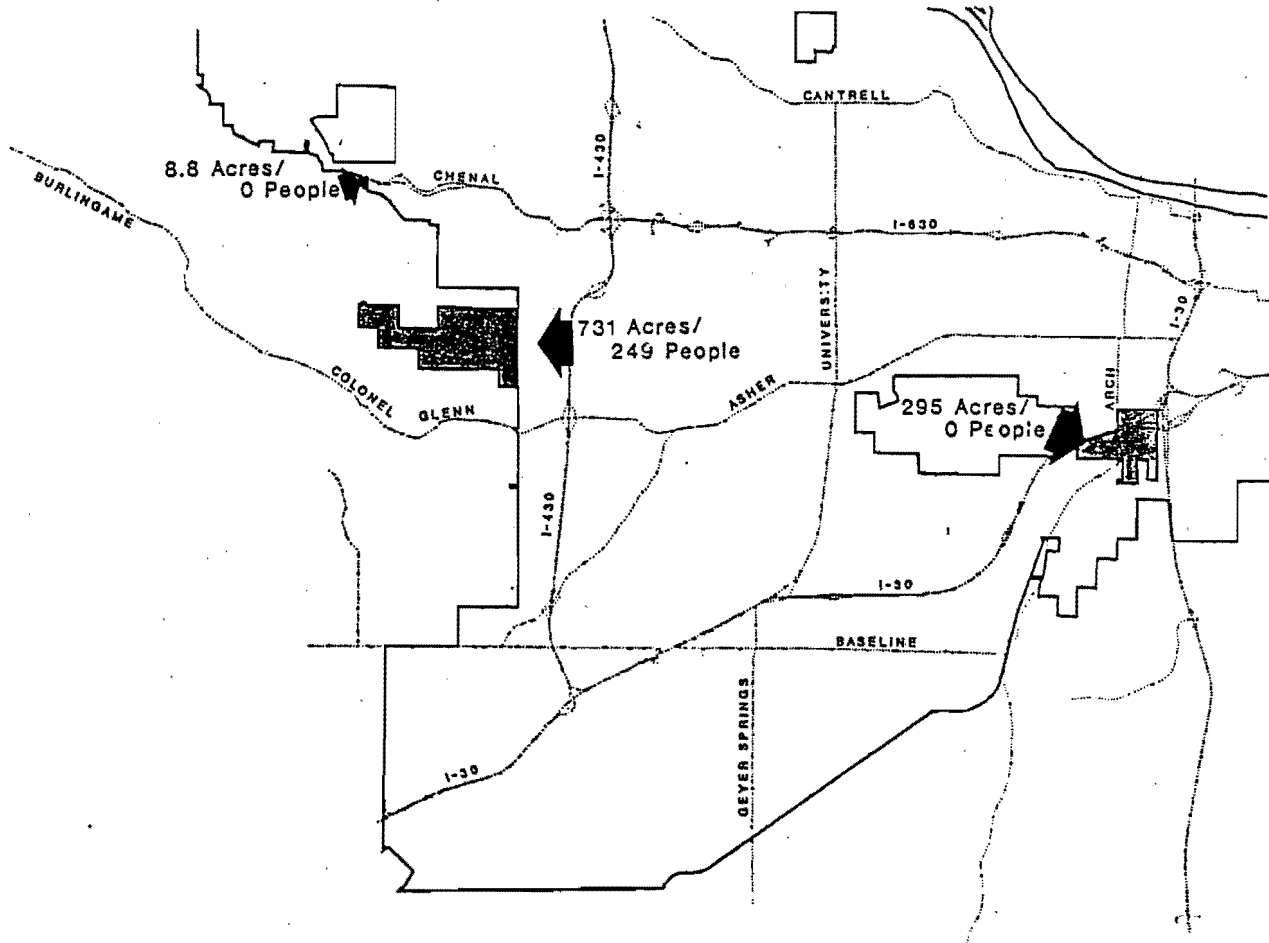




## Annexation

The City of Little Rock accepted four annexations in 1993. These annexations totaled some 1,035.5 acres. The size of the City grew to 112.27 square miles as a result of these actions. The majority of the area annexed is in the Ellis Mountain District. The Spring Valley area requested annexation due to waste water problems. The City took in about 250 people in the two annexations occurring in the Spring Valley area. This is the largest annexation of people in about 10 years. These two areas are the only annexations in 1993 which included undeveloped areas likely to be developed residentially in the future.

Earlier in the year, the City was asked to annex a half square mile "island" which was created in 1990. This "island" is in a flood plain and mining area. The annexation included no population. Mining interests in the area were key to the closing of this "island". The first annexation of 1993 occurred at the Kanis Road/Chenal Parkway where a new business requested annexation in order to get city services.



## Subdivision Activity

To get an indication of what is likely in the coming years a review of subdivision plat activity is warranted. The map which follows shows where the Planning Commission approved preliminary plats as well as the location of final approved plats. Based on this map one can expect continued activity in the northwest districts 1 and 19. The areas west of I-430 have the strongest activity, which would lead one to the conclusion that Little Rock will continue to experience a westward growth pattern. The northwest section of Little Rock accounts for almost

all of the City and surrounding area. In addition to Chenal and River Mountain districts, Rodney Parham, I-430, west Little Rock, Ellis Mountain and Pinnacle are the new and developing areas of Little Rock. Activity in southwest Little Rock districts has continued to decrease. The moderate activity in the Port District is due to activity around the River Port industrial area. The activity in the Arch Street south district, if it continues, could represent an important new development in Little Rock southeastern planning area. In the following pages we shall look at subdivision and zoning activity separately.

1993 SUMMARY FIGURES - SUBDIVISION ACTIVITY

PLANNING DISTRICT	COMMERCIAL		OFFICE		INDUSTRIAL		M-F		SF	RES	PLD		PRD		FEET OF STREETS	FINAL PLAT		
	CASES	AREA	CASES	AREA	CASES	AREA	CASES	AREA	CASES	LOTS	CASES	AREA	CASES	AREA		CASES	AREA	
1 RIVER MOUNTAIN	1	21.8	1	3.70					8	164.4	230				13833	11	48.85	
2 RODNEY PARHAM			1	4.29								1	2.5		130	6	18.89	
3 WEST LR									1	5	16	2	5.78		540	7	8.55	
4 HEIGHTS/HILLCREST												2	0.21	4	188.9	2800	4	11.58
5 DOWNTOWN																	1	14.38
9 CENTRAL CITY												1	0.08					
10 BOYLE PARK									1	0.04	1	3	3.48	1	22.5		1	3.59
11 I-430	1	4.14							2	22.5	80	6	55.07		1850	5	13.4	
12 85TH STREET WEST	1	11.42										1	3.38		111	1	1.48	
13 85TH STREET EAST												2	13.38	1	0.60			
14 GEYER SPRINGS EAST									1	38.58	78				5100	1	1.5	
15 GEYER SPRINGS W.	1	81.57										2	0.49	2	2.87		1	2.41
18 ELLIS MOUNTAIN									3	14.56	58	1	1.25	1	3	1717	5	24.25
19 CHENAL	2	53							8	289.7	480	1	42.24		19829	14	130.41	
20 PINNACLE									1	0.43	2	1	28.88				4	8.83
21 BLUE INGAME VALLEY																	1	9.43
24 COLLEGE ST/SWEET HM					1	32.47												
25 PORT					1	27.28			1	1.98	2						3	40.09
28 ARCH STREET SOUTH									2	3.12	8						4	14.13
<b>CITY TOTAL</b>	<b>61</b>	<b>151.831</b>	<b>2</b>	<b>8.08</b>	<b>2</b>	<b>58.75</b>	<b>0</b>	<b>0</b>	<b>26</b>	<b>550.31</b>	<b>985</b>	<b>23</b>	<b>154.53</b>	<b>9</b>	<b>217.781</b>	<b>48013</b>	<b>68</b>	<b>352.58</b>

No activity in the following Districts:

6 EAST LITTLE ROCK  
7 I-30  
9 I-630

16 OTTER CREEK  
17 CRYSTAL VALLEY  
22 WEST FOURCHE

23 ARCH STREET PKE  
26 PORT SOUTH  
27 FISH CREEK

31 SHANNON HILLS  
32 PLEASANT GROVE

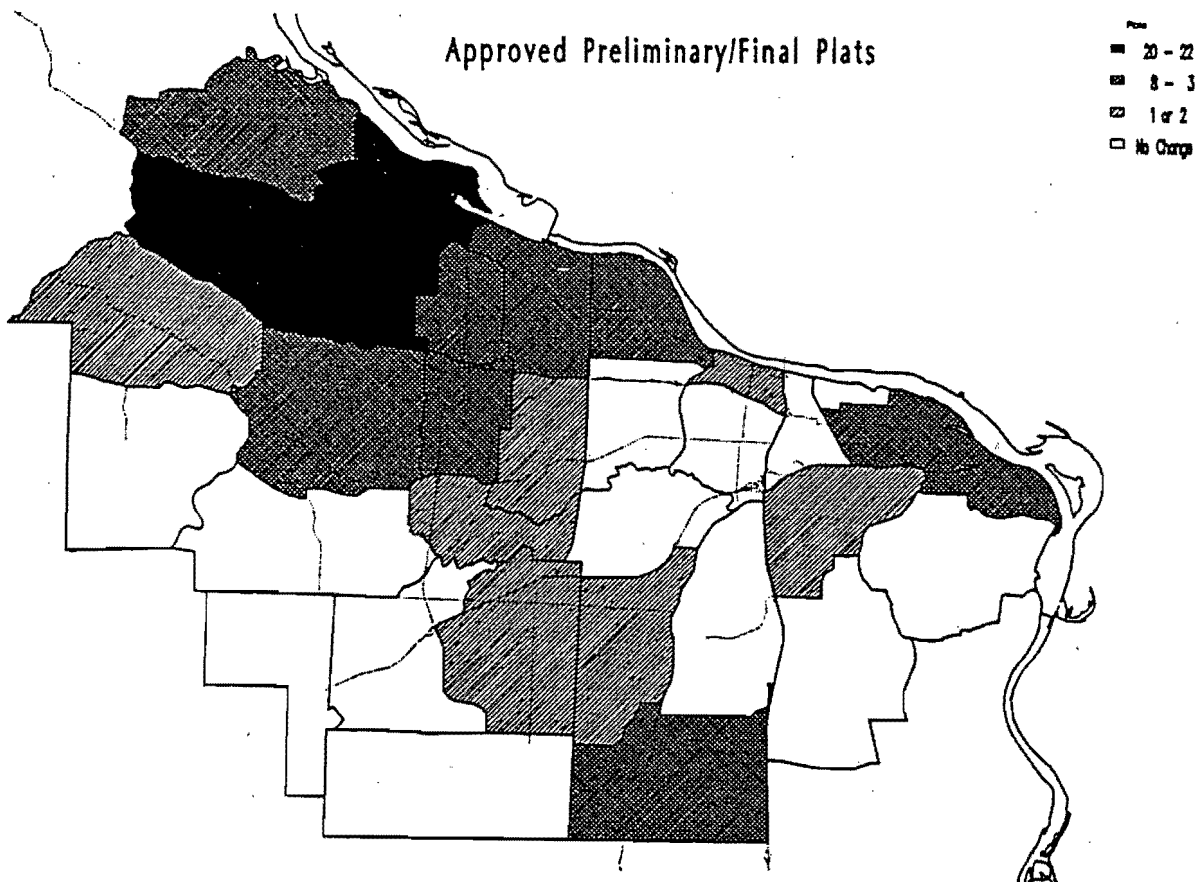
\*NOTE Districts 21, 22, 26, 31 & 32 are totally outside the city limits and activity is not always reported

M-F MULTIFAMILY      PLD PLANNED UNIT DEVELOPMENT  
SF SINGLE FAMILY      PRD PLANNED RESIDENTIAL DEVELOPMENT  
RES RESIDENTIAL

In 1993 the number of preliminary plats continued to increase significantly, a 64 percent increase from 1992 (22 to 36). The number of approved residential lots likewise increased at a significant rate returning to levels of the 1980's. The result is a 36 percent increase from 711 to 765 lots. Finally, the number of acres included in the plats experienced the same large increase resulting in a 75 percent increase in the number of acres subdivided over that in 1992 (439 to 770). All measures were up significantly from 1991, reversing the fall of the late 1980's with the rebound of the early 1990's. Final platting shows only light improvement over 1991 and 1992.

The number of plats increased 35 percent. However, the acreage involved only increased 5 percent and the number of lots had no real change. The activity is concentrated in the northwest portion of the city for the eighth consecutive year. No other sections of the city are preparing to accommodate amounts of new urban or suburban density development. The graph shows the trend for preliminary and final plats in Little Rock.

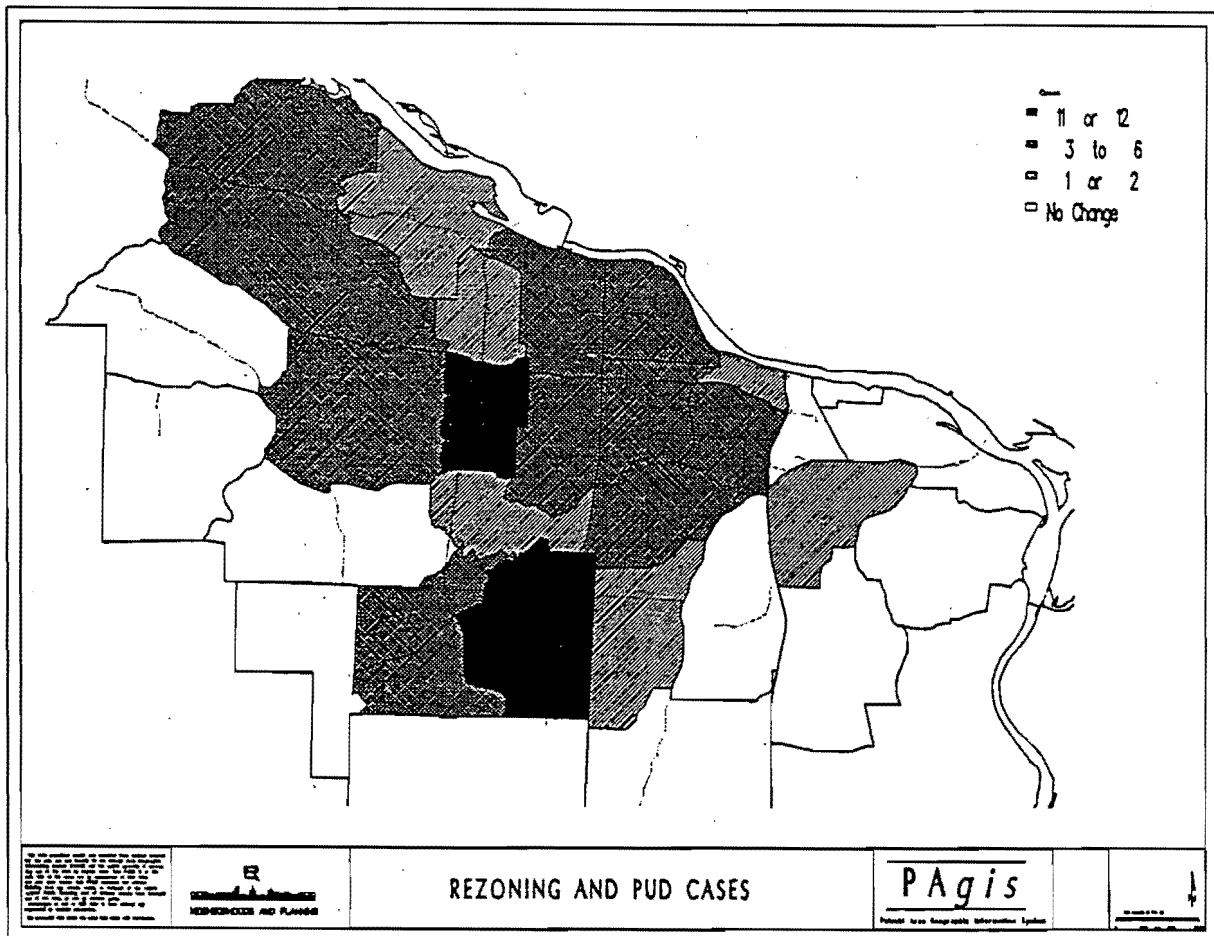
The number of lots and acreage involved in preliminary plats peaked in 1986 and appears to have reached bottom in 1991. Final Plat activity levels appear to be holding and firming. The accompanying table shows the distribution of subdivision activity by planning district and land use. (This table summarizes the year.)



## Zoning Activity

During 1993 the number of approved zoning cases increased 45 percent from 29 to 42 cases. However, the amount of land zoned more than doubled increasing from 146 to about 308 acres. In the accompanying table the zoning cases are listed by planning district. Most of the cases involved requests for commercial zoning. The second most common request was for office zoning. Southwest Little Rock continues to have the district with the highest number of commercial zoning cases. The Otter Creek or Geyer Springs East and West districts have had the most cases in each of the last five years.

Of the two land use categories with the most activity (commercial and office) commercial activity was up about 20 percent; however, office zoning activity has significantly increased - acreage threefold and cases about double. For commercially zoned land there was a 22.2 percent increase in area rezoned from 1992 to 1993 (79.3 to 97.4 acres). As for office zoning there was a 360 percent increase in the amount of area rezoned from 1992 to 1993 (16.8 to 77.1 acres). During 1993 the City completed the land use and zoning study of the Forest Hills area, (12th to I-630, Cedar to Jonesboro) resulting in a large number of parcels being rezoned to R-3 Single family from R-4 Duplex (these cases are not included in the statistics).



## ZONING ACTIVITY - 1993

PLANNING DISTRICT	COMMERCIAL		OFFICE		INDUSTRIAL		MULTIFAMILY		SINGLE FAMILY	
	CASES	AREA	CASES	AREA	CASES	AREA	CASES	AREA	CASES	AREA
1 RIVER MOUNTAIN	-	-	2	924	-	-	-	-	-	-
2 RODNEY PARKHAM	-	-	1	072	-	-	-	-	-	-
3 WEST LITTLE ROCK	1	072	-	-	-	-	-	-	-	-
5 DOWNTOWN	1	49	-	-	-	-	-	-	-	-
8 CENTRAL CITY	1	046	2	348	-	-	-	-	-	-
9 I-630	2	028	-	-	-	-	1	025	-	-
10 BOYLE PARK	1	5	-	-	-	-	-	-	1	045
11 I-430	3	345	2	371	-	-	-	-	-	-
12 65TH STREET W.	1	37	-	-	-	-	-	-	-	-
14 GEYER SPRINGS E.	1	087	1	098	-	-	-	-	-	-
15 GEYER SPRINGS W.	6	3682	-	-	2	2849	-	-	1	076
16 OTTER CREEK	3	1267	1	1009	-	-	-	-	1	10
18 ELLIS MOUNTAIN	-	-	1	223	-	-	-	-	-	-
19 CHEVAL	1	17	-	-	-	-	-	-	2	2937
20 PINNACLE	1	1156	1	1065	-	-	1	3141	-	-
24 COLLEGE ST/SWEET HM	-	-	-	-	1	3242	-	-	-	-
CITY TOTAL	22	9743	11	771	3	6091	2	3166	5	4058

No activity in the following Districts:

4 HEIGHTS HILLCREST  
6 EAST LITTLE ROCK  
7 I-30  
13 65TH STREET EAST

17 CRYSTAL VALLEY  
21 BURLINGAME VALLEY  
22 WEST FOURCHE  
23 ARCH STREET PIKE

25 PORT  
26 PORT SOUTH  
27 FISH CREEK  
28 ARCH STREET SOUTH

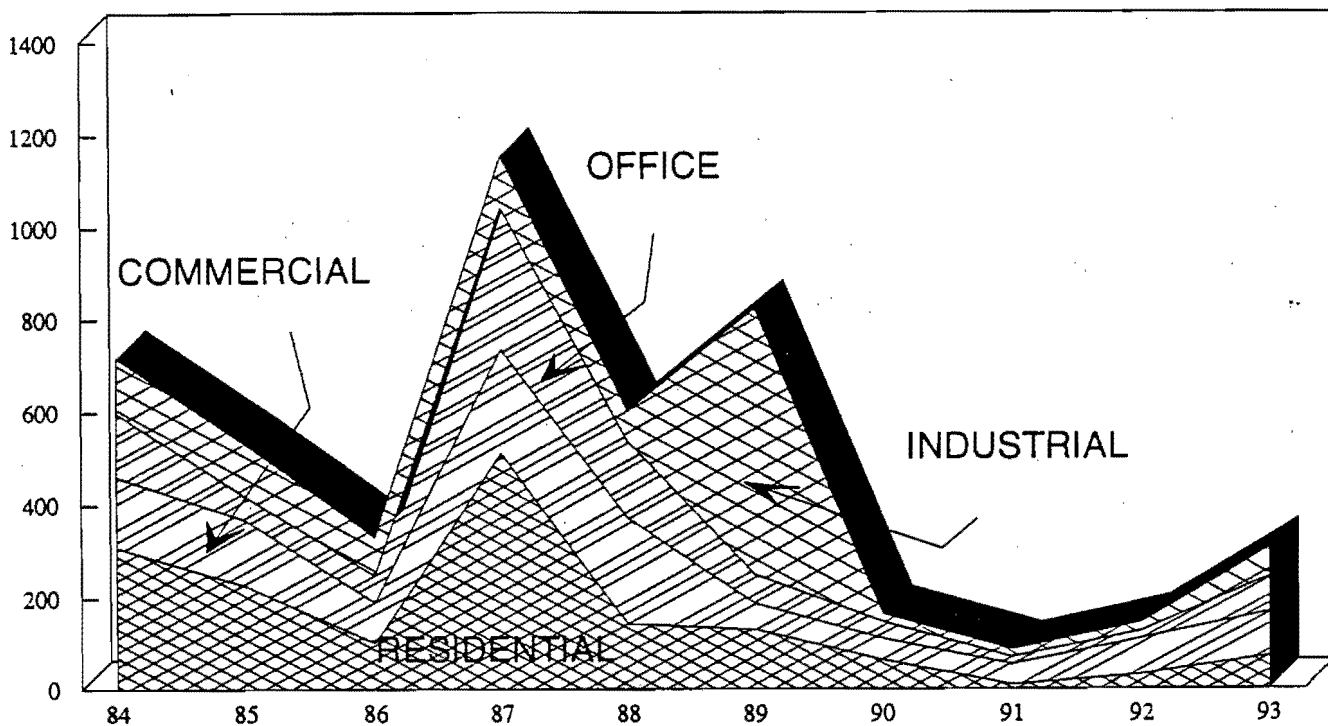
31 SHANNON HILLS  
32 PLEASANT GROVE

\*NOTE Districts 21, 22, 26, 28, 31 & 32 are totally outside the city limits and activity is not always reported.

The map of rezoning and PUD cases shows the areas most likely to develop in 1994 or soon thereafter. Based on the information provided by this graphic, the major growth area should be the Southwest and Midtown. Another problem with this assumption is the large amount of zoning the City did in the middle and late 1980s (which is still being developed).

The zoning activity graph indicates 1991 had the fewest acres zoned in recent years. The 1993 levels shows a rebound to levels similar to those of pre-1987 activity. There still remains large amounts of zoning in the extraterritorial area completed in 1986 (not shown on the graphic) as well as a large amount of speculative zoning conducted in the past, it may take some time to absorb the existing supply of vacant zoned property. Thus the amount of area rezoned in the coming years may not given a complete view of coming development activity.

## Zoning Activity



# *Neighborhoods and Planning Staff*

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Sandra Edwards, Executive Secretary

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Alice Anderson  
Ken Beaty  
Quenton Burge  
Terri Hollingsworth  
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Maynard Smith  
Jerry Spence  
Charles Toland  
Melody Turner  
Mark Whitaker  
Venita Young

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**City of Little Rock  
Department of Neighborhoods and Planning  
723 West Markham Street  
Little Rock, Arkansas 72201**

**(501) 371-4790**



*Printed on recycled paper*



## Neighborhood Alert Centers

Jack Patton - Sr. Code Enforcement Officer  
2220 Arch St. - 372-1555  
2525 1/2 E.6th St. - 374-4166

Tracy Roark - Sr. Code Enforcement Officer  
1108 S. Park St. - 376-7610  
1813 Wright Ave. - 374-4552

Jimmy Pritchett - Sr. Code Enforcement Officer  
3924 W. 12th St. - 664-8649  
3001 W. Markham St. - 663-9451

Barbara Hyatt - Sr. Code Enforcement Officer  
3221 Barrow Rd. - 223-3107  
5323 W. 65th St. - 565-7119  
5621 Valley Dr. - 562-0042

**DO** BE A GOOD NEIGHBOR.  
KEEP YOUR NEIGHBORHOOD CLEAN  
INSURE A HEALTHIER LIFE

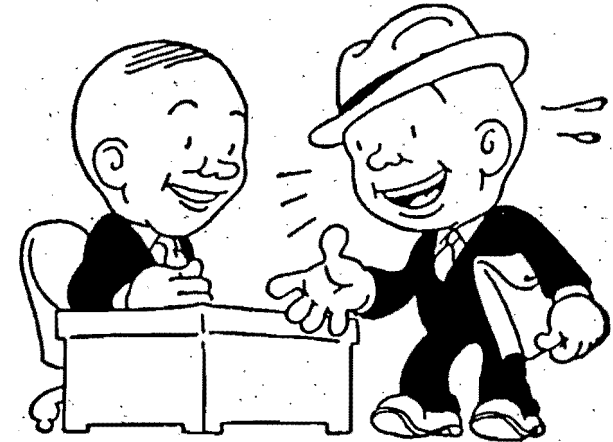
**DO NOT** HESITATE TO SEEK THE HELP  
OF YOUR NEIGHBORHOOD CODE  
ENFORCEMENT OFFICER

Central Complaint Office  
371-4849



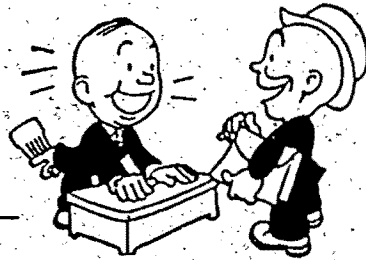
**NEIGHBORHOODS & PLANNING**

# Meet Your

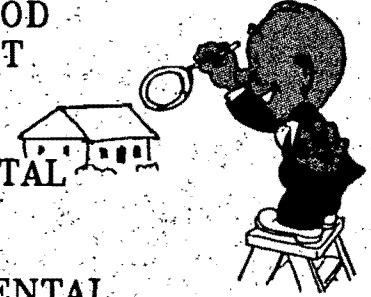


# Code Enforcement Officer

HAVE YOU MET THE  
CODE ENFORCEMENT  
OFFICER FOR YOUR  
NEIGHBORHOOD ?  
THEY ARE EASY TO  
GET ACQUAINTED WITH-



YOUR NEIGHBORHOOD  
CODE ENFORCEMENT  
OFFICER ALSO  
SYSTEMATICALLY  
INSPECTS ALL RENTAL  
PROPERTIES EVERY  
TWO (2) YEARS TO  
MAKE SURE ALL RENTAL  
PROPERTIES ARE MAINTAINED  
TO CODE STANDARDS.

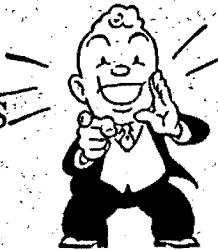


THE CODE ENFORCEMENT  
OFFICER PERFORMS A LONG  
LIST OF DUTIES THAT  
PROTECTS YOUR HEALTH,  
SAFETY AND WELFARE.



YOUR NEIGHBORHOOD CODE  
ENFORCEMENT OFFICER HELPS  
GET RID OF NEGATIVE ELEMENTS  
THAT IMPACT YOUR ENVIROMENT.

YOUR NEIGHBORHOOD CODE  
ENFORCEMENT OFFICER HELPS  
KEEP CITIZENS INFORMED OF  
WAYS TO IMPROVE THEIR  
NEIGHBORHOOD.



IF YOU HAVE ABANDONED  
HOUSES, ABANDONED AUTOS,  
OVERGROWN VACANT WEEDLOTS  
OR OTHER HAZARDS IN YOUR  
NEIGHBORHOOD.



THE CODE ENFORCEMENT  
OFFICER RESPONDS TO CITIZEN  
COMPLAINTS ABOUT PREMISE,  
HOUSING, ABANDONED AUTOS  
AND OVERGROWN VACANT  
WEEDLOTS.



WHY NOT GET IN TOUCH  
WITH YOUR NEIGHBORHOOD  
CODE ENFORCEMENT OFFICER

# NEIGHBORHOOD ALERT CENTERS

## CODE ENFORCEMENT - DISTRICT 1

Jack Patton - Senior Code Officer

2220 Arch St. 372-1555  
2525 1/2 East 6th St. 374-4166

## CODE ENFORCEMENT - DISTRICT 2

Tracy Roark - Senior Code Officer

1108 South Park St. 376-7610  
1813 Wright Ave. 374-4552

## CODE ENFORCEMENT - DISTRICT 3

Jimmy Pritchett - Senior Code Officer

3924 West 12th St. 664-8646  
3001 West Markham St. 663-9451

## CODE ENFORCEMENT - DISTRICT 4

3221 Barrow Road 223-3107

## CODE ENFORCEMENT - DISTRICT 5

Barbara Hyatt - Senior Code Officer

5621 Valley Dr. 562-0042  
5323 West 65th St. 565-7119

**FOR ADDITIONAL INFORMATION CALL:**

**ADMINISTRATION AND CENTRAL COMPLAINTS**

723 West Markham 371-4849

# CITY OF LITTLE ROCK RESIDENTIAL RENTAL INSPECTION PROGRAM



DEVELOPED BY:

THE RENTAL INSPECTION TASK FORCE

&

DEPARTMENT OF NEIGHBORHOODS AND PLANNING'S  
NEIGHBORHOOD PROGRAMS DIVISION

### **What is the residential Rental Inspection Program?**

This program was requested by the Coalition of Little Rock Neighborhoods in 1990. The FUTURE - Little Rock Task Force recommended to the Board of Directors in 1993 that this program be developed and implemented. On December 14, 1993, the citizens of Little Rock passed the 1/2 cent sales tax that included \$600,000 annually to fund this program.

In February 1994, a Rental Property Inspection implementation Task Force was appointed by the Board of Directors to develop the rental inspection ordinance and program. On May 17, 1994, the Board of Directors passed the Rental Inspection Ordinance (No. 16,659) recommended by the implementation task force.

### **What is meant by systematic inspections?**

The City is divided into five code enforcement districts. Each district will be assigned Code Enforcement Officers to inspect all residential rental properties in that district. An orderly approach will be used to inspect all rental dwelling units every two years in all five of the code enforcement districts.

### **Who will be making the inspection of rental properties?**

The funding approved by the voters on December 14, 1993, allowed the City to hire 14 additional Code Enforcement Officers. These code officers will work from the neighborhood alert centers located within each code enforcement district. They will be assigned to the residential rental inspection program to inspect the rental dwellings and enforce the code requirements.

### **If I own a rental unit will it be inspected?**

Yes, the residential rental inspection ordinance requires that all rental housing units located within the City be inspected for compliance at least every two years.

### **Are the rental inspection code standards different from the existing codes for owner occupied housing?**

No, the existing code requirements are the same. However, the rental inspection program will provide for a systematic inspection rather than the current complaint response approach.

### **If violations are found, how much time will I have to correct them?**

For violations involving life safety dangers you will have a maximum of 30 days to correct. For other violations you will have 60 days.

### **Can I get more time to correct the violations?**

The Senior Code Enforcement Officer has the authority to grant an additional 60 days to correct violations other than life safety if the request is justifiable. All life safety violations must be corrected within the time determined by the Code Enforcement Officer.

### **Do tenants have responsibility when renting a dwelling?**

Yes, the rental inspection ordinance places some responsibility on tenants. This will allow the Code Enforcement Officer to cite tenants for destruction or vandalism on a dwelling unit.

### **Can tenants be made to correct violations or pay for the costs of repairs?**

The Code Enforcement Officer cannot require the tenant to pay for repairs or correct the violations. However, if found guilty of the violation the environmental court can suspend fines conditioned upon correction of violations or making restitution by the tenant or assess a fine of up to \$250 per day for a continuing violation.

### **What happens when I make all the needed repairs?**

You will receive a *Certificate of Compliance* that will be valid unless revoked for violation of the rental inspection ordinance.

### **Who monitors the commitment to safe and decent housing?**

The Board of Directors, neighborhood groups, codes enforcement, Environmental Court, landlords, all of us.



# **FIGHTING BACK**

**Community Initiatives to Reduce Demand  
for Illegal Drugs and Alcohol**

MS. CAROL BASCO  
ASSISTANT TO THE PERSEFORD  
DOMESTIC POLICY ADVISOR

# Fighting Back

is a national program of the New  
Foundation for Program Management and Technical Assistance  
Wanderbilt University Medical Center



**Charlotte-Mecklenburg's Fighting Back**  
Charlotte, North Carolina

**Fighting Back Lexington/Richland Alcohol & Drug Abuse Council**  
Columbia, South Carolina

**Northwest New Mexico Fighting Back Initiative**  
Gallup, New Mexico

**Project Neighbor-H-O-O-D**  
Kansas City, Missouri

**City of Little Rock Fighting Back**  
Little Rock, Arkansas

**Milwaukee County Fighting Back Initiative**  
Milwaukee, Wisconsin

**New Haven is Fighting Back**  
New Haven, Connecticut

**The Newark Fighting Back Initiative**  
Newark, New Jersey

**East Oakland Fighting Back**  
Oakland, California

**San Antonio Fighting Back**  
San Antonio, Texas

**Santa Barbara's Fighting Back Community Initiative**  
Santa Barbara, California

**City of Vallejo's Fighting Back Partnership**  
Vallejo, California

**Marshall Heights Community Development Organization**  
Washington, D.C.

**Worcester Fights Back, Inc.**  
Worcester, Massachusetts

When a cop tells a junkie, "This time you're going to detox, not jail," that's fighting back.

We're not about experts, we're about everyday people. Fighting Back's job is to let these heroes know they're not alone, to encourage others to join them, and to support their efforts so they grow together into a community movement that can take back all the streets of our city.

▼ **It's Time to Fight Back.**

That means teenagers have to tell their friends, "I'd rather study than get stupid." That children must be able to say, "Dad, I don't like you when you're high." That grandmothers can tell their daughters, "You can't see your kids until you get straight."

These are hard things to consider, and harder things to say.

But they're necessary.

▼ **A National Organization for Grass-Roots Action.**

The Robert Wood Johnson Foundation is dedicated to improving America's health. Recognizing the full extent of the effects of substance abuse, the Foundation joined the "war on drugs" as an issue of healthcare.

With a group of national experts brought together at Vanderbilt University's School of Medicine, the Foundation sought new, more effective approaches to curbing substance abuse and halting the harm it causes America's health. They underwrote development of fourteen locally-designed and -directed anti-drug and -alcohol "initiatives." Each of these planning grants was then funded for five years of operation, during which its successes and problems are monitored by the Vanderbilt team. Eventually, the Foundation and Fighting Back hope to develop national strategies for a successful war on drugs.

▼ **Fighting Back: The Spirit of New Haven.**

New Haven is one of the original Fighting Back sites. In all, Robert Wood Johnson has awarded the city and its people nearly three million dollars for development of an independent, citizen-driven organization dedicated to reducing drug and alcohol abuse.

But it was never thought of as the usual kind of organization. Instead, Fighting Back has always been more like a "movement," like real community action, something timely instead of institutional, more organic than bureaucratic, not just rooted in New Haven's neighborhoods, but actually a part of them.

▼ **Build Up From the Bottom... and Down from the Top.**

The first step in creating this movement was building a team of interested, involved local people to set the strategies that would guide New Haven's Fighting Back effort. A Citizens' Task Force was assembled from community groups, substance-abuse authorities, and civic and religious leaders.

They organized Fighting Back's attack plan into three distinct, but interrelated elements: prevention, intervention, and treatment. On each front, they called to action local institutions and organizations with substance-abuse expertise and experience.

As a result, educators and health-care professionals and business-people and social-service providers and police officers and urban planners and young people and public officials and news media and community development specialists all regularly meet with neighborhood people for the common purpose of halting the spread of alcohol and drug abuse.

▼ **Community People at the Forefront.**

But Fighting Back isn't about experts, it's about everyday people.

Barbara Geller is the director of Fighting Back in New Haven. As she sees it, "This struggle can only be won at the grass-roots level, and we're committed to furthering local efforts."

Bob Perry, who heads one of the neighborhood teams, said it perfectly: "Community people face the biggest losses from substance abuse. It's just common sense that we're involved in solving our problems."

In neighborhoods all over New Haven (and across the country, too), people are doing extraordinary everyday things to keep their families and communities alive and well. Things like turning church basements into soup kitchens and using bank board rooms for Narcotics Anonymous meetings. Things like merchants refusing to stock crack-making supplies, and parents organizing their neighbors to keep the dealers off the corners.

It's Fighting Back's task to let these heroes know they're not alone, to encourage others to join them, and to support their efforts so they grow together into a community movement that can take back the streets.

▼ **Substation Management Teams: The Neighborhood's New Voice.**

New Haven is noted as a pioneer in the national movement for "community policing." By building mutual familiarity and respect, we're restoring a close, effective relationship between neighborhoods and law enforcement personnel.

Throughout the city, local police "substations" have been set up, each with considerable autonomy and all with close ties to the communities they serve. Advisory groups of local residents regularly meet in these neighborhoods to improve communication and strengthen these bonds.

Fighting Back's Citizens' Task Force recognized the importance of community policing and the vital role neighborhood residents would have to play to make it work. So, in each of Fighting Back's target areas, its local advisory group merged with the substation's citizens' panel, together becoming the neighborhood's Community Substation Management Team.

Many of the Teams quickly earned central roles in the life and growth of their communities. Their public meetings—and committee and subcommittee meetings—are usually vigorous and well-attended. And the Teams have set up a model program to aid the efforts of many of the deserving, but often-overlooked, small local programs that try to combat substance abuse within the neighborhoods.

▼ **Building Collaboration Instead of Competition.**

When Fighting Back began in New Haven, it was careful to heed the wisdom in these two adages: "If it ain't broke, don't fix it," and "Don't reinvent the wheel."

Many local groups and organizations already had proven track records in battling substance abuse. Fighting Back deliberately chose a role that would enhance their efforts by pulling them together in ways to produce even better results. In many cases, the programs only needed specialized technical support. In others, more innovation was required.

For example, Fighting Back convened a gathering of the area's substance-abuse treatment leaders, to demonstrate their common interest. Now, the heads of these operations meet regularly as the Consortium of Primary Treatment Providers.

They're improving their efficiency through shared information even as they have become effective at advocating their joint positions.

New Haven's Fighting Back is also deeply involved in confronting one of the most heart-wrenching illustrations of the damage done by substance abuse—the ruined lives of addicted moms and babies. Working together as **The Consortium For Substance-Abusing Women and Their Children**, treatment- and service-providers directed a groundbreaking year-long pilot that has demonstrated the scope of the continuum of care needed to address this tragedy. It's been expanded and is now continuing as a model for full-scale national programs that can end this cycle of misery.

▼ **Fighting Back is Involved Throughout New Haven.**

That means being part of what's going on in the city's organizations as well as in its communities. So Fighting Back's staff works at City Hall, and in the municipal Health and Public Safety Departments, at a nationally-known rehab and research facility, in the regional Chamber of Commerce, in a community-based detoxification center, and at the area's substance-abuse hotline. And the entire staff coordinates with the Neighborhood Networkers, whose community organizing underpins Fighting

When parents organize their neighbors to keep the dealers off their corner, that's fighting back.

Back's essential grass-roots activity.

Above all else, it's Fighting Back's job to get the people of New Haven working together to halt substance abuse. In some cases, that might mean aiding an effort that's already underway. In others, it means spurring additional attention. Sometimes, the job is to point up duplicated effort. Or overlooked

opportunities.

Because that's what fighting back demands: whatever it takes.

When a parent tells a child, "I have to go back to rehab," and when a teacher tells a class, "Books always beat bullets," and when a politician keeps a campaign pledge to "Tax alcohol sales to fund treatment for anyone who wants it," and when a cop tells a junkie, "You need detox, not jail, that's fighting back."

Whatever helps stop substance abuse... that's fighting back.

And that's what New Haven's Fighting Back is all about.

When a teenager tells his friends, "I'd rather study than get stupid," that's fighting back.

**NEED HELP?** Call Drug & Alcohol Infoline at 867-4155.  
**WANT TO KNOW MORE?** The Fighting Back offices are located at City Hall, 165 Church Street, New Haven, CT 06510.  
**READY TO JOIN THE FIGHT?** Call Fighting Back at 787-8445!

FOR THE FIGHT AGAINST SUBSTANCE ABUSE

*Fighting Back*

IN NEW HAVEN WE ARE

We won't let  
DRUGS AND  
ALCOHOL  
Waste our city

# IN NEW HAVEN, WE'RE FIGHTING BACK.

It's no secret that alcohol and drug abuse, and the crime and violence they spawn, threaten the survival of America's cities. Every single day, this nationwide plague ruins the lives of more and more of our young people and hurts our future.

"In New Haven, we will not let it continue.

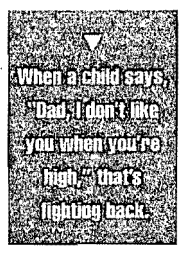
Through a grass-roots mobilization called **Fighting Back**, we're helping to redefine and expand the struggle to curb and prevent substance abuse. Our community's leading business, education, health care, law enforcement, and treatment professionals are deeply involved in this effort. They're working closely with neighborhood people who know the brutal reality of the problem in all its awful complexity. Together, we're committed to winning this battle.

"Because we all believe New Haven is worth the effort."

—Mayor John DeStefano Jr.

## Substance Abuse Can Kill a City.

When they hear "New Haven," most people think of Yale and the Green, colonial history and high-tech industry, elm trees and top-shelf architecture. New Haven is one of the oldest and most honored cities in Connecticut, the richest state in the USA. And there's much here of which we should be proud.



But sometimes, when they hear "New Haven," people think very differently. We're among the poorest of the nation's cities, and the cycle of unemployment and welfare and despair is all too familiar to too many of our people.

And, as in most central cities, substance abuse is at the core of some of our most difficult problems. Too many of our people are addicted, or dependent, or likely to become addicted. Too many are involved in the deadly commerce of selling drugs.

We're losing too much of our youth, and it's leaving the whole city scared and angry. And we can't afford to let it continue.

## It's Time to Fight Back.

First off, let's make one thing clear: "fighting back" has nothing to do with vigilantes or Hollywood's macho fantasies. And New Haven can't wait for some white-horse-riding rescuer to show up and save our town.

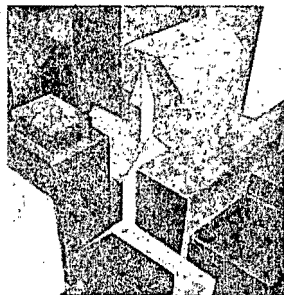
Instead, we need to pull together to understand the full scope of the problem, to figure out just what needs to be done. And then we have to get down to work, as a city, as a community, as families, as individuals.

*Because there's only one way to win this struggle: each and every one of us must do what we can, must do what we have to.*



CALL FOR PROPOSALS:

Fighting Back:  
Community Initiatives to  
Reduce Demand for  
Illegal Drugs and Alcohol



THE  
ROBERT WOOD JOHNSON  
FOUNDATION

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## **FIGHTING BACK AGAINST AMERICA'S PUBLIC HEALTH ENEMY NUMBER ONE**

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**Fighting Back is a national program of The Robert Wood Johnson Foundation. Technical assistance and program direction are provided by the Vanderbilt University Medical Center.**

## Fighting Back Against America's Public Health Enemy Number One

Anderson Spickard, Jr., Gregory L. Dixon, and Frankie W. Sarver

It is the worst of plagues. It knows no season and no boundaries. No mosquito will be identified, no microbe isolated, no vaccine invented to end its reign. It is a pestilence with all the classic trappings of social disruption, suffering and death - and one terrible, defining difference: We invite it to kill and maim and diminish us. We know how it enters us, and we open the doors to it, lured by the short-term pleasure it offers, lulled by the years or decades it incubates before erupting into host-killing maturity.

And because its vector is pleasure and its mask is time, we have not even recognized its horror fully enough to grant it a name worthy of its grisly power. How inadequate it is to call this peerless filler of graves and plunderer of nations by so pallid a name as substance abuse.

1992 Annual Report, The Robert Wood Johnson Foundation

### Abstract

Fighting Back is a comprehensive substance abuse program operating in 14 communities spread throughout the United States. The Robert Wood Johnson Foundation has committed more than \$45 million over a seven year period to plan and implement innovative, community-wide initiatives in Columbia, South Carolina; Charlotte, North Carolina; Kansas City, Missouri; Little Rock, Arkansas; Northwestern, New Mexico; Milwaukee, Wisconsin; New Haven, Connecticut; Newark, New Jersey; Oakland, California; San Antonio, Texas; Santa Barbara, California; Vallejo, California; Washington, D.C.; and Worcester, Massachusetts. This paper reports on the work in progress at the end of eighteen months of a five year implementation program in each site. A Fighting Back National Program Office operates from a base at The Vanderbilt University Medical Center in Nashville, Tennessee. The senior staff of this office highlights the process that has unfolded to date; describes some of the sources of encouragement; and discusses some of the critical issues and sources of concern. A "Call to Action" on the part of the federal government is included.

## Introduction

One of the paradoxes of our time is the incongruence between the harm caused by substance abuse and the rather anemic response to the devastation by the health care community. Indeed, after more than two decades of the "War on Drugs," there are those who would argue that health is not the real issue with either alcohol or illicit drugs. In any given week of any given year, the discerning reader can find an erudite statement that substance abuse is "really" an economic issue, a crime problem, a by-product of family disintegration, a sign of moral decay, or an attempt at racial genocide. Few argue forcefully that substance abuse is fundamentally a health problem and, as a consequence, the health professionals of America have largely stayed out of the messy debate and, for the most part, can only be found at detoxification units, in-patient hospital settings, or the occasional psychiatric unit where a dual diagnosis is the ticket for admission. Of course there are exceptions to these generalizations but our experience in Fighting Back - in working with fourteen communities spread across the United States has highlighted the paucity of participation by the mainstream health leadership - the physicians, nurses, medical educators, teaching hospitals, and health planners. Others are absent from the fray as well. We can challenge the business community, chastise the parents, bemoan the narrow vision of locally elected leaders, and accuse the colleges and universities of abdicating responsibility for the epidemic drinking behavior to be found at all but a handful of schools.

This article, addressed as it is to the health profession, seeks to grab your individual and collective attention, and urge you to sign up at the nearest community initiative struggling to get a grip on, what we argue, is one of the most understated issues of our time, one that undermines the foundation of civilization itself at the close of the twentieth century.

Although the connection between substance abuse and health has been widely reported in both the professional and popular press, a recent 12-month study by The Center on Addiction and Substance Abuse (CASA) at Columbia University concluded that at least one of every five dollars Medicaid spends on inpatient services is attributable to substance abuse. Other alarming new information in the CASA study released in July, 1993 includes the following findings:

- More than 70 conditions requiring hospitalization are attributable in whole or in part to substance abuse.
- Of these conditions, more than half of all pediatric AIDS cases are attributable to IV drug use, 87% of lung cancer to smoking, alcohol is involved in 72% of all chronic pancreatitis cases, and 65% of strokes are related to either cigarettes or cocaine.
- Males under 15 years of age with substance abuse as a secondary diagnosis have four times the average length of stay as those with no such complication, 16.4 days compared to 3.9 days. Females in the same age group stay almost three times longer, 9.8 days compared to 3.6 days.

- Individuals who both smoke and drink heavily are 135 times more likely to get throat cancer than those who do not.

These new data - added to the growing list of well known harms and costs of substance abuse - caused CASA President Joseph A. Califano, Jr., the former U.S. Secretary of Health, Education, and Welfare, to declare that "Substance abuse is Public Health Enemy Number One in America."

It is our view that health professionals need to join forces with other community leaders, in cities large and small, to give this drug crisis the manpower, the political clout, and the focused attention over time to find ways to better reduce the casualty roles and financial costs that threaten to overwhelm whatever progress that health care reform might bring. Hopeful signs, promising directions, and critical issues are emerging from our extraordinary and privileged experience in caring for and working with fourteen Fighting Back projects. This paper is a clinical report on fourteen "patient" communities who are fighting for their lives.

### A Foundation Urges Communities to "Fight Back"

In late 1988, The Robert Wood Johnson Foundation, one of the nation's largest philanthropies - and the largest foundation devoted exclusively to health care - invited the senior author of this paper (AS) to lead a new foundation initiative to develop new kinds of community wide initiatives to reduce demand for illegal drugs and alcohol. The Foundation's board of trustees originally committed \$26.4 million (later increased to approximately \$45 million) to challenge selected American communities to devise comprehensive projects, involving two years of planning and development and five years of implementation, that would carry out the complex enterprise.

Acknowledging that there were known existing models to follow, the Foundation's call for proposals did stipulate a few requirements.

- The target community could be urban or rural but had to contain a population of at least 100,000 residents and no more than 250,000 residents.
- The community was to develop a detailed assessment of all ongoing substance abuse programs and activities.
- The community was asked to develop a detailed workplan, with clear quantitative benchmarks and objectives, for the planning and implementing of a comprehensive, community-wide prevention and treatment system. The development of this plan was to be achieved with a community consensus building process, involving citizens from communities hardest hit by substance abuse, the leaders of major segments of the community, and the heads of key agencies, organizations, and departments of local government.

- Each applicant community was required to establish a citizen's task force bringing together community leaders, health professionals, clergy, school officials, parents, law enforcement officials, and other concerned and influential citizens. This group is intended to provide oversight, guidance, and support over the life of the project.
- Also required was the establishment of a community-wide consortium of institutions, organizations, and public and private agencies whose participation was deemed necessary to implement the initiative.

In early 1989, the Foundation established the Fighting Back National Program Office at Vanderbilt University Medical Center in Nashville, Tennessee, and recruited a knowledgeable National Advisory Committee chaired by John Brademas, Ph.D., the former Congressman from Indiana and then President of New York University. Next, more than 40,000 copies of the Fighting Back program announcement were distributed across the nation.

### The Nation Responds

The staff of the Foundation and the national program office expected that approximately 125 communities might submit applications in the competition. The application process required scores of people to be involved in each community, necessitated the design of a long and complicated written document, and proved to be an expensive and time consuming exercise on the part of many thousands of people across the country. To our astonishment, 331 communities developed and submitted full proposals after more than seven months of preparation and writing. These first applications were for two year planning and development grants of approximately \$200,000 each with no guarantee that the implementation portion would be funded in the future.

Reading 331 applications provided our reviewers with a most extraordinary enlarged and detailed picture of substance abuse in the United States. Every single application made a strong case for substance abuse being one of the most alarming problems threatening the quality of life in their community; each attached compelling data and illustrative newspaper stories describing a steady stream of local horror stories; and most described the current array of services and agencies as being in a perpetual state of fragmentation with long-standing conflict and little common ground.

Even allowing for the hyperbole expected in applications for funding, the story of America's communities under siege from substance abuse, told from the local perspective, disturbed us more than we had imagined it would. We saw the terrible toll of substance abuse - not just in DAWN (Drug Abuse Warning Network) Reports, DUF (Drug Use Forecasting) data, cirrhosis rates, or emergency room admissions - but in the homes, and streets, and neighborhoods of communities in 46 states, the District of Columbia, and Puerto Rico.

Some applications were not very sophisticated and said, in effect, "We know we probably won't get one of your grants, but things are so bad here, we just had to try anyway." One such application, more than 80 pages long, was hand-written on notebook paper and mailed from a small county in southern Mississippi. It told the all too typical story of crack cocaine joining forces with the long-standing problem of alcohol to shred the fabric of community. Another proposal came from a 20,000 square mile region of rural Alaska and described a three generation decimation of native peoples from alcohol. The locales were different, the stories were the same.

From this experience, we have become emboldened to use such terms as "plague" and "pandemic" to replace "drug problem" and "substance abuse."

### The Minimum Requirements for a Community Wide Strategy

Recognizing that each community was unique and would require carefully targeted objectives and strategies, the Fighting Back Program did put forward the uniform challenge that each grantee should attempt to develop and implement a single community-wide system of prevention and treatment that includes, at minimum, the following four elements:

1. A highly visible public awareness campaign designed to generate broad-based community support for efforts to reduce demand. This campaign is designed to sustain the public's interest and commitment through the life of the grant program.
2. A multi-faceted prevention effort targeted especially at children, adolescents and young adults. This could include: a) prevention programs in the schools, as well as out-of-school settings such as youth clubs and athletic teams; b) prevention training for peers, parents, teachers, coaches, physicians and employers.
3. Well-defined program policies and procedures for the early identification, assessment and initial referral into treatment of people with drug or alcohol problems. This could be targeted at one or more age groups and might include: a) inpatient hospital-case finding programs; b) employee assistance programs; and c) student assistance programs in the schools and on local college and vocational school campuses. These programs would emphasize training for physicians, employers, teachers, counselors, clergy and others.
4. A broad range of accessible options for treatment and relapse prevention, such as individual and group outpatient treatment and follow-up, day treatment, inpatient residential treatment and transitional residential care.

### The Two Year Planning and Development Phase

Grant awards for the two year planning and development projects were announced in February of 1990. Based on the merits of the proposals received, The Robert Wood Johnson

Foundation decided to fund fifteen rather than twelve planning and development projects. The planning and development phase ran from March 1, 1990 through the end of February of 1992.

In the planning phase, the communities were expected to:

- document the nature and extent of their substance abuse problem;
- develop a detailed assessment of all ongoing community substance abuse programs and activities and identify resources that already exist and major gaps, barriers or inefficiencies;
- arrive at community consensus regarding the specific priorities to be addressed;
- develop a detailed work plan with clear, quantitative benchmarks and objectives for the implementation, coordination and financing of a comprehensive community-wide substance abuse prevention and treatment system.

During this period, the Fighting Back National Program Office provided technical assistance and program direction to the grantee communities through site visits, frequent telephone conversation, correspondence, technical meetings, training sessions, and consultant services.

The planning and development process was remarkable in many ways. The job was complex, time consuming, and yet, often exhilarating. In many sites, there was not nearly enough staff to manage the sheer numbers of meetings, committees, and events. However, the sense of celebration at having been selected as one of the fifteen communities helped sustain the energy even as individuals volunteered hundreds of hours of work to fleshing out the community plan. The carrot of a \$3 million grant gradually lost some of its allure as the planning groups realized that \$600,000 a year for five years only goes so far. The demanding task of weaving together existing resources from housing departments, police departments, school districts, and social service agencies was less exciting than dreaming up brand new programs and systems. The challenge of system change was bewildering and even small gains were hard won. Issues of race, culture, and social class came to the forefront in most sites, with debate reaching varying degrees of intensity and resolutions having a fragile and provisional quality. New people constantly entered the picture and many issues, previously resolved or tabled, had to be revisited a second and third time as the newcomers sought to establish their own place in the process.

In the fall of 1993, an evaluation monograph describing the planning and development phase will be publicly available and the above issues and others will be more thoroughly discussed in that document.



## Outcomes Expected and the Evaluation of Fighting Back

The ultimate goal of the Fighting Back program is to demonstrate significant reductions in illegal drug and alcohol abuse. The broad outcomes expected include:

- a measurable and sustained reduction in the initiation of drug and alcohol use among children and adolescents;
- a reduction in drug and alcohol-related deaths and injuries, especially among children, adolescents and young adults;
- a decline in the prevalence of health problems related to and exacerbated by drug and alcohol use; a reduction in on-the-job problems and injuries related to substance abuse;
- a reduction in drug related crime.

The Foundation has committed more than \$10 million to conduct an extensive evaluation of The Fighting Back Program. The Pacific Institute for Research and Evaluation (PIRE) of Bethesda, Maryland was selected to carry out the independent evaluation of both the planning and the implementation phase of the program. Eight of the fourteen Fighting Back sites are matched to comparison sites which are similar to Fighting Back communities but do not have Fighting Back initiatives. The eight sites paired with comparison communities are Columbia, SC; Kansas City, MO; Little Rock, AR; Milwaukee, WI; Newark, NJ; Santa Barbara, CA; Vallejo, CA; and Worcester, MA.

A complex set of evaluation activities to be conducted at intervals over the five year implementation period includes a leadership survey, an analysis of flagship programs, an analysis of Fighting Back products and activities, a system survey, media analysis, cost analysis, general population surveys, and analysis of data in official records. A summary of the evaluation plan is available from Michael Klitzner, Ph.D., principal investigator for the Pacific Institute for Research and Evaluation.

### The Fighting Back Communities

The process of deciding which of the 15 communities would be awarded full implementation grants was long and rigorous. It involved the submission of lengthy proposals and multiple site visits on the part of review teams. Responding strictly to the merit of the proposals, the Foundation awarded nine implementation grants in early 1992, awarded four one-year implementation grants to sites needing more work, and decided not to fund two other communities. These last two unfunded communities were invited to refine and resubmit their proposals after one year and one of them was finally funded. The final group of fourteen fully funded projects is presented in the table below.

## **FIGHTING BACK COMMUNITIES**

<b>Community</b>	<b>Target Area</b>	<b>Population</b>	<b>Fighting Back Projects</b>
Charlotte, NC	West Charlotte	120,000	Charlotte-Mecklenberg's Fighting Back Commission
Columbia, SC	Greater Columbia	197,428	Fighting Back Lexington/Richland Alcohol & Drug Abuse Council
Northwest New Mexico	San Juan, Cibola, McKinley Counties	183,000	Northwest New Mexico Fighting Back Initiative
Kansas City, MO	Central City	198,500	Project Neighbor-H.O.O.D.
Little Rock, AR	City of Little Rock	194,900	City of Little Rock Fighting Back
Milwaukee, WI	Central City	177,044	Milwaukee County Fighting Back
New Haven, CT	City of New Haven	127,080	New Haven is Fighting Back
Newark, NJ	North, South, West & Central Wards	244,000	The Newark Fighting Back Initiative
Oakland, CA	East Oakland	127,611	East Oakland Fighting Back
San Antonio, TX	East Side San Antonio	102,000	San Antonio Fighting Back
Santa Barbara, CA	Greater Santa Barbara	181,824	Santa Barbara's Fighting Back Initiative
Vallejo, CA	City of Vallejo	103,282	City of Vallejo's Fighting Back Partnership
Washington, DC	Wards 7 & 6 East	114,272	Marshall Heights Community Development Organization
Worcester, MA	City of Worcester	164,655	Worcester Fights Back, Inc.

## The Implementation Phase of Fighting Back

Armed with new foundation grants, large and detailed written plans, sizable numbers of committed citizens, and the heady optimism of people on the move, the Fighting Back Projects - with the exception of Charlotte which began a year later - began to implement their plans in March of 1992. Almost immediately, much of the momentum and energy shifted from the "blue sky" brainstorming and planning to the more mundane work of hiring staff, renting space, refining budgets, drawing up subcontracts, and formalizing the governing and operating structures of the projects. For some communities, the following administrative obstacles proved to be substantial burdens.

- Projects located in city and county governments ran up against complicated hiring procedures that delayed staffing.
- Many projects planned subcontracts that required complicated administrative negotiations - both with the host organizations of Fighting Back and with the Foundation. Few projects had sufficient administrative capabilities in-house.
- Several sites changed project directors for a variety of reasons. In some cases, the project director during implementation phase required a different constellation of skills than those needed for the planning phase.
- Many sites ended up disappointing a local agency or organization that thought it would financially benefit from the foundation grant. This "slicing the pie" mentality is always a challenge when substantial amounts of outside funding come into a community.

Other sites had fewer problems and "hit the ground running" while demonstrating some quick and impressive progress. Naturally these successful activities generated an early sense of confidence and camaraderie among the leaders and citizens alike.

- Little Rock Fighting Back implemented "Insure the Children" - an insurance program covering a wide range of substance abuse problems for 26,000 youth in public schools.
- Project NeighborH.O.O.D. in Kansas City hired more than 20 neighborhood mobilizers to help organize the citizens in areas hardest hit by visible, street level drug problems.
- Milwaukee Fighting Back sponsored a dramatic "Erase and Replace" campaign to help reduce the number of billboards and signs advertising alcoholic beverages in the inner city.

- Greater Columbia Fighting Back pulled off an hour-long prime time "simulcast" highlighting the local impact of drugs and alcohol. It involved all three local network affiliate television stations as well as the public television station.

### Sources of Encouragement from Fourteen Communities

In the Fighting Back National Program Office we are in the privileged position of seeing the process unfold in separate yet similar ways in all fourteen communities. While this article is being written at the end of only eighteen months of implementation work, we think it is important to pass on some early "clinical" impressions about the promise of the Fighting Back projects.

Project leaders have been encouraged to address the entire continuum of care around substance abuse. This continuum includes prevention, early identification and early intervention, treatment and aftercare, and relapse prevention. Recognizing that this construct is imprecise at best, many of our projects have also added such areas as neighborhood redevelopment, public policy, and family support to their array of initiatives. Neighborhood redevelopment, for example, may include a primary prevention component, an early intervention strategy, as well as a treatment option.

**Promising Progress on Systems Change:** Changing local systems' responses to alcohol and drug issues is especially difficult when there is little new money to pay for innovations. Several projects have created new collaborative opportunities among agencies and organizations that previously had little day-to-day contact with each other.

Worcester Fights Back has established a Treatment Readiness Project to help confront the rising cost of health insurance for employers in the area. Five major insurers have come together in an effort to more carefully match treatment approaches with people seeking help for substance abuse problems. A pilot project will study whether treatment outcomes can be substantially improved by a combination of motivational enhancement therapy and very careful matching of patients and programs. Worcester Fights Back is presently recruiting local employers into the program.

The Little Rock Neighborhood Alert System has created nine neighborhood centers where an interesting constellation of city services are offered. Each center has a staff composed of police officers, a codes enforcement official, a neighborhood facilitator, and

a receptionist. This team is able to move quickly on suspected "crack houses," works to bring residents out from barricaded homes, and generally responds much more quickly to routine complaints about weed lots, junk cars, excessive noise, and other symptoms of declining neighborhoods. The Alert Centers have greatly increased residents sense of personal safety and confidence in city government to more successfully address the drug problem.

In Santa Barbara, California, a well-to-do resort community north of Los Angeles, Fighting Back leaders have created the slogan "Trouble in Paradise," to describe that community's enduring

problem with alcohol. One of Santa Barbara's key systems interventions has been to station an early identification specialist in the Cottage Hospital Emergency Room during peak evening hours when alcohol and drug related accidents are most common. The specialist guides emergency room patients to alcohol and drug services when their injuries or illnesses seem to be related to substance abuse. This opportunistic intervention appears to be an efficient and effective way to target high risk behavior at a "teachable moment."

Newark Fighting Back has helped put together the PINT Program to deal with the problem of public drinking near liquor stores. PINT (Public Inebriation Nuisance & Trash) teams composed of city sanitation workers, alcohol beverage control officers, police officers, and addictions treatment providers have set up a schedule of "sweeps" around well-known trouble spots in the city. The sweeps involve citations to liquor dealers for any violations of law, a clean-up of the area by sanitation crews, distribution of treatment information and Alcoholics Anonymous schedules and meeting places by treatment providers, and protection of the effort by police officers. The combined effects of all working together is much more effective than fragmented attempts to deal with a previously intractable scene of urban blight.

**Public Policy at the Local Level:** Public policy innovations are sometimes thought to be the province of national and state governments. However, some Fighting Back communities are making important statements and considerable headway in questioning or influencing a variety of local policies, practices, or ordinances concerning alcohol, tobacco, and illicit drugs.

The area around Gallup, New Mexico has achieved a certain infamy in recent years because of the easy availability of cheap, potent fortified wines. At the edge of several Native American communities where alcohol sales are banned, Gallup had few restrictions on alcohol availability until the Northwestern New Mexico Fighting Back group joined forces with other activists to educate the public about the consequences of its local ordinances. As a result, drive-up window sales have been closed, a local excise tax to increase treatment options has passed, and a new Alcohol Crisis Center has been built to house intoxicated people who were formerly jailed in an overcrowded and unsanitary drunk tank.

In Columbia, South Carolina, the Greater Columbia Fighting Back project has recently engaged in a lengthy public education process to explore the tobacco policy of the Richland County School District. They researched tobacco policies regionally, held numerous meetings and seminars, organized scientific information, and described the range of options available. As a result of the process, the District One Board of Commissions voted to place a total ban on the use of tobacco products on school grounds, in school vehicles, and at school sponsored activities. This ban extends to students and adults alike.

Vallejo Fighting Back is assisting the city in developing one of the toughest "conditional use permits" in the state of California. Milwaukee Fighting Back designed an "Erase and Replace" billboard project that has persuaded local advertisers to reduce the number of alcohol and tobacco ads in poorer, inner city neighborhoods. Clearly, public policy innovations are an effective and under-utilized vehicle to reducing access to alcohol and tobacco products.

**Closing Gaps in Prevention and Treatment Services:** Several sites have identified critical gaps in the available array of prevention and treatment services and have worked with local providers to plan or initiate new or enhanced services to address the need.

The Fighting Back Project of the Marshall Heights Community Development Organization in Washington, DC has been instrumental in getting drug treatment services made more available east of the Anacostia River where few existed previously. Fighting Back operates its own central intake center within a community resource center and works primarily to refer and follow patients into the bewildering maze of regional services. The Intake Center has resulted in placing many more people from the Marshall Heights community into treatment or aftercare programs. In addition, the center is attracting the attention of the criminal justice system which refers numerous offenders to its various group sessions as a condition of parole or probation.

East Oakland Fighting Back operates the G.A.S.P. (Grandparents as Second Parents) program, a remarkable support network for grandparents who are the primary caregivers for large numbers of children in East Oakland. Because so many young women are either incapacitated by drugs, in treatment programs, or incarcerated, the grandparents find themselves taking care of more and more children. G.A.S.P. provides counseling, material assistance, legal guidance, and peer support from other grandparents. G.A.S.P. volunteers also recommend teenagers for various mentoring programs that operate in the area.

**Expansion of Youth Prevention Programs:** There are very few absolutely original ideas around prevention programs for young people. The problem in most cities is to get enough human and financial resources together to have a significant impact on large numbers of young people, especially kids who are commonly regarded as "high risk youth." Several Fighting Back sites are grappling with the problem of reaching more with what they already know how to do.

New Haven Fighting Back is supporting the expansion of the Extended Day Academy, a highly regarded after-school program that offers a wide range of courses, activities, and recreation for thousands of New Haven's youth. This program recognizes that few households have Mom waiting at the door with milk and cookies at 3:30 pm. Mom is working too and, if Dad is no longer in the picture, she may well have two jobs. The school day and the work day have little synchronicity in most American communities.

San Antonio Fighting Back is collaborating with the U.S. Army at Fort Sam Houston in the "La Salida" program. Run by Army personnel, La Salida (the way out) is a weekend program involving physical challenges, obstacles, and confidence building exercises. The intent is to develop self-esteem, discipline, and the skills to resist negative peer pressure.

There has been an explosion of mentoring programs around the country in recent years. East Oakland, Milwaukee, Washington, and Kansas City are but a few of the Fighting Back projects working to expand beneficial contact between young people and adults. The need is so great and yet there are never enough mentors for all of the kids. And the larger the program, the longer project leaders hold their breath, hoping the dreaded specter of child molestation does not appear to wreck whatever foundation has been built.

**Neighborhood and Community Development:** Several Fighting Back Projects, especially those in the larger urban areas, have determined that building or rebuilding the sense of community is the most appropriate way to address substance abuse.

Project NeighborH.O.O.D. in Kansas City, Missouri has embarked upon an ambitious plan of mobilizing and strengthening targeted neighborhoods. A team of mobilizers from the neighborhoods have been hired to help build and empower neighborhood organizations. The mobilizers are provided with intensive training about substance abuse resources prior to beginning work and receive additional on-the-job training to aid them in increasing access to care for the residents. Local institutions and community based organizations are strengthened by funds from the Jackson County Anti-Drug Sales Tax, a quarter-cent tax approved by voters that generates more than \$14 million per year to supplement a wide range of anti-drug initiatives.

San Antonio Fighting back has similarly created three Neighborhood Resource Centers to provide a wide geographic area with a visible presence to provide training, coordination, technical assistance, and resource development support to residents and organizations alike. The Charlotte-Mecklenberg Fighting Back Commission, the Marshall Heights Community Development Organization, and the Northwest New Mexico Fighting Back Regional Council have all recognized that the "sense of community," though hard to define and harder still to measure, is a necessary if not sufficient condition for making real progress on demand reduction.

### Critical Issues and Sources of Concern

After eighteen months of implementation work, Fighting Back Projects are still fragile enterprises with numerous challenges and threats present in the moment or looming in the future. Five of the more prevalent and persistent concerns are highlighted below.

**Key Leadership Skills and Roles:** Good leadership abilities and proper role definition among several key people in Fighting Back Communities has helped projects weather many a storm. Obviously, the project director is key but he or she cannot do the entire job. Interestingly, we have not found expertise in substance abuse to be predictive of project directors' success on the job. More important has been a certain coolness under fire, an ability to juggle multiple agendas,

to be able to be effective with a tenant's association in the evening and then impress the Rotary Club at breakfast the next day. Perhaps most striking is our realization that outsiders, highly qualified people who have been recruited from outside the community, have had very difficult times. With one or two exceptions, our strongest project directors have come directly from the target community or have moved back to their home community after working elsewhere. Perhaps this is because trust is such a big issue and outsiders need a lengthy time to develop the level needed to be truly effective. Second, the time commitment is such that few outsiders are willing to work the fifty to sixty hours per week typical of most project directors.

The most successful projects also have key people in other important roles, although their titles may not necessarily reflect the most important strength they bring to the table. Strong projects need a political protector, someone who understands the local political scene and who can get appointments with key leaders, solve turf problems between local government departments, and help decide the best strategy for influencing public policy without crossing over the line into direct lobbying behavior. Another critical role is that of the neighborhood advocate, usually a longtime leader of a specific community or community group. This advocate keeps the program honest and centered and provides the credibility needed to get average citizens to participate in meaningful ways. The neighborhood advocate can also prevent the project from being too staff driven or "just another grant program" that lasts as long as the money does. A third valuable role is someone with business clout, a credible voice who helps translate the mind-numbing language of social services into the-bottom line, results oriented concerns of business and commerce.

Other kinds of people who enrich most projects include a prominent religious leader with an ecumenical turn of mind; an academician who is interested and hard-nosed about data, measurable objectives, and program monitoring; a recovering person with a broad knowledge of and respect for the work of local Alcoholics Anonymous and Narcotics Anonymous groups; and the networker, usually an agency head who knows all the service providers and the approximate boundaries of their turf.

**Maintaining a Systems Change Perspective:** One of our fundamental concerns in the national program office is the fear that our projects will lose their "systems change" perspective and become instead, "just another agency with just another grant." The temptation and the pressure is always strong to just do something, to hold another march against drugs, to fill a service delivery gap for pregnant addicts, and to hire a group of youth workers for the summer. The problem comes when these laudable and much needed activities replaces the more systemic or strategic interventions needed for creating a truly comprehensive system of care. There is a delicate balance here and all of us are aware of the need to show results to the public in meaningful ways. However, all of the Fighting Back Projects face the risk of merely supplanting the work that could and should be done by existing organizations and, in some cases, actually becoming a competitor for the limited funding available for community prevention activities, direct drug treatment services, or other community development. Project leaders themselves worry about this issue and we will revisit it many times before our work is done.



**Involving Neighborhood Leaders with Governmental and Organizational Leaders:** The competition phase of Fighting Back emphasized the involvement of both the traditional power structure and the local community residents from neighborhoods hardest hit by drug problems. We have been somewhat surprised to realize that this arrangement is rather rare. Both sides bring virtues and limitations to the table, but accommodating both simultaneously is not always easy. The neighborhood residents, sometimes called the grassroots folk, are like the business community in that they are results oriented. They want to see crack houses closed down, weed lots cleaned up, and the crowd drinking wine under the big tree moved on out. They are not very patient with the academician's need to quantify the problem or the bureaucrats need to clarify city or county policies. Since they don't much understand the "system" anyway and have even less faith that it is working, the idea of "systems change" is ephemeral at best.

The bureaucratic power structure, on the other hand, can be very systems oriented without the slightest notion of how any system is actually perceived out there in the neighborhoods. Housing, policing, and codes enforcement are all standard activities in every community which are often perceived quite differently in the neighborhoods than they are in city hall or the county agencies. In communities where citizens themselves are valued partners in neighborhood development and where their input amounts to more than mere tokenism, there is a palpable confidence that the demand for alcohol and other drugs can be substantially reduced and the communities made healthier.

**Low Awareness of Substance Abuse as an Underlying Factor in Many Present Day Ills:** Despite the nightly barrage of television stories about drug shootings, the carnage caused by drunk drivers, domestic violence, and homelessness, there is still the curious reluctance among commentators and audiences alike to directly identify alcohol and other drugs as the common denominator in these and many other pathology reports. In Fighting Back meetings, we often hear a statement that "You can't do anything about the drug problem until people have jobs;" or until "we do something about parenting; or "until people develop stronger spiritual values." The implication of these comments is that many people see alcohol and drug abuse as secondary rather than primary problems. This view is most unfortunate and provides a ready excuse for avoiding attempts to directly address drug seeking and drug taking behavior. Changing this notion in the public mind has become a major objective in most Fighting Back communities.

**The Depiction of the Drug and Alcohol Pandemic as a Minority Problem:** Although there is abundant research evidence to the contrary, many people think the drug problem, particularly the illicit drug problem, is primarily a phenomenon of the African-American or Hispanic population. This perception is fueled by the relative ease of filming a drug bust at a minority populated public housing complex or the highly visible retail, street level crack cocaine market. It is tougher to get the camera into the country club or the towering office complex where the powder cocaine is apt to be sold. A recent edition of USA Today asked the question, "Is the Drug War Racist?" Long mandatory sentences for selling crack cocaine - as compared to shorter, more variable sentences for selling powder cocaine - have imprisoned far more blacks than whites, lending credence to an affirmative answer to the USA Today question.

In most any community, a strung-out teenager from a wealthy family is apt to end up in an expensive treatment center while a similar teenager from a poor family will likely contend with the criminal justice system. The options are largely separate and unequal.

In Fighting Back, we are worried about perpetuating this notion since several of our projects (e.g. Milwaukee, San Antonio, Kansas City, Charlotte, and Newark) have targeted portions of their cities which are largely African-American and Hispanic. This is less true in Columbia, Little Rock, Vallejo and Santa Barbara. We do explain that the target areas in larger cities generally have fewer financial resources and may be the hardest hit by substance abuse. Nevertheless, we worry about reinforcing the erroneous public perception that the drug problem is mostly a minority problem.

Fighting Back has a long way to go and much to accomplish before anyone can assert that these sorts of community-wide approaches are the bold new answer to the plague of substance abuse besetting us. Supply reduction has proved to be financially costly, politically perilous, and largely disappointing in its results. We have yet to make a similar commitment to demand reduction, at either the national or community level. Fighting Back and other similar collaborative demand reduction efforts need substantial support from many people in order to demonstrate meaningful progress against the nation's number one public health enemy at the close of the millennium. If these approaches do not prove to be effective, in which direction does progress lie?

## Some Advice for Washington

In July of 1993, a meeting on the prevention of violence entitled "Safeguarding Our Youth" was held in Washington, DC and broadcast to many cities across the United States via satellite. Attorney General Janet Reno asked Beverly Watts Davis, director of San Antonio Fighting Back and a presenter at the conference, to write up her recommendations for consideration by The White House and the Cabinet members. Ms. Davis worked with Frankie Sarver, the associate director of the Fighting Back National Program Office, to develop the following Call to Action - a message to the federal government based on our experience to date with the fourteen Fighting Back communities. The recommendations are currently under active consideration at the highest levels of government.

It is far from clear where substance abuse will fit in a new or restructured health care system. The Office of National Drug Control Policy (ONDCP) has been reduced in size and its new director, Lee Brown, has been a late Presidential appointment. However, the stronger and more persuasive voices are being heard from the criminal justice system in general and the U.S. Department of Justice in particular. Attorney General Janet Reno has acknowledged that the supply-side oriented War on Drugs is now regarded as either an outright failure or, at best, merely palliative in the face of the demand side pressures. She and her colleagues in both drug enforcement and criminal justice have argued on numerous occasions for more attention to demand side strategies. This recognition may reflect a view that the American taxpayers are much more willing to have their governments spend money on public safety rather than public health. Regardless, the link between the two has never been clearer.

### **A Five-Point Call to Action: The Fighting Back Recommendation to Create a Federal Inter-Agency Council on Violence and Substance Abuse**

This is a call to action on the part of the following federal cabinet departments to assist in the rebuilding of a strong nation of safe and healthy youth, communities and neighborhoods: The U.S. Department of Justice, The U.S. Department of Education, The U.S. Department of Health and Human Services, The U.S. Department of Housing and Urban Development and The Office of National Drug Control Policy.

- Form a **Federal Inter-Agency Council on Violence and Substance Abuse**. The goal of this Inter-agency Council will be to facilitate a federal-level collaborative funding strategy which encourages and mobilizes traditional systems and community residents and organizations to cooperate in the development of innovative approaches and strategies at the community and neighborhood level. Valuable federal programs such as Weed and Seed, CSAP (Center for Substance Abuse Prevention) Community Partnerships, High Risk Youth, Target Cities, and Drug Free Schools and Communities would be included with similar housing and justice programs. The Robert Wood Johnson Foundation and The National Fighting Back Program

Office at Vanderbilt University offer their assistance in creating a public/private partnership to better address the growing problems of violence and substance abuse affecting our nation's youth, communities and neighborhoods.

- Develop and implement a **National Training Program** to improve the skills of communities in areas of problem-solving, mobilization, and advocacy. This training would provide the framework for building the local capacity to administer a new comprehensive, creative and flexible federal funding package which addresses a "continuum of services" as it relates to the problems of youth, violence and substance abuse. This training will enable a community to exercise its power to solve its own problems with assistance from the Federal Government as its "partner".
- Create a **partnership with private and public organizations** such as The Robert Wood Johnson Foundation, The National Fighting Back Program Office, Join Together, CASA, CADCA (Community Anti-Drug Coalitions of America), Partnership for a Drug Free America and federally-funded training organizations such as Macro and the Circle to develop a comprehensive training program. These and other organizations could collaborate on the development of a community training design which could be implemented by training contractors which already receive federal funding.
- Jointly host a **National Interagency Conference on Violence and Substance Abuse** which brings communities together to share collaborative and innovative strategies.
- Create a **comprehensive, flexible funding package for capable communities and neighborhoods** which are willing and ready to lessen the problems of youth, violence and substance abuse in the neighborhood.

#### Expected Results from the Call to Action

- 1) A federally-assisted call to action to communities, neighborhoods and residents to work cooperatively to stop the violence and reduce substance abuse in our nation's cities.
- 2) Encouragement and assistance to communities to integrate schools, traditional systems and resident action at the neighborhood level.
- 3) Encouragement and assistance to communities to integrate traditional "human service" approaches with "basic" city services such as community policing, neighborhood revitalization, and economic development at the neighborhood level.
- 4) Unprecedented involvement of the whole community in a collective vision and development of strategies.
- 5) Stimulation of innovative and nontraditional approaches.

- 6) Stimulation of cooperation among systems and residents.
- 7) The enabling of community and neighborhood residents to exercise power.
- 8) The restoration of a sense of community, a sense of responsibility, a harmony of purpose and a sense of hope and pride among residents.
- 9) More cost-effective, comprehensive, and responsive federal approaches to community problem solving.
- 10) The restoration of faith that government and its systems can and will respond.
- 11) The rebuilding of safe and healthy communities - one neighborhood at a time.

## References

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3. Price R, Goldberg L. Is the drug war racist? USA Today. July 23-25; 1993.
4. Klitzner M, Stewart K, Fisher D, et al. Final Evaluation Report on the Planning Phase of Fighting Back: Community Initiatives to Reduce the Demand for Illegal Drugs and Alcohol, Reporting Period: February, 1989 - February, 1992. Pacific Institute for Research and Evaluation, Bethesda, MD: 1993.

**INGREDIENTS FOR SUCCESS IN A COMMUNITY  
ROBERT WOOD JOHNSON FOUNDATION FIGHTING BACK PROGRAM**

- \* A planning period before implementation
- \* Mobilization of the people to address the issue of substance use and abuse; all agree the issue is serious and an urgent priority
- \* A community-wide strategy; involve all levels of persons in the community; organize a Citizens' Task Force
- \* Develop a strategy and stay with the plan; frequent reviews of progress
- \* Provision of resources (primary resources of RWJF and leveraged resources)
- \* Maintain qualified, committed leadership in the project director and executive committee
- \* Involve police in community-wide policing in the neighborhoods
- \* Provide effective technical assistance from the National Program Office
- \* An aggressive public awareness campaign

Anderson Spickard, Jr., M.D.  
National Program Director, Fighting Back  
July 27, 1994

**A SITE-BY-SITE COMPARISON OF 1993 PROGRAM "ELEMENTS"  
WITH  
"INITIATIVES" PRESENTED IN THE 1994 MID-COURSE ASSESSMENT  
PHASE II PLAN**

**Prepared by: Fighting Back National Program Office  
June 26, 1994**



CHARLOTTE

A. Program "Elements" Submitted in 1993	B. Program "Initiatives" in 1994 Mid-Course Assessment Document
<p>Community Awareness Campaign Neighborhood Awareness Campaign Neighborhood Capacity-Building Prevention Neighborhood Assistance Program Schools and Family Prevention Activities Police and Community Interdiction Neighborhood Training Academy Early Identification Neighborhood Assistance Program Medical Community Education Early Identification Neighborhood Assistance Program Out-stationing Treatment Programs Local In-Patient Treatment Addicted Pregnant Women Ministry of Recovery and After-Care Programs Employment Training Programs Business Assistance Programs General Administration</p>	<p>Application is not yet due for submission</p>

\*NPO requests that site collect MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**COLUMBIA**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Information and Referral  
 Policy Development  
 Program Development  
 Public Awareness  
 Volunteerism  
 Universal Training Initiatives  
 Business Community Initiatives  
 Interfaith Community Initiatives  
 Neighborhood Organization Initiatives  
 Parent Initiatives  
 Physicians Initiatives  
 Youth Intervention and Treatment Programs  
 School-Based Programs  
 Youth Prevention Initiatives  
 Adult Intervention and Treatment Targeted Programs

\*Volunteerism  
 \*Impactor Training  
 Richland Heritage Alliance  
 \*Interfaith Initiative  
 Business Initiative  
 \*Physicians Initiative  
 \*After School Initiative  
 Drugs Destroy Dreams Initiative  
 \*Youth Prevention Initiative  
 \*Teenline  
 \*The Bridge Initiative  
 Teen Discovery Initiative  
 \*DJJ Adolescent Addiction Treatment Unit  
 Parent Education Initiative  
 Prevention Resource Center  
 \*Continuum of Services Coordination  
 \*Relapse Prevention Initiative  
 Child Care For Outpatient Treatment Initiative  
 \*Long Term Family Residential Treatment  
 Wet Shelter Initiative  
 \*The Family Place Initiative  
 HIV/AIDS Education Initiative  
 \*Traveling Resource Van  
 \*Crime Initiatives - Community Policing  
 General Administration and Management  
 Coalitions, Task Forces, and Committee  
 Planning  
 Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collect MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**EAST OAKLAND**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Grandparents as Second Parents Program  
 High Impact Project  
 The Fremont High School Clinic  
 Public Awareness  
 Community Organizers  
 Youth Fellows Program  
 Korean Center of the East Bay  
 United Indian Nations

\*Grandparents as Second Parents Initiative  
 \*Project Reclaim  
 \*Youth Fellowship Initiative  
 \*50 Black Men 50 Black Women  
 \*Toy Weapon Education Project  
 \*Alcoholic Outlets Initiative  
 \*Fremont Tiger Clinic  
 \*Community Outreach To Korean Merchants Initiative  
 United Indian Nation Initiative  
 \*Children's Education and Research Development Initiative  
 General Administration and Management Coalitions, Task Forces, and Committee Planning  
 \*Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collects MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**LITTLE ROCK**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Small Business Initiative  
 Fighting Back Through Primary Care  
 Community Spirit Initiative  
 Fight Back! Insure the Children  
 Services of Youth Who Are Violent  
 Media Partners Initiative  
 Women's Center  
 Neighborhood Mobilization  
 Neighborhood Mobile Resource Center  
 BCD Support Center  
 Pankey New Life Support Center  
 Arch Street Alert Center  
 ELR Alert Center  
 Stephens/Oak Forest Alert Center  
 SWLR Alert Center  
 Capitol View/Stift Station Alert Center  
 Central High Alert Center  
 Wright Avenue Alert Center  
 Wakefield Alert Center

\*Small Business Initiative  
 Fighting Back Through Primary Care  
 Community Spirit Initiative  
 \*Fight Back! Insure the Children  
 \*Services for Youth Who are Violent  
 \*Women's Center/Child Care Recruitment and Referral  
 \*Neighborhood Mobilization  
 \*Neighborhood Mobile Resource Center Support Centers  
     BCD Support Center  
     Step Up Center  
 \*Neighborhood Alert Centers - Community Policing  
     Arch Street Alert Center  
     ELR Alert Center  
     Stephens Oak Forest Alert Center  
     SWLR Alert Center  
     Capitol View/Stift Station Alert Center  
     Central High Alert Center  
     Wright Avenue Alert Center  
     Wakefield Alert Center  
     New Alert Centers  
 General Administration and Management Coalitions, Task Forces, and Committee Planning  
 \*Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collects MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**MARSHALL HEIGHTS**

A. Program "Elements" Submitted in 1993	B. Program "Initiatives" in 1994 Mid-Course Assessment Document
<p>Abstinence Treatment Administration After-School Program Assessment Case Management Child Care Citizen's Task Force Code Enforcement Communications Community Support Community Empowerment Community Patrols Consortium of Service Providers Criminal Justice Committee Early Identification Early Childhood Development Education Committee Evaluation Executive Committee Faith Community Healthy Start HIV/AIDS Education In-school Programs Intervention Law Enforcement Pre-School Program Pre-Treatment Prevention Public Policy Public Awareness Campaign Referrals Social Workers Substance Abuse Counseling System Change Training Treatment Committee Urinalysis Youth Advisory Board</p>	<p>*Project STAR Project T.I.M.E. *Summer Youth Project *Pretreatment Initiative *Abstinence Program Recovery Fair Intake Program *Public Awareness Survey Initiative Youth Talk Teen Show *Ward Seven Weekend Health Fair *Community Art Show Initiative Collaboration of Arts Program Initiative General Administration and Management *Coalitions, Task Forces, and Committee Planning *Local Assessments *Public Awareness Initiatives *Public Policy Initiatives</p>

\*NPO requests that site collects MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**MILWAUKEE**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Fighting Back Family Resource Center  
 The Hang-Tough Club House  
 Fighting Back/CYD Peer Counselors  
 Youth Leadership Development Model  
 Wisconsin Against Drug Environments  
 The Fighting Back Zipcode Targeting Project  
 Prevention Early Identification Model  
 Media Partnership Models  
 Congregational Outreach Resource Project Model  
 Leadership Support Network Mode  
 Executive Committee Governance Model  
 Leadership Support Network Model  
 Workgroup/Team Collaborative Model  
 Targeted Cities  
 Treatment Workgroup  
 Education and Training Resource Center Model  
 Policy and Systems Change Model  
 Milwaukee Coalition Against Drug and Alcohol Abuse  
 Cultural Competency Policy Team  
 Resource Support Collaborative Model  
 Evaluation Model - ATODA Data Base

EID System and Service Referral Network Initiative  
 \*Cultural Competency Projects  
 \*Faith C.O.R.P. Initiatives  
 \*Women's Initiative  
 \*Harms Reduction Resource and Action Network  
 \*Center for Demand Reduction  
 \*Youth Education and Creative Recreation Initiatives  
 \*Neighborhood Resource Centers  
 \*Medical Training and Education Initiative  
 \*Relapse Prevention Conference  
 \*Target Cities Project  
 \*Alternative Treatment and Expansion Initiative  
 \*Billboard Campaign  
 \*Treatment Improvement Initiative  
 General Administration and Management Coalition, Task Forces and Committee Planning  
 Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collect MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

NEWARK	
A. Program "Elements" Submitted in 1993	B. Program "Initiatives" in 1994 Mid-Course Assessment Document
Health and Substance Abuse Public Service, Safety and Empowerment Economic Development and Employment Services Housing Education	Application is not yet due for submission

\*NPO requests that site collect MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**NEW HAVEN**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Neighborhood Prevention - Community Substation Management Teams  
 The Substance Abuse Treatment System  
 The Consortium for Substance Abusing Women and Their Children  
 Youth Initiatives  
 Training and Education Initiatives  
 Technical Assistance  
 Volunteers

\*Transitional Housing  
 \*Criminal Justice System Initiative  
 \*Employment, Training and Education for Recovering Persons Initiative  
 \*GA Managed Care Pilot Project  
 Treatment on Demand Initiative  
 Chronic Inebriate Initiatives  
 \*Recovering Fathers Initiative  
 \*Liquor Store Reduction Initiative  
 \*Community Schools Initiative  
 Youth Retreat and Leadership Initiatives  
 Labor Union Training Institute  
 Senior Citizen Education and Training Initiative  
 \*Community Substation Management Teams  
 General Administration and Management Coalition, Task Forces and Committee Planning  
 \*Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collect MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.



**NORTHWEST NEW MEXICO**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Associations/Coalitions  
 Community Initiatives  
 Services  
 Community Organizations  
 General Administration  
 Human Resources  
 Funding  
 Youth  
 Cultural

- \*Intercultural Leadership Institute
- \*Regional Initiatives  
 Case Management System
- \*Improved Access/Elimination of Waiting Lists Initiatives
- \*Culturally Integrated Treatment Initiatives
- \*Relapse Prevention Initiatives
- \*F.A.S./F.A.E. Reduction and Prevention Initiatives
- \*Youth Empowerment Initiatives  
 Family Counseling, Intervention and Support Initiatives
- \*Personal Growth Training
- \*Human Resource Training
- \*Continuum of Care Increased Funding Initiative
- \*Intensive Community Organizing Initiative
- \*Fighting Back Associations
- \*Multicultural/Multimedia Campaign
- \*Public Policy Education Initiative
- \*Risk-Reduction/DWI Prevention Initiatives
- \*Responsible Hospitality Initiative  
 General Administration and Management Coalitions, Task Forces, and Committee Planning
- \*Local Assessments
- \*Public Awareness Initiatives
- \*Public Policy Initiatives

**\*NPO requests that site collect MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.**

**PROJECT NEIGHBORHOOD**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Training  
 Neighborhood Mobilization  
 Youth Initiatives  
 Community Policing  
 Partnerships-Coalitions and Consortiums  
 Referral Tracking System  
 "Community Will" Indicators

\*Neighborhood Mobilization  
 \*Community Action Networks - Community Policing Center  
 \*Youth Initiatives  
 \*Referral Tracking System  
 \*Drugs Don't Work Initiative  
 \*Community Schools Initiative  
 \*Tobacco ASSIST Initiative  
 \*Drug Court  
 (Anti-Drug Tax (COMBAT) Initiatives  
 \*Project STAR  
 Kaufman Foundation Initiatives  
 General Administration and Management Coalitions, Task Forces, and Committee Planning  
 \*Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collects MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**SAN ANTONIO**

A. Program "Elements" Submitted in 1993	B. Program "Initiatives" in 1994 Mid-Course Assessment Document
<p>Community Network  Economic Development  School-Based Activity  Youth Oriented Activity  Communication Campaign  Enhancement of Services  Comprehensive Treatment Services  Enforcement and Justice  Data Collection  Victims Office  Safe Haven  Mentors Program  Neighborhood Beautification  Weatherization  Bexar County Treatment Collaborative  Weed and Seed  Community Mobilization  Public Awareness  Accessing Resources and Creating Linkages</p>	<p>*Bexar County Treatment Collaborative  *LaSalida  *Mentors Fighting Back  *Beautification Program  *RFP Empowerment  *SafeHaven  *Weed and Seed - Community Policing  General Administration and Management  Coalitions, Task Forces, and Committee  Planning  *Local Assessments  *Public Awareness Initiatives  *Public Policy Initiatives</p>

\*NPO requests that site collects MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**SANTA BARBARA**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Administration  
 Advisory Councils  
 Business  
 Camps  
 Clergy  
 Community Awareness  
 Community Service Coordination  
 Carpinteria High School  
 Carpinteria Middle School  
 Dances  
 Dos Pueblo High School  
 EAP-Business  
 EAP-Schools  
 Early Identification-Criminal Justice  
 Early Identification-Schools  
 Elementary Schools  
 Free for the Weekend  
 Gangs  
 Geriatric Treatment  
 Goleta Valley Junior High School  
 Intern Program  
 La Colina Junior High School  
 La Cumbre Middle School  
 Media Awareness  
 Red Ribbon  
 San Marcos High School  
 Santa Barbara Community College  
 Santa Barbara High School  
 Santa Barbara Junior High  
 Sobering Station  
 Special Events  
 Treatment Consortium  
 Volunteer Initiative

\*Santa Barbara Homeless Initiative  
 Dual Diagnosis Plan  
 Temporary Shelter and Life Skills Initiative  
 Permanent Shelter  
 \*Ready Response Team Initiative  
 \*Gang Task Force Initiatives  
 \*Neighborhood Crime Focus - Community Policing  
 \*Sobering Station  
 \*Drug Court  
 \*Youth Services  
 Roots and Wings Initiative  
 STAR Initiative  
 D.E.F.Y. Initiative  
 Challenge Camps  
 \*Teen Center  
 \*Perinatal Program  
 \*Senors-Carrillo Hotel Project  
 \*Zero Tolerance Campaign  
 Red Ribbon Campaign  
 S.A.R.T. Sex Abuse Response Team  
 Eastside Study Group Initiative  
 \*Student Assistance Program  
 \*Small Business Employee Assistance Program  
 \*Peer Mediation Program  
 \*Youth Sober Activities and Noontime Activities Initiatives  
 Elementary School Summer Program  
 \*Community Alternative Schools Intern Program  
 \*Psychiatric Emergency Team Initiative  
 General Administration and Management Coalitions, Task Forces, and Committee Planning  
 \*Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collect MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**VALLEJO**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Acupuncture Detox Program  
 Community Recovery Center  
 Criminal Based Services  
 Shamia Recovery Center  
 Sober Living Residences  
 Solano Alano Club  
 Community Development  
 Community-Based Policing  
 Mare Island Response  
 Youth Programs  
 VISTA Program  
 Advocacy Committee  
 African-American TaskForce Training Program  
 Alcohol Policy Coalition  
 Community Liaison Committee  
 Clergy Committee  
 FBP Board Training  
 Filipino Taskforce Training Program  
 Grant Writers Network  
 Health Care Service Providers  
 Latino Taskforce Training Programs  
 Master Trainer Project  
 Physicians Training  
 STRIVE Challenge Course  
 VISTA Project  
 General Administration  
 Celebrations  
 Geographic Information System Project  
 Managed Health Care Initiative

\*Acupuncture Treatment  
 Jail-Based Treatment  
 \*Sober-Living Residences  
 Men's Enhancement Sober-Living Residences  
 \*IA'Tik Recovery Center  
 \*Solano Alano Club  
 \*Tobacco Integration Project  
 \*Shami Recovery Center  
 \*Community Policing Initiative  
 Youth Diversion Initiative  
 \*Youth Partnership Video Project Initiative  
 La Juventud Latino Information and Education  
 La Quebradita Dance Club  
 \*Youth Internship Initiative  
 Recovery Day Celebrations Initiative  
 \*Senior Roundtable  
 \*Responsible Beverage Service Initiative  
 \*VISTA Project Initiative  
 \*Alcohol Policy Institute  
 \*Project Clean  
 Late Night Recreation  
 STRIVE Challenge Course  
 \*Ma'at Drug-Free Workplace Project  
 \*Initiatives from Filipino Community  
 \*Initiatives from Latino Community  
 \*Initiatives from Recovery Community  
 \*S.A.P. Initiative  
 \*Master Trainer Project  
 \*Hospital Intervention Project  
 \*SAFE Streets NOW!  
 \*Faith Initiative  
 General Administration and Management  
 Coalitions, Task Forces, and Committee  
 Planning  
 \*Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collects MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.

**WORCESTER**

**A. Program "Elements" Submitted in 1993**

**B. Program "Initiatives" in 1994 Mid-Course Assessment Document**

Public Awareness  
 Prevention  
 Early Identification/Intervention  
 Treatment/Relapse Prevention  
 Research and Evaluation  
 Administration and Finance

Youth Worker Training Initiative  
 \*Youth Empowerment Initiative  
 \*Police Community Bridge Initiative  
 \*Student Assistance Program Initiative  
 \*Juvenile Court Initiative  
 \*Interfaith Initiative  
 \*Mentor/Interagency Internship Initiative  
 \*Treatment Readiness Project  
 \*Anonymous Tip Line  
 General Administration and Management  
 Coalitions, Task Forces, and Committee  
 Planning  
 Local Assessments  
 \*Public Awareness Initiatives  
 \*Public Policy Initiatives

\*NPO requests that site collect MIS data on these initiatives at a minimum. Site may add other "initiatives" to the program.