



# 12TH STREET CORE

LITTLE ROCK, AR

coming increasingly prevalent throughout the industry, thanks to the initiative of good business management and the ingenuity of the architectural profession. The realization that run-down theatre properties are one of the most disturbing elements to the success of theatre operation has created a wave of theatre modernization throughout the country. Dilapidated and unattractive theatres or ancient houses of inadequate capacity and unsuitable arrangement for the comfort of patrons are no longer being allowed to usurp valuable locations. Nor are they permitted to stand very long as a direct

land," had a seating capacity of some 300, colored patrons and a most ordinary and unimposing appearance in all respects. A comparison of the "before and after" pictures presented here can tell the transformation story more effectively than mere words. Let us now pass on to an appraisal of Arkansas Amusement Corporation's new Lee Theatre in Little Rock, Arkansas, successor in public interest to the aforementioned old Highland Theatre. The site is an outlying middle-class residential section of Little Rock and the

Below—Daytime appearance of the old Highland at Little Rock, Ark., before it was demolished to make way for its modern successor, the new Lee Theatre, shown in formal evening dress at the right. A convincing argument for property renovation.



## EXECUTIVE SUMMARY



Prepared for ICAP, Metroplan and The City of Little Rock  
December 2014

# ACKNOWLEDGMENTS

---

## CONTRIBUTORS

### IMAGINE CENTRAL ARKANSAS PARTNERS

#### METROPLAN

Jim McKenzie, *Executive Director*  
Richard Magee, *Deputy Director/Director of Planning*  
Metroplan Staff

#### CITY OF LITTLE ROCK

City of Little Rock Board of Directors  
Director Ken Richardson, *City Director for Ward 2*  
Frederick Gentry, *Project Manager, Special Projects Administrator*  
Melinda Glasgow, *Deputy Project Manager*  
City of Little Rock Staff

## CONSULTANT TEAM

### GATEWAY PLANNING

Scott Polikov, *Principal-in-Charge*  
Brad Lonberger, *Project Manager*  
Kelsey Berry, *Deputy Project Manager*  
Rob Parsons  
Milosav Cekic  
Daniel Church

### ICF

Kathleen Rooney  
Alanna McKeeman  
Amy Ross  
Jim Rice  
Scott Ledford  
Terry Kissinger  
Ambika Melville  
Brent Barnes  
Jubran Kanaan  
Harrison Rue  
Hannah Twaddell  
Pepper Santalucia

### HORSLEY WITTEN

Jonathan Ford  
Joseph Henderson  
Hannah Carlson  
Stephen Kasacek

### WALKABLE + LIVABLE COMMUNITIES INSTITUTE

Dan Burden  
Kelly Morphy  
Todd Clements

### THE DESIGN GROUP

Myron Jackson  
Stephanie Jackson  
Ramanitha Jones  
Whitney Holman  
Shan Johnson  
Douglas Benjamin  
Juan Omar Alonso

### CATALYST COMMERCIAL

Jason Claunch  
Michael Latham

### CONTRIBUTERS

Leslie Coburn  
Michael Hathorne  
Rhea Roberts  
Vanessa McQuin  
Dede Christopher

---

# TABLE OF CONTENTS

---

<b>I.</b>	<b>Executive Summary .....</b>	<b>i</b>
<b>II.</b>	<b>Introduction .....</b>	<b>1</b>
	(a) Why Jump Start? .....	3
	(b) Why 12th Street? .....	5
<b>II.</b>	<b>Governing Elements: Development, Economics and Policy.....</b>	<b>7</b>
	<i>Development: Conceptual Plans</i>	
	(a) Core Mixed-Use.....	10
	(b) Cedar and Pine Streets .....	12
	<i>Economics: Feasibility + Return on Investment</i>	
	(a) Development Strategy .....	15
	(b) Process for Analysis.....	16
	(c) Public Investment .....	16
	(d) Private Investment Support .....	18
	(e) Public and Private Relationship .....	20
	<i>Policy: Regulations</i>	
	(a) Zoning Strategy .....	23
	(b) Complete + Context Sensitive Streets .....	23
<b>IV.</b>	<b>Implementation Strategies.....</b>	<b>25</b>
	(a) Planning and Design .....	27
	(b) Public/Private Relationships.....	33
	(c) Market Activity .....	39
	(d) Action Steps.....	42
	(e) Consolidated Performance Evaluation Framework.....	45
<b>V.</b>	<b>Appendix</b>	

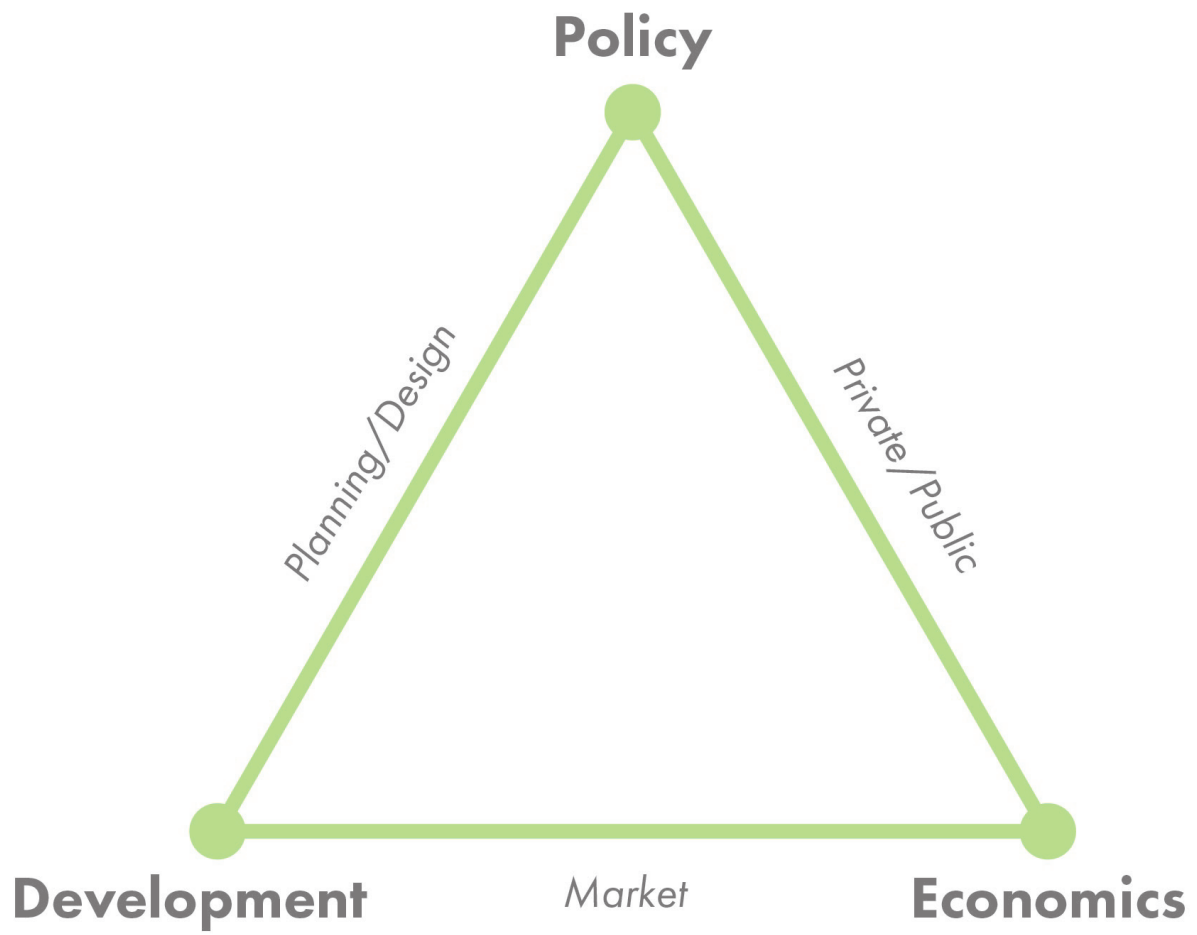
---

THIS PAGE INTENTIONALLY LEFT BLANK





# EXECUTIVE SUMMARY





# EXECUTIVE SUMMARY

A key component to the implementation of the Jump Start Initiative is the recognition of the interdependency that exists between the governing elements of *Policy*, *Development* and *Economics*. Each element delicately tied to the others, which ultimately requires a careful balance between all three in order for projects to truly implement. Without an achieved balance, the likelihood of a successful implementation will be slim.

*Policy*, *Development* and *Economics* form the regulations, concept plans, fiscal impact and feasibility of the Jump Start Initiative. Each of these governing elements is tied together with strategies for implementation. These strategies are categorized based on their emphasis, such as Planning and Design, Public-Private Agreements and Market Strategies.

The 12th Street community covers a far greater area than the limits of this plan area. To begin the process of implementing the vision for the 12th Street Corridor, following these strategies will implement this action plan and achieve its goal to revitalize the neighborhoods, bring back the vibrancy and energy that the community had once known, and pave a path for a sustainable economy. Forming a sustainable development pattern that returns value for reinvestment is feasible and desired, but more importantly, it offers new opportunities for jobs and education.



12th Street Plan Area

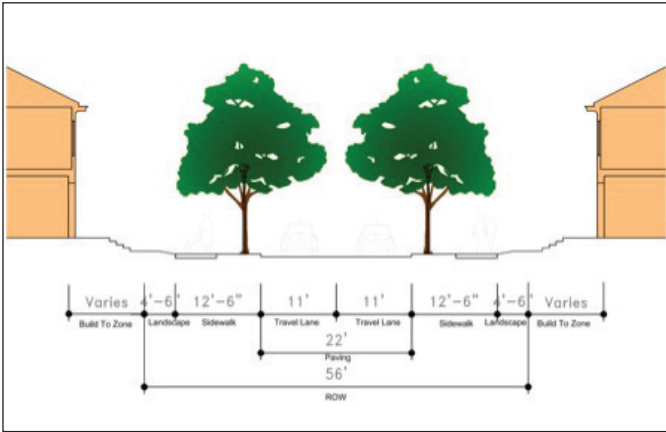
With this action plan and a committed coalition of implementers from all invested stakeholders (public and private), the 12th Street community can revitalize this historic neighborhood and help it become a truly successful place.

There is strong support among the stakeholders for ensuring that something progressive happens in the 12th Street Core. The action plan's vision was crafted through the 12th Street Corridor Vision Plan by Crafton Tull and further explored at the building scale level through this process. Support was clear to build on the neighborhood's culture and focus on its ability to create stability in the built environment and the employment base. Strong concerns for employing locally and educating the youth to be progressive citizens is on the minds of every resident. The 12th Street Core at Cedar and Pine was originally a cultural hub for the community, with the city streetcar system stopping on 13th Street and the local activity with the theater and elementary school, this area was a vibrant village center. There had always been a culture of community gathering and today still contains some historic buildings around Pine Street and 13th Street, as well as in the surrounding neighborhood.

The action steps for implementation focus on policy and public realm infrastructure at first. Constructive policies in zoning, public infrastructure, connectivity and stormwater management mean sustainable development patterns will be able to thrive. In order to attract businesses that employ local residents, focus needs to turn to providing walkable neighborhoods with meaningful local retail, neighborhood services and a variety of residential options. Residential homes, owner-occupied and rental, can be found in the area, though many vacant parcels also exist. The area does have a number of community services, but limited retail choices and even fewer housing options. New construction will build in a sustainable development pattern that works within the existing context and brings up the quality of the public realm for the whole area. This will attract new opportunities and, with the support of City policy, can open up the opportunity for local rejuvenation.

The City has invested in public services in the area, in addition to preserving the Willie Hinton Center for community events and services. The next step is to activate the area. With the impending decay of the Lee Theater on 13th Street, the City can actively participate in the protection of this theater with Better Community Developers (BCD) to restore this piece of

# EXECUTIVE SUMMARY



Cedar and Pine Streets Cross Section



Rendered Perspective along 13th Street

history and reactivate the energy in the community. The goal of attracting local businesses requires a sense of place in order to bring these opportunities to fruition.

The two important implementation elements are activation and keeping the flame alive. Having a coalition of stakeholder representatives (neighborhood leaders, business leaders, non-profits, city staff of all departments, director, Metroplan, religious groups, and many others). This will allow a synergy between these groups to form. This synergy will align interests and coordinate activities and projects. There will need to be consistent communication with the residents, businesses, landowners and the City. A coalition group will continue moving this plan and its action steps to help realize the potential of the greater downtown area. A special projects administrator or an ombudsman may be an excellent candidate to be assigned as a leader for this coalition in order to host meetings and coordinate information through their extensive communication stream.

## CATALYTIC DEVELOPMENT OPPORTUNITY

A catalytic development is typically the approach to solving the “chicken and the egg” dilemma for development of a place such as the 12th Street Core. Three approaches must be solved for improvements to affect catalytic events.

### Public Development

Though the City and other public entities have invested millions of dollars into the area, there are some key public improvements that will help connect the residential areas adjacent to the core and inspire reinvestment in the neighborhood. By focusing Capital Improvement Funds for street and sidewalk repair in a consolidated area, the investment in this connectivity would increase the likelihood for reinvestment in abandoned and vacant parcels and grow the pie in a collected area. Once the reinvigorated lots are being revitalized and value creation is occurring, those investments can be carried out and further connect deeper into the neighborhoods. The greatest chance for growth in the area is to support the current residents and help them build back their community vibrancy.

### Public-Private Development

Through this process, the Lee Theater has been a key focus. This process presented an opportunity to perform a structural survey of the historic structure and found that it is structurally sound and could be renovated to its original use, or a similar compatible use. The process moving forward for the survival of the Lee Theater will need to be a Public-Private Partnership. With the help of the private/non-profit owner, BCD, the City and historic preservation groups, the theater can be revitalized and bring back some of the activity that this area once embodied.

The key to this process will be:

- Determination of a use that will bring value and activity
- Support local jobs and education
- Serve as an active and safe place to gather, hold events and use for multiple purposes
- Be a centerpiece for community culture in the neighborhood

It has yet to be discovered what the most appropriate use may be, though some concepts are:

- An events center that rents out to special groups;

- Restoration to a theater again and feature a series of films with a local ambiance;
- An education or religious venue.

The opportunities are endless, but there needs to be a common goal to fundraise and restore the building first. The fundraising will require the creation of a business plan and a programming plan in order to inspire donations for the facility rehabilitation.

## Private Development

The ideal location for private development will be the property across from the new 12th Street Mixed-Use Station. This property could see an urban walkable frontage with services and retail on the ground floor, it could also accommodate residential above and bring in some moderately priced apartments that will bring needed residences to the Core area.

Fundraising strategies for affordable housing or mixed-income developments are explored in the Implementation Strategies.

## SUMMARIZED ACTION PLAN

The implementation action plan begins with policy and regulations, and then carefully moves into public-private partnerships and market involvement. Priority of occurrence for these items is in order of listing below. Additional action items, strategies and planned performance measures can be found under Implementation Strategies, page 42.

### Near Term Action Steps

- **Adopt this Implementation and Action Plan**
  - In order to be eligible for any regional funding for infrastructure improvements, the Implementation and Action Plan must be adopted at the Board of Directors as the guiding plan for any projects in the 12th Street Core.
  - In order to be eligible for the next round of funding allocation by Metroplan for implementation of infrastructure projects, this plan must be adopted in the first quarter 2015.
- **Adopt the draft of the Cedar/Pine Design Overlay regulations**
  - In order to be eligible for any regional funding for infrastructure improvements, these updates must be adopted at the Board of Directors as the zoning document for any projects in the 12th Street Core.
  - In order to be eligible for the next round of funding

allocation by Metroplan for implementation of infrastructure projects, these updates must be adopted in the first quarter 2015.

- Apply these proposed updates to the zoning ordinance as a City initiated zoning amendment and notify the appropriate landowners within the required distance or proximity, if necessary for amendments.
- This may be processed as both a Map amendment and a Text amendment in the City Zoning Ordinance. The update does require a rezoning as the base zones would be altered to create a uniform use table for the character areas.
- It is encouraged that the Cedar/Pine Design Overlay zoning be adopted by reference and remains as a standalone document, so that the sections do not get scattered throughout the current zoning ordinance.
- In addition, the City Zoning Map should reference the Cedar/Pine Design Overlay as one district (one zone labeled CPDO), which allows the Regulating Plan to regulate the breakdown in character areas and allows the required flexibility to be processed without the need for rezoning or variances.
- Allow for appropriate public input, but be sure that all participants in the session are educated to the basis and purpose of the development code.
- Be sure that letters of support are requested and submitted for hearing submittals, as it is common for supporters to not show up for public hearings. Documented support is better than hearsay.
- Some special work sessions with Planning Commission and the Board of Directors may be necessary and minutes from those events should be documented.
- Prior to any final adoption, any major edits to the Design Overlay must be reviewed and approved by Metroplan. This ensures that the document has not lost key elements that would support a sustainable development pattern, mix of uses, or the context sensitive approach to roadway elements, among other elements.
- Failure to get approval from Metroplan on edits to the Design Overlay may make the project ineligible for regional funding for infrastructure, as key elements may unintentionally be removed from the Design Overlay.
- Once the document has been reviewed and supported, proceed through the adoption process at a regular Board of Directors' meeting.
- Once adopted, educate all departments on the goals, objectives, and expected outcomes from the



---

development code. A special focus on permitting, inspection and code enforcement will need to be made for these education sessions.

□ **Assemble representatives from all stakeholder groups to form a Coalition for Implementation**

- Include but do not limit to regional and state agencies, chamber of commerce, non-profits, project area leaders, staff department, city director and school district representatives.
- This group should not have any decision making ability, but will instead help organize and educate their respective groups on the status and process for implementation of this plan.
- Regular monthly meetings should be set to ensure consistent news is being delivered to these groups.
- A single person should be the lead for this group, perhaps a city employee or ombudsman, and will have charge of keeping the plan, setting meetings, keeping minutes and following up on implementation activities and performance measures.

□ **Create a Merchants' Association and build up membership**

- Focusing on building up the membership will round out participation from businesses but also get news out for events and news in the area.
- Once a strong enough membership is available, consider creating a Business Improvement District. This will ensure consistent funding for maintenance, programming and can even support security needs.

□ **Begin the process for street improvements focusing first on Cedar and Pine**

- Meet with Coalition and Metroplan to understand the requirements of the Metroplan funding source, application process and eligibility for projects
- Apply for funding from Metroplan funding sources if these roadways meet eligibility requirements
- Create a plan to work with Metroplan on the design process that serves as a win-win for both groups
- Focus the request for proposal on the qualitative aspects (connectivity, walkability, economic development, context sensitive design, green infrastructure, etc.) and the quantitative aspects (total cost, driveways, access management, etc.). Each of the aspects is important, but the long-term strategy for Cedar and Pine must be focused on economic development and qualitative aspects primarily.
- Select a qualified general contractor team and

engineering team to streamline the design and building process. Key qualifications should include:

- Experience with green infrastructure
- Experience with AHTD roadway design (ties into AHTD facility)
- Experience with walkable urban thoroughfares and context sensitive design
- Experience on projects requiring the reporting and process for federal and regional funding
- Experience with mixed-use roadways and multi-use trail integration
- Begin and complete the design and construction process.

## Long Term Action Steps

Details for these Long Term Action Steps are located in the Implementation Strategies Section, page 43.

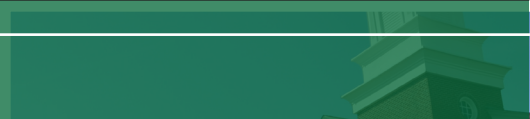
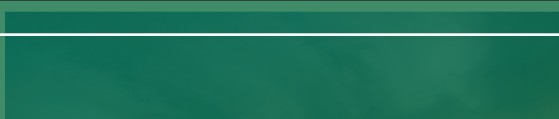
- Invest in human capital by strengthening local businesses and investing in worker training.
- Preserve historic neighborhood character by rehabilitating Lee Theater.
- Design and Implement other neighborhood and mixed use street improvements
- Consider a Public Improvement District for maintenance of landscapes and streetscapes within the whole 12th Street Core area. This can also be used to fix up needed infrastructure in the public areas. It can also eventually expand along the rest of the corridor.
- Finish and adopt the Complete Streets Ordinance and expand to address context sensitive solutions.
- Create a city-wide Green Infrastructure Program
- Work with the Coalition and Merchants' Association to create a branding and marketing plan for 12th Street Core.
- Work with the Coalition and Merchants' Association to connect 12th Street Core to the wayfinding and lighting palette of the Greater Downtown Area. This should be associated with the branding and marketing plan.
- Continue to expand the City bicycle and pedestrian connections.
- Re-evaluate long-term strategies on an annual or bi-annual basis. Adjust some long-term to short term and add new focus areas for long-term improvements for 12th Street Core.
- Incorporate on an annual basis, any short-term projects that require CIP funding or commitments, into the CIP project list.
- Collect and deliver Performance Measure data to Metroplan.



# 12TH STREET CORE *LITTLE ROCK, AR*

coming increasingly prevalent throughout the industry. Thanks to the initiative of great business management and the ingenuity of the architectural profession. The realization that run-down theatre properties are one of the most disturbing elements to the success of theatre operation has created a wave of theatre modernization throughout the country. Dilapidated and unattractive theatres or ancient houses of inadequate capacity and unsuitable arrangement for the comfort of patrons are no longer being allowed to usurp valuable locations. Nor are they permitted to stand very long as a direct

land." had a seating capacity of some 300 colored patrons and a most ordinary and unimposing appearance in all respects. A comparison of the "before and after" pictures presented here can tell the transformation story more effectively than mere words. Let us now pass on to an appraisal of Arkansas Amusement Corporation's new Lee Theatre in Little Rock, Arkansas, successor in public interest to the aforementioned old Highland Theatre. The site is an outlying middle-class residential section of Little Rock and the



*Below—Daytime appearance of the old Highland at Little Rock, Ark., before it was demolished to make way for its modern successor, the new Lee Theatre, shown in formal evening dress at the right. A convincing argument for property renovation.*



## IMPLEMENTATION + ACTION PLAN



Prepared for ICAP, Metroplan and The City of Little Rock  
December 2014

# ACKNOWLEDGMENTS

---

## CONTRIBUTORS

### IMAGINE CENTRAL ARKANSAS PARTNERS

#### METROPLAN

Jim McKenzie, *Executive Director*  
Richard Magee, *Deputy Director/Director of Planning*  
Metroplan Staff

#### CITY OF LITTLE ROCK

City of Little Rock Board of Directors  
Director Ken Richardson, *City Director for Ward 2*  
Frederick Gentry, *Project Manager, Special Projects Administrator*  
Melinda Glasgow, *Deputy Project Manager*  
City of Little Rock Staff

## CONSULTANT TEAM

### GATEWAY PLANNING

Scott Polikov, *Principal-in-Charge*  
Brad Lonberger, *Project Manager*  
Kelsey Berry, *Deputy Project Manager*  
Rob Parsons  
Milosav Cekic  
Daniel Church

### ICF

Kathleen Rooney  
Alanna McKeeman  
Amy Ross  
Jim Rice  
Scott Ledford  
Terry Kissinger  
Ambika Melville  
Brent Barnes  
Jubran Kanaan  
Harrison Rue  
Hannah Twaddell  
Pepper Santalucia

### HORSLEY WITTEN

Jonathan Ford  
Joseph Henderson  
Hannah Carlson  
Stephen Kasacek

### WALKABLE + LIVABLE COMMUNITIES INSTITUTE

Dan Burden  
Kelly Morphy  
Todd Clements

### THE DESIGN GROUP

Myron Jackson  
Stephanie Jackson  
Ramanitha Jones  
Whitney Holman  
Shan Johnson  
Douglas Benjamin  
Juan Omar Alonso

### CATALYST COMMERCIAL

Jason Claunch  
Michael Latham

### CONTRIBUTERS

Leslie Coburn  
Michael Hathorne  
Rhea Roberts  
Vanessa McKuin  
Dede Christopher

# TABLE OF CONTENTS

---

<b>I.</b>	<b>Executive Summary .....</b>	<b>i</b>
<b>II.</b>	<b>Introduction .....</b>	<b>1</b>
	(a) Why Jump Start? .....	3
	(b) Why 12th Street? .....	5
<b>II.</b>	<b>Governing Elements: Development, Economics and Policy.....</b>	<b>7</b>
	<i>Development: Conceptual Plans</i>	
	(a) Core Mixed-Use.....	10
	(b) Cedar and Pine Streets .....	12
	<i>Economics: Feasibility + Return on Investment</i>	
	(a) Development Strategy .....	15
	(b) Process for Analysis.....	16
	(c) Public Investment .....	16
	(d) Private Investment Support .....	18
	(e) Public and Private Relationship .....	20
	<i>Policy: Regulations</i>	
	(a) Zoning Strategy .....	23
	(b) Complete + Context Sensitive Streets .....	23
<b>IV.</b>	<b>Implementation Strategies.....</b>	<b>25</b>
	(a) Planning and Design .....	27
	(b) Public/Private Relationships.....	33
	(c) Market Activity .....	39
	(d) Action Steps.....	42
	(e) Consolidated Performance Evaluation Framework.....	45
<b>V.</b>	<b>Appendix</b>	

THIS PAGE INTENTIONALLY LEFT BLANK





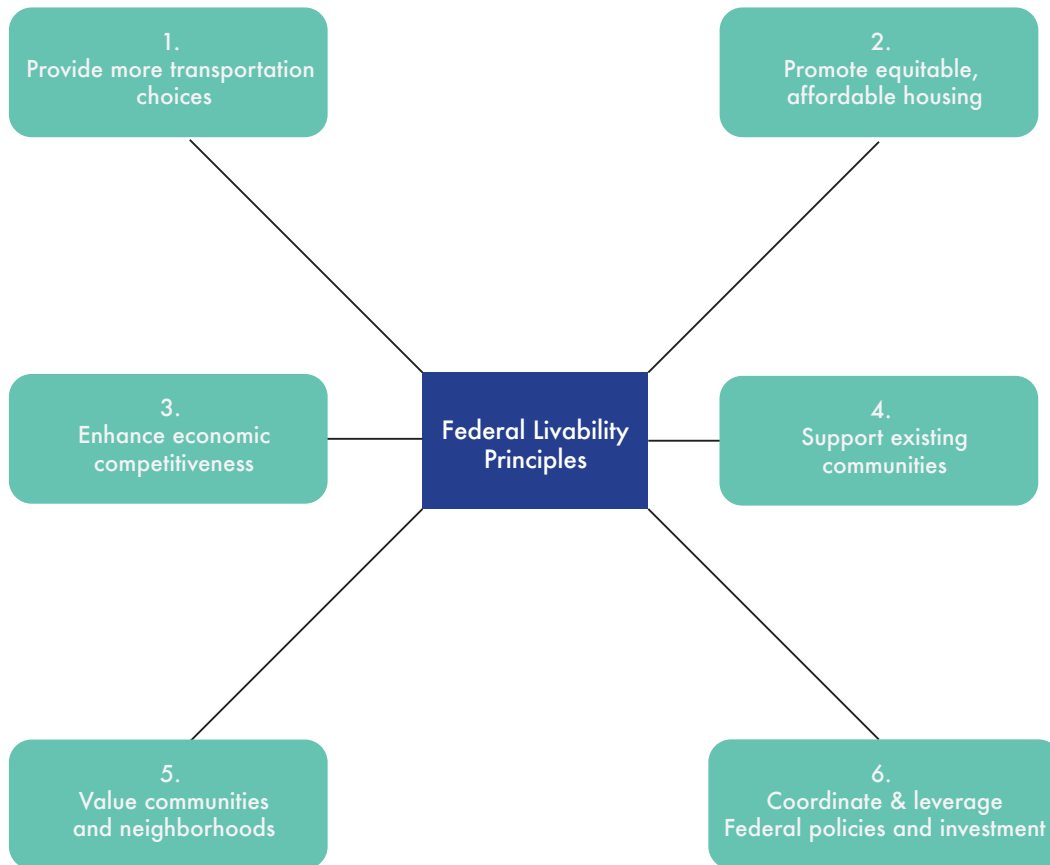
# INTRODUCTION



THIS PAGE INTENTIONALLY LEFT BLANK

# INTRODUCTION

---



*Note: Environmental issues are embedded in principles 1, 2, 4 and 6*

---

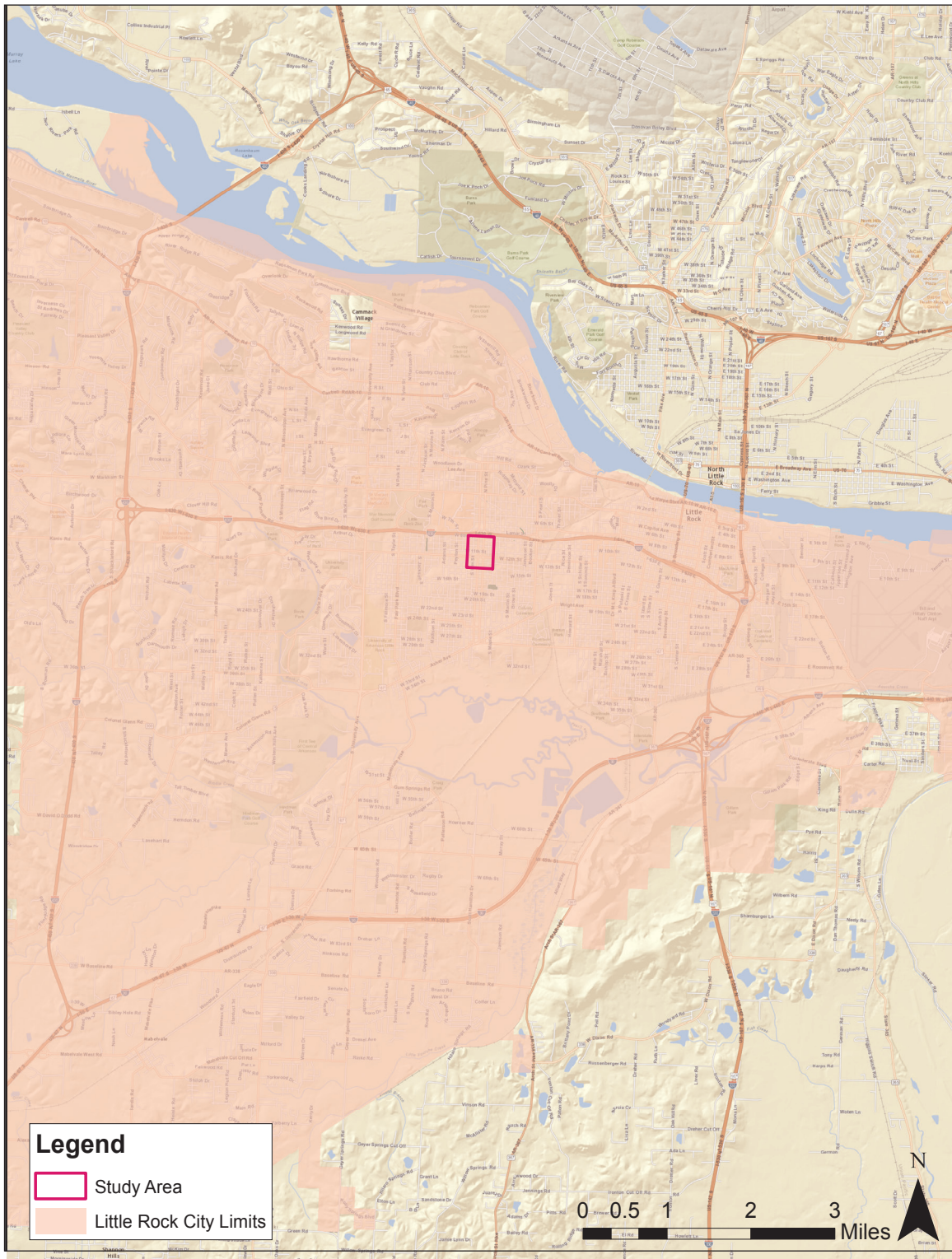
## WHY JUMP START?

In 2012, Metroplan received a \$1.4 Million grant from the U.S. Department of Housing and Urban Development (HUD) to develop a comprehensive regional plan for sustainable development - in this case, the Imagine Central Arkansas. Implementation is a key feature of this program and Metroplan is fostering this through the Jump Start Initiative. The purpose of the Jump Start Initiative is to demonstrate how the Livability Principles can be integrated into community design and implemented in existing communities to impact the larger region. These plans integrate housing design options, development

economics, environmental concerns, community development, municipal codes and regulations and supportive infrastructure investments. Each plan developed through this initiative is intended to be replicable and feasible and as such will be developed to educate, illustrate, regulate and set a path for implementation - helping to Jump Start regional implementation of Imagine Central Arkansas.

# INTRODUCTION

## Regional Map of 12th Street





*Implement the Imagine Central Arkansas' Regional 2040 Long Range Plan*

*Focus on building local capacity to create positive and sustainable growth*

*Build development patterns that promote local and sustainable market factors*

*Harness and grow local funding capacity to continue sustainable growth*

*Generate a framework and business model describing how new development and redesigned infrastructure can generate long-term economic growth*

*Produce a replicable process that can be utilized in similar contexts and grow the pie for neighboring communities*

## WHY 12TH STREET?

The 12th Street Core in Little Rock has been the focus of many opportunities in recent years. Millions of dollars of public funding has been invested in the corridor, but few of the programs have been coordinated and have had minor development impacts to the area to date. A 12th Street Corridor Plan was adopted that laid out the vision for the corridor and the adjacent neighborhoods. The 12th Street Core was the central location specified for a center of activity for urban residential, employment and commerce.

This project was selected due to its current status of having a vision plan and local support for sustainable development, but lacking the required action plan to implement the vision. This process will be repeatable to other communities that have strong visions, but require the business plan to activate the vision and the move the initiative forward.

### Goals for the 12th Street Plan Area

- Develop an implementation and business plan to move the 12th Street Corridor Vision Plan forward, utilizing techniques to bring various groups together.
- Identify and implement best practices for public improvements (including sidewalks, stormwater collection, street crossings, lighting, etc.)
- Catalyze vacant lot development near the new 12th Street Mixed-Use Station to take advantage of City investment and supporting additional housing types, population diversity and historic preservation, and to support prior community development efforts.



THIS PAGE INTENTIONALLY LEFT BLANK





**GOVERNING ELEMENTS:  
DEVELOPMENT, ECONOMICS + POLICY**



**Rendered Perspective along 13th Street**



# GOVERNING ELEMENTS: DEVELOPMENT, ECONOMICS + POLICY

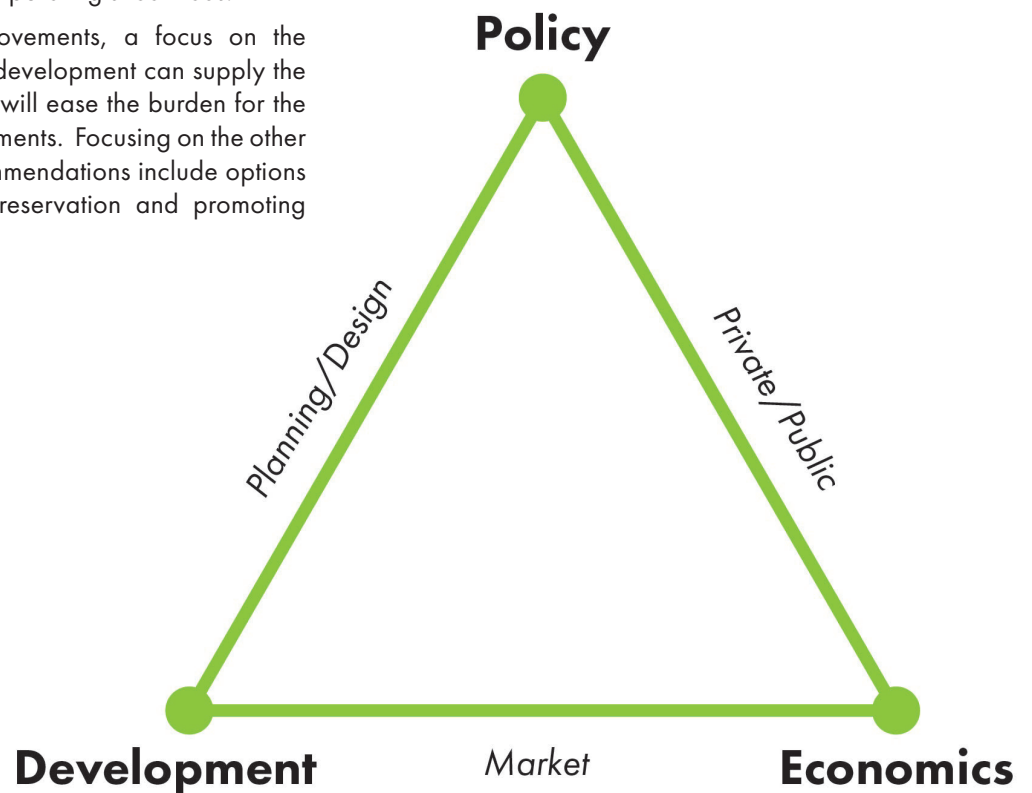
---

## DEVELOPMENT: CONCEPTUAL PLAN

An overall concept was reviewed through the 12th Street Corridor Vision Plan. Within the 12th Street Core, this initiative produced an illustrative concept for potential public and private development projects. This building scale illustrative helps to shape the strategies for the implementation plan. The plan for the core area focuses on the goals for this initiative and the 12th Street Core area.

The top priority for the concept was to identify best practice improvements for the public realm, including streetscaping and stormwater collection. Streetscaping recommendations take a functional approach, using improved sidewalks and green infrastructure to create a more pleasant environment to walk and ride bicycles. In addition, recommendations take an aesthetic approach by identifying opportunities for a walkable “street plaza” and incorporating street trees.

To subsidize the cost for improvements, a focus on the private realm to help prove that development can supply the necessary future value of return, will ease the burden for the City to make the necessary investments. Focusing on the other goal, private development recommendations include options for housing diversity, historic preservation and promoting small business opportunities.



# DEVELOPMENT: CONCEPTUAL PLAN

## Core Mixed-Use

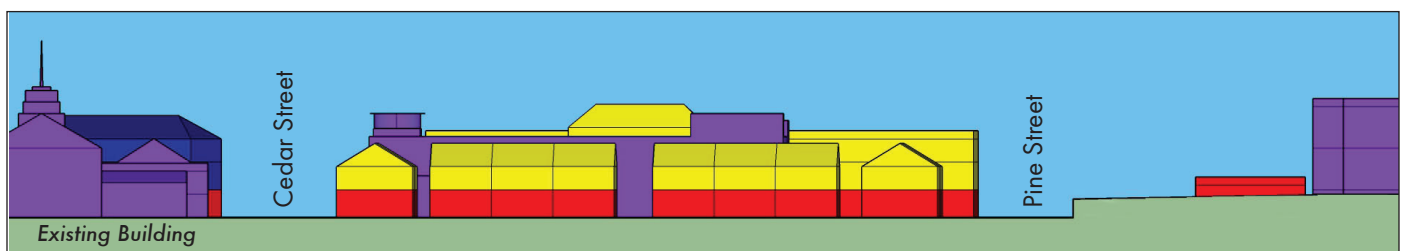
Buildings should be placed against the front property line to allow for extra parking in the rear of the building or lot. Utilize the existing alleys to promote cross access between properties.

New buildings can be built as infill to match the scale and placement of the new 12th Street Mixed-Use Station. Existing businesses could be temporarily relocated to other facilities so that they can be phased into the new building.

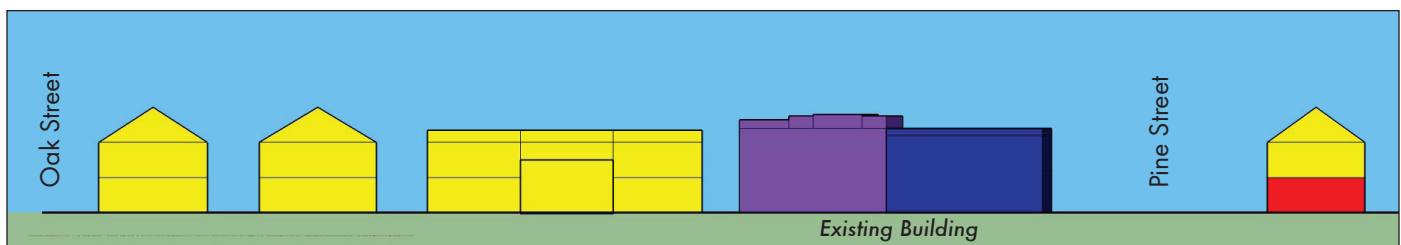
Rehabilitating Lee Theater could give some ideas and programming for the vacant parcel and brick multi-level building on either side. Having a plan for expansion of services or a mixed-use project plan could round out any rehabilitation costs and help market a fundraising effort.

13th Street, instead of being closed down, could become a walkable "street plaza" that has liner buildings fronting it. This roadway becomes a secondary neighborhood services and small business retail area that accommodates pedestrians from the heavy traffic on 12th Street.

Liner buildings can be used in a public-private partnership to screen the 12th Street Mixed-Use Station's parking and provide a revenue source to the City for public improvements.



Buildings and land use north of 13th Street; Blue = Office, Red = Retail, Yellow = Residential, Purple = Civic



Buildings and land use south of 13th Street; Blue = Office, Red = Retail, Yellow = Residential, Purple = Civic



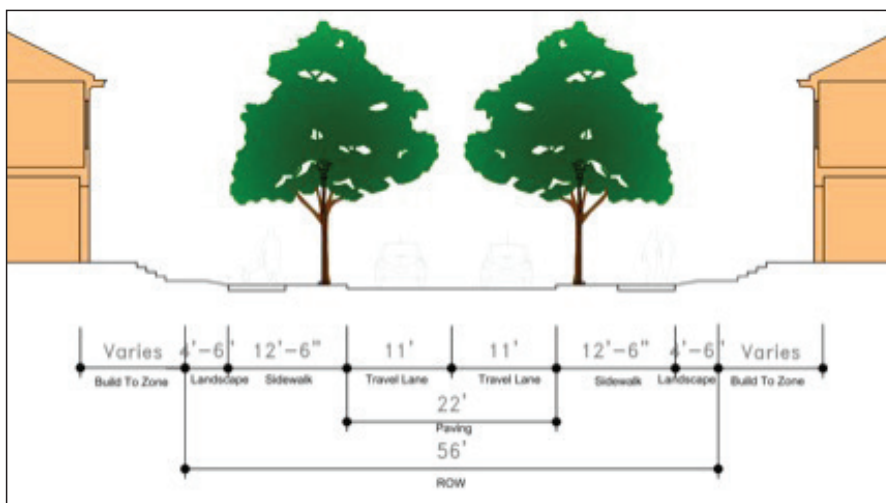


# DEVELOPMENT: CONCEPTUAL PLANS

## CEDAR AND PINE STREETS

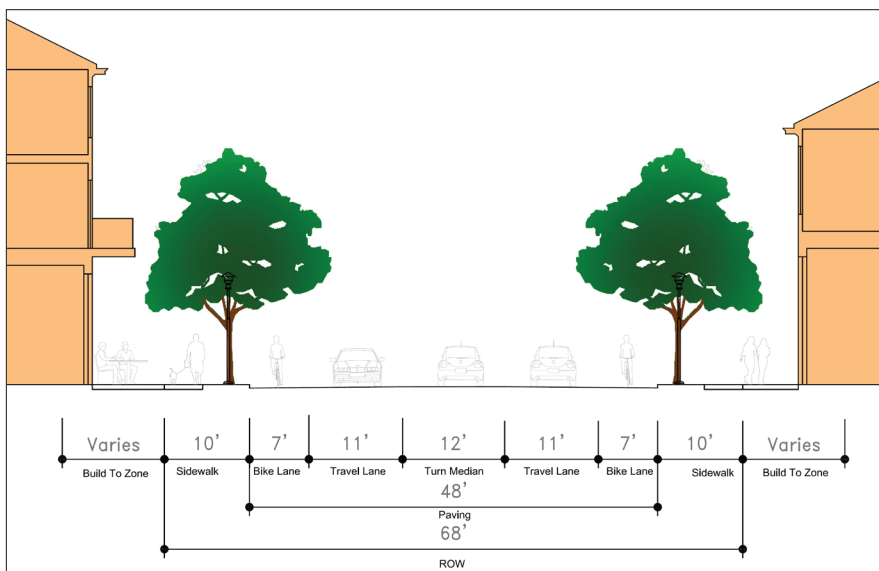
As previously mentioned, roadway improvements include most pedestrian facilities. Streetscaping and stormwater improvements can work functionally and aesthetically bringing lower lifecycle costs and higher returns on adjacent building value. This approach to street design is called context sensitive solutions and should be employed throughout the 12th Street Corridor to promote walkability and value creation.

### Cedar and Pine Street: Proposed Cross Section



Proposed ROW on Cedar and Pine Streets.

### 12th Street: Existing Cross Section



Existing ROW on 12th Street



### Existing Conditions



*This existing image shows recent improvements along 12th Street.*

### Potential Improvements



*This photo simulation shows a potential improvement, incorporating a round-a-bout, on-street parking, bulb-outs and some minor median installations. The key is showing new development should be placed close to the street, similar to the placement of the 12th Street Mixed-Use Station.*



THIS PAGE INTENTIONALLY LEFT BLANK

# ECONOMICS: FEASIBILITY + RETURN ON INVESTMENT

---

## Virtuous Cycle of Reinvestment



## Development Strategy

The key to developing a successful and sustainable place is through public/private partnerships. The problem with many agreements for public/private partnerships is that they are often treated as subsidies, where the public entity may not be getting the highest return on its investment. As Jump Start is aimed at creating a sustainable approach to development, it also must look to the future of these places. The initial investment by a public entity must return a rate that will allow the public entity to save for the future repairs and life cycle costs of the investment. When cities build roads, it isn't enough to think about the cost today and maintenance per year. What happens in 20 years or 30 years when the utilities underneath need to be repaired or the street trees need to be replaced? What happens if disaster strikes; are the values and built pattern set in a way that redevelopment can occur and return the same or higher value? The answers will be determined on a project by project basis, but all should feed into a Virtuous Cycle of reinvestment.

A strong return on investment is not the only focus on development. In the beginning of this process, there is a need for initial investment to catalyze development. The key for this process is not to jump out ahead and build investments with no outcome from the private realm. Detailing a project plan that works with the private realm and times the outcomes together with the market at hand is integral to the elements. Make infrastructure design and development a public process, speak to adjacent landowners and business owners to receive their input, and educate on the benefits of this new infrastructure. This will not only stimulate the creativity of "what can happen?" but will activate the investment market in the area.

# ECONOMICS: FEASIBILITY + RETURN ON INVESTMENT

## PROCESS FOR ANALYSIS

Through the Jump Start Initiative, analysis of the potential return on investment is analyzed for both the public and the private realm. Development projections were established off of the market assessment absorption values, which sets the potential for the number of units, square feet of retail or office tenants that could move into an area in a given year (see Appendix). Using this number, we can safely assume that if development occurred at these intervals, a conservative analysis of the development has been achieved.

## PUBLIC INVESTMENT

### Cedar + Pine Streets

The proposed 12th Street infrastructure concept focuses on streetscape improvements to Cedar and Pine Streets, envisioning a more pedestrian friendly environment and improving stormwater infrastructure. Improvements include new sidewalks, curb, trees and associated landscape/stormwater improvements.

#### Assumptions:

1. The full length of Cedar and Pine Street within the study area is approximately 4,000 linear feet, for both streets from 8th Street to 14th Street.
2. New 6 foot wide concrete sidewalks.
3. Mill and overlay of existing pavement areas to remain.
4. New street trees to be planted approximately 40' on center within swales.
5. Green infrastructure improvements included in analysis.
6. Intersection improvements include four 400 square foot curb extension "bump-outs" and application of special asphalt stamping/color treatment to pavement for crosswalks.
7. Improvements to and relocations of existing infrastructure

### Probable Cost Breakdown

Linear Feet of Roadway:	4000 LF
Approximate Cost per LF:	\$625/LF
Approximate Cost of Roadway:	\$2,500,000
Approx. Total Cost of Theater Renovation:	\$3,250,000
Total Improvement Cost	\$5,750,000

are not included in the cost estimate. Additional study is needed to determine the extent of necessary improvements associated with streetscape retrofit, especially drainage. Depending on topography, soil conditions, and locations of existing infrastructure, proposed bio-retention systems may be adequate to filter and infiltrate stormwater runoff with short piped connections to existing systems for overflow during larger storm events.

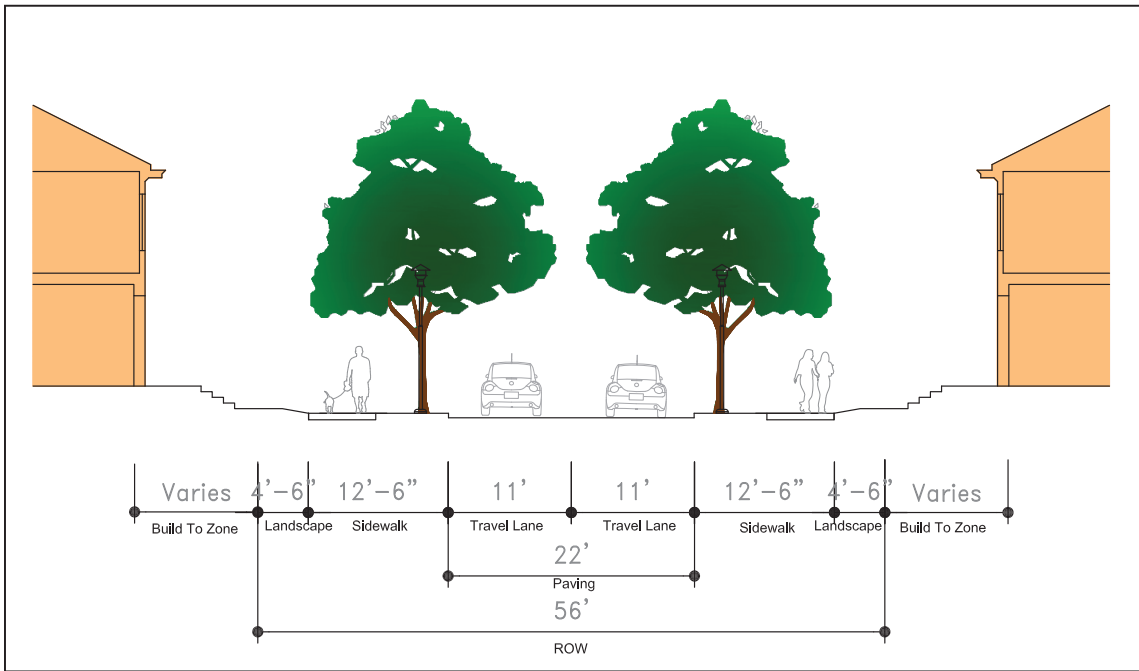
8. Street furniture, street light improvements, traffic signals, overhead utility wire improvements, and police details are not included in the cost estimates.

In addition to street improvements, this analysis added the potential for costs to rehabilitate the Lee Theater. In an effort to get the most catalytic effect, this analysis considers that the cost of the theater could be recovered along with the street improvements over time.

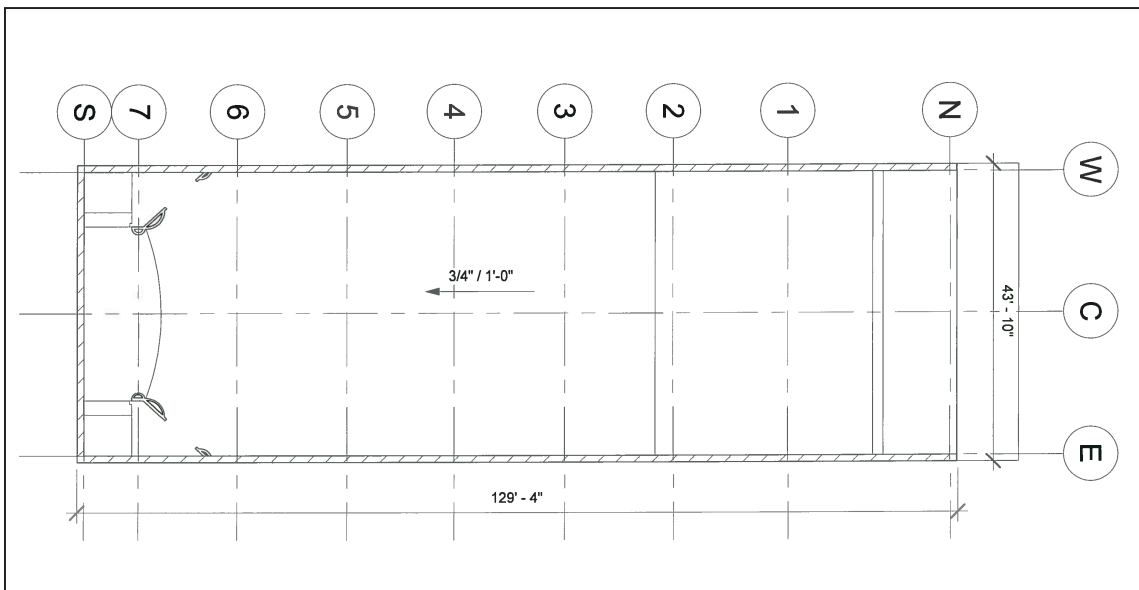
The assumption on cost is based on rehabilitation for this building on cost per square foot to rehabilitate back to a theater. The cost per foot is calculated on an average of past project scenarios of similar scale and detail.



### Cedar and Pine Streets Cross Section



### Lee Theater Plan



Plan courtesy of Jameson Architects, 2014

# ECONOMICS: FEASIBILITY + RETURN ON INVESTMENT

## PRIVATE INVESTMENT SUPPORT

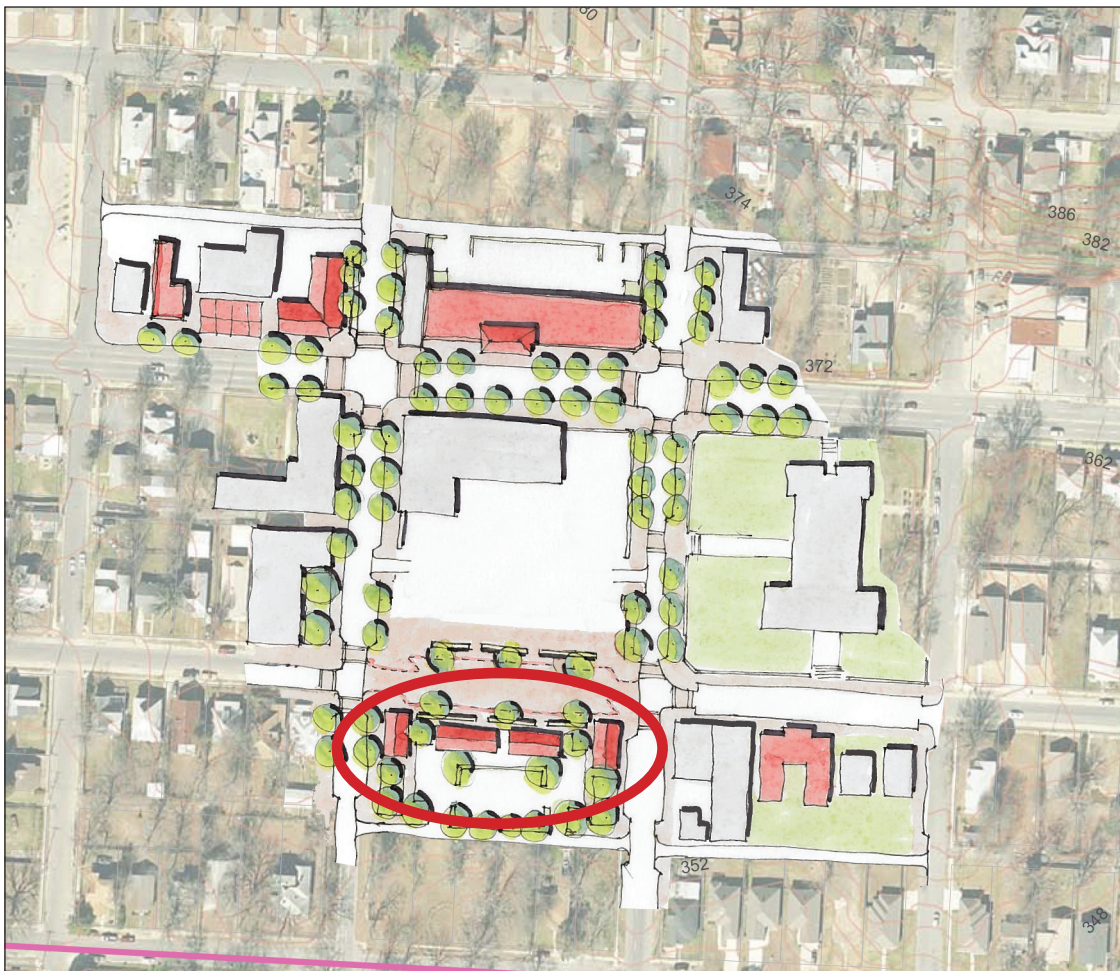
The following analysis takes the concept of liner buildings along 13th Street into consideration. This effort shows a satisfactory return on investment for a private developer. The way to move this project forward would be through a public-private partnership where the City provides the land and the land is purchased by the developer as development transacts or over time as tenant and rental revenues are collected.

Program for potential development:

- 9,000 square feet of retail - (4 retail stores at 2,250 square feet)
- 10 units of urban residential

Table 1 demonstrates a 15 year investment where multi-family, retail and small office are developed. In that 15 year time frame, the development will return profitable revenues and in the instance of a sale, it will pull at a premium for having stable tenants and for being in a well-kept condition.

### 13th Street



*This private investment concept only takes the highlighted potential new construction into consideration.*

**Table 1: Private Developer Pro Forma**

**Private Development Pro Forma  
Summary of Results**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15
<b>Net Operating Income</b>															
Multi family	\$ -	\$ 107,176	\$ 110,391	\$ 113,703	\$ 117,114	\$ 120,627	\$ 124,246	\$ 127,974	\$ 131,813	\$ 135,767	\$ 139,840	\$ 144,035	\$ 148,356	\$ 152,807	\$ 157,391
For-sale Housing	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Office/Commercial	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Retail	\$ -	\$ 100,004	\$ 102,629	\$ 105,216	\$ 107,763	\$ 111,106	\$ 113,570	\$ 115,990	\$ 119,204	\$ 122,372	\$ 125,495	\$ 128,569	\$ 131,595	\$ 134,571	\$ 138,333
Hotel	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Structured Parking	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total NOI</b>	<b>\$ -</b>	<b>\$ 207,179</b>	<b>\$ 213,021</b>	<b>\$ 218,919</b>	<b>\$ 224,877</b>	<b>\$ 231,733</b>	<b>\$ 237,816</b>	<b>\$ 243,963</b>	<b>\$ 251,017</b>	<b>\$ 258,140</b>	<b>\$ 265,335</b>	<b>\$ 272,604</b>	<b>\$ 279,951</b>	<b>\$ 287,378</b>	<b>\$ 295,724</b>
<b>Development Costs</b>															
Multi family	\$ 1,380,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
For-sale Housing	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Office/Commercial	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Retail	\$ 1,014,300	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Hotel	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Structured Parking	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Other Infrastructure (1)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Development Costs</b>	<b>\$ 2,394,300</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Annual Cash Flow</b>															
Net Operating Income	\$ -	\$ 207,179	\$ 213,021	\$ 218,919	\$ 224,877	\$ 231,733	\$ 237,816	\$ 243,963	\$ 251,017	\$ 258,140	\$ 265,335	\$ 272,604	\$ 279,951	\$ 287,378	\$ 295,724
Total Asset Value@ 10%															\$ 2,957,241
Total Costs of Sale (2) @ 5%															\$ (147,862)
Total Development Costs	\$ (2,394,300)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Net Cash Flow</b>	<b>\$ (2,394,300)</b>	<b>\$ 207,179</b>	<b>\$ 213,021</b>	<b>\$ 218,919</b>	<b>\$ 224,877</b>	<b>\$ 231,733</b>	<b>\$ 237,816</b>	<b>\$ 243,963</b>	<b>\$ 251,017</b>	<b>\$ 258,140</b>	<b>\$ 265,335</b>	<b>\$ 272,604</b>	<b>\$ 279,951</b>	<b>\$ 287,378</b>	<b>\$ 3,105,103</b>
<b>Net Present Value @ 10% \$ 96,385      Unleveraged IRR: 10.6%</b>															



# ECONOMICS: FEASIBILITY + RETURN ON INVESTMENT

## PUBLIC AND PRIVATE RELATIONSHIP

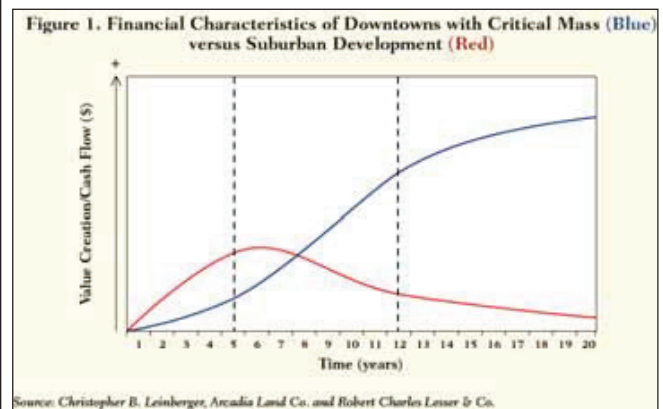
Projections over the course of ten to fifteen years is an appropriate range for the relatively smaller improvements being made by the public entity. Where more infrastructure needs are established a twenty to twenty-five year projection may also be considered. Though these projections are showing the full amount of the cost for improvements, keep in mind that the local match is significantly less than the total amount for public improvements, the more funding that is sourced from outside entities

### Basis for Payback Timeline - Public Investment Return

With the overall cost of improvements to Cedar and Pine Streets, the projected timeframe for payback of the improvements is about five to seven years after the first development begins. Assumptions are set after the first development because key revenue streams on property tax, ad valorem, are not collected until one year after the appraised value is set in the county tax collection system.

Immediate funds are received in the quarterly payments of sales tax that shops pay into the system nearly immediately after construction.

The driver for these developments cannot be just pure retail developments. Focusing on both short and long term advantages, mixed-use developments bring greater return when combining both the near term revenues from retail and the long term values of ad valorem. Building retail alone will require redevelopment more often and will degrade faster. When the buildings are combining retail and other uses, the development will generally last longer and be maintained over a longer period of time. This is because a mix of uses in a development is inherently more resistant to market shifts and economic cycles and allow for reinvestment in capital expenditures, rather than wholesale redevelopment.



**Table 2: Public Investment Pro Forma**

**Public Investment Pro Forma  
Summary of Results**

Fiscal Impact										
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Retail Sales	\$6,960,450	\$7,169,264	\$10,471,341	\$10,785,482	\$11,109,046	\$11,442,317	\$11,785,587	\$12,139,155	\$12,503,329	\$12,878,429
Property Value	\$6,165,685	\$6,350,656	\$7,643,675	\$7,872,985	\$8,109,175	\$8,352,450	\$8,603,024	\$8,861,115	\$9,126,948	\$9,400,756
Sales Tax	\$104,406.75	\$107,538.95	\$157,070.12	\$161,782.22	\$166,635.69	\$171,634.76	\$176,783.81	\$182,087.32	\$187,549.94	\$193,176.44
Ad Valorem	\$30,828.43	\$31,753.28	\$38,218.38	\$39,364.93	\$40,545.88	\$41,762.25	\$43,015.12	\$44,305.57	\$45,634.74	\$47,003.78
A&P	\$20,881.35	\$21,507.79	\$31,414.02	\$32,356.44	\$33,327.14	\$34,326.95	\$35,356.76	\$36,417.46	\$37,509.99	\$38,635.29
<b>Total</b>	<b>\$156,117</b>	<b>\$160,800</b>	<b>\$226,703</b>	<b>\$233,504</b>	<b>\$240,509</b>	<b>\$247,724</b>	<b>\$255,156</b>	<b>\$262,810</b>	<b>\$270,695</b>	<b>\$278,816</b>
Return on Investment										
Construction Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Capital Contribution										
Net Cash Flow	-\$5,750,000.00	\$156,117	\$160,800	\$226,703	\$233,504	\$240,509	\$247,724	\$255,156	\$262,810	\$270,695
Net Cash Flow with Terminal Value	-\$5,750,000.00	\$156,117	\$160,800	\$226,703	\$233,504	\$240,509	\$247,724	\$255,156	\$262,810	\$270,695

**Investment Performance**

IRR	7%
NPV	\$480,013
Payback Year	

**Assumptions**

Fiscal Impact Growth (After Year 10)	0.025
Discount Rate	0.06
Sales Tax Rate	0.015
Millage	5

THIS PAGE INTENTIONALLY LEFT BLANK





# POLICY: REGULATIONS

## ZONING STRATEGY

Focusing on zoning as a tool to guide sustainable development, there are some challenges that always need to be considered. Too often, zoning regulations are either to one extreme, not enough regulations and quality control over the built environment, or to the other extreme, over regulating and requiring more than the market can handle. For Jump Start, zoning must fall to a range of these options, by creating a window of flexibility that appeals to developers and does not stifle creativity, but ensuring that predictability is intact for the benefit of the municipality, residents and neighbors to the development, by having stronger requirements where they are needed (materials, building placement, heights, etc).

The greatest aspect of this tool is that costs little to establish relative to the positive outcome and value generation it supports. Through the Jump Start Initiative, a zoning regulation package based on the form and orientation of buildings, the quality and relationship of the private and public realms, and the vision from the community, has been developed. This zoning is the first step towards establishing the appropriate policy within the 12th Street Core.

The zoning process outlines regulations that focus on the public realm as a meaningful place. By creating a window of regulations, the goals of development patterns, mixing-uses and creating public spaces are easier to obtain, without needing to consistently request variances. Many of the development patterns that we appreciate and visit abroad, are de-regulated in this code and allowed to exist by right, whereas in the existing code, it was near to impossible to create a walkable, mixed-use place.

## COMPLETE + CONTEXT SENSITIVE STREETS

Developing a system of complete streets that utilize context sensitive approaches will impact the economic sustainability of a place, while integrating sustainable aspects for the environment. The City of Little Rock has drafted a Complete Street ordinance that focuses on creating systems of streets that support multiple transportation options. Taking it one step further, context sensitive solutions imply that the area around the street needs to be considered just as importantly as the traffic load, design aesthetics and transportation

options. Neighborhoods streets should have the design to reflect its neighborhood context, just the same as a highway supports its respective uses. Each has a level of attainment for its users, but placemaking requires a level of focus that relates the context to set that design. Though car traffic is important, slower speeds are equally important on several levels:

- Increasing comfort level for pedestrians
- Ensuring safety for pedestrians and bicyclists
- Reducing green house gas emissions
- Increasing visibility of storefronts and signage
- Increasing awareness of a place to return to

Often, context sensitive streets are claimed to be more costly and that often leads to a negative reaction to its use. But looking at the big picture, the context of creating a walkable mixed-use place, shows another focus. Economic value is not just in the cost of laying down the street, it's in the cost of the lifecycle and what that street does to the area around it. By creating a street that is easy to walk to and walk along; that allows diners to sit outside; that allows pedestrians to easily access public gathering spots, public parks, and safe routes to schools, the street is then unlocking intrinsic value that cannot be realized on any high speed roadway. The value of place is based on the meaningful interaction of the public and private realms. Premium values of place that focus on the all modes of transportation equally, rather than in segments, will garner larger property values, higher sales volumes and long life spans.

*“Context sensitive solutions (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. CSS is an approach that considers the total context within which a transportation improvement project will exist.”*

*– Federal Highway Administration (FHWA)*

THIS PAGE INTENTIONALLY LEFT BLANK



# IMPLEMENTATION STRATEGIES



THIS PAGE INTENTIONALLY LEFT BLANK

# IMPLEMENTATION STRATEGIES

## PLANNING AND DESIGN

### Form Based Code

Form-based codes are land development regulations that foster predictable built environment results and a high-quality public realm by using physical form (rather than separating residential, commercial, and institutional uses) as its organizing principle.<sup>1</sup> Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks.<sup>2</sup> The Jump Start public process combined with the form-based code helps build up the 12th Street Core and meet the vision of the community over time. A form-based zoning code also offers Little Rock the opportunity to create a more flexible development process that leads to a predictable development pattern and high quality development. This will help encourage the development of a pedestrian-friendly, safe and walkable neighborhood with a stronger sense of community. Some key benefits include:

- Predictable results – The community can control the physical impact of development.
- Codified requirements – A proactive regulation to achieve the community vision, as expressed by community members during the engagement process.
- Place-specific regulations based on visual guidance – Form-based codes are tailored to specific communities, whereas conventional codes are often generic in nature and do not take into account the character of the existing community. A defining feature of form-based codes is their easy-to-use, illustrative nature both graphically and with a carefully crafted, straightforward narrative.
- Greater diversity of community activities – The form-

based code will encourage new features such as mixed use buildings and street design that considers all modes of travel.<sup>3</sup>

#### Action Steps

- Adopt the form-based design overlay drafted through the Jump Start process.
- Train existing and new staff in all departments on the adopted design overlay, including its purpose and intent.
- Train members of the Development Review Committee, Planning Commission, Board of Zoning Adjustment and the Board of Directors to understand the purpose and intent of the code and the benefits of using of the overlay in Little Rock.
- Create a development package for potential submittals that includes a checklist for developers, a user guide on process and expectations from the public and private side, and strategies for meeting the standards in the overlay. As projects are submitted, take note of consistent requests for modifications, if many projects are running into the same problems, an amendment to the text or requirements may be warranted.
- Look for ways to compromise on projects. The code is meant to be flexible for many situations and there is no one straight path to success for everything.

#### Funding Options

As the draft for the form-based overlay has been submitted to the City, no additional funding needs exist.

#### Partnership Opportunities

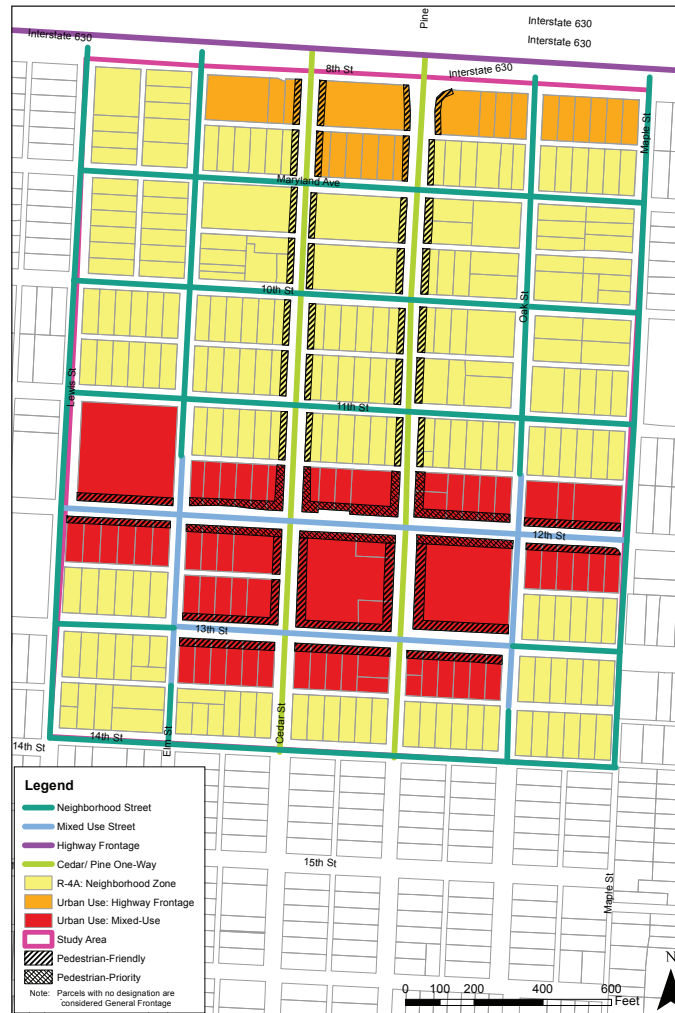
- Lead: City of Little Rock Planning Department to work with other City departments to adopt and implement the zoning.
- Support: Local developers

<sup>1</sup> <http://formbasedcodes.org/definition>

<sup>2</sup> <http://formbasedcodes.org/definition>

<sup>3</sup> <http://formbasedcodes.org/definition>

# IMPLEMENTATION STRATEGIES



**Table 3 - Form Based Code Performance Measures**

<b>Outputs</b>	Form Based Code Adoption
	Training of staff and members of the Development Review Committee, Planning Commission, Board of Zoning Adjustment and Board of Directors on the purpose and intent of the form-based code completed.
<b>Outcomes</b>	Development package (including checklist, user guide and strategies) created and distributed to all interested developers.
	Number of project proposals received that meet the standards without major modifications.
	Number of development projects constructed in the code area.
	Number of new businesses in (or near) the code area.
	Walk score in the 12th Street Core area.
	Total number of businesses per 1000 workers.
	Total acreage of vacant/underutilization land in the code area.
Amount of private investment in the code area.	



---

## Complete Streets + The Transportation Network

Complete Streets are streets that are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.<sup>4</sup> Currently, the City of Little Rock is considering a Complete Streets Ordinance.

A Complete Streets policy offers Little Rock the opportunity to create a more pedestrian-friendly, safe and walkable neighborhood, contributing to a stronger sense of community. Some key benefits include:

- Improving safety. Through the addition of designated crosswalks, sidewalks, and bike lanes, cyclists and pedestrians are given a prominent place in the street landscape and are less likely to be harmed by vehicle traffic.
- Supporting healthier communities. Creating safe places to engage in active transportation and reducing vehicular emissions allows residents to enjoy more active lifestyles and reduced exposure to air pollutants.
- Increasing transportation options for all users, including those with mobility challenges. Instead of just focusing on automobiles, street design accommodates all users – including non-drivers and drivers, young and old, and those with other mobility issues.
- Supporting economic revitalization. Economic revitalization can occur by creating more connections between retail destinations, homes, schools, offices, healthcare providers, and recreational activities.<sup>4</sup>
- Lowering transportation costs. By providing community members with alternatives to automobile transportation, Complete Streets policies lower transportation costs since most alternatives are lower cost.<sup>5</sup>
- Improving community interactions. Automobile transportation is often solitary. Alternative modes of transportation enable individuals to interact with the people and the environment around them on the street or in buses.

The National Complete Streets Coalition outlines the key features of an ideal Complete Street policy, which are:

- Includes a vision for how and why the community wants to complete its streets;
- Specifies that ‘all users’ includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as

- trucks, buses and automobiles;
- Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right of way;
- Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions;
- Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes;
- Is adoptable by all agencies to cover all roads;
- Directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs;
- Directs that Complete Streets solutions will complement the context of the community;
- Establishes performance standards with measurable outcomes; and
- Includes specific next steps for implementation of the policy.

### Action Steps

- Adopt the Complete Streets Ordinance that requires that the needs of all users are addressed in transportation projects, and ensure that city codes are consistent with the ordinance.
- Include the documentation of multimodal facilities and a Complete Street policy with the comprehensive growth and transportation plan, and the master street plan, when updated.
- Incorporate appropriate design standards based on the context for the street being designed. In the case of the 12th Street Core plan area and Cedar and Pine Streets, guidance from the form-based code in the Regulating Plan and associated standards for Street Design is appropriate. Future transportation project processes should evaluate the context of the street and use the guidance from the Congress for New Urbanism/Institute for Transportation Engineers Complete Streets Manual for Urban Thoroughfares, National Association of City Transportation Officials (NACTO) guidelines, and other similar best practice manuals.
- Incorporate green infrastructure considerations to improve the overall management of stormwater and pollutants on the street, while also improving the aesthetics.

### Funding Options

Complete streets strategies do not need to be large-scale,

---

<sup>4</sup> <http://www.smartgrowthamerica.org/complete-streets/complete-streets-fundamentals/factsheets/economic-revitalization>

<sup>5</sup> <http://www.smartgrowthamerica.org/documents/cs/factsheets/cs-individual>

# IMPLEMENTATION STRATEGIES

**Table 4 - Complete Streets Performance Measures**

<b>Outputs</b>	Adoption of the Complete Streets ordinance completed.
	Integration of Complete Streets ordinance into the City of Little Rock’s policy and planning documents completed.
	Percentage of locally-supported transportation projects in the 12th Street Core area that incorporate Complete Street considerations.
	Number of street blocks with multi-modal facilities in the City’s master street plan.
<b>Outcomes</b>	Number of new pedestrian and bicycle crossings.
	Miles of new sidewalks or biking facilities in the 12th Street Core area.
	Percentage of workers commuting via walking, biking, transit or rideshare.
	Walk score in the 12th Street Core area.
	Percentage of residents living within one half mile of a bike facility.
	Number of roadway fatalities (of users of all modes)

costly construction efforts. By incorporating complete streets policies into all phases of projects – including maintenance - incremental progress can be achieved at a low cost. For instance, repainting streets with crosswalks is an inexpensive way to improve safety and make a street more pedestrian-friendly. For larger scale enhancements, Little Rock can work with existing transportation funding to incorporate complete streets strategies into new planning and project efforts.

*Partnership Opportunities*

- Lead: City of Little Rock
- Support: Little Rock property owners, Metroplan, Pulaski County, Arkansas State Highway and Transportation Department.

**Implement Policies and Pursue Partnerships to Support the Installation of Green Infrastructure**

Enhanced tree cover, especially on Cedar/Pine and neighborhood streets, was identified as a critical need to improve the 12th Street Core’s environmental sustainability and livability. The ecological, economic, and health benefits of street trees are well documented<sup>6</sup>, and include:

- Heightened aesthetics
- Improved quality of life

- Improved safety
- Improved air quality and lower greenhouse gas emissions
- Mitigation of heat island effect leading to reduced energy bills
- Positive impact on local business and property values
- Enhanced stormwater management and water quality
- Lower pavement maintenance costs

From a municipal value perspective, benefit and cost categories to be considered typically include administration and inspection, infrastructure and livability, irrigation and litter, tree removal and disposal, pruning, planting, aesthetic, stormwater, air quality, carbon dioxide, and energy. A recent study of urban forestry in five US cities found that on a per-tree basis, “the cities accrued benefits ranging from about \$1.50-\$3.00 for every dollar invested.”<sup>7</sup>

Trees are stormwater management machines. They draw moisture from the ground and intercept and store rainfall, which can significantly reduce local flooding, delay the onset of peak flows, and lessen the need for additional stormwater infrastructure. Street trees can also be planted within “tree box filters,” which are in-ground tree containers designed to receive, naturally filter, and infiltrate runoff from adjacent streets and/or walks. Some tree box filter systems include pre-treatment sumps to increase pollutant removal and simplify long-term maintenance. Tree box filters with side and bottom openings in

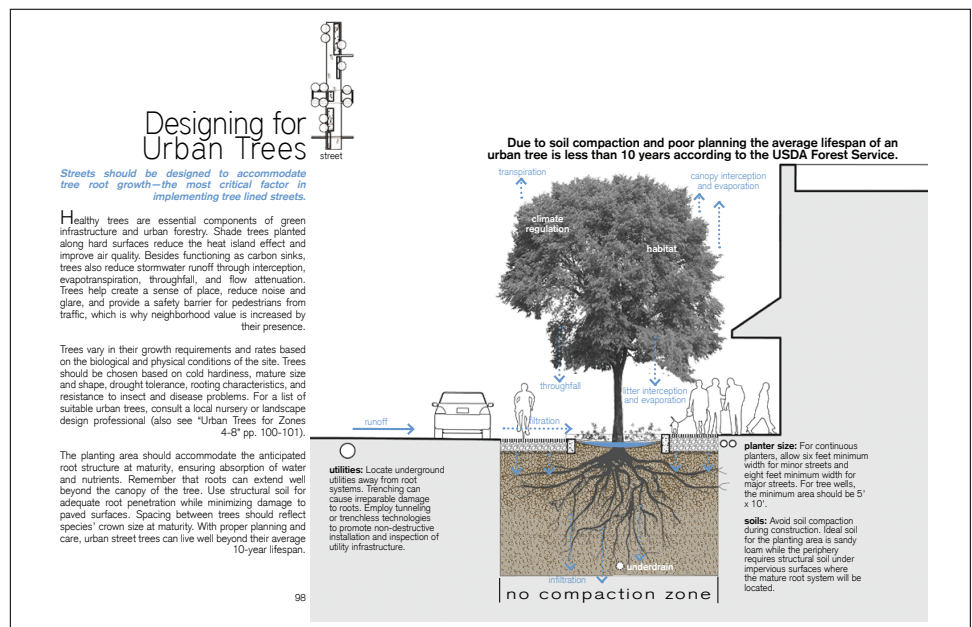
<sup>6</sup> <http://www.epa.gov/heatisland/mitigation/trees.htm>

<sup>7</sup> McPherson, E.G., J. R. Simpson, P. J. Peper, S. E. Maco, and Q. Xiao. 2005. Municipal forest benefits and costs in five US cities (PDF) (6 pp, 267K). *Journal of Forestry* 103(8):411-416.

conjunction with structural soils can help encourage infiltration and accommodate unrestricted root growth.

### Action Steps

- Require appropriately designed large canopy trees be planted as part of new public infrastructure improvements such as roads and walkways as well as new private development or redevelopment projects.
- Set a minimum tree canopy coverage requirement. This could be a neighborhood goal over time, a site-by-site requirement, or a combination of both.
- Conduct current tree canopy coverage and ambient air temperature mapping to serve as a baseline for measurement of long-term tree canopy and heat island changes.
- Continue stormwater management credits or other incentives for planting of additional trees beyond those required, potentially including developer donation of street trees for planting elsewhere within the neighborhood. Fayetteville’s zoning code, for example, includes a tree escrow provision to allow developers flexibility when additional trees cannot be accommodated on site. Little Rock has established the “Tree Restoration for Environmental Enhancement” (T.R.E.E.) fund for a similar purpose. Zoning codes across the country, including in Austin, TX, Portland, OR, Seattle, WA, Indianapolis, IN, and Philadelphia, PA, include provisions for stormwater management impervious area credits or volume reduction credits for additional trees planted adjacent to impervious areas such as parking lots and driveways.
- Prioritize street trees where they are needed most, both within tree lawns buffering the sidewalk on both sides of the road, and within a green landscaped median (as in the Cedar/Pine retrofit concept). This is one of the most valuable improvements that will make Cedar and Pine Streets and Little Rock, by extension, more attractive while providing long-lasting economic benefit.
- Prepare site design guidelines that demonstrate appropriate green infrastructure implementation calibrated to the unique character, density, and intensity of development in the form-based code. Specific standards should be included for tree selection: species and size at time of planting, planting standards, and maintenance requirements.
- Prepare a site planning and design review checklist as a required submittal for new development and redevelopment projects. The purpose of the checklist is to serve as a guide, clarifying municipal expectations and ensuring that watershed health and green infrastructure are priorities. The checklist should include design principles to support compact development, preserve natural resources, minimize impervious area at the neighborhood scale, and manage rainfall as close to



*Low Impact Development: a Design Manual for Urban Areas, University of Arkansas Community Design Center*



# IMPLEMENTATION STRATEGIES

**Table 5 - Green Infrastructure Performance Measures**

<b>Outputs</b>	Inclusion of advanced tree canopy requirements into a city-wide policy
	Inclusion of incentives for green infrastructure and additional tree planting into city-wide policy
	Adoption of site design guidelines and an application checklist that prioritizes context-sensitive green infrastructure
	Mapping of current tree canopy coverage and ambient air temperature completed
	Establishment of a neighborhood tree planting program completed
	Application for grants to fund neighborhood tree planting programs completed
<b>Outcomes</b>	Percentage increase in tree canopy coverage
	Total number of new trees planted
	Amount of suspended solids, nutrients, bacteria, or other materials filtered by new water quality BMPs during specific water quality storm events (estimate based on decrease in impervious surface in the plan area)
	Reduction in ambient air temperature (heat island)

where it falls as possible utilizing simple, natural, and cost-effective stormwater processes.

### Funding Options

Communities across the country have been studying tree canopy coverage and setting ambitious tree planting goals. For example, Providence, Rhode Island’s Neighborhood Tree Planting Program, a public-private partnership between the Parks Department and a local endowment, set a goal to plant 20,000 trees by 2020 and is making steady progress to reach that goal. The program offers a street tree match cost program to residents and business owners, and plants free trees when neighborhood groups commit to helping plant and maintain five or more trees.

- Continue city-administered tree planting programs to bolster tree planting, incentivize private investment, and provide more consistent replanting of trees over time.
- Grants from the Arkansas Forestry Commission are often available for street tree planting.

Incremental neighborhood-scale green infrastructure outcomes within the 12th Street Core area can be tracked, measured, and mapped on a project-by-project basis. Using the existing impervious area coverage for the study area (obtained through mapping) as a baseline, implementation of green infrastructure and the addition of flood control measures (or, in the opposite direction, addition of new unmitigated impervious area) can be applied to the baseline as an impact. For example, the water quality impact of green infrastructure measures can be relatively simply calculated by measuring existing impervious

area treated by new water quality BMPs sized to treat a specific storm event, such as the 1-inch storm.

Although more difficult to measure at the neighborhood scale, additional outcomes likely to be realized through the installation of street trees or other green infrastructure include improved air quality, reduced energy use, and reduced atmospheric CO<sub>2</sub>.

### Resources

Arkansas Urban Forestry Council  
[www.arkansastrees.org](http://www.arkansastrees.org)

Fayetteville Urban Forestry Tree Planting Projects  
[www.accessfayetteville.org/government/parks\\_and\\_recreation/urban\\_forestry/tree\\_planting\\_projects.cfm](http://www.accessfayetteville.org/government/parks_and_recreation/urban_forestry/tree_planting_projects.cfm)

University of Arkansas Community Design Center  
[uacdc.uark.edu](http://uacdc.uark.edu)

US EPA Low Impact Development  
 LID Page: [www.epa.gov/owow/NPS/lid](http://www.epa.gov/owow/NPS/lid)  
 Fact Sheet Series: [water.epa.gov/polwaste/green/bbfs.cfm](http://water.epa.gov/polwaste/green/bbfs.cfm)

Public-Private Partnerships:  
[water.epa.gov/polwaste/green/upload/lid\\_canal\\_park\\_dc.pdf](http://water.epa.gov/polwaste/green/upload/lid_canal_park_dc.pdf)

US EPA Greening America’s Capitals: Little Rock  
[www.epa.gov/smartgrowth/pdf/GAC\\_LittleRock.pdf](http://www.epa.gov/smartgrowth/pdf/GAC_LittleRock.pdf)

Alliance for Community Trees  
[actrees.org](http://actrees.org)

[www.americanforests.org/our-programs/global-releaf-projects](http://www.americanforests.org/our-programs/global-releaf-projects)

## PUBLIC/PRIVATE RELATIONSHIPS

### Improve Housing Opportunities + Conditions

A multi-pronged approach to neighborhood revitalization will help the 12th Street Core increase housing diversity and provide more quality housing options for residents of all income levels. The comprehensive options outlined below target each portion of the housing market to help support a safe and diverse neighborhood. Ultimately, the diversity of housing stock needs to be improved, with the creation of apartments and townhomes. This diversity will further support the existing and new retail as the neighborhood revitalizes. Working with the local developers and the City will form partnerships that could contribute to the immediate and long-term success of the area as opportunities arise from the revitalization.

There are a large number of rental residences in the single family neighborhood in the planning area. Nationally, because of the risk involved, there are very few housing funding programs that pay for the rehabilitation of rental housing at the single family level. Thus, the creation of the Loan Guarantee Program with a local bank could provide this funding opportunity for the single-family rental market at a reduced loan rate, which is more likely to be accessible to residents.

#### Action Steps

- Educate homeowners in the 12th Street Core area on the following programs in the City. This could be done through initial outreach hosted at the Willie Hinton Center, followed by informational and/or technical assistance sessions, to help homeowners identify the options available to them.
  - **Homeowner Rehabilitation (HOME funding)** – the City of Little Rock has a program that grants/loans funds to eligible homeowners in the area for the

repair or rehabilitation of their homes. If not already compliant, the home will have to be brought up to code. Homeowners assisted with HOME funds must have incomes at or below 80% of the area median income, adjusted for family size. The home must be the owner’s principle residence and must be valued at or below 95% of median purchase price in the area.

- **Single-Family Rehabilitation/Emergency Repairs (CDBG)** – The City of Little Rock has a program that grants/loans funds to eligible homeowners in the area for emergency repairs that threaten the safety and health of occupants. Typically, the grant funding is used for roof leaks, gas leaks, unsafe wiring systems, or water leaks.
- **Create a Loan Guarantee Program** – The City could create a Loan Guarantee Program with a local bank to directly improve the rental properties in the area and provide more housing options for existing and new residents. Both the Community Development and Economic Development Departments of the City should be involved with the program, as the Economic Development department has the advantage of understanding loan programs and risk and the Community Development department has the advantage of understanding the neighborhood and its inhabitants. The loan guarantee would be an agreement between the City and a local bank to provide lower rate loans to property owners in the area for the rehabilitation of their property. The loan would be backed by the City of Little Rock, so the risk is lower for the bank, which could in turn offer a lower interest rate. The City of Little Rock would agree to be the guarantor and assume the debt obligation of a borrower (beneficiary living in area) if that borrower

**Table 6 -Housing Opportunities + Conditions Performance Measures**

<b>Outputs</b>	Number of homeowners receiving information on options for financing repairs.
	Information/technical assistance sessions for homeowners seeking repair assistance held.
	Establishment of a loan guarantee program.
	Establishment of incentives for small lot development.
<b>Outcomes</b>	Amount of funding distributed through the loan guarantee program.
	Number of existing housing units rehabilitated and enhanced.
	Number of new housing units (rental and homeowner occupied) constructed in the study area.
	Number of non-single family housing units constructed in the study area (measure of housing diversity)

---

defaults. The City would need to do its due diligence in ensuring the beneficiaries are qualified for the program. Typically, a loan program should provide loans no greater than \$25,000 for minor repairs. Cosmetic enhancements to existing housing could be another eligible use of the repair loans.

- **Provide incentives for small lot developers to purchase vacant lots to develop** – This would support the design concepts outlined in this plan and ensure context-appropriate development. Additional single family and townhomes in the 12th Street Core area could support the retail spaces in the study and the economic revitalization of the area. Incentives could be both financial or procedural. The City of Little Rock may be able to direct federal funding or other support to the study area to support projects.

#### *Partnerships*

- City of Little Rock
- Metroplan (Create the education outreach and education itself for the homeownership programs and/or help usher the Loan Guarantee Program)
- Local Bank(s)

#### *Funding Options*

- HOME; CDBG; Loan Guarantee Program with Banks

## **Historic Preservation + Activation of the Lee Theater**

Preserving the historic character of the 12th Street Core area will be a challenge in large part because of:

- Loss of original buildings via demolitions throughout the neighborhood, leaving few intact blocks;
- Historic preservation planning has not been a priority in the past;
- Focus is on more pressing issues such as crime, poverty, lack of public services;
- Deferred maintenance and vacant, boarded buildings;
- Little Rock Historic District Commission is not actively designating local landmarks or districts;

However, there are important steps that can be taken during the Jump Start Implementation process to improve knowledge of and appreciation for the community's history and the built environment that bears witness to it.

### **Step 1: Condition Assessment for the Lee Theatre**

Historic groups and the City have already obtained an

emergency grant to hire an architect who specializes in historic preservation and a structural engineer familiar with old buildings who can assess the structural integrity and rehabilitation potential of the Lee Theatre. As of Fall 2014, the building was found to be structurally sound and have rehabilitation potential.

### **Step 2: Historic Context Study**

Every preservation planning effort should begin with research to identify the themes, time periods, and geographic areas that relate to the historic development of a community and to broader historical trends in the state, region, or nation. Understanding how a local area fits into the "bigger picture" gives a foundation for identifying and evaluating properties that represent those trends—that help tell the community's story.

A qualified historian should be hired to conduct the research, working with the State Historic Preservation Office (SHPO) to develop goals and parameters for a context study of the 12th Street Core area. Of particular interest would be the area's development as a blue collar community, the various housing types found there, and the role of the Lee Theatre and small commercial buildings in sustaining the neighborhood. The context study primarily would be used to assist in the next step, an architectural resources survey of the area's structures. But historical information collected could be used in a public presentation to the community in hopes of augmenting appreciation and support for preservation.

### **Step 3: Architectural Resources Survey of Potential Historic Properties**

Before conducting a survey of the area, meet on site with SHPO staff to identify which properties retain enough historical integrity and represent the findings of the context study to be documented and photographed, using the SHPO's standard Arkansas Architectural Resources Survey Form.

### **Step 4: Determination of Eligibility**

Using the results of the survey, SHPO staff will determine whether the properties meet the criteria for listing in the National Register of Historic Places, that is to say, whether they are eligible—either individually or as part of a district—for listing in the Register. Determination of eligibility is only a first step in considering a property for listing, but it must still go through a rigorous nomination process if it is to become officially listed.

When a property has been reviewed and determined eligible for listing, its record at the SHPO indicates that it is eligible. This is important protection for eligible properties that may be harmed by projects that are federally funded, permitted, or licensed.



---

Federal projects must be submitted to the SHPO for review, under Section 106 of the National Historic Preservation Act of 1966, to be sure that federal agencies take into account effects their projects may have on historic properties. For purposes of the Section 106 review process, “historic properties” are those listed in the National Register, as well as those determined eligible for listing. Any adverse affects must be resolved, often through a Memorandum of Agreement.

### **Step 5: Stabilize the Lee Theatre**

All work on the theater—including hazard abatement—should be planned in consultation with the SHPO to be sure the theater retains original design, materials, workmanship—that the work meets the Secretary of the Interior’s Standards for Treatment of Historic Properties—so as not to jeopardize the property’s ability to be listed in the state register and in the National Register of Historic Places in the future. Listing in the National Register offers opportunities for historic tax credits and grant funding that would not be available otherwise. Goal of this step is to secure the building from water intrusion, vandals, and further deterioration and to make it safe for site visits. Work items:

- Connect electrical service
- Install a permanent or temporary roof
- Eradicate pigeons, treat for termites and other pests
- Abate asbestos or other possible health hazards
- Secure doors and window openings
- Install a dehumidifier or other means of circulating air
- Remove detritus from auditorium floor

While awaiting funding for a full rehabilitation/restoration of the theater, research should be conducted to locate architectural drawings, specifications, information about materials suppliers, and archival documentation of theater-related business activities that occurred in that location to help inform the full project plans.

### **Step 6: Reuse Plan for the Lee Theatre**

Since the condition assessment of the Lee Theater showed that rehabilitation is viable, a reuse plan should be formulated. Case studies of similar theater rehabilitation projects should be gathered to help inform the plan. Potential funding sources should be identified.

Ideally, future use would be as in the past: as a movie theater, with a reconstructed small stage for simple, live events, such as a lecture, public meeting, comedy routine, or acoustic musical performance. Economic viability of a first-run movie house at this location is unlikely. However, the theater may

be sustainable by charging low prices for previously released films, renting the venue for small events or meetings, and concession sales.

One possible reuse could be as a center for American black cinema, featuring works by black filmmakers and actors or examining issues relevant to the black community. A non-profit organization could be formed to manage the theater space, with an advisory committee from the community that selects films, highlighting certain themes or noteworthy people in the history of black cinema. For example, Arkansans Louis Jordan and William Caesar Warfield have an impressive musical and cinematic body of work to draw from. (For more information, see the exhibit “Lights! Camera! Arkansas!” at the Old State House Museum in Little Rock.) Such a center would provide affordable entertainment, inspiration and identity to the local community...all with walking distance from nearby homes or from transit stops on 12th Street West. Throughout this neighborhood, there is a high concentration of social services and, now, a police substation, all reminding residents that their neighborhood is struggling and sub-par. Having a positive, inspirational focus that celebrates the accomplishments and talent within the black community—possibly providing role models to young movie-goers—would bring much-needed positive energy to this area. Moreover, an interpretive display in the lobby area discussing the history of racial segregation in places like the Lee Theatre could help inform visitors about the complex and evolving role of race in society. The theater might draw visitors from the nearby Little Rock Central High School National Historic Site who are interested in civil rights history.

Rehabilitation of the Lee Theatre could serve as a catalyst to draw attention and revitalization to the community. Consultants for the Jump Start project have been in contact with the owner of the adjacent 1917 commercial building, the Lambert Building, who already expresses strong interest in rehabilitating his property if the theater is brought back to life.

### **Step 7: Phased Rehabilitation**

The rehabilitation project could occur in manageable phases, as funding becomes available. After the building is stabilized, the next step could be to restore the facade of the building by removing black paint to reveal the original maroon and cream tiles underneath, for example.

Then, reconstruction of the marquee, with local dignitaries attending a lighting celebration, would add excitement and momentum to the project. At the same time, the fledgling American Black Cinema non-profit could show outdoor movies nearby in the parking lot across from the theater or projected

# IMPLEMENTATION STRATEGIES

---

onto the east theater wall, for example. Perhaps officers from the nearby police station could assist in running the projector or popping popcorn, for example, in order to foster positive interactions with the community and provide a non-threatening, but important, presence.

As rehabilitation progresses and the building is habitable, perhaps folding chairs are used in the theater until theater seats can be ordered. The point is to progress slowly, as funds are available, in order to keep the project moving but not overwhelm those managing the process.

## Establish Merchants' Association + Create a BID

The 12th Street Core has a relatively low commercial vacancy rate and a number of successful businesses. These as well as future businesses could benefit greatly from improved coordination with each other to advance the interests of the business community and turn 12th Street Core into a neighborhood center and pedestrian-friendly destination. The 12th Street Merchants' Association can support street improvements and other economic development initiatives to not only strengthen their own businesses, but to attract and develop additional businesses that will turn the neighborhood into a hub of local economic and civic activity.

Similar in many ways to a business improvement district (BID), a merchants' association is a voluntary coalition of organizations that support the growth of a neighborhood. The difference between a BID and a merchants' association is that property owners and tenants in an established BID are required to pay an assessment fee, whereas merchant associations usually depend on voluntary contributions.<sup>8</sup>

By launching and formalizing the 12th Street Merchants' Association, the 12th Street Core can:

- Create and access a new funding source for shared maintenance such as street cleaning, infrastructure improvements such as improved street lighting or signage, special events, or other services needed.
- Enhance its ability to leverage a cohesive and coordinated response to policy or government issues (such as requesting new zoning to improve business mix improvement).
- Reduce commercial vacancies in order to make the area

more attractive and safer for shoppers and visitors.

A specific initiative that is well suited to the 12th Street neighborhood that the Merchants' Association could lead is a façade improvement program, which can:

- **Revitalizing existing communities** – By preserving and improving existing buildings, the city can help to enhance 12th Street Core's current properties and attract additional business and investment.
- **Supporting safe, accessible quality places** – Enhancements to buildings in disrepair can make residents and visitors feel more safe and comfortable in a commercial area.
- **Enhance economic competitiveness** – Investment in buildings can spur private investment in the corridor, helping to bring about more growth to support revitalization more broadly.

Some examples of façade enhancements include:

- **Evanston, Illinois**<sup>9</sup> – This program is administered by the city's economic development division and includes visual enhancements such as new exterior lighting, new windows, and restoration of historic details.
- **Atlanta, GA**<sup>10</sup> – Led by a public-private partnership, façade improvements are intended to increase quality of life enhancements in downtown, including the appearance of commercial areas, safer and cleaner neighborhoods, and additional ridership for the commercial corridor's street car.
- **Pittsburgh, PA**<sup>11</sup> – Through a partnership with business districts, the city's urban redevelopment authority has been able to provide funds to commercial building owners to improve their facades. All projects must be located within a pedestrian-oriented shopping area to ensure the greatest impact on businesses.
- **Syracuse, NY**<sup>12</sup> – The Connective Corridor program is funded by Empire State Development and provides funding for a number of enhancements that support livability, safety and connectivity, including façade improvements.

### Action Steps

The 12th Street Core business owners can:

- Formalize the fledgling 12th Street Merchants' Association through the formation of a board, a membership and dues

---

<sup>8</sup> [http://www.nyc.gov/html/sbs/downloads/pdf/bid\\_guide\\_complete.pdf](http://www.nyc.gov/html/sbs/downloads/pdf/bid_guide_complete.pdf)

<sup>9</sup> [http://www.ura.org/business\\_owners/facadeProjects/BeforeAfterPhotos.pdf](http://www.ura.org/business_owners/facadeProjects/BeforeAfterPhotos.pdf)

<sup>10</sup> <http://www.investatlanta.com/opportunities/downtown-facade-improvement-grant-program/>

<sup>11</sup> [http://www.ura.org/business\\_owners/streetfaceProgramGuidelines.pdf](http://www.ura.org/business_owners/streetfaceProgramGuidelines.pdf)

<sup>12</sup> <http://connectivecorridor.syr.edu/resources/>

structure, bylaws, and regular meetings. The 12th Street Merchants’ Association can bring together a coalition of businesses invested in the community, as well as a funding stream for low-cost improvements such as crosswalks, façade improvements, and street landscaping.

- The 12th Street Merchants’ Association can develop an ambassador program to attract new small businesses. An ambassador program can offer strategic support to new small businesses, including through marketing and promotion recommendations, to help get new businesses off the ground. As an incentive to attract new businesses to the area, the Merchants’ Association could partner with organizations (e.g. a local economic development authority) to offer technical assistance support.
- Establish a façade improvement program, which would offer property owners (either directly or in collaboration with tenants) an opportunity to enhance a building’s exterior, making the property, and more broadly the street, more inviting, accessible and safe. Examples of improvements include landscaping, awnings, exterior lighting and other improvements that can make an area more inviting to pedestrian traffic.
- Advocate for the adoption of the form-based overlay described in this plan, which will help enhance commercial diversity and address vacancies and underutilized parcels.

- Support bicycle/pedestrian investments. Through member contributions, a merchant association in the 12th Street Core can support needed connectivity improvements for 12th Street. By connecting the commercial corridor through the neighborhood, 12th Street can attract additional business and visitors.
- Support events to bring residents and additional business activity to the area and celebrate the neighborhood’s diversity and historical significance.

**Funding**

- The 12th Street Merchants’ Association can generate funding through voluntary contributions; in the future, the Association could consider conversion to a BID, which would provide a more secure stream of funding for local initiatives approved by members.
- Some federal funds are available for enhancements like façade improvements, including the Community Development Block Grant Program (CDBG). The Merchants’ Association could be a partner in the development of the Loan Guarantee Program and identify priority areas for repairs (of both homes and businesses) that are likely to have the most positive impact on the neighborhood.
- Cities and states also have development funds and other funding sources for projects like façade improvements. In some cases, the funding is contingent upon business

**Table 7 - Merchants’ Association Performance Measures**

<b>Outputs</b>	Adoption of the mandatory form-based code.
	Establishment of a 12th Street Merchants’ Association with operating procedures + bylaws.
	Formation of a Merchants’ Association board.
	Establishment of Merchants’ Association’s voluntary dues structure and mechanism for collecting dues.
	Establishment of a business ambassador program.
	Establishment of a facade improvement program.
	Number of civic or cultural events held in the 12th Street Core to bring residents and business activity to the area (and estimated attendance for each) per calendar year.
<b>Outcomes</b>	Number of individuals receiving support through business ambassador program.
	Number of facade improvement projects completed.
	Amount of funding (by source) invested in improvements to the 12th Street Core area.
	Number of new businesses established in the 12th Street Core.
	Number of bike, pedestrian and other improvement projects completed in the 12th Street Core area.

# IMPLEMENTATION STRATEGIES



Before and After Examples of Facade Improvement Projects in Pittsburgh.  
Source: Urban Redevelopment Authority of Pittsburgh, [http://www.ura.org/business\\_owners/facadeProjects/BeforeAfterPhotos.pdf](http://www.ura.org/business_owners/facadeProjects/BeforeAfterPhotos.pdf)

owners and tenants following through with approved plans. Additionally, some programs limit funding to specific areas of a city, such as TIF districts or downtown corridors.

## Partnerships

The 12th Street Core can work with the City of Little Rock, the chamber of commerce, other businesses, property owners, and neighborhood associations in nearby areas, and county, regional and state economic development organizations, such as the Metro Little Rock Alliance and the Arkansas Economic Development Commission.

## Resources

New York City Department of Small Business Services, starting

a Business Improvement District – a step by step guide [http://www.nyc.gov/html/sbs/downloads/pdf/bid\\_guide\\_complete.pdf](http://www.nyc.gov/html/sbs/downloads/pdf/bid_guide_complete.pdf).

## Program Examples

- Syracuse, NY Connective Corridor – <http://connectivecorridor.syr.edu/resources/>
- Urban Redevelopment Authority of Pittsburgh, Program Design Guidelines for Façade Restoration – [http://www.ura.org/business\\_owners/dfp-designGuidelines.pdf](http://www.ura.org/business_owners/dfp-designGuidelines.pdf)
- Invest Atlanta, GA – <http://www.investatlanta.com/opportunities/downtown-facade-improvement-grant-program/>



---

## MARKET ACTIVITY

### Tenant Sourcing and Activation

Tenant recruitment is one of the strongest returns on investment in implementing strong planning. Recruitment is often done through the owner, or the property owner's representative/broker. However, the public sector can take an active role in recruiting office, retail and other services that can create fiscal impact and activate catalyst sites.

Recruitment can be passive or direct. Historically, economic development agencies are passive agencies and are engaged once a prospect is identified. Passive activities include creating marketing information, connecting prospects with potential projects, administering policies, and coordinating market activities with third parties. Direct recruitment is usually done through an internal marketing coordinator. The marketing coordinator may work direct through the city, or could be within a non-profit such as a chamber of commerce, business group, or economic development agency. Direct recruitment activities would include researching and strategically marketing to direct prospects, promoting development tools and opportunities to prospective developers, actively supporting brokers in procuring tenant prospects, and working with third party implementation specialist and creating proactive merchandising strategies.

When recruiting for redevelopment and in-fill locations, there may be a need to focus on high quality destination prospects that may be more regional in nature. As the area matures, the recruitment team should focus on super-regional or national prospects. In some areas, it may be advantageous to maintain a higher percentage of niche and boutique tenant mix with regional and local credits to create a more authentic environment and differentiated tenant base. This is certainly effective in neighborhood oriented centers and downtowns. In developing the merchandising plan, the growing industry sectors may be strong categories to consider. For retail, the categories with the greatest amount of retail leakage should set prioritization.

#### *Recommendations*

- Identify an internal champion that will be responsible for active recruitment.
- Develop a targeted merchandising plan and specialized marketing plan that identifies specific marketing channels, tasks, resources, and measurables for each industry.
- Develop a set of policies and incentives for recruitment of primary employers and other industries such as retail. Each policy shall be independent.
- Tailor recruitment efforts based upon the context of available space, vision for development, physical needs for each prospect, and available drivers which support the prospects business strategy.
- Maintain a pipeline of prospects and update each opportunity with tasks that can facilitate progress in the prospects underwriting and acceptance of the area.
- Evaluate prospects and terminate "no go" opportunities as needed to focus resources on probable opportunities.
- Attend trade shows and market to prospects.

### Invest in Human Capital by Strengthening Local Businesses + Investing in Worker Training

The need for living wage jobs in the 12th Street area is significant. The flight of capital and jobs that began decades ago has had lasting impacts on the community. Unemployment among residents is high, median incomes are low, and a significant number of properties are vacant or abandoned. Many residents have expressed a desire to see additional investments in the neighborhood's residents, in addition to physical infrastructure and amenities. Bringing in national retailers and other chain businesses can provide jobs, but rarely do they provide health care benefits or offer significant growth opportunities for workers with limited formal education.

The Evergreen Cooperatives model from Cleveland has received national attention due to its innovative structure and potential as a poverty-reducing tool in disadvantaged neighborhoods. The Evergreen Cooperatives are employee-owned businesses that invest in residents; each cooperative recruits, trains, and employs members of historically disadvantaged groups and neighborhoods, and all employees and employee-owners are paid more than minimum wage and receive health benefits and access to a program through which they can buy foreclosed housing units at a low cost. After employees have paid a total of \$3,000 (through earnings and paycheck deductions), they become owners and receive shares of all profits. The three Evergreen Cooperatives (described below) provide an opportunity for local anchor institutions and other businesses to spend their resources locally to invest in and strengthen communities.

- **Evergreen Cooperative Laundry (ECL)** serves local hospitals, nursing homes, hotels, and restaurants using a LEED-certified facility and earth-friendly cleaning products.
- **Evergreen Energy Solutions (E2S)** employs residents of specific neighborhoods to help local institutions to become

---

“green.” using solar power and weatherizing techniques to improve energy efficiency. More recently, E2S has expanded to provide additional contracted services from painting houses to cleaning out vacant buildings.<sup>13</sup>

- **Green City Growers (GCG)** opened in 2013 with 25 employees. GCG runs a 3.25-acre, 15,000-square foot hydroponic greenhouse in central Cleveland that produces Bibb, green leaf, and other gourmet lettuces and basil. GCG sells its products to supermarkets and restaurants in Northeast Ohio.

#### *Lessons Learned*

The Evergreen Cooperatives provide valuable best practices that can inform similar initiatives in the future. Although they are now verging on profitability and employ approximately 90 people, the cooperatives initially struggled to compete with competitors. Their early start-up costs were supported through low-interest loans and grants (by some accounts totaling as much as \$25 million<sup>14</sup>), which are unlikely to be obtainable in other areas or under different conditions.

ECL struggled at first to gain traction in the market of local hospitals. The ECL grew its business by subcontracting with larger laundry service suppliers, and after 5 years of operation earned the reputation to land a 2.5-million-pound-per year, 5-year contract with Cleveland’s University Hospitals. E2S, by comparison, had more early success. Anchor institutions and local housing developers channeled a steady amount of work into the co-op to install solar panels and weatherize homes. In addition, the company’s managers have sought additional work opportunities such as painting, cleaning out abandoned homes, and installing siding, to ensure profitability.<sup>15</sup> Because GCG is relatively new, relatively little information about lessons learned from this business is available at this time.

One of the reasons that the Evergreen Cooperatives have struggled to reach profitability has been their relatively high emphasis on capital investments in industries that have relatively low profit margins. The fact that E2S has nimbly and successfully expanded into providing other, less capital-intensive services indicates that similar initiatives can work under the right circumstances. The 12th Street area should target industries that require less formal education and require relatively low start-up capital investments to ensure early profitability. There are a number of institutions in the Central Arkansas region that could be effective partners in these types of initiatives, they are discussed below.

#### *Partnership Opportunities*

Organizations that with an interest in supporting initiatives that employ residents of the 12th Street area may include:

- Better Community Development, Inc., which runs the EmPowerment Center and Nia Center
- The Arkansas Economic Development Commission
- The Delta Regional Authority and States’ Economic Development Assistance Program
- Arkansas Department of Workforce Services/Arkansas Workforce Center
- Little Rock Workforce Investment Board
- Pulaski Tech Weatherization Training Center for Applied Building Sciences
- City of Little Rock
- Arkansas Department of Human Services
- Arkansas Department of Labor
- UAMS and other large business and anchor institutions.

#### *Approaches to Support 12th Street Businesses*

Below are several approaches to foster the development and success of 12th Street businesses. All of the proposed approaches are funding-neutral and, thus, do not require either state or private aid. Instead, they may leverage partnerships with existing organizations or policies that impact market dynamics. These approaches are targeted towards both human capital development for business owners and employees as well as policies that can be leveraged to drive demand at these local establishments.

- Identify existing apprenticeship and training programs that prepare workers for employment or local business ownership in fields such as plumbing, home repair, heating/cooling, electric services, weatherization services, or solar panel installation (or others). Initiate discussions with these programs to create or enhance opportunities for residents of the 12th Street area to enroll. For example, successful completion of the Nia Center’s “Jobs for Life” training could be a prerequisite for enrollment of individuals lacking more formal qualifications.
- Identify local workers with skills in weatherization, plumbing or other technical, service-oriented fields with

---

<sup>13</sup> <http://www.takepart.com/feature/2014/05/30/co-op-businesses-in-the-us-evergreen-cooperatives>

<sup>14</sup> <http://www.takepart.com/feature/2014/05/30/co-op-businesses-in-the-us-evergreen-cooperatives>

<sup>15</sup> <http://www.takepart.com/feature/2014/05/30/co-op-businesses-in-the-us-evergreen-cooperatives>

an interest in starting their own businesses. Partner with local colleges or small business training programs to help them establish their businesses with a requirement of hiring local workers as their businesses grow.

- Initiate discussions with the Pulaski Tech Weatherization Training Center for Applied Building Sciences. The Center is one of 13 in the US that receives funding from the US Department of Energy and provides weatherization training for states contiguous to Arkansas in partnership with the Arkansas Department of Human Services. Work with the training center to encourage enrollment of disadvantaged workers in the program; specifically, for example, individuals who have completed the “Jobs for Life” training.
- Initiate discussions with larger businesses and anchor institutions in the region regarding the services they regularly contract out to local businesses and any standards they have for contracting with small and disadvantaged businesses. With the establishment of Act 1222 of 2009, the Minority Business Economic Development Act, there is an annual procurement goal of at least ten percent (10%) of state-funded contracts going to minority-owned businesses. Work with the City of Little Rock to identify city procurements that could be satisfied by DBEs.

**Resources**

Evergreen Cooperatives, <http://evergreencooperatives.com/>.

Friess, Steve. “Can The Co-op Save Us?” <http://www.takepart.com/feature/2014/05/30/co-op-businesses-in-the-us-evergreen-cooperatives>.

**Table 8 - Human Capital Investment Performance Measure**

<b>Outputs</b>	Partners recruited to support job training and/or business establishment programs.
	Dollar value invested in job training and/or business establishment programs.
	Number of DBE requirements or preference policies established for local businesses.
	Number of DBE requirements or preference policies established for city procurement.
<b>Outcomes</b>	Number of City residents obtaining employment through job creation and/or training initiatives.
	Number of new minority-owned businesses established.
	Dollar value of DBE business investments in 12th Street Core area.

---

## ACTION STEPS

### Near Term Action Steps

#### □ **Adopt this Implementation and Action Plan**

- In order to be eligible for any regional funding for infrastructure improvements, the Implementation and Action Plan must be adopted by the Board of Directors as the guiding plan for any projects in the 12th Street Core.
- In order to be eligible for the next round of funding allocation by Metroplan for implementation of infrastructure projects, this plan must be adopted in the first quarter 2015.

#### □ **Adopt the draft of the Cedar/Pine Design Overlay regulations**

- In order to be eligible for any regional funding for infrastructure improvements, these updates must be adopted by the Board of Directors as the zoning document for any projects in the 12th Street Core.
- In order to be eligible for the next round of funding allocation by Metroplan for implementation of infrastructure projects, these updates must be adopted in the first quarter 2015.
- Apply these proposed updates to the zoning ordinance as a City initiated zoning amendment and notify the appropriate landowners within the required distance or proximity, if necessary for amendments.
- This may be processed as both a Map amendment and a Text amendment in the City Zoning Ordinance. The update does require a rezoning as the base zones would be altered to create a uniform use table for the character areas.
- It is encouraged that the Cedar/Pine Design Overlay zoning be adopted by reference and remains as a standalone document, so that the sections do not get scattered throughout the current zoning ordinance.
- In addition, the City Zoning Map should reference the Cedar/Pine Design Overlay as one district (one zone labeled CPDO), which allows the Regulating Plan to regulate the breakdown in character areas and allows the required flexibility to be processed without the need for rezoning or variances.
- Allow for appropriate public input, but be sure that all participants in the session are educated to the basis and purpose of the development code.
- Be sure that letters of support are requested and submitted for hearing submittals, as it is common

for supporters to not show up for public hearings. Documented support is better than hearsay.

- Some special work sessions with Planning Commission and the Board of Directors may be necessary and minutes from those events should be documented.
- Prior to any final adoption, any major edits to the Design Overlay must be reviewed and approved by Metroplan. This ensures that the document has not lost key elements that would support a sustainable development pattern, mix of uses, or the context sensitive approach to roadway elements, among other elements.
- Failure to get approval from Metroplan on edits to the Design Overlay may make the project ineligible for regional funding for infrastructure, as key elements may unintentionally be removed from the Design Overlay.
- Once the document has been reviewed and supported, proceed through the adoption process at a regular Board of Directors' meeting.
- Once adopted, educate all departments on the goals, objectives, and expected outcomes from the development code. A special focus on permitting, inspection and code enforcement will need to be made for these education sessions.

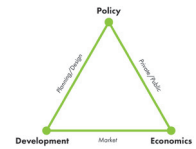
#### □ **Assemble representatives from all stakeholder groups to form a Coalition for Implementation**

- Include but do not limit to regional and state agencies, chamber of commerce, non-profits, project area leaders, staff department, city director and school district representatives.
- This group should not have any decision making ability, but will instead help organize and educate their respective groups on the status and process for implementation of this plan.
- Regular monthly meetings should be set to ensure consistent news is being delivered to these groups.
- A single person should be the lead for this group, perhaps a city employee or ombudsman, and will have charge of keeping the plan, setting meetings, keeping minutes and following up on implementation activities and performance measures.

#### □ **Create a Merchants' Association and build up membership**

- Focusing on building up the membership will round





out participation from businesses but also get news out for events and news in the area.

- Once a strong enough membership is available, consider creating a Business Improvement District. This will ensure consistent funding for maintenance, programming and can even support security needs.

□ **Begin the process for street improvements focusing first on Cedar and Pine**

- Meet with Coalition and Metroplan to understand the requirements of the Metroplan funding source, application process and eligibility for projects
- Apply for funding from Metroplan funding sources if these roadways meet eligibility requirements
- Create a plan to work with Metroplan on the design process that serves as a win-win for both groups
- Focus the request for proposal on the qualitative aspects (connectivity, walkability, economic development, context sensitive design, green infrastructure, etc.) and the quantitative aspects (total cost, driveways, access management, etc.). Each of the aspects is important, but the long-term strategy for Cedar and Pine must be focused on economic development and qualitative aspects primarily.
- Select a qualified general contractor team and engineering team to streamline the design and building process. Key qualifications should include:
  - Experience with green infrastructure
  - Experience with AHTD roadway design (ties into AHTD facility)
  - Experience with walkable urban thoroughfares and context sensitive design
  - Experience on projects requiring the reporting and process for federal and regional funding
  - Experience with mixed-use roadways and multi-use trail integration
- Begin and complete the design and construction process

**Long Term Action Steps**

□ **Invest in human capital by strengthening local businesses and investing in worker training**

- Source partners in the creating of “Evergreen Cooperatives” this could be local practitioners, education institutions, business leaders, city staff, economic development groups or programs, and local non-profits.
- Set a game plan and find a need in the community. The right beginning is looking toward local services.

- Options for local venter opportunities may be institutions such as UAMS, City departments, or other higher education.
- Research these larger institutional needs to examine where a market may be found.
- Begin small by building up a small group of employees with a practitioner in the local community.
- Train and build up the work force to fulfill local smaller contracts with a goal to compete for larger vendor contracts.
- Establish a means for ownership and continued education for the employees. Build incentives into the workforce to encourage continued growth and responsibility.
- Continue this process with other needs in the area and continue to support connections to build the base of education and employment for these industries.

□ **Preserve historic neighborhood character by rehabilitating the Lee Theater**

- Determine the cost for rehabilitation.
- Perform a historic context study.
- Perform an Architectural Resources Survey of other potential historic properties.
- Determine eligibility of the theater and its context.
- Stabilize the theater.
- Focus on creating a reuse plan for the theater.
- Use the reuse plan to build up fundraising efforts and gather support.
- Perform a phased rehabilitation and keep constant records of milestones and present those milestones in a big way to gather additional fundraising for each phase of the effort.

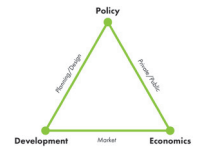
□ **Design and Implement other neighborhood and mixed use street improvements**

- Focus the request for proposal on the qualitative aspects (connectivity, walkability, economic development, context sensitive design, green infrastructure, etc.) and the quantitative aspects (total cost, driveways, access management, etc.). Each of the aspects is important, but the long-term strategy for Cedar and Pine must be focused on economic development and qualitative aspects primarily.
- Select a qualified general contractor team and engineering team to streamline the design and building process. Key qualifications should include:
  - Experience with green infrastructure
  - Experience with walkable urban thoroughfares and context sensitive design

# IMPLEMENTATION STRATEGIES

---

- Experience on projects requiring the reporting and process for federal and regional funding
- Experience with mixed-use roadways and multi-use trail integration
- Begin and complete the design and construction process
- **Consider a Public Improvement District for maintenance of landscapes and streetscapes within the whole 12th Street Core area.**
  - Build up the momentum for a Public Improvement District by first assembling a Business Improvement District and showing the value of such an investment tool.
  - This can be used to fix up needed infrastructure in the public areas. It can also eventually expand along the rest of the corridor.
- **Finish and adopt the Complete Streets Ordinance** and expand to address context sensitive solutions.
- **Create a city-wide Green Infrastructure Program**
- **Work with the Coalition and Merchants' Association** to create a branding and marketing plan for 12th Street Core.
- **Work with the Coalition and Merchants' Association** to connect 12th Street Core to the wayfinding and lighting palette of the Greater Downtown Area. This should be associated with the branding and marketing plan.
- **Re-evaluate long-term strategies** on an annual or bi-annual basis. Adjust some long-term to short term and add new focus areas for long-term improvements for 12th Street Core.
- Incorporate on an annual basis, any **short-term projects that require CIP funding or commitments**, into the CIP project list.
- **Collect and deliver Performance Measure data** to Metroplan.



---

## CONSOLIDATED PERFORMANCE EVALUATION FRAMEWORK

The purpose of this section is to present an evaluation framework can be used to track and evaluate implementation of this plan, as well as how changes in the 12th Street Core are furthering regional and national livability goals. First, this section provides some background information about the Federal and regional principles, goals, and performance measures that underlie the Federally-supported Jump Start program and (in the case of performance measures) are currently being used to track progress toward creating more livable and sustainable communities. Then, the section identifies the performance measures that will be used to track progress toward implementation of this plan and the connections to Federal and regional indicators where they exist. Finally, a performance baseline for Little Rock, against which future progress can and should be tracked, is provided in a digital format for ease of tracking over time. Although full implementation of the plan in the 12th Street Core is not expected to significantly alter performance on regional livability and sustainability indicators in the short or even medium term, it will support accomplishment of long term regional objectives, particularly as the policies and strategies implemented in the 12th Street Core become more widespread throughout the region.

### Federal

- **Livability Principles.** The Federal Partnership for Sustainable Communities (including HUD) developed the Livability Principles to define what makes a community livable and to guide the agencies' investments in furthering livability. These principles guide the entire Imagine Central Arkansas grant.
- **Flagship Sustainability Indicators (FSIs).** Subsequently, HUD developed a set of eight Flagship Sustainability Indicators (FSIs) that can be used by jurisdictions throughout the country to measure progress toward creating more livable and sustainable communities.

### Regional

- Imagine Central Arkansas Goals and Jump Start Program Elements

**Table 9 - Evaluation Framework**

Federal Livability Principles	Metropolitan Goals	ICAP Program Elements	Jump Start Evaluation Areas	Project Goals
Provide more transportation choices	2. Quality corridors and transportation choice 1.2, 5.3 - Multimodal transportation system 1.3 - Modal choice 2.5 - Public transit system 2.6 - Pedestrian facilities 2.7 - Bikeway facilities 4.3 - Design for all modes 4.7 - Reduce H+T costs 5.2 - Active transportation 5.4 - Safety, efficiency and convenience of active transportation	Efficient mobility options  Pedestrian design	Provide transportation choices and enhance mobility	Redesign the intersections of Cedar and Pine Streets at 8th and 14th to create a gateway to the 12th Street Core area for both public and private uses, potentially extending the streetscape into the adjacent neighborhoods.
Promote equitable, affordable housing	4. Land development and housing 4.6 - Housing choice and availability	Housing choice  Development diversity	Increase housing and development/land use diversity	Propose a new vision and implementation plan for properties within the 12th Street Core.
Enhance economic competitiveness	1. Economic growth and vitality 1.4 - Economic development	Educational opportunity  Economic development	Increase housing and development/land use diversity  Enhance economic competitiveness	Use the Jump Start project to build consensus on an implementation strategy.  Propose a new vision and implementation plan for properties within the 12th Street Core.
Support existing communities	6. Funding adequacy 2.8 - Mixed use/compact clusters 4.5 - Neighborhood infrastructure 6.3 - System efficiency and preservation	Efficient growth  Activity centers	Support existing communities	Use the Jump Start project to build consensus on an implementation strategy.



Federal Livability Principles	Metroplan Goals	ICAP Program Elements	Jump Start Evaluation Areas	Project Goals
Value communities and neighborhoods	5. Healthy and safe communities	Quality places Healthy communities	Support existing communities Create quality places and healthy communities	Use the Jump Start project to build consensus on an implementation strategy. Propose a new vision and implementation plan for properties within the 12th Street Core.
Coordinate and leverage Federal policies and investment				<i>Illustrated through this implementation plan.</i>
Environment embedded in principles 1,2,4 and 6	3. Environmental quality and sustainable energy	Environmental stewardship Resource efficiency	Support environmentally-sustainable development	Redesign the intersections of Cedar and Pine Streets at 8th and 14th to create a gateway to the 12th Street Core area for both public and private uses, potentially extending the streetscape into the adjacent neighborhoods.

THIS PAGE INTENTIONALLY LEFT BLANK