Resolution: 308-19

File Number: 2019-0792

ADM 19-6652 (71B CORRIDOR PLAN):

A RESOLUTION TO APPROVE A WORK PROGRAM TO IMPLEMENT THE 71B CORRIDOR PLAN

WHEREAS, On February 6, 2018, City Council passed Resolution 50-18 approving a work program to update the City’s comprehensive land use plan as recommended by the Planning Commission; and

WHEREAS, the 71B Corridor element was further authorized by City Council on June 19, 2018 with the passage of Resolution 136-18 which included the scope of work and contract for the 71B Corridor project; and

WHEREAS, the 71B Corridor Final Master Plan Document, Illustrative Plan, Transportation Framework, and Regulating Plan were developed with extensive input from citizens, the Planning Commission, City Council members, staff, and numerous other stakeholders; and

WHEREAS, on November 12, 2019, the Planning Commission unanimously recommended that the City Council approve a work program to implement the details of the 71B Corridor Plan including construction of improvements shown in the plan and rezoning and associated regulating plan to be initiated by the Planning Commission taking into consideration the comments and recommendations set forth in the Planning Commission memo attached to the agenda packet.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FAYETTEVILLE, ARKANSAS:

Section 1: That the City Council of the City of Fayetteville, Arkansas hereby authorizes Mayor Jordan
to proceed with a work program to implement the infrastructure improvements recommended in the 71B Corridor Plan, a copy of which is attached to this Resolution.

Section 2: That the City Council of the City of Fayetteville, Arkansas hereby authorizes the Planning Commission to proceed with a program to advise the City Council regarding rezoning along the 71B Corridor and the implementation of the associated regulating plan as recommended in the 71B Corridor Plan.

PASSED and APPROVED on 12/17/2019

Approved:

[Signature]

Lioneld Jordan, Mayor

Attest:

[Signature]

Kara Paxton, City Clerk Treasurer
Exhibit ‘A’ (pg. 1 of 3)

Amendment to Resolution for 71B Corridor Plan

- Amend the short-term work program to execute a comprehensive transit planning effort. This effort will include but not be limited to the following:
  o Coordinate with transit providers, cities, Northwest Arkansas Regional Planning Commission and other stakeholders in the northwest Arkansas region to determine potential partnerships for a shared transit plan.
  o Design a scope of work for the plan.
  o Work with City Administration and Council to identify a funding stream.
  o Solicit a request for qualifications/proposals.
  o This effort should result in a plan providing action steps the City should take to be ready for transit such as public infrastructure priorities and identifying transit nodes.

- Insert the following text into Chapter 5 (Corridor Urbanism and 71B) of the 71B Plan document describing how the 71B Corridor Plan helps achieve the goals of the Fayetteville Energy Action Plan:

  The following chart lists the goals and framework of the Fayetteville Energy Action Plan adopted by the City Council in on January 2, 2018. The second column of the chart provides a discussion of how the 71b Corridor Plan helps achieve these goals.

  (see chart on pg. 3 of 3 of this Exhibit ‘A’)


<table>
<thead>
<tr>
<th><strong>IMPLEMENTATION</strong></th>
<th><strong>EXHIBIT 'A' (pg. 2 of 3)</strong></th>
<th><strong>AMENDMENT TO RESOLUTION FOR 71B CORRIDOR PLAN</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>TRANSPORTATION AND STREET ENVIRONMENT</strong></td>
<td><strong>Short</strong></td>
<td><strong>Medium</strong></td>
</tr>
<tr>
<td></td>
<td>• College Ave redesign, North to Township</td>
<td>• College Ave redesign, Township to Millsap</td>
</tr>
<tr>
<td></td>
<td>• South School reconfiguration</td>
<td>• Continued South Scholl upgrade with redevelopment</td>
</tr>
<tr>
<td></td>
<td>• Pilot Archibald Yell reconfiguration</td>
<td>• Permanent Archibald Yell reconfiguration</td>
</tr>
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<td></td>
<td>• College and Rock intersection</td>
<td>• Operational BRT</td>
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<td></td>
<td>• Appleby-Plainview collector</td>
<td>• East-west grid on North College</td>
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<td></td>
<td>• Vantage-Sain connection</td>
<td>• North College lane consolidation and greenway near Lake</td>
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<td>• Resolution of overhead relocation/burial options and timing</td>
<td>• Fulbright interchange alternatives study</td>
</tr>
<tr>
<td><strong>TRAILS/PATHS</strong></td>
<td>• Poplar Bikeway upgrade</td>
<td>• Phase one of North to Township connecting paths</td>
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<td></td>
<td>• South School sidepath</td>
<td>• ROW reservations with development, Township to Millsap</td>
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<tr>
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<td>• South School to Walker Park connection</td>
<td>• Sublett Creek Trail</td>
</tr>
<tr>
<td><strong>REGULATORY</strong></td>
<td>• Discuss recommendations/convert to ordinance language</td>
<td>• Evaluate and modify</td>
</tr>
<tr>
<td><strong>DEVELOPMENT FOCUSES</strong></td>
<td>• Major retail centers first stage modifications</td>
<td>• Site upgrades to major South School businesses and industries</td>
</tr>
<tr>
<td></td>
<td>• Restaurant District</td>
<td>• Research Center area</td>
</tr>
<tr>
<td></td>
<td>• Southgate redevelopment</td>
<td>• Continued major centers development</td>
</tr>
<tr>
<td><strong>ATTAINABLE HOUSING</strong></td>
<td>• 74B Development Corporation- Moderate-income family housing on &quot;farm&quot; site</td>
<td>• Sunbridge development area</td>
</tr>
<tr>
<td></td>
<td>• Transitional village at Seven Hills</td>
<td>• Continued transitional development to the east of Seven Hills Homeless Center</td>
</tr>
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</table>
Exhibit 'A' (pg. 3 of 3)
Amendment to Resolution for 71B Corridor Plan

<table>
<thead>
<tr>
<th>ENERGY ACTION PLAN GOALS AND FRAMEWORK</th>
<th>71B CORRIDOR PLAN RESPONSE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cross sector</td>
<td>The 71B Corridor Plan (the Plan) includes housing as a major component and helps achieve this goal by integrating approximately 3,000 new housing units into the study area. By placing housing in direct proximity to the major transportation corridor and associated employment centers, residents' ratio of transportation to housing costs will be reduced. The plan embeds placemaking throughout the unique districts, and calls for preservation and adaptive reuse of structures and the existing built environment where feasible. This results in a fiscally responsible development pattern by utilizing existing buildings and the built environment as assets. This furthers the City's reputation for socially and economically responsible business development. Extending the life of older commercial buildings can also result in lower cost rent, ideal for entrepreneurship and start-up businesses. As described in response to some of the other goals, the Plan directly combats climate change and reduction of carbon dioxide by increasing the percentage of non-vehicle and transit trips compared to single occupancy vehicle trips.</td>
</tr>
<tr>
<td>Buildings</td>
<td>One of the five broad principals the Plan is &quot;Realize and Respect&quot;. This principal results in the preservation and adaptive reuse of buildings. Demolishing existing buildings and re-building new buildings is extremely damaging to the environment on many levels including a huge consumption of energy and materials (compared to renovation). The Plan unlocks a vast area of streets, greenways, trails, and parking lots for tree planting, helping achieve the tree canopy coverage goal.</td>
</tr>
<tr>
<td>Energy Supply</td>
<td>The Plan incorporates a series of multi-use trail systems paralleling the 71B Corridor, often on both sides of the roadway. This will help the city increase its ratio of community-wide clean energy as the trail system will accommodate clean micro-transit such as e-scooters and e-bikes.</td>
</tr>
<tr>
<td>Transportation</td>
<td>The Plan envisions and includes implementation steps to invest millions of dollars in creating a multi-modal transportation system. This includes miles of sidewalks, trails, and a transit ready corridor. This framework is intended to directly reduce per capita vehicle miles traveled and achievement of an increase in bike/walk mode share.</td>
</tr>
<tr>
<td>Waste</td>
<td>As stated in the response to the 'Building' goal, the Plan is rooted in preservation and adaptive reuse of existing buildings and conversion of parking lots into interior streets. This is in contrast to a planning philosophy that would aggressively demolish and rebuild buildings along the corridor. The Plan promotes not only a fiscally responsible development pattern, it furthers the City's waste diversion goals. Demolition results in obvious waste to the landfill. It also results in creating exponentially more greenhouse gas emission associated with new construction, compared with the greenhouse gas emissions associated with a full refurbishment.</td>
</tr>
</tbody>
</table>

- Complete periodic feasibility analyses of building energy code updates
- Achieve 3% annual reduction in overall energy usage by total building stock
- Achieve 40% tree canopy coverage by 2030
- Achieve 100% local government clean energy by 2030
- Achieve 50% community-wide clean energy by 2030
- Achieve 100% community-wide clean energy by 2030
- Reduce per capita vehicle miles traveled to 2010 levels by 2030
- Achieve 25% bike/walk/transit mode share by 2030
- Achieve 40% total waste diversion from the landfill by 2027
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City of Fayetteville Staff Review Form

2019-0792
Legistar File ID

12/3/2019
City Council Meeting Date - Agenda Item Only
N/A for Non-Agenda Item

Garner Stoll
Submitted By
11/16/2019
Submitted Date
CITY PLANNING (630)
Division / Department

Action Recommendation:
ADM 19-6652 Administrative Item (71B CORRIDOR PLAN) Submitted by the CITY PLANNING DIVISION. City staff presents the 71B Corridor Plan to the City Council and recommends a work program to implement the plan.

Budget Impact:

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<th>Account Number</th>
<th>Fund</th>
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<table>
<thead>
<tr>
<th>Project Number</th>
<th>Project Title</th>
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<table>
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<tr>
<th>Budgeted Item?</th>
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<tbody>
<tr>
<td>Does item have a cost?</td>
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<tr>
<td>Budget Adjustment Attached?</td>
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| Current Budget | $ |
| Funds Obligated | $ |
| Current Balance | $ |

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<th>Item Cost</th>
<th>Budget Adjustment</th>
<th>Remaining Budget</th>
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Purchase Order Number: ____________________________
Change Order Number: ____________________________
Original Contract Number: ____________________________

Previous Ordinance or Resolution # ____________________________
Approval Date: ____________________________

Comments:
MEETING OF DECEMBER 3, 2019

TO: Mayor; Fayetteville City Council

THRU: Don Marr, Chief of Staff
       Garner Stoll, Development Services Director

FROM: Andrew Garner, City Planning Director

DATE: November 13, 2019

SUBJECT: ADM 19-6552 Administrative Item (71B CORRIDOR PLAN) Submitted by the
          CITY PLANNING DIVISION. City staff presents the 71B Corridor Plan to the City
          Council and recommends a work program to implement the plan.

RECOMMENDATION:
Staff and the Planning Commission recommend that the council adopt a resolution for a work
program to implement the 71B Corridor Plan.

BACKGROUND:
On November 27, 2017, the Planning Commission reviewed and recommended in favor of the
work program for the update to the comprehensive land use plan of the city. Part of the approved
work program was to complete a detailed corridor study of state highway 71B. On February 6,
2018, City Council passed Resolution 50-18. This resolution approved the work program as
recommended by the Planning Commission. The 71B Corridor element was further authorized by
city council on June 19, 2018 with the passing of Resolution 136-18 which included the scope of
work and contract for the 71B Corridor project.

A critical goal of the 71B Corridor Plan was to engage the community to develop strategies to
improve the corridor’s economic vitality, increase affordable housing, make it safe and convenient
for all modes of travel, encourage active and healthy living, and create an attractive front door to
Fayetteville’s downtown and adjacent neighborhoods.

The 71B Corridor Final Master Plan Document, Illustrative Plan, Transportation Framework, and
Regulating Plan represent the project’s major work products. These documents and illustrations
are the result of an extensive citizen participation process which involved a detailed citizen survey
(online and in person), focus group discussions, five highly interactive public workshops/design
studios, monthly 71B Steering Committee meetings, and input from Planning Commission and
City Council at multiple work sessions and attendance at the public workshops. The consultant
team completed a detailed parcel-by-parcel analysis of the entire corridor, which is summarized
in the Master Plan Document and depicted on the Illustrative plan. The public engagement
process began in July 2018 and concluded in fall 2019.

Recent Project Update: The preliminary draft 71B Corridor Plan was discussed and tabled at the
May 13th and May 28th Planning Commission meetings of 2019. Over the last several months the consultant has been preparing the final document incorporating comments from the Planning Commission, City Council members, staff, and numerous other stakeholders. Revisions to the plan over the last few months include many items. Primary new work products include a detailed Regulating Plan that provides the framework for the land development regulations to implement the plan. The Regulating Plan also provides a guide for future zoning, site development, and future policy decisions that correspond directly with the Illustrative plan and Transportation Framework Plan. Another new work product is the Implementation chapter outlining short-term, medium-term, and long-term goals and action steps.

Additionally, the scope of the project was expanded to include a more detailed land use and urban design concept for portions of the South School Avenue segment of the corridor. On September 17, 2019 the City Council voted to accept ownership and maintenance responsibilities for highway 71B from the Arkansas Department of Transportation between the Fulbright Expressways, subject to conditions. This transfer will allow the city approval authority for future improvements to this portion of 71B.

The final draft plan document is posted on the project website:

http://www.fayetteville-ar.gov/3444/71B-Corridor-Plan

Editorial comments and other minor changes will be incorporated into the final version by the consultant as part of the final review.

DISCUSSION:
The final plan was presented to the Planning Commission on October 28, 2019 where it was discussed and tabled to allow more time for review and discussion. At the November 12, 2019 Planning Commission meeting, this item was discussed and unanimously forwarded with a recommendation for approval of a work program to implement the plan including:

- Construction of improvements shown in the plan; and
- Rezoning and associated regulating plan to be initiated by the Planning Commission.

The motion to forward was accompanied by a note that the Planning Commission chair would coordinate final comments from the commission for distribution to the council. These comments are provided separately from the staff memorandum.

BUDGET/STAFF IMPACT:
N/A

Attachments:
- 71B Corridor Plan Website
  http://www.fayetteville-ar.gov/3444/71B-Corridor-Plan
City of Fayetteville Planning Commission

TO: Fayetteville City Council
CC: Mayor Lionel Jordan
FROM: Matthew Hoffman AIA, Planning Commission Chairman
DATE: November 15, 2019
SUBJECT: PC comments on the 71b Plan

First, I want to express Planning Commission’s genuine appreciation to City Staff and the project consultant for their quality work, and their efforts to include the voice of commissioners in this process. Through multiple input sessions, both formal and informal, we enjoyed the opportunity to interact at a detailed level on many aspects of the plan. I know I speak for the entire commission when I say that we are excited to begin working with staff to plan the next generation of development on 71b, which will focus on livability, equitable transportation, and sustainable development along one of Fayetteville’s most critical corridors.

This memo is not meant to provide an exhaustive catalog of all the comments commissioners offered in regards to this plan. Instead, the following items are an attempt to characterize general sentiments and ideas that were met with broad consensus among commissioners.

Action Items

Commissioners expressed broad support for action items outlined in the Regulating Plan. We have long felt that right-of-way reconstruction and rezoning are two critical components to the future of the corridor. Through its long history, 71b has been subjected to a wide spectrum of land-use regulation and transportation philosophies, many of which have been counter-productive. The plan offers a reasonable pathway to righting many of those wrongs.

Planning Commission is particularly excited about the opportunity to rezone the corridor. For several years now, commissioners have lamented in public meetings that current C-2 and similar conventional zoning designations along the corridor are inadequate to address our need for both higher quality and quantities of housing.

*City Plan 2030 Goal #1: We will make appropriate infill our highest priority.*

Commissioners are very familiar with the difficulties that sometimes arise when rezonings are requested within existing neighborhoods. While new development within existing neighborhoods may be entirely appropriate and needed, neighbors who speak at our public meetings often disagree. As common as resistance to change is within existing neighborhoods, it is almost entirely absent on 71b where the vast majority seem to agree that change is vital. For this reason, rezoning 71b represents a rare opportunity to accommodate appropriate infill without the typical friction that comes from infill implementation in more permanently established areas.
City of Fayetteville Planning Commission

Commissioners are also supportive of proposals for more connectivity and right-of-way improvements along the corridor. The plan to provide parallel N/S connections, particularly along the middle and northern sections of the corridor would be a profound improvement over existing conditions. If 71b is going to become a destination for infill development, it must first be transformed into a more humane environment. Providing alternative pathways for automobile traffic, along with shifting priorities to include bicycle and pedestrian mobility options should be understood to be foundational to the corridor’s success as a new neighborhood.

Vision for the corridor

While there was unanimous agreement among commissioners that many of the plan’s action items were appropriate, there was noticeably less enthusiasm about the vision outlined by drawings and descriptions from the consultant.

As a point of comparison, commissioners discussed Fayetteville’s original Downtown Masterplan (2004). Now 15 years old, the Downtown Masterplan is seen as successful, both for its direct positive impact on our downtown, and also for its inspirational impact on Northwest Arkansas more broadly. Commissioners noted that the vision of our Downtown Masterplan has proved to be so compelling that all of NWA’s other major cities have since adopted similar plans for their downtowns. Fayetteville has long enjoyed this position of leadership on matters of community development and planning, both regionally and nationally.

Unfortunately, many commissioners felt that the 71b Plan does not rise to the level of our Downtown Masterplan in terms of providing a clear and catalyzing vision for the future of the corridor in Fayetteville and beyond. Commissioners noted that the plan’s core philosophy of “corridor urbanism” seems to be a compromise between the kind of vision outlined by City Plan 2030, and the status quo. Commissioners lamented that compromising our vision to the extent shown in the plan is unnecessary and counterproductive, given that a document like this often serves as the purest source of direction for policy, and further compromise at the stage of implementation is often inevitable. If the vision outlined in this plan is seen as a starting point for further compromise, it is reasonable to expect that future development resulting from this plan could be indistinguishable from development that may have resulted in the plan’s absence.
Commissioner's concerns about the plan's vision can be characterized in two broad categories:

Transportation and Land Use

Commissioners expressed broad agreement with the plan's proposals for increased connectivity, and its recommendations that right-of-way be more equitably distributed among transit, vehicular, bicycle, and pedestrian modalities. While rough diagrams and written descriptions of these recommendations were compelling, pictorial descriptions and detailed drawings of idealized outcomes appear discordant with the spirit of these recommendations.

This incongruity is particularly apparent on page 85, which features a rendering titled "College Avenue Concept". Despite being identified by diagrams in the plan as the site of an important transit oriented urban node, the intersection of Township and College is depicted with the same automobile-oriented pattern of development that exists today. More disturbingly, the images show a street section at the intersection that increases the width of the current street by two lanes. While the notion of adding transit to the area is admirable, adding transit without changing the development pattern, and doing it in a way that makes the street more hostile to pedestrian activity is not a model for success.
As an alternative, commissioners preferred to discuss concepts that would reduce crossing distances for pedestrians, and create environments that people actually might like to walk in. There was also agreement that given Fayetteville’s strong growth rate, it would have been prudent to study street cars and light rail in addition to bus service. A few commissioners discussed their preference for the University of Arkansas Community Design Center’s study entitled “Fayetteville 2030: Transit City Scenario Plan”. UACDC’s plan seeks to answer the question “what if 80% of future growth occurred around a new streetcar system along Fayetteville’s main commercial arterial?"
in 2020, NWA households spent more on transportation than they did on housing. According to the Center for Neighborhood Technologies, a typical NWA household spent 29% of its annual income on transportation, far above the national average of 16%. The 2030 Transit City Scenario is a prospect-building program since the average household in all transit cities spent 16% of its annual income on transportation.

What if 80% of all new growth projected for Fayetteville over the next twenty years was permitted to locate around a streetcar system proposed for College Avenue?

Fayetteville 2030: Transit City Scenario Plan, UACDC, uacdc.uark.edu

Discussion of micro-mobility also appears absent from the plan. Given the mixed experiences of other communities, and the state’s mandate that we allow e-scooters, it seems imperative to explore new best practices for 71b. Detailed plans will allow us to take full advantage of the numerous benefits offered by these new technologies, while mitigating some of the disruptive tendencies that have caused issues in other cities. Ultimately, these technologies could pair well with our transit investments, offering quick and efficient transportation between transit stops and destinations.

*Energy Action Plan Transportation Goal: Achieve 25% bike/walk/transit mode share by 2030*

Commissioners also expressed mild concern that images depicting major redevelopment along the corridor were not compelling given the challenges we face, and our goal to achieve 25% bike/walk/transit mode share by 2030 (see Fayetteville’s Energy Action Plan). Either out of skepticism over the efficacy of proposed transit systems, or a belief that private car ownership will remain prevalent long after other experts suggest it will, development proposals for major
City of Fayetteville Planning Commission

sites in the plan retain a vast amount of area devoted to surface parking. While the commission certainly recognizes the current importance of automobiles to our daily lives, we look to plans like this to offer credible alternatives that decision makers can point to in the future.

Public Comment

Outside of facilitated groups and surveys, Public Comment on these sorts of plans is surprisingly rare. Planning Commission was fortunate in this case to receive detailed public input from a significant stakeholder: the Fayetteville Housing Authority.

As part of the Executive Director’s presentation, commissioners were provided with a written list of comments, which we then discussed at length. We were able to find consensus on many of FHA’s points, which are provided here:

- While the plan mentions housing 55 times, it should take the opportunity to reference the comprehensive plan’s principle goal of creating opportunities for attainable housing.
- Page 104 should mention the Fayetteville Housing Authority in #2. Suggested language:
  - Former Hi-Way Inn. Redevelopment of mid-century motel for affordable housing for veterans by Fayetteville Housing Authority
- Density along the corridor should be opportunistic, respecting scale of existing neighborhoods where applicable, but becoming more intense in areas with city owned property, and areas without existing residential context such as the East side of Walker Park between the creek and the corridor.
- Build-to zones should be applied consistently along the corridor.
- In the Implementation section under Attainable Housing, the plan recommends creating a 71b specific housing development corporation. Given FHA’s current work in the area, it may be more appropriate to develop partnerships with the FHA to create opportunities for additional housing units, as is recommended in our comprehensive plan update (City Plan 2040, Goal 6, Objective 3.6.3, Page 46)
  - Include tables provided by FHA / HUD that describe Low-Moderate Income in concrete terms.
  - Suggested language for Attainable Housing Short Term Implementation section:
    - Partner with the Fayetteville Housing Authority (FHA) to increase capacity with staff and capitalization capable of building both ownership and rental housing designed for affordability to households with incomes in the 60%-100% of median household income range. Ensure the FHA also has the ability to partner with developers to incorporate affordable housing into mixed income developments.
    - Explore methods to implement NWA Housing Report Action Item #4: Use publicly owned land for housing production.
- Verify accuracy of diagrams and descriptions concerning transitional housing projects.
- The difference between Permanent Supported Housing and Transitional Housing was discussed. FHA strongly believes that the former should be prioritized over the latter.
City of Fayetteville Planning Commission

Commission was not able to discuss this in enough detail to gain consensus. However, this is clearly an important issue that deserves more thought.

- **Suggested language for Attainable Housing Medium term:**
  - Continued development activities by the 71B Development Corporation Fayetteville Housing Authority with possible focuses on the “Sunbridge” site north of Township Street on the east side of College and proposed medium density residential sites in the South School corridor.
  - Encourage eligible non-profits to apply for state and federal grants to increase supportive housing assistance.
  - Explore Accessory Dwelling Unit (ADU) financing as an additional strategy for housing creation.
  - Implement NWA Housing Report Action Item #4: Use publicly owned land for housing production.
  - Fayetteville specific housing recommendations from NWA Housing Report:
    - Create a local funding source for new homes.
    - Establish anti-displacement measures.
    - Develop local tenants' rights policies [the assistant city attorney advised commissioners that this item may be more appropriate in other policy documents]
    - Create a local housing preservation policy and align tools for implementation.
    - Development of homes on underused, publicly owned property
    - Closer partnerships with large-scale employers and anchor institutions to promote affordability

I appreciate your thoughtful consideration of these issues, and look forward to working with City Staff to implement the plan at Council’s direction.

Sincerely,

[Signature]

Matthew Hoffman AIA
Chairman, City of Fayetteville Planning Commission