

Housing Development

PROGRAM DESCRIPTION

The primary mission of the Department of Housing and Community Development (HCD) is to act as the development and administrative agency for the Fairfax County Redevelopment and Housing Authority (FCRHA) and the Board of Supervisors in meeting the housing, community development and neighborhood revitalization needs of the County's low and moderate income residents. HCD functions as staff to the eleven-member FCRHA board.

LINK TO THE COMPREHENSIVE PLAN

Fairfax County's Comprehensive Plan has established a number of objectives and policies in order to:

- ✓ Encourage the provision and promote the availability of affordable housing in all parts of the County.
- ✓ Support the Fairfax County Redevelopment and Housing Authority in its mission to plan, acquire, develop and maintain affordable housing using federal, state and County programs, including the following projects: Olley Glen (formerly Little River Glen III), Yorkville and Lewinsville.
- ✓ Increase the supply of affordable housing units each year to serve the full range of incomes of households and special populations, including the physically and mentally disabled, the homeless and the low-income elderly, needing affordable housing.
- ✓ Promote the development of multi-family housing in both mixed-use Centers and existing residential use areas, and develop adequate transitional housing for homeless families.
- ✓ Retain existing below market rental housing through acquisition, rehabilitation assistance and other subsidies.

Source: 2007 Edition of the Fairfax County Comprehensive Plan, as amended

CURRENT PROGRAM INITIATIVES

In 2008, foreclosures emerged as a major challenge in Fairfax County. In the first two quarters of calendar year 2008, there were 7,399 foreclosures which include default notices, auction sale notices and bank repossessions in Fairfax County, compared with 539 total foreclosures in 2006 and 4,527 in 2007. Through the end of August 2008, there were 2,117 properties still in foreclosure meaning they are the net number of properties currently owned by the lender. On average through August 2008, properties that were re-sold were generally in active foreclosure status for about four months. Net foreclosures appear to be clustered in specific areas of Fairfax County, including Springfield, Annandale, Herndon, Centreville, Alexandria, Chantilly and Lorton.

In response, the Board of Supervisors on June 30, 2008 adopted a comprehensive foreclosure program designed to: 1) provide counseling and information to homeowners in distress; 2) make investments in neighborhood preservation through low-cost home improvement loans to low- and moderate-income

homeowners and potentially direct county purchases of properties; and 3) shared equity gap financing for income-qualified homebuyers purchasing foreclosed homes.

In spite of the ongoing foreclosure crisis and the associated drop in sales prices, Fairfax County remains one of the highest cost areas for housing in the nation. The current decrease in housing prices may have relieved some of the recent pressure in the sales market; however, tighter credit standards, a continued reasonably healthy job market and above average housing prices compared to the rest of the country continue to make Fairfax County a profoundly challenging housing market for low- and moderate-income working households. This is particularly true for new entrants into the housing market who are coming to pursue new jobs in Fairfax County. This gap in housing affordability can affect the ability of employers, including the County, to attract employees crucial to the health and safety of the community, as well as to the area's growth and continued economic prosperity.

According to the 2007 US Census Bureau's American Community Survey, there were an estimated 69,719 households in Fairfax County earning less than \$50,000 per year, or about 48 percent of the County's median income of \$105,241. More than one third (25,292) of these households were earning less than \$25,000 per year. There were an estimated 49,502 persons living below the poverty level in 2007 – more than the entire population of Charlottesville, Virginia. In addition, 12,945 Fairfax County renter households have what is described as "worst case housing problems." This population consists of renters below 50 percent of the Area Median Income who have a severe cost burden (meaning over 50 percent of their income is used for housing costs), have incomplete plumbing facilities or have severe overcrowding (over 1.51 persons per room). Fairfax County has the largest number of renters with worst case housing needs in Virginia.

In 2006, the FCRHA commissioned a study by the George Mason University Center for Regional Analysis (GMU-CRA) related to housing affordability which found that the median sales price for all types of housing in Fairfax County in 2005 was \$479,200; an increase of 129 percent over 2000. From 1999 through 2004 in Fairfax County, the average home price grew by 84 percent. Further, the study noted that in 2000, 64 percent of the homes for sale in Fairfax County were priced at \$250,000 and below; but by 2005 that number had shrunk to only 3 percent of the homes for sale. The study concluded that the rental market is now the only choice for moderate income families, and the rental prices now and in the next five years will see significant increases of approximately 6 to 7 percent per year.

Preservation of affordable housing has long been a concern of the Board of Supervisors and the FCRHA. The stock of privately-owned subsidized units and non-subsidized rental housing with modest rents in the County has been declining as owners prepaid their federally subsidized mortgages, opted not to renew their Section 8 project-based contracts or terminated their participation at the end of the control period for their FCRHA bond-financed properties. In 2007, 128 affordable units in one bond-financed project were lost due to prepayment of the bonds by the owner who then raised the rents to market-level rates. Condominium conversions have also played a significant role in reducing the supply of affordable rental units in recent years. More recently, the "repositioning" of existing affordable rental properties in the market with higher rents has played a more prominent role in the loss of affordable housing.

The FCRHA has, over the years, developed a variety of strategies to offset these continuing losses. One strategy was the establishment of the Preservation Loan Fund to assist non-profits in preserving the County's decreasing supply of subsidized and non-subsidized affordable housing by providing affordable financial assistance to acquire and preserve properties. Another key strategy used by the FCRHA for many years has been to acquire, or assist nonprofits to acquire, at-risk properties. Among the properties acquired by the FCRHA are Hopkins Glen (91 units) in Falls Church; Stonegate Village (230 units) in Reston; Murraygate Village (196 units) in Hybla Valley; Cedar Ridge Apartments (194 units) in Reston; Crescent Apartments (180 units) in Reston; and in 2007, Wedgewood Apartments (672 units) in Annandale.



Murraygate Village apartments in Hybla Valley

Since 1991, federal Low Income Housing Tax Credits, often in conjunction with FCRHA tax-exempt bonds or other financing, have been utilized by limited partnerships of private and/or non-profit

developers to finance construction of new multifamily developments, as well as the acquisition and rehabilitation of older existing projects. A total of 5,690 income restricted units have been financed in Fairfax County through these programs.

In 2004, the Board of Supervisors made an unprecedented commitment to the preservation of affordable housing. The Board announced its Affordable Housing Preservation Initiative in April 2004, with a goal of preserving 1000 units by the end of 2007. The Board also appointed an Affordable Housing Preservation Action Committee which developed 12 recommendations adopted by the Board in January 2005. One of the major recommendations the Board approved was the designation of the value of one penny of the real estate tax rate for affordable housing. From FY 2006 through FY 2009, the "Penny for Affordable Housing Fund" (Fund 319) produced \$85.3 million for the preservation of affordable housing in Fairfax County.

Building enough new housing that is affordable to Fairfax County's growing low- and moderate income public and private workforce is also expected to be a continuing challenge. A 2008 GMU-CRA study commissioned by the FCRHA concluded that a total of 63,660 net new units affordable to households earning up to 120 percent of the Area Median Income (AMI) will be needed by 2025 based on projected Fairfax County job growth, assuming that 65 percent of new workers are housed in Fairfax County.

In 1990, the County adopted an Affordable Dwelling Unit (ADU) ordinance which requires developers of certain housing developments to set aside up to 12.5 percent of the units as affordable housing (6.25 percent for multifamily rentals) in return for additional density granted at the time the development is built. The FCRHA has the right to acquire one-third of the ADUs for sale and to lease up to one-third of the rental units. The remaining units are sold or rented to moderate income households. As of September 2008, a total of 2,232 units (959 rentals and 1,273 for-sale condominiums) have been produced under the ADU program; the FCRHA has acquired 121 of the for-sale units, which are maintained as permanent affordable rental housing.

In the fall of 2007, the Board of Supervisors created Fairfax County's groundbreaking new Workforce Housing policy via amendments to the Comprehensive Plan and Zoning Ordinance. The amendment to the Comprehensive Plan created a proffer-based incentive system designed to encourage the voluntary development of new housing affordable to a range of moderate-income workers in Fairfax County's high-rise/high-density areas. The Plan now provides for a density bonus of up to one unit for every workforce unit provided by a developer, with the expectation that at least 12 percent of units in new developments be affordable or workforce housing. The amendment to the Fairfax County Zoning Ordinance, and an associated Board Policy, provide the administrative mechanism for the Workforce Housing policy. The amendment to the Zoning Ordinance accommodates any density bonus associated with the provision of Workforce Dwelling Units (WDUs) through proffered rezoning applications. The Board Policy provides for the administrative tools for the long-term administration of proffered workforce units, and addresses issues such as unit specifications, price and financing controls, covenants and occupancy. As of the end of FY 2008, a total of 845 WDUs had been committed by private developers in rezoning actions approved by the Board of Supervisors.

Recent Program Accomplishments

Affordable Housing Preservation: Since the inception of the Board's Affordable Housing Preservation Initiative in April 2004, a total of 2,241 units have been preserved as of April 2009. The units have been preserved via a combination of direct acquisitions of properties by the FCRHA, FCRHA financing of affordable housing preservation projects by both for- and non-profit developers and negotiated agreements with property owners. Examples of successful preservation projects in FY 2008 include:

- a) Wedgewood Apartments, 672 units, Braddock District: Fairfax County purchased Wedgewood Apartments in November 2007 for a sales price of \$107,500,000, or approximately \$159,970 per unit. Built in phases between 1963 and 1967, Wedgewood is located on 34.8 acres off of Heritage Drive in Annandale. The FCRHA operates the Wedgewood Apartments as part of the Fairfax County Rental Program (FCRP), using a third-party management agent. Wedgewood Apartments was the largest single residential acquisition by Fairfax County in its history. Interim financing currently in place for the acquisition of Wedgewood includes the issuance and

competitive sale of \$106,100,000 in Bond Anticipation Notes (BANs) by the FCRHA and an initial investment of \$5,000,000 from the FY 2008 allocation of the Penny Fund.

- b) Coralain Gardens, 105 units, Mason District: The FCRHA provided financing in the amount of \$5,300,000 from the Penny for Affordable Housing Fund for the acquisition, rehabilitation and preservation of Coralain Gardens by a limited partnership of RST Development LLC, a for-profit developer. Coralain Gardens is located off Route 50 just inside the Beltway and was built in 1962. This transaction resulted in the long-term preservation of this 105-unit apartment complex. A total of 22 units (20 percent of the complex) are affordable to households earning up to 50 percent of Area Medium Income (AMI); the remaining 83 units (80 percent) are affordable to households earning up to 60 percent of AMI. Five of the units will be rehabilitated to be fully ADA compliant. These units will be affordable for 50 years.
- c) Affordable Dwelling Units (ADUs) Acquired by the FCRHA:
- Fair Oaks Landing, 3 units, Springfield District: The FCRHA purchased three new Affordable Dwelling Units (ADUs) for a total of \$450,452. One unit purchased by the FCRHA is rented under the FCRP. The remaining two units are part of the Magnet Housing Program and available to employees of Fire and Rescue, Police, Fairfax County Public Schools and other county agencies and other partners in the Magnet Housing Program. All three units are affordable to households earning up to 50 percent of AMI.
 - Bryson at Woodland Park, 4 units, Hunter Mill District: The FCRHA purchased 4 new ADUs at Bryson at Woodland Park for the FCRP for a total of \$395,989; units are affordable to households earning up to 50 percent of AMI.
 - Stockwell Manor, 3 units, Dranesville District: The FCRHA purchased 3 new ADUs for the FCRP for a total of \$458,651; units are affordable to households earning up to 50 percent of AMI.
 - Halstead, 4 units, Providence District: The FCRHA purchased four new ADUs for the FCRP for a total of \$445,471; units are affordable to households earning up to 50 percent of AMI.
 - Parc Reston, 5 units, Hunter Mill District: The FCRHA took possession of the last 5 units at Parc Reston. This acquisition was the final phase of a 23-unit purchase by the FCRHA negotiated with the developer of the property. The FCRHA units at Parc Reston are rented via the FCRP, and are affordable to households earning up to 50 percent of AMI.
 - Lorton Valley, 2 units, Mount Vernon District: The FCRHA purchased 2 units at Lorton Valley for the FCRP for a total of \$267,490. The units are handicapped accessible and are affordable to households earning up to 30 percent of AMI.
- d) Good Shepherd Housing, 4 units, Mount Vernon and Lee Districts: The FCRHA financed the acquisition of four scattered site units by Good Shepherd Housing for use as low-income rental housing. The FCRHA invested \$496,450 in CDBG funds from the Consolidated Community Funding Pool (CCFP) in the purchase of these units.
- e) Robert Pierre Johnson Housing, 7 units/beds, Lee District: The FCRHA financed the acquisition of 1 unit for affordable rental housing and a six-bed group home by Robert Pierre Johnson Housing. The FCRHA invested \$898,500 in HOME Community Housing Development Organization (CHDO) funds and CDBG funds from the CCFP in the purchase of these units.
- f) Homestretch, 2 units, Providence District: The FCRHA financed the acquisition of two scattered site units by Homestretch for use as rental housing for formerly homeless families. The FCRHA invested \$250,000 in CDBG funds from the CCFP in the purchase of these units.
- g) Reston Interfaith Housing Corporation, 1 unit, Dranesville District: The FCRHA financed the acquisition of one unit by Reston Interfaith for use as low-income rental housing. The FCRHA invested \$185,984 in HOME CHDO in the purchase of this unit.

Rehabilitation of FCRHA Fairfax County Rental Program (FCRP) and Public Housing Properties:

To ensure that FCRHA-owned properties are maintained to community standards, the following rehabilitation projects were completed in FY 2008: Cedar Ridge (Hunter Mill District): 195 units; West Ford I/West Ford II (Mount Vernon District): 49 units; Kingsley Park (Providence District): 108 units.

CURRENT PROJECT DESCRIPTIONS

The Penny for Affordable Housing Fund (Fund 319), established by the Board in FY 2006, is a resource provided through the dedication of the value of one penny of the real estate tax rate for the preservation of affordable housing. The Fund may be used for some of the capital projects listed below, or other emerging affordable housing opportunities, including projects by non-profit developers of affordable housing. An amount of \$10.27 million was approved for this initiative in FY 2010. Although not the full value of the real estate penny, the Board of Supervisors did reaffirm their commitment to affordable housing and has scheduled a retreat in FY 2009 to discuss the use of affordable housing resources. A key project will be the permanent financing of the acquisition by Fairfax County of the Wedgewood Apartments, a 672-unit rental complex in the Braddock District, purchased in November 2007.

1. **Affordable Housing Preservation and Production (Countywide):** In addition to the \$10.27 million projected from the Penny for Affordable Housing Fund, funding for the acquisition or development of affordable units or apartment/condominium complexes by the FCRHA or qualified nonprofit or for-profit developers is derived from a variety of sources including the Affordable Housing Partnership Program (AHPP), the FCRHA Tax-Exempt Bond Program, Low Income Housing Tax Credits and other, local, state and federal funds. The affordable units may serve a variety of residents, including very low income single individuals, as well as persons with disabilities, families and senior citizens.
2. **Wedgewood Apartments (Braddock District):** \$10,000,000 for rehabilitation, as needed, of 672-unit rental apartment complex acquired by the Board of Supervisors in FY 2008. Activities to include interior improvements and incorporation of Universal Design elements to increase accessibility, as well as upgrades to the community building. Sources to be determined as part of the permanent financing of this project, and may include lease revenue bonds, tax credit proceeds and the Penny for Affordable Housing Fund (Fund 319). Wedgewood Apartments was built in phases between 1963 and 1967, and is located on 34.8 acres off of Heritage Drive in Annandale. Wedgewood is the largest single acquisition of a residential property by Fairfax County.
3. **Senior Investment Strategy (Countywide):** A comprehensive strategy to develop housing and facilities exclusively for the County's rapidly increasing population of seniors. Current projects include:
 - a. Olley Glen (formerly Little River Glen Phase III) (Braddock District): Approximately \$19,000,000 is the estimated Total Development Cost to construct 90 units of "Independent Living" housing for the elderly, within three two-story apartment buildings. The Board of Supervisors approved the financing plan for the construction of Olley Glen in FY 2008. The primary financing for this project is provided by tax-exempt bonds and low income Housing Tax Credits. In addition, Housing Trust Fund, federal Community Development Block Grants (CDBG), Penny for Affordable Housing Fund, and federal HOME Investment Partnership Program (HOME) grant funds are available. The project is scheduled to be under construction in FY 2009, and to be completed in FY 2010.
 - b. Lewinsville Expansion (Dranesville District): \$24,000,000 is the estimated Total Development Cost to renovate the existing 38,000 square foot building, which is a converted elementary school, and to construct approximately 59,000 square feet of new floor space. The renovated facility will provide space for the Health Department's Adult Day Care Center, the Alzheimer Family Day Center, two child daycare centers and will allow for the expansion of the existing Senior Center programs operated by the Department of Community and Recreation Services. The new addition will provide 60 beds of assisted living and 22 units of independent living for seniors, a commercial kitchen and dining room. In addition, site improvements will be provided, including additional parking, landscaping, exterior lighting, road frontage improvements along Great Falls Street and replacement of the existing playground and tot lot. Design of the improvements is underway. Funds available for this project in FY 2008 include \$153,000 from the federal Community Development Block Grant and \$3,330,000 from the Housing Trust Fund. Permanent financing for the renovated public facilities may take the form of FCRHA Lease Revenue bonds in the amount of \$8,000,000. Additional bonds and other sources of funds will also be investigated as a source for the unfunded balance of approximately \$12,517,000.

- c. Lincolnia Residences Renovation (Mason District): \$13,400,000 is estimated for the renovation this FCRHA-owned senior facility. The renovation will include replacement of the HVAC system and interior improvements to the existing 50,000 square foot housing facility and a 1,000 square foot expansion of the lobby area. Cost estimate includes \$50,000 for design. Sources of funding must be identified for this project.
4. **The Residences at North Hill Park (Mount Vernon District)**: Pre-development activities for approximately 65 units of manufactured housing on a portion of the 33 acres known as "North Hill," owned by the FCRHA. A major portion of the remaining land will be developed by the Fairfax County Park Authority as a passive community park directly north of the new community. A total of \$1,870,000 is available from Fund 340. Additional sources of funding must be identified for this project.
 5. **Preservation/Rehabilitation of Existing FCRHA-owned Housing (Countywide)**: Approximately \$913,073 is available in FY 2009 to support the recurring maintenance and rehabilitation needs of FCRHA-owned properties. Funds available in FY 2009 include \$394,598 from the County Housing Trust Fund, and \$518,475 from the federal Community Development Block Grant (CDBG). Units to be rehabilitated will be identified in FY 2009. An amount of \$5,000,000 remains unfunded.
 6. **Magnet Housing/Route 50 and West Ox Road (Sully District)**: \$11,200,000 is the estimated Total Development Cost to construct 30 units of Magnet Housing, one level of below grade parking and a training facility. The Magnet Housing Rental Program provides affordable housing for individuals and families who participate in workforce development. The project is in the design phase. Approximately \$907,000 from the Housing Trust Fund and \$348,000 from a federal EDI Special Project Grant are available for this project. Other sources, including grants and low interest loans, will be sought for the unfunded balance of approximately \$9,945,000. Permanent financing for the training center may take the form of FCRHA Lease Revenue bonds in the amount of \$1,500,000.
 7. **"Housing First" (formerly Transitional Housing) at the Katherine K. Hanley Family Shelter Campus (Springfield District)**: \$2,000,000 is the estimated Total Development Cost to construct six units of "housing first" transitional housing which will be occupied by families referred by the shelter. The new housing units will be located adjacent to the Hanley Shelter in western Fairfax County, and are part of a broader countywide effort to end homelessness. A total of \$407,000 in federal HOME funds and \$1,000,000 from the Housing Trust Fund are available for this project in FY 2009. Additional sources of funding must be identified for the unfunded balance of \$593,000.
 8. **Redevelopment of Crescent Apartments (Hunter Mill District)**: Full cost are still to be determined for the redevelopment of the Crescent Apartments, a 180-unit affordable rental complex located on 16.5 acres in the Lake Anne area of Reston, managed by the FCRHA on behalf of the Board of Supervisors. A total of \$300,000 from the FCRHA Revolving Development Fund (Fund 946) and \$418,000 from the Penny for Affordable Housing Fund (Fund 319) have been allocated for pre-development activities, which are anticipated to be completed in FY 2009. Detailed pre-development work will include an economic feasibility study and an architectural and engineering analysis of the site to determine the mix of uses, density and the type of housing units that may be appropriate and to identify needed road improvements. Architectural renderings of the buildings and site will be developed. The feasibility analysis will also address whether or not the site should be subdivided to provide both market rate and affordable housing on the property. Pre-development activities will also include the design and submittal of a development plan amendment to establish an approved density for the site, which would be used as a baseline for future redevelopment. Staff will evaluate potential redevelopment opportunities for the site with input from the Lake Anne community.
 9. **Accessibility Modifications of FCRHA Properties (Countywide)**: This is an on-going project to renovate FCRHA-owned housing at sites scattered throughout the County in order to make them wheelchair accessible. An amount of \$500,000 in federal funds will be used in FY 2009.
 10. **Renovation of Mondloch House (Lee District)**: \$2,900,000 is estimated for the substantial renovation of existing homeless shelter facility and conversion to residential studio units for "Housing First". A total of \$294,000 from a federal Economic Development Initiative (EDI) grant and \$333,803 from the Housing Trust Fund is available in FY 2009 for this project.

PROJECT COST SUMMARIES HOUSING DEVELOPMENT (\$000's)

Project Title/ Project Number	Source of Funds	Anticipated to be Expended Thru FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	Total FY2010-FY2014	Total FY2014-FY2019	Total Project Estimate
1 Affordable Housing Preservation and Production	HTF R	2,150	1,250	1,250	1,250	1,250	1,250	57,600		82,550
		22,800	10,270	10,270	10,270	10,270	10,270			
2 Wedgewood Apartments / 014268	U	0	5,000	5,000				10,000		10,000
3a Olley Glen (formerly Little River Glen III) / 014046	HTF B X R F	704	2,500	2,500				12,230		19,000
		2,628	3,615	3,615						
		3,438								
3b Lewinsville Expansion / 014140	HTF F LRB U	1,349	1,981					22,498		24,000
		153			8,000					
			8,000	4,517						
3c Lincolnian Residences Renovation / 003978	U	0	50	6,350	7,000			13,400		13,400
4 The Residences at North Hill Park / 014249	G	450	1,420					1,420		1,870
5 Preservation/Rehabilitation of Existing FCRHA-Owned Properties / 014191	HTF F U	395						5,000		5,913
		518	1,000	1,000	1,000	1,000	1,000			
6 Magnet Housing/Route 50 & West Ox Road / 014199	HTF F U	907						9,945		11,200
		348	7,000	2,945						
7 "Housing First" Transitional Housing at the Katherine K. Hanley Shelter Campus / 014166	HTF F U	407	1,000					1,593		2,000
			593							
8 Crescent Redevelopment / 014239	X R	418	300					300		718
9 Accessibility Modifications of FCRHA Properties	F	500	250	250	250	250	250	1,250		1,750
10 Renovation of Mondloch House	F HTF U	0	147	147				2,900		2,900
			167	167						
					1,136	1,136				
TOTAL		\$37,165	\$44,543	\$38,011	\$28,906	\$13,906	\$12,770	\$138,136	\$0	\$175,301

Key: Stage of Development	
	Feasibility Study or Design
	Land/Unit Acquisition
	Construction

Notes:
Numbers in bold italics represent funded amounts. Funds in the Penny for Affordable Housing item may be applied to unfunded balances in other projects.

Key: Source of Funds	
B	Bonds
G	General Fund
R	Real Estate Tax Revenue
F	Federal
X	Other
U	Undetermined
HTF	Housing Trust Fund
LRB	Lease Revenue Bonds

* Amount estimated for FY 2011 - FY 2014 will vary, depending on the value of one penny of the real estate tax rate each year.

