DRAFT

DRAFT FY 2021 Moving to Work Plan

TO BE SUBMITTED SEPTEMBER 30, 2020

The Vision

It is the vision of the Fairfax County Redevelopment and Housing Authority (FCRHA) that affordable housing programs provide more than a roof overhead. Affordable housing – particularly the Fairfax County Rental and Housing Choice Voucher Programs – can be the gateway to a better life and self-sufficiency. Rather than simply surviving, it is the vision of the FCRHA that the families we serve can truly *THRIVE*.

The FCRHA has created the THRIVE initiative – ***T****otal* ***H****ousing* ***R****einvention for* ***I****ndividual Success,* ***V****ital Services and* ***E****conomic Empowerment* - to serve as the guiding principle for how we interact with families in our programs. It is our belief that by reinventing the way we do business through Moving to Work - by connecting individuals and families to the services they need to overcome health and personal barriers and by providing employment opportunities – every person can find individual success.

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I. Introduction

Moving to Work (MTW) is a demonstration program that offers Public Housing Authorities (PHAs) the opportunity to design and test innovative, locally-designed housing and self-sufficiency strategies for low-income families by allowing exemptions from existing Public Housing and tenant-based Housing Choice Voucher rules. The program also permits PHAs to combine operating, capital, and tenant-based assistance funds into a single agency-wide funding source, as approved by the U.S. Department of Housing and Urban Development (HUD). The purposes of the Moving to Work program are to give PHAs and HUD the flexibility to design and test various approaches for providing and administering housing assistance that accomplish three primary goals:

1. Reduce cost and achieve greater **cost effectiveness** in Federal expenditures;
2. Give incentives to families with children where the head of household is working, is seeking work, or is preparing for work by participating in job training, educational programs, or programs that assist people to obtain employment and move to **self-sufficiency**; and
3. **Increase housing choices** for low-income families.

The Fairfax County Redevelopment and Housing Authority's (FCRHA) Moving to Work designation, received in 2013, is a key component of the FCRHA's THRIVE Initiative – – **Total Housing Reinvention for Individual Success, Vital Services and Economic Empowerment.** THRIVE is an overall effort by the FCRHA to ensure that its customers achieve their greatest level of self-sufficiency, while at the same time ensuring the financial viability of its portfolio of affordable housing properties and creating cost efficiencies for its Federal programs.

It is the goal of the FCRHA's THRIVE initiative that every person and family in the FCRHA's programs do more than survive; the FCRHA wants them to THRIVE. The Moving to Work Plan – as part of the THRIVE Initiative – is designed to ensure that individuals and families are provided not only affordable and attractive housing, but are connected to services and support that help them succeed and become self-sufficient. THRIVE links households to services and programs offered by Fairfax County human services agencies and community non-profit organizations. Such programs support the concept of self-sufficiency ranging from personal money management, job training, language skills, and health services to even homeownership.

Moving Along the Housing Continuum

The FCRHA provides a continuum of affordable housing, ranging from rental vouchers, to moderately priced rental apartments and townhouses, as well as affordable programs for homeownership. Each person or family fits somewhere along this continuum and it is the goal of THRIVE and the FCRHA's Moving to Work Plan to help individuals find the right fit based on income and need – helping them progress along the continuum to self-sufficiency. The THRIVE Housing Continuum (Housing Continuum) provides the right housing at the right time, based on a household's income and skill set – and allows participating households to move through the different steps of the Housing Continuum as they become more self-sufficient. The four steps in the Housing Continuum provide a range of housing types and subsidy levels, each tied to the attainment of certain self-sufficiency skills.

Step One – Bridging Affordability[1]. The County's Bridging Affordability rental subsidy program is designed to serve extremely low-income households earning 30 percent of the Area Median Income (AMI) and below, including those who are homeless and victims of domestic violence. In Step One, participating households will focus on building basic self-sufficiency skills such as job readiness and financial literacy; receive services aimed at addressing basic self-sufficiency barriers, such as identifying child/elder care needs and assessing health needs; and receive assistance finding employment.

Step Two – Project-based or Tenant-based Housing Choice Voucher. The federal Housing Choice Voucher Programs serve extremely and very low-income households (earning 50 percent of AMI and below) that need assistance in attaining an intermediate self-sufficiency skill set. Participants in Step Two will receive services designed to provide individual job skill development, address transportation needs, and ensure ongoing participation in health care services.

Step Three – Fairfax County Rental Program. The local Fairfax County Rental Program (FCRP) serves low- and moderate-income households (earning 80 percent of AMI and below) working toward an independent skill set, who are able to maintain stable employment, are participating in preventative activities, and are pursuing financial education such as retirement planning and homebuyer training.

Step Four – Homeownership or Unsubsidized Housing. At Step Four, individuals and families will be considered self-sufficient. Staff will refer tenants to the FCRHA's First-Time Homebuyers Program.

Households who enter the Housing Continuum through the FCRHA's application system are offered opportunities to progress to the next step based on their level of individual self-sufficiency as well as the availability of housing resources. For example, a homeless family that enters Step One/Bridging Affordability can progress directly to Step Three/FCRP if their skills and income increase sufficiently to do so, and there are housing

[1] Bridging Affordability is a locally-funded rental assistance program that is subject to annual appropriations by the Fairfax County Board of Supervisors.

opportunities available in the FCRP program. Similarly, a household may enter Step Three/FCRP directly if their income and skills allow.

Moving to Work allows the FCRHA to expand the scope and impact of the THRIVE Initiative. The FCRHA is using the flexibility that comes with the Moving to Work designation to:

- Further solidify a **housing continuum** that seamlessly couples the County's *local housing program and Federal housing program* and moves customers toward the greatest level of self-sufficiency they are able to attain.
- Expand its already **strong community partnerships** with non-profit organizations to provide self-sufficiency services ranging from "ready-to-rent" training, to job readiness, through homebuyer education and beyond.
- Reduce the regulatory burden both on staff and customers, to allow a greater focus on **people – not paperwork**. Moving to Work changes such as moving to less-frequent re-certifications and inspections permits FCRHA staff to concentrate on facilitating access to self-sufficiency services and opportunities, such as job training and higher education.
- **Align housing resources with community needs**, consistent with the County's yearly-adopted "Housing Blueprint."

Overview of the FCRHA'S Short-Term MTW Goals and Objectives

The Fiscal Year (FY) 2021 Moving to Work Plan will further the on-going work of the THRIVE Initiative and includes several new activities. The FCRHA will continue implementing several important policies to decrease the cost of assistance to families in the Housing Choice Voucher Program to sustain the program and minimize the need to terminate families in the program in the future. Lastly, the FCRHA will be utilizing the use of single fund flexibility to assist with several important issues such as hoarding, as well as acquisition and development.

Following is a list of the FCRHA's Moving to Work activities that are discussed in this FY 2021 Plan—those that are proposed, have been implemented, have not been implemented, and those that are on hold or closed:

PROPOSED	2021-1	Hoarding Assistance
	2021-2	Affordable Housing Acquisition and Development
	2021-3	Rental Assistance Demonstration Project-based Voucher Program Admissions Policy
IMPLEMENTED	2014-1	Reduce Frequency of Reexaminations
	2014-2	Eliminate Mandatory Earned Income Disregard Calculation
	2014-3	Streamline Inspections for Housing Choice Voucher Units
	2014-5	Institute a Minimum Rent
	2014-6	Design and Initiate a Rent Control Study
	2014-9	Increase the Family Share of Rent from 30 Percent to 35 Percent of Family Income in the Housing Choice Voucher and Rental Assistance Demonstration Project-based Voucher Program
	2016-2	Modify Project-based Voucher Choice Mobility Criteria
	2017-1	Modify the Family Self-Sufficiency Program
	2017-3	Authorization to Establish a Local Moving to Work Project-Based Voucher Program
	2018A-1	Modify the Calculation of the Family Share of Rent
	2018A-2	Establish Shared Housing Program for Rental Assistance Demonstration Project-Based Voucher Program
	2018A-3	Increase Initial Maximum Tenant Rent Burden to 45 Percent
	2019-1	Establish Fairfax County Payment Standards
NOT YET IMPLEMENTED	2016-1	Use Moving to Work Funds for Local, Non-Traditional Housing Program
	2017-2	Establish a Gateway to Housing Choice Voucher Program from the Tenant-Based Rental Assistance Program
ON HOLD	2014-8	Allow Implementation of Reduced Payment Standards at Next Annual Reexamination
CLOSED OUT	2014-4	Streamline Inspections for Public Housing Residents
	2014-7	Convert Scattered-Site Public Housing Units to Project-Based Section 8 Assistance
	2015-1	Eliminate Flat Rents in the Public Housing Program

Highlights of the FCRHA's short-term goals for FY 2021 include:

1. **Utilize Single Fund Flexibility to Assist Residents with Hoarding Disability:** Hoarding is a significant problem in the FCRHA's programs, especially with the elderly population. The FCRHA is proposing to set aside MTW funds to assist with organization/clean-up services. The goals of this assistance are to: 1) address the mental health aspect of hoarding; 2) remediate the hoarding situation quickly to ensure the safety of the residents and surrounding communities and prevent eviction of the program participant; and 3) ensure that the FCRHA meets Housing Quality Standards requirements in a timely and efficient manner.

2. **Utilize Single Fund Flexibility to Address Goals Set Forth in Countywide Housing Strategic Plan:** Fairfax County, in partnership with the FCRHA, has set a goal to produce 5,000 new affordable housing units in 15 years and to ensure no net loss of existing affordable housing units. To complement a variety of financing and development tools, the FCRHA is proposing to utilize MTW single fund flexibility for acquisition and development costs for units affordable to households earning 60 percent Area Median Income (AMI) or below. Use of these funds will require a thorough financial analysis prior to their commitment to a project.

3. **Modify the Rental Assistance Demonstration Project-based Voucher Program Admission Policy:** The FCRHA has difficulty leasing its RAD-PBV units. For a new applicant to be eligible to lease a RAD-PBV unit, their income must be low enough to generate a Housing Assistance Payment (HAP). The rents for the RAD-PBV units are well below market, which means that applicant families must be below 30 percent AMI to be eligible to lease a unit. Thus, the FCRHA is requesting to modify the admission requirement so that new, otherwise eligible RAD-PBV participants be allowed to lease up in the program, even if they do not generate a HAP, but are below the Federal income limits for the program.

4. **Finalize the Methodology for Phase 2 of the Fairfax County Payment Standards:** The FY 2019 MTW Plan included one newly-proposed activity (2019-1)—the establishment of local Fairfax County rent payment standards using current local rental market data. There are two phases of this activity—the first phase, which was implemented in FY 2019, established one Fairfax County payment standard by bedroom size; and the second phase, to be implemented after the COVID-19 pandemic and subsequent economic impacts reside. The FY 2021 MTW Plan will establish the methodology that will then be utilized to determine the sub-market payment standards at a later date.

Overview of the FCRHA'S Long-Term MTW Goals

Moving to Work provides the opportunity for the FCRHA to not only focus on its THRIVE Initiative, but to also begin to utilize the block grant flexibility to assist with meeting an important goal of the FCRHA—*to preserve, expand, and facilitate new affordable housing opportunities in Fairfax County*. According to the Virginia Center for Housing Research, the total affordable housing gap in Fairfax County for low-and moderate-income renters is approximately 31,630 units. In addition, as a part of Fairfax County's Communitywide Housing Strategic Plan, it was identified that an additional 15,000 new homes will be needed for households earning up to 60% AMI over the next 15 years, based on projected job and population growth. To that end, a long-term Moving to Work goal of the FCRHA is to realize savings through its Federal programs—both through efficiencies in the programs, as well as ultimately moving families to self-sufficiency—and ***to utilize these savings for the development or redevelopment of affordable housing***. This will continue to be a long-term goal of the FCRHA.

II. General Housing Authority Information

Housing Stock Information

Planned New Public Housing Units

New public housing units that the MTW PHA anticipates will be added during the Plan Year.

ASSET MANAGEMENT PROJECT (AMP) NAME AND NUMBER	BEDROOM SIZE						TOTAL UNITS	POPULATION TYPE*	# of Uniform Federal Accessibility Standards (UFAS) Units	
	0/1	2	3	4	5	6+			Fully Accessible	Adaptable
N/A	0	0	0	0	0	0	0	N/A	0	0

Planned Public Housing Units to be Removed

Public housing units that the MTW PHA anticipates will be removed during the Plan Year.*

AMP NAME AND NUMBER	NUMBER OF UNITS TO BE REMOVED	EXPLANATION FOR REMOVAL
N/A	0	N/A

* Although not Public Housing, Robinson Square which was converted to RAD-PBV subsidy through the Rental Assistance Demonstration Program, is anticipated to be demolished in FY2021 as part of the FCRHA's One University redevelopment project. 46 RAD-PBV units will be offline and residents will have access to a tenant-based voucher, relocation assistance, and first right of refusal when the project is completed and prepared for occupancy.

Planned New Project Based Vouchers

Tenant-based vouchers that the MTW PHA anticipates project-basing for the first time during the Plan Year. These include only those in which at least an Agreement to enter into a Housing Assistance Payment (AHAP) will be in place by the end of the Plan Year. Indicate whether the unit is included in the Rental Assistance Demonstration (RAD). The information below is as of March 2020.

PROPERTY NAME	NUMBER OF VOUCHERS TO BE PROJECT-BASED	RAD?	DESCRIPTION OF PROJECT
Arrowbrook	8	No	Development
TOTAL	**8**		

Planned Existing Project Based Vouchers

Tenant-based vouchers that the MTW PHA is currently project-basing in the Plan Year. These include only those in which at least an AHAP is already in place at the beginning of the Plan Year. Indicate whether the unit is included in RAD.

PROPERTY NAME	NUMBER OF PROJECT-BASED VOUCHERS	PLANNED STATUS AT END OF PLAN YEAR*	RAD?	DESCRIPTION OF PROJECT
North Hill	68	Committed	No	Development
Lake Anne	122	Committed	No	Redevelopment
The Arden	8	Committed	No	Redevelopment
TOTAL	198			

*Select "Planned Status at the End of Plan Year" from: Committed, Leased/Issued

Planned Other Changes to MTW Housing Stock Anticipated During the Plan Year

Examples of the types of other changes can include (but are not limited to): units held off-line due to relocation or substantial rehabilitation, local, non-traditional units to be acquired/developed, etc.

PLANNED OTHER CHANGES TO MTW HOUSING STOCK ANTICIPATED IN THE PLAN YEAR
N/A

General Description of All Planned Capital Expenditures During the Plan Year

Narrative general description of all planned capital expenditures of MTW funds during the Plan Year. The items below are as of March 2020.

GENERAL DESCRIPTION OF ALL PLANNED CAPITAL EXPENDITURES DURING THE PLAN YEAR

- Audubon, replace carpeting
- Atrium, replace dumpster enclosures, mailbox kiosks, doors, water heaters, dishwashers
- Greenwood, parking and driveway repairs, replace heat pumps
- Kingsley, parking and driveway repairs, bathroom flooring and carpeting
- Tavenner, replace gas water heaters

LEASING INFORMATION

Planned Number of Households Served

Snapshot and unit month information on the number of households the MTW PHA plans to serve at the end of the Plan Year. The information below is as of March 2020.

PLANNED NUMBER OF HOUSEHOLDS SERVED THROUGH:	PLANNED NUMBER OF UNIT MONTHS OCCUPIED/LEASED*	PLANNED NUMBER OF HOUSEHOLDS TO BE SERVED**
MTW Public Housing Units Leased	0	0
MTW Housing Choice Vouchers (HCV) Utilized	45,372	3,781
Local, Non-Traditional: Tenant-Based^	0	0
Local, Non-Traditional: Property-Based^	0	0
Local, Non-Traditional: Homeownership^	0	0
Planned Total Households Served	45,372	3,781

* "Planned Number of Unit Months Occupied/Leased" is the total number of months the MTW PHA plans to have leased/occupied in each category throughout the full Plan Year.

**"Planned Number of Households to be Served" is calculated by dividing the "Planned Number of Unit Months Occupied/Leased" by the number of months in the Plan Year.

^In instances when a local, non-traditional program provides a certain subsidy level but does not specify a number of units/households to be served, the MTW PHA should estimate the number of households to be served.

LOCAL, NON-TRADITIONAL CATEGORY	MTW ACTIVITY NAME/NUMBER	PLANNED NUMBER OF UNIT MONTHS OCCUPIED/LEASED*	PLANNED NUMBER OF HOUSEHOLDS TO BE SERVED*
Tenant-Based	N/A	N/A	N/A
Property-Based	N/A	N/A	N/A
Homeownership	N/A	N/A	N/A

* The sum of the figures provided should match the totals provided for each local, non-traditional categories in the previous table. Figures should be given by individual activity. Multiple entries may be made for each category if applicable.

Discussion of Any Anticipated Issues/Possible Solutions Related to Leasing

Discussions of any anticipated issues and solutions in the MTW housing programs listed.

HOUSING PROGRAM	DESCRIPTION OF ANTICIPATED LEASING ISSUES AND POSSIBLE SOLUTIONS
MTW Public Housing	N/A
MTW Housing Choice Voucher	N/A
Local, Non-Traditional	N/A

WAITING LIST INFORMATION

Waiting List Information Anticipated

Snapshot information of waiting list data as anticipated at the beginning of the Plan Year. The "Description" column should detail the structure of the waiting list and the population(s) served. The information below is as of March 2020.

WAITING LIST NAME	DESCRIPTION	NUMBER OF HOUSEHOLDS ON WAITING LIST	WAITING LIST OPEN, PARTIALLY OPEN OR CLOSED	PLANS TO OPEN THE WAITING LIST DURING THE PLAN YEAR
Housing Choice Voucher—Tenant Based	Housing Choice Voucher Program	1922	Partially Open	No
RAD--PBV	RAD Project-based Voucher Program	675	Partially Open	No

Please describe any duplication of applicants across waiting lists: Applicants have the opportunity to apply to multiple rental assistance programs and often appear on multiple lists.

Planned Changes to Waiting List in the Plan Year

Please describe any anticipated changes to the organizational structure or policies of the waiting list(s), including any opening or closing of a waiting list, during the Plan Year. The information below is as of March 2020.

WAITING LIST NAME	DESCRIPTION OF PLANNED CHANGES TO WAITING LIST
RAD-PBV Waitlist	The FCRHA anticipates opening up the RAD-PBV Waitlist during FY 2021.
PBV Waitlist	No anticipated changes.

III. Proposed MTW Activities: HUD Approval Requested

2021-1 Hoarding Assistance

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Description of Activity

Hoarding is a major issue the FCRHA and HCD faces, predominantly among residents ages 50 and older. According to the American Psychological Association, 2.6 percent of people are diagnosed with hoarding, and older adults are more likely to suffer with this disorder than younger adults. Some of the negative health effects of this disorder include unsafe living conditions such as increased fall risks, fire and other safety concerns, and eviction. Residents are at risk of eviction if they are unable to maintain their living space. It is difficult to assist these residents to remain in their housing.

The FCRHA, through MTW single fund flexibility, is requesting to set aside funds to assist with organization/clean-out services for the tenant-based HCV, RAD-PBV and FCRP participants. Funds will be restricted to reducing and removing items with the support of a qualified hoarding specialist and would not be authorized to cover storage fees. The goals of this assistance are to: 1) Address the mental health aspect of hoarding by providing this unmet need of organization/clean-out services for program participants; 2) Remediate the hoarding situation quickly to ensure the safety of the residents and surrounding communities; 3) Ensure that the FCRHA meets Housing Quality Standards requirements in a timely and efficient manner. Further, HCD intends to track and evaluate the effectiveness of this approach to assist residents to address their housing violations with the intention of keeping them housed.

Cost Implications

This activity will have cost implications for the MTW program. Up to $100,000 will be set aside for this activity to provide organization/clean-out services. This is expected to serve at least 25 households.

Need/Justification for MTW Flexibility

The FCRHA requests authorization to implement this activity under the following section of the MTW Agreement:

- Attachment C, Section B.1 Single Fund Budget with Full Flexibility
- Attachment D, Use of MTW Funds

Because the use of HCV funding for hoarding services is not currently allowed, MTW flexibility is required.

2021-2 Affordable Housing Acquisition and Development

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Description of Activity

Based on projections made by Fairfax County and George Mason University Center for Regional Analysis, Fairfax County's population is expected to grow at an annualized rate of 1.0 percent per year over the next 15 years. This results in an estimate of approximately 15,000 additional households over the next 15 years earning 60 percent of the AMI and below. Over 18,000 new housing units will be needed for households learning less than 80 percent AMI. In response to this growing affordable housing need, the Fairfax County Board of Supervisors directed HCD, in partnership with the FCRHA, to produce a strategic plan to help address this need. Given the high cost of housing production in the county and recognizing the fiscal constraints, the Board of Supervisors and FCHRA set a goal to produce 5,000 new units for households earning 60 percent of the AMI or below, as a floor, as well as to ensure there is no loss of existing market-affordable housing units.

Further, during many discussions with the THRIVE Advisory Committee beginning in FY 2017, community leaders emphasized the need to balance MTW funding for self-sufficiency efforts with the need to provide financial support to increase affordable housing opportunities in Fairfax County. This activity will allow the FCRHA to commit MTW funds for affordable housing acquisition and development to augment investment tools available when projects are identified.

This authorization will allow the FCRHA to provide an investment commitment for the:

1. Development or redevelopment by the FCRHA of FCRHA- or Fairfax County-owned housing units or land;
2. Development or redevelopment by private developers of FCRHA- or Fairfax County-owned housing units or land; and
3. Development or redevelopment by private developers utilizing FCRHA financing for affordable housing projects.

Use of these funds for a specific commitment will require a thorough financial analysis to ensure sufficient funds and reserves for the ongoing operation of the MTW program. Further, use of these funds will be approved by the FCRHA in each of the projects' financing plans.

Cost Implications

This activity will have cost implications for the MTW program. The activity provides for the flexibility to use the funds, and the FCRHA expects to use this flexibility for one project in FY 2021 – the final phase of development at Little River Glen. It is anticipated that $7 million in MTW funds will be committed to this project, subject to FCRHA approval.

Need/Justification for MTW Flexibility

The FCRHA requests authorization to implement this activity under the following section of the MTW Agreement:

- Attachment C, Section B.1 Single Fund Budget with Full Flexibility
- Attachment D, Use of MTW Funds

Because HCV funding for development and preservation is not currently allowed, MTW flexibility is required.

2021-3 Project-based Vouchers Rental Assistance Demonstration Admissions Policy

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Description of Activity

The FCRHA operates 1,060 units of RAD-PBV units including townhouses, garden apartments and condominium units located throughout Fairfax County. The FCRHA has had difficulty leasing its RAD-PBV units (previously Public Housing units) to a range of incomes since the portfolio was converted in Calendar Year 2017. For new applicants to be eligible to lease a RAD-PBV unit, their income must be low enough to generate a Housing Assistance Payment (HAP). The rents for the RAD-PBV units are well below market, which means that applicant must be below 30 percent AMI to be eligible to lease a unit. Only households earning between 22 to 28 percent AMI are eligible to rent a two-bedroom unit, for example. Thus, the FCRHA is requesting to modify the admission requirement so that new, otherwise eligible RAD-PBV participants be allowed to lease a unit, even if they do not generate a HAP. However, the FCRHA will still be required to serve 75 percent extremely low-income (below 30 percent AMI) households in the RAD-PBV Program. The tenant's share of rent for all RAD-PBV participants will continue to be 32 or 35 percent of the household's income, depending on whether the household is work-able or non work-able, consistent with the FCRHA's rent calculation policy.

Over a recent 12 month period, 130 new households moved into a RAD-PBV unit. To serve these 130 households, another 100 households were selected from the waitlist, but because their incomes were too high to generate a HAP, these households were not served. However, the average income of these denied applicants was only 37 percent AMI. On the other hand, the average AMI of these new participants who moved into a RAD-PBV units is 16 percent, with an average income of $17,793.

This low average AMI moving into the RAD-PBV units can clearly impact highly-vulnerable communities. While most of the RAD-PBV units are smaller properties or even scattered units with less than 50 units, there are four properties with close to 100 units or more each. The average poverty rate in Fairfax County is 5.9 percent; the poverty rate in the zip codes where these properties are located range from a low of 6.9 percent to 16.2 percent. Thus, the low income levels required to participate in the RAD-PBV Program are contributing to increasing poverty rates in these already-vulnerable communities.

Further, because of the low income level required to qualify for a RAD-PBV unit, many employed individuals in Fairfax County are ineligible to participate in the program. For example, the sole earner of a 2-person household who is employed as a childcare worker (average annual earnings of $28,900) would not qualify for a RAD-PBV 1-

bedroom unit. Similarly, a sole earner of a 4-person household who is employed as a teacher assistant (average earnings of $33,200) would not qualify for a RAD 2-bedroom unit.

Cost Implications

This activity may result in lower future HAP eligibility for leasing to households that do not generate a HAP. However, the FCRHA is committed to this cost trade off to reduce administrative burden and assist a broader spectrum of households. Thus, this activity will be monitored for one year to ensure it is cost neutral to the program.

Need/Justification for MTW Flexibility

The FCRHA requests authorization to implement this activity under the following section of the MTW Agreement:

- Attachment C, Section D. 2 Eligibility of Participants

MTW flexibility is necessary to modify this eligibility because it is required for a new PBV participant to generate a HAP to move into a unit.

IV.A. Approved MTW Activities: Implemented

The following Moving to Work activities are currently being implemented. A summary and status update on these activities follows:

ACTIVITY	
2014-1	Reduce Frequency of Reexaminations
2014-2	Eliminate Mandatory Earned Income Disregard Calculation
2014-3	Streamline Inspections for Housing Choice Voucher and Rental Assistance Demonstration Program-based Voucher Units
2014-5	Institute a Minimum Rent
2014-6	Design and Initiate a Rent Control Study
2014-9	Increase the Family Share of Rent from 30 Percent to 35 Percent of Family Income in the Housing Choice Voucher and Rental Demonstration Program Project-based Voucher Programs
2016-2	Modify Project-based Voucher Choice Mobility Criteria
2017-1	Modify the Family Self-Sufficiency Program
2017-3	Authorization to Establish a Local Moving to Work Project-Based Voucher Program
2018A-1	Modify the Calculation of the Family Share of Rent for the Housing Choice Voucher Program
2018A-2	Establish Shared Housing Program in Project-Based Voucher Program
2018A-3	Increase Initial Maximum Tenant Rent Burden to 45 Percent
2019-1	Establish Fairfax County Payment Standards

2014-1 Reduction in Frequency of Reexaminations

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: FY 2014
Implemented: FY 2014 and FY 2018
Amended: FY 2020

Description of Activity/Impact/Update

The objectives of this activity are to provide a work incentive for all families and to reduce the burden on staff and families by reducing the frequency of income reexaminations. The FCRHA proposed the following changes:

- Reexaminations have been reduced from annually to once every two years. Families that claim to have zero income continue to meet with FCRHA staff regularly.
- Reexaminations for non work-able households are conducted every three years.
- Interim increases—that is, increases in income between annual reexaminations—are disregarded until the next scheduled biennial or triennial reexamination.
- Interim decreases, a reported decrease in income, are limited to one during a calendar year and no interim decreases during the first six months after initial occupancy.

The reduction in the frequency of reexaminations provides an incentive to work for all families—including elderly families and/or people with disabilities who wish to be employed—who are not subject to a rent increase when their income increases as a result of self-sufficiency successes such as new employment or job promotion. Through this activity, the FCRHA is reducing the regulatory burden both on the participant families and staff to allow a greater focus on people—not paperwork.

Update

In early 2014, the FCRHA started the implementation of this activity by informing HCV households and all those households in the Public Housing Pilot Portfolio (now RAD-PBV) about the biennial/triennial reexamination cycle. In July 2014, the FCRHA began phasing in affected households to the alternate reexamination schedule, which was completely phased in by June 2016. In January 2018 the FCRHA began implementation of its new interim policy.

In response to the COVID-19 pandemic, in April 2020 non work-able households moved to every five-year recertification schedules. The change impacted recertifications beginning in June 2020. The changes were sought to:

1. Decrease the necessity for staff and program participants to interact face to face to complete core HCV tasks; and
2. Decrease the necessity for program participants to interact with others in the community to collect documents required for their recertifications,

Planned Non-Significant Changes

There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

The FCRHA is seeking approval to continue to allow non work-able households to remain on a 5-year recertification schedule. This was initially adopted in April 2020 due to the Covid-19 pandemic. A permanent recertification schedule of five years will help to simplify program requirements for households and reduce administrative burden on staff.

If, during the five-year period, a household's portion of rent and utilities increases to a level greater than 42% of their adjusted gross annual income, the most current payment standards will be applied prior to the five-year recertification. This will help to ensure non work-able households do not become rent burdened during the five-year period due to increases in rent at the request of a landlord.

The definitions of work-able and non work-able are as follows:

Definition of Non Work-able	For a household to be considered non work-able, (1) the head of household (as well as the co-head of household, if applicable) must be elderly or disabled and not have any earned income; and (2) all other household members 18 years or older must be elderly or disabled without earned income, or enrolled in full-time school or job training program.
Definition of Work-able	Any household with a member who is 18 years or older where the member is not elderly or disabled with no earned income or enrolled in full-time school or job training program.

2014-2 Eliminate Mandatory Earned Income Disregard Calculation

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: **FY 2014**
Implemented: **FY 2014**
Amended: **N/A**

Description of Activity/Impact/Update

Eliminating the Mandatory Earned Income Disregard (EID) calculation was an opportunity for cost effectiveness and allowed staff to reallocate resources toward self-sufficiency development. EID regulations are cumbersome to apply yet affect only one percent of families in the Public Housing and Housing Choice Voucher programs. The FCRHA believed the time spent on complying with this relatively obscure calculation was better used to help families with Individual Development Plans and goal setting.

As part of the HUD-mandated EID calculation, any family in the Public Housing program, and any family in the HCV program that included a member(s) with disabilities, was eligible for EID when an unemployed or under-employed family member obtained a job or increased their wages. The resulting income increase was fully excluded for 12 months and 50 percent excluded for an additional 12 months. In FY 2011, only 52 families in the FCRHA's Public Housing and HCV programs benefited from the EID calculation.

In its FY 2014 Moving to Work Plan, the FCRHA proposed eliminating the HUD-mandated EID calculation and in February 2014 began notifying affected families. In order to allow families to prepare for any potential changes in rent, families that received notification within three months of their reexaminations were phased out at their second annual reexamination. The FCRHA completed this activity and eliminated all use of the EID calculation in Fiscal Year 2015. No new families will receive the disregard; that is, the EID calculation is no longer included as part of any rent calculation.

Planned Non-Significant Changes

There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

There are no planned significant changes to report regarding this activity.

2014-3 Streamlined Inspections for Housing Choice Voucher and Rental Assistance Demonstration Project-based Voucher Units

Cost Effectiveness

Self-Sufficiency

Increase Housing Choice

Year Approved: **FY 2014**
Implemented: **FY 2014**
Amended: **FY 2020**

Description of Activity/Status

Streamlining Housing Choice Voucher inspections provides a two-part connection to the FCRHA's THRIVE initiative – (1) it reduces staff time spent on inspections of units that are historically of high-quality, and (2) it provides an incentive for families to maintain their units via less frequent inspections. This activity is expected to reduce the costs associated with conducting HCV inspections, encourage owners to maintain their units, and incentivize families to employ good housekeeping practices.

This activity was first approved in the FCRHA's 2014 MTW Plan. HUD regulations currently mandate that housing authorities inspect every HCV unit at least annually to ensure it meets Housing Quality Standards (HQS).

Tenants, owners, or a third-party continue to have the option to request Special Inspections at any time, and any complaints received by the FCRHA from a tenant, owner or third-party may revert a unit back to an annual inspection cycle. Additionally, all HCV units are subject to Quality Control Inspections and the FCRHA specifically focuses those inspections on households less likely to report unsafe or unsanitary conditions. Inspection staff follow HQS protocol including using HUD Form 52580 for all inspections.

While all HCV households received notification in Fiscal Year 2014 of the change in inspection cycle, the FCRHA began actual implementation of streamlined inspections in Fiscal Year 2015. Beginning November 2014, qualified units due for inspection received their last annual inspection and are being phased to the biennial inspection.

Because this activity is allowed through current regulation, this activity was closed out in FY 2018, but reproposed in FY 2020.

Update

In response to the COVID-19 pandemic, the following changes were made to inspections in April 2020:

1. Moving from annual or biennial to triennial inspection of units, which have a history of passing last two annual or biennial inspections or, if one or more of the

two previous inspections failed, the unit only failed for non-life-threatening conditions. This modification will be revisited after the pandemic.

2. For units that do not meet the criteria listed in #1, self-certification, in lieu of an on-site inspection, is allowed for these inspections. Landlords and participants will be guided by Housing Quality Standards (HQS) inspectors by phone and will be required to self-inspect their units and certify that they pass Housing Quality Standards. This modification will be revisited after the pandemic.

   Program participants can call and request an emergency inspection.

The changes to this MTW activity were adopted to

- Decrease the necessity for staff and program participants to interact face to face to complete core HCV tasks; and
- Decrease the necessity for program participants to interact with others in the community to collect documents required for their recertifications,

Planned Non-Significant Changes
There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection
There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes
These modifications will be revisited after the pandemic to determine the most effective approach to inspections moving forward.

2014-5 Institute a New Minimum Rent

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: FY 2014
Year Reproposed: FY 2016
Implemented: FY 2018
Amended: FY 2018

Description of Activity/Impact/Update

In order to achieve the next level of self-sufficiency and move through the Housing Continuum, families that are able to work must be engaging in some type of self-sufficiency activity. Families need to be working, looking for work, in school, or in a job training program if they are to be successful at moving through the Housing Continuum.

The activity was first approved in the Fairfax County Redevelopment and Housing Authority's (FCRHA) 2014 Moving to Work Plan and was reproposed and approved in the FY 2016 Moving to Work Plan. To encourage families that are able to work to seek employment and stay employed, the FCRHA proposed a new minimum rent based on working wages. Specifically, the FCRHA proposed to increase the minimum rent from $50 to $220 per month for work-able families. This rent was based on one family member working 20 hours per week for four weeks during the month earning the minimum wage of $7.25. This policy was initially proposed to be piloted with families in several properties in the FCRHA's Public Housing portfolio (THRIVE Pilot Portfolio) to best gauge the effects of raising the minimum rent on efforts to encourage families to work. The pilot properties were Greenwood, West Ford, and The Park. However, since then, all of the Public Housing units converted to Rental Assistance Demonstration Project-based Vouchers (RAD PBV).

The FCRHA clarified who may be exempt from this activity in the FY 2018 Amended MTW Plan. Work-able families are impacted by the minimum rent increase. The definitions of work-able and non work-able are as follows:

Definition of Non Work-able	For a household to be considered non work-able, (1) the head of household (as well as the co-head of household, if applicable) must be elderly or disabled and not have any earned income; and (2) all other household members 18 years or older must be elderly or disabled without earned income, or enrolled in full-time school or job training program.
Definition of Work-able	Any household with a member who is 18 years or older where the member is not elderly or disabled with no earned income or enrolled in full-time school or job training program.

The minimum rent is currently implemented in both the RAD-PBV Program and the HCV Program.

Impact Analysis: Instituting a new minimum rent implemented with eligible households in the Greenwood, The Park, and West Ford affected a total of 267 units. Although the FCRHA did not anticipate that instituting a new minimum rent would disproportionately affect households in any specific group, raising the minimum rent may have had the unintended consequence of increasing the number of families that were not able to make full and timely rent payments. In FY 2015 in all Public Housing units, 46 work-able families paid the current minimum rent, with 15 households living at Greenwood, The Park and West Ford communities. If minimum rent was raised to $220 from $50 beginning July 1, 2016 and none of the families' gain additional employment, 39 households living in the three Public Housing communities Greenwood, West Ford and The Park would have been impacted.

Annual Reevaluation of Rent Reform Initiative: Outcomes are measured and reviewed annually using the metrics described above and, if necessary, the activity will be revised to mitigate negative impacts.

Hardship Case Criteria: Families eligible for the minimum rent are subject to the FCRHA's Hardship Policy. Because this activity has not been fully implemented, there have been no hardship requests.

Planned Non-Significant Changes

There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

There are no planned significant changes to report regarding this activity.

2014-6 Design and Initiate a Rent Control Study

Cost Effectiveness

Self-Sufficiency

Increase Housing Choice

Year Approved: FY 2014
Year Reproposed: FY 2016
Implemented: FY 2018
Amended: FY 2018

Description of Activity/Impact/Update

The activity was first approved in the Fairfax County Redevelopment and Housing Authority's (FCRHA) 2014 Moving to Work Plan and was reproposed and approved for HUD approval in the FY 2016 Moving to Work Plan.

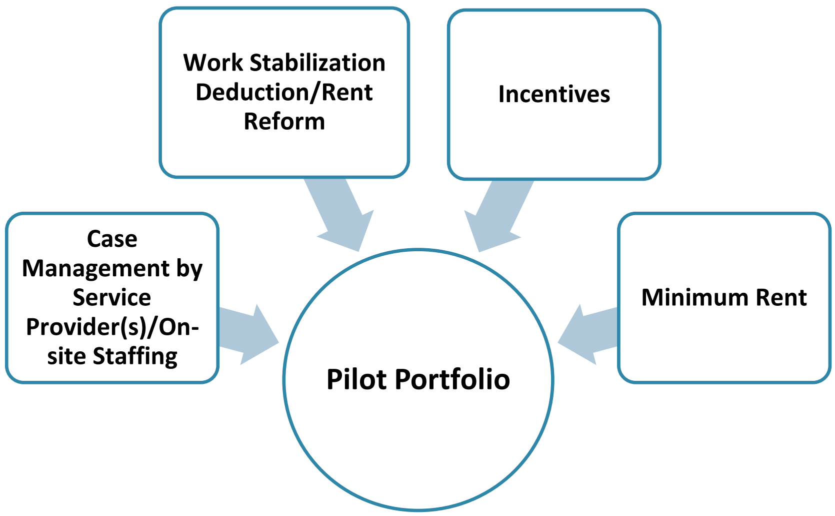
The FCRHA's Rent Control Study is an alternate rent strategy for incentivizing families to increase their income and savings through a simplified approach to calculating a family's adjusted income by:

- Continuing to exclude income directly related to achieving self-sufficiency, such as income from training programs and student financial assistance;
- Utilizing a "work stabilization" deduction to replace existing deductions. The new Work Stabilization Deduction will equal 20 percent of the family's gross earned income;
- Alternating income reexaminations every two years so families can take advantage of income increases without a resulting rent increase;
- Providing case management services through a contract with non-profit organizations that will focus on moving families toward self-sufficiency and partnering with SkillSource, the local Workforce Development Board employment one-stop organization, to provide a dedicated employment specialist;
- Providing incentives for families that meet self-sufficiency goals; and
- Implementing a minimum rent to further encourage families to work. This activity is discussed under Moving to Work Activity 2014-5 Institute a New Minimum Rent.

Staff from the Fairfax County Department of Housing and Community Development, together with the THRIVE Rent Reform Subcommittee, met regularly with George Mason University's Center for Regional Analysis and Center for Social Science Research to design the study. The study focuses on three large Rental Assistance Demonstration Project-based Voucher (PBV RAD) properties (formally Public Housing properties)—Greenwood, The Park, and West Ford--in the THRIVE Pilot Portfolio with a total of 267 units.[2] Residents in the Pilot Portfolio participate in the new minimum rent, the new rent

[2] A randomized selection of units is not possible as individual units receiving different rent structures would risk "contamination" effect and prevent efficient service delivery at centralized property locations.

reform, a self-sufficiency incentive program, and receive case management/self-sufficiency services through a non-profit organization as well as assistance from on-site staff (see following illustration).



The control group consist of residents living outside of the THRIVE Pilot Portfolio whose minimum rent and rent calculation will remain unchanged. The control group is not receiving incentives or services beyond those generally available on their properties or in the community.

The George Mason University study has identified and will report on independent control and dependent variables and outcomes. Primary data collection will be from FCRHA database records. The study will report on self-sufficiency metrics including changes to household income and savings, need for Temporary Assistance to Needy Families (TANF), changes in housing subsidies, and participation in services that increase self-sufficiency. The final George Mason University report will include a discussion of methodology and findings. Recommendations will cover substantive implications for the FCRHA, as well as suggestions for additional housing program research.

The FCRHA anticipates that as a result of the rent reform activities:

- There will be an increase in average household income;
- There will be an increase in average household savings;
- Fewer households will remain on TANF;
- All households in the study pilot group will be assisted with services aimed at increasing self-sufficiency; and
- There will be a reduction in the average unit subsidy of households in the pilot group.

Impact Analysis: A description of this rent reform initiative to institute a new minimum rent, its anticipated impacts, and the metrics that will be used to assess the impacts of this reform are discussed above. The FCRHA does not anticipate that the rent reform study will disproportionately affect households in any specific group; elderly and disabled households will not be part of the study. In FY 2015, 618 families would have paid an average rent of approximately $632 based on a 35 percent share of rent. The average deduction for these families is anticipated to be approximately $1,258. Based on FY 2015 data, under the proposed rent reform, the new work stabilization deduction would increase to approximately $4,148 and the average family share of rent would decrease to approximately $566. The FCRHA anticipates that the reduced rent, coupled with incentives and case management services, will result in increased household savings, achievement of family self-sufficiency goals and movement of families along the Housing Continuum.

Annual Reevaluation of Rent Reform Initiative: Outcomes are measured and reviewed annually using the metrics described above and, if necessary, the activity will be revised to mitigate negative impacts.

Hardship Case Criteria: There have been no hardship requests due to this rent reform strategy.

Transition Period: All families in the pilot properties will receive at least a ninety-day notice prior to implementation of the new reform policies.

Update on Implementation of Activity/Timeline

The FCRHA began implementation of the minimum rent activity in 2015. On-site staffing was instituted at the three Public Housing sites; a reduction in the frequency of reexaminations was started; HCD met with Yardi to develop the specifications for the programming necessary for minimum rent and rent reform; and baseline data on the Public Housing residents was provided to George Mason for the rent reform evaluation. Unfortunately, after this initial implementation, a technical roadblock was met. Fairfax County—the County Attorney's Office, the Department of Information Technology (DIT), and the FCRHA--and Yardi spent over two years negotiating a renewal contact for Yardi—much of the time dealing with the security/protection of the FCRHA's data when moving to a private cloud. Fortunately, the Yardi contact was finally signed by both parties in June 2016. Once the contract was signed, DIT, HCD and Yardi worked together and moved Yardi to the cloud for the FCRHA by November 2016 and the software was upgraded in September 2017. These negotiations, movement to the cloud, and software upgrades took longer than expected and delayed the full implementation of this activity because of the necessity of having Yardi to manage this function.

While waiting for the Yardi upgrade, all of the Public Housing sites were converted to Rental Assistance Demonstration Project-based Vouchers (RAD PBV). Further, the FCRHA, while addressing budget cuts and increasing rents in the Housing Choice Voucher Program, proposed the new minimum rent for the Housing Choice Voucher Program in the FY 2018 Amended Moving to Work Plan.

The FCRHA clarified the definition of work-able and non work-able in the FY 2018 Amended Moving to Work Plan. The definitions of work-able and non work-able are as follows:

Definition of Non Work-able	For a household to be considered non work-able, (1) the head of household (as well as the co-head of household, if applicable) must be elderly or disabled and not have any earned income; and (2) all other household members 18 years or older must be elderly or disabled without earned income, or enrolled in full-time school or job training program.
Definition of Work-able	Any household with members 18 years or older where the member is not elderly or disabled with no earned income or enrolled in full-time school or job training program.

The FCRHA is currently conducting the rent reform evaluation, which was started in late FY 2019. Rent reform, together with the minimum rent, is being implemented with a pilot group of RAD-PBV participants. HCD has contracted with Virginia Tech to conduct the evaluation. They have selected the "control" and "study" groups and all of these potential participants were notified, were offered this opportunity, and households are determining whether or not they will participate. Those that agree to participate are meeting with the Rent Reform Housing Service Specialist for their recertification. This outreach was finalized in early 2020.

Planned Non-Significant Changes

The definitions of work-able and non work-able have been clarified. The minimum rent requirement of $220 is not being included in the study.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

There are no planned significant changes to report regarding this activity.

2014-9 Increase the Family's Share of Rent from 30 Percent to 35 Percent of Family Income in the Housing Choice Voucher and Public Housing Programs

Cost Effectiveness

Self-Sufficiency

Increase Housing Choice

Year Approved: FY 2014
Implemented: FY 2014 and FY 2018
Amended: FY 2018

Description of Activity/Impact/Update

Previously, in the HCV and Public Housing programs, the amount that a participant family paid for rent and utilities (the family share) was based on the highest of: a minimum rent of $50, ten percent of the family's monthly gross income, or 30 percent of the family's monthly adjusted income. Along with other cost saving activities that were planned by the FCRHA, reforming the calculation used to determine the family's share of rent and utilities, by increasing the percent of the family's monthly adjusted income from 30 percent to 35 percent, allowed the FCRHA to counteract the financial impacts of federal sequestration. This reform, recommended by the THRIVE Advisory Committee, was implemented to stabilize the Public Housing and HCV programs and help close the operating subsidy shortfall in the Public Housing program.

The FCRHA proposed:

- Increase the percentage from 30 percent to 35 percent of adjusted income.
- Apply the change to all families in both programs, with the exception of families on fixed incomes (only SSI, SSDI, SS, or pensions, or any combination of those sources) and families in the Housing Choice Voucher Veterans Affairs Supportive Housing (VASH) program. These families will continue to pay the highest of (1) 30 percent of adjusted income, (2) 10 percent of gross income, or (3) the FCRHA's current minimum rent.

This was first approved in an amended FY 2014 Moving to Work Plan. The FCRHA notified affected families and landlords of the change late in FY 2014. The FCRHA began phasing in implementation of this activity with reexaminations starting July 1, 2014 and completed phase in by June 2015.

The FCRHA clarified the definition of work-able and non work-able in the FY 2018 Amended Moving to Work Plan. The definitions of work-able and non work-able are as follows:

Definition of Non Work-able	For a household to be considered non work-able, (1) the head of household (as well as the co-head of household, if applicable) must be elderly or disabled and not have any earned income; and (2) all other household members 18 years or older must be elderly or disabled without earned income, or enrolled in full-time school or job training program.
Definition of Work-able	Any household with a member who is 18 years or older where the member is not elderly or disabled with no earned income or enrolled in full-time school or job training program.

Since the clarification, the activity has been fully implemented with no hardship requests related to this activity.

Planned Non-Significant Changes
There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection
There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes
There are no planned significant changes to report regarding this activity.

2016-2 Modify Project-Based Voucher Choice Mobility Criteria

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: FY 2014
Implemented: FY 2014 and FY 2018
Amended: FY 2021

Description of Activity/Impact/Update

Modifying the PBV Choice Mobility Criteria allows the FCRHA to prioritize limited resources to the neediest families and align housing resources with community needs. The FCRHA believes that changing the PBV choice mobility criteria will result in greater housing choice for new families entering the THRIVE Housing Continuum. The goal of this activity is to assist families not yet served while maintaining the stability of families already housed. The FCRHA will reserve a majority of the tenant-based voucher opportunities for new families on its waiting list and will promote the stability of families in PBV units by encouraging continued housing assistance at their current residence.

When its voucher program is fully leased, the FCRHA typically has fewer than 200 tenant-based vouchers available yearly due to attrition. In the past, families living in PBV units were given priority to receive tenant-based vouchers after only one year of residency (while keeping the project-based voucher at the original property), thereby reducing the number of tenant vouchers available to new families on the waiting list. Utilizing Moving to Work, the FCRHA proposed an alternative policy that prioritized tenant vouchers for new families and limited the number of PBV holders that receive a tenant voucher in any given year. By modifying choice mobility criteria, the FCRHA reduced the wait time for families on its tenant-based voucher list, thereby expanding affordable housing opportunities for families not currently served.

The FCRHA proposed to:

- Maintain a waiting list of families that requested to convert their project-based voucher to a tenant-based voucher.
- Allow PBV families that requested to move, to be added to the "PBV to HCV conversion" waiting list after one year of residency.
- Allow approximately five percent of the projected tenant-based vouchers each fiscal year to be available for choice mobility of PBV holders.

This activity does not apply to RAD projects. In addition, Choice Mobility is allowed for instances for reasonable accommodations and Violence Against Women Act (VAWA) cases.

Planned Non-Significant Changes

There are no planned non-significant changes.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

Following the conversion of Public Housing to project-based vouchers under the RAD program, there has been an increased demand for tenant-based vouchers to provide mobility to RAD participants. Further, there is also the need to serve households from the recently opened HCV waitlist. Thus, to continue to serve all populations, the FCRHA is requesting authorization to limit households residing in project-based voucher units to receive tenant-based vouchers after two years, instead of one year. This flexibility does not apply to RAD households. Further, households requesting a tenant-based voucher will be processed at a rate of one project-based voucher for every four tenant-based vouchers (capped at 20 percent of the total vouchers issued per year).

2017-1 Modifications to Family Self-Sufficiency Program

Cost Effectiveness

Self-Sufficiency

Increase Housing Choice

Year Approved: FY 2017
Implemented: FY 2017
Amended: N/A

Description of Activity/Impact/Update

The FSS program for both HCV and RAD is an important component of the FCRHA's THRIVE program and ultimately moving to self-sufficiency. The FSS program currently provides an opportunity for 75 HCV participants and 50 RAD residents to set individualized goals that will assist them in moving toward increased self-sufficiency within a five-year period. The FCRHA proposed several changes to the FSS program in FY 2017. These modifications included:

1. Allowing FSS Participants to Opt Out of Interest Payments on Escrow

In addition to case management and service coordination, an important component of the program is the participant's ability to grow assets – in the form of an escrow – over five years. The escrow accrues based on increases in a participant's TTP (total tenant payment) due to increases in the participant's earned income. To ensure that the FCRHA can maintain ongoing enrollment of 125 total participants and to ensure that we are operating a diverse and inclusive program, this activity removed an issue that deterred some participants from enrolling in the program: allowing participants to opt out of accruing interest on their escrow.

Between 2012 and 2017, at least 12 potential FSS participants declined offers to enroll in our program because the escrow earns interest as it accrues, which would ultimately be paid out to the participant upon graduation. These potential participants cited religious reasons for not being able to accept accrued interest. For this reason, the FCRHA is giving participants the option to build their escrow and opt out of interest payments at the end of their participation.

Interest is calculated as normal throughout participation. Upon graduation or at an interim disbursement, participants can choose whether they would like to opt out or receive interest in their escrow disbursements.

This activity began in FY 2017 for new and existing program participants.

- 2 – the number of households who previously declined enrollment and have joined FSS as a result of these changes.
- 6 – the number of households who have indicated interest in utilizing this option at graduation.

2. Modify the Family Self-Sufficiency Escrow Structure

The ability to build assets is a key component of the FSS program. Upon graduation, when FSS participants achieve the goals they have established for themselves at the beginning of the program, the escrow they accumulated during their participation in the program is disbursed to them to be used as they wish.

Escrows grow based on increases in a participant's TTP due to increases in the participant's earned income. There are inequalities in the growth of the escrow because participants starting off with no or very low-incomes can build this asset at a greater rate than those starting out in the FSS program with low- to moderate-incomes. In addition, the amount that a family can escrow is based on a formula that decreases as a family exceeds the extremely low-income threshold (30 percent AMI) and reaches very low (50 percent AMI). Families that reach the low- income threshold of 80 percent AMI stop escrowing immediately, therefore further limiting the asset building potential of families that have higher incomes. Since higher income earners have a stronger potential for moving out of subsidized housing, this program seeks to help make that a possibility by equalizing their opportunity to escrow rather than penalizing them.

To address this inequality and to provide an incentive for low- and moderate-income participants, the FCRHA modified the escrow structure, for all participants enrolled February 1, 2017 and after. There are three major components to this escrow structure:

1. Participants must be paying a minimum of $220 in rent before they can begin to escrow (this is called the rent "strike point").

2. Once the participant reaches the rent strike point, the FCRHA will set up an escrow account and allocate a $2,000 Homeownership Incentive Award each year the participant is escrowing and up to a maximum of $10,000, contingent upon purchasing a home after the participant is eligible for graduation or for up to six months after graduation. If the participant does not purchase a home, this money will be forfeited.

3. In addition, once the rent strike point is met, monthly escrow is calculated using a tiered system based on earned income. This money will be disbursed to the participant once they have completed all of their contract goals and are eligible for graduation from the FSS program. If the participant is purchasing a home utilizing their accrued Homeownership Incentive Award, they will receive both this escrow amount and the Homeownership Incentive Award when they are closing on their new home.

The escrow tiers are as follows:

Income Range	Escrow Amount
$10,000 - $14,999	$50
$15,000 - $19,999	$100
$20,000 - $24,999	$125
$25,000 - $29,999	$150
$30,000 - $34,999	$175
$35,000 - $39,999	$200
$40,000 - $44,999	$225
$45,000 - $49,999	$250
$50,000 - $54,999	$275
$55,000 - $59,999	$300
$60,000 - $64,999	$325
$65,000 - $69,999	$350
$70,000 - $74,999	$375
$75,000 - $79,999	$400

FSS participants can continue to participate in the FSS program until they reach the established income limits for Public Housing and HCV participation.

The benefits of this modified escrow program include:

- Creating a more equitable system across all income levels, encouraging both low- and more moderate-income earners to participate and move to self-sufficiency.
- Encouraging families to see the benefit of working immediately and progressing in employment and training to reach the next tier.
- Fixing a loophole in the program to discourage participants from quitting a job just prior to enrollment and starting another shortly after enrollment in order to escrow more immediately.
- Reducing staff time in calculating, auditing and posting escrow based on the current process.

This activity began in February 1, 2017 for new program participants.

- 42 – the number of participants (out of 92) who are subject to this activity
- $1005 – the average escrow balance of participants under the new escrow structure.

3. Establish a Work Requirement for Family Self-Sufficiency Participants

In addition to meeting their established self-sufficiency goals within the five-year timeframe, participants must "maintain suitable employment" for at least 12 consecutive months prior to graduation. HUD regulations do not specify criteria for "suitable employment," leaving it up to the PHA to determine the criteria on its own. This activity clarifies this definition and increases the expectation of families to be engaged in workforce activities critical to achieving self-sufficiency.

The FCRHA sought authorization to establish a 32-hour work requirement for FSS participants. During the first four years of participation in the FSS program, all participants who have signed a service plan are required to engage in any combination of employment/training/education totaling 32 hours per week. Further, the participants are required to work 32-hours per week for at least 12 consecutive months prior to graduation.

The FCRHA's FSS program does not discriminate based on age, education, or ability level. All interested applicants are encouraged to apply, including elderly and disabled residents. In cases when participants are receiving SSI, SSDI, or who are elderly or disabled, work eligibility and appropriate hours will be determined through assessments with the Ticket to Work program (administered by the Northern Virginia Workforce Development Board and the SkillSource Group, Inc.), the Virginia Department of Aging and Rehabilitative Services, and the Fairfax County Department of Family Services.

Because FSS is a voluntary program, no waivers are necessary. Families who volunteer to participate and, in accordance with general FSS guidance, participants who are not in compliance and do not participate in supportive services are terminated from the FSS program. Participants are required to document and verify employment at their quarterly progress meetings. Program extensions remain an option for participants who are in good standing and are left to the discretion of the service coordinator.

The benefits to the work requirement include:

- Participants have clear and defined expectations for work, eliminating a vague policy that previously allowed families to disengage from these activities.
- Participants will increase their opportunity for building assets through their escrow accounts.
- Participants gain valuable work experience to help them move to self-sufficiency and meet requirements for homeownership. We will work with the Northern Virginia Workforce Development Board and other partners to connect the participants with work experience.
- FSS staff will no longer need to define "suitable employment."

This activity began February 1, 2017 for new program participants.

4. *Exclude Income of Family Self-Sufficiency Head of Household Participants Who Are Enrolled Full Time in School*

Education, in addition to employment, is critical to the success of FSS participants in achieving their self-sufficiency goals. FSS participants develop goals to reach self-sufficiency within five years. During the first several years of participation, obtaining additional education to improve employment outcomes is often a high priority goal. Our program encourages participants to remain active in the workforce while they are enrolled in school because we understand the unique challenges of raising families and surviving financially in Fairfax County. Participants often refuse training and educational opportunities because they feel they cannot afford the expense and need to focus on earning income to meet the expense of daily life.

The FCRHA excludes all but $480 income from certain working adults in a household who are enrolled full-time in school—but this benefit **does not apply** to heads of household. All FSS participants are the heads of households. This is a critical benefit so that participants can cover both educational expenses and daily expenses.

The purpose of this activity was to request authorization to apply FCRHA's current income exclusion policy to a FSS head of household participant who chooses to remain employed and pursue educational opportunities on a full time basis. All but $480 is excluded. This exclusion applies for up to two years. This increases their motivation to both work and participate in education full time. In the evaluation of the FSS program conducted by True Purpose Leadership in December 2015, current and past FSS participants overwhelmingly said that there was a disincentive to increase income or work additional jobs. This activity addresses this by providing an incentive for participants to both enroll in education and work.

Full time status is defined by each institution, and students will be responsible for providing these documents for verification purposes. This is consistent with current FCRHA policy.

This activity began February 1, 2017 for all current and new program participants.

- 4 – the number of FSS Heads of Households participating in this activity
- $61,196 – the Average Amount of Exclusion as a result of this activity
- $20,800 – Total amount of debt paid off as a result of this activity

In the FY 2020 Moving to Work Plan, the following non-significant changes were included:

Modification proposed for *Measure 4: Exclude Income of Family Self-Sufficiency Head of Household Participants Who Are Enrolled Full-Time In School*.

In order to meet outcome measures requiring demonstrated increases in the earned income of participants to judge performance, create a fair and consistent policy for determining eligibility, as well as operate the program in a fiscally responsible manner, we determined it necessary to place additional restrictions on the amount of earned income excluded, beyond the initial $480. This modification added the following restrictions:

- Further define exclusion amounts to state *"When the head of the FSS Household is enrolled full-time in an accredited and approved education program, 100 percent of the individuals earned income will be excluded during months 1 through 12. During months 13 through 21, 50 percent of the individual's income will be excluded"*.

- Participation is limited to a first degree. For example, an individual with a bachelor's degree will not be approved for an income exclusion to enroll in a second bachelor's degree program, however the exclusion could apply if the individual enrolls in an advanced certification/graduate certificate or graduate degree program.

Planned Non-Significant Changes

There are no planned non-significant changes to this activity.

Planned Changes to Metrics/Data Collection

There are no changes to the metrics or data collection to report for this activity.

Planned Significant Changes

There are no planned significant changes to this activity.

2017-3 Authorization to Establish a Local Moving to Work Project-Based Voucher Program

Cost Effectiveness

Self-Sufficiency

Increase Housing Choice

Year Approved: FY 2017
Implemented: FY 2019
Amended: FY 2019

Description of Activity/Impact/Update

The Fairfax County Redevelopment and Housing Authority (FCRHA) and Fairfax County own affordable housing units as well as land which could provide additional affordable housing units throughout Fairfax County. Further, the FCRHA converted its Public Housing units to project-based assistance under the Rental Assistance Demonstration program. In addition, the FCRHA provides project-based vouchers to non-profit and other organizations. The FY 2016 Strategic Plan for the FCRHA and HCD includes several strategies to increase affordable housing options for residents, as well as to preserve the existing affordable units. To be in a better position to do so—to be able to be opportunity driven--the FCRHA requested authorization to establish a local project-based voucher program. There are three key components of this authorization.

First, this authorization allows the FCRHA to provide a commitment of project-based vouchers utilizing an alternative competitive process, such as the Public-Private Educational Facilities Infrastructure Act or locally-administered procurement process, for:

1. Development or redevelopment by the FCRHA of FCRHA- or Fairfax County-owned housing units or land;
2. Development or redevelopment by private developers of FCRHA- or Fairfax County-owned housing units or land;
3. Development or redevelopment by private developers utilizing FCRHA financing.

The establishment of a Moving to Work project-based voucher program provides the FCRHA with the flexibility to work with private developers and commit a valuable asset to potentially close the financing gap in affordable housing projects.

Second, this authorization allows the FCRHA to utilize project-based vouchers for its own Fairfax County Rental Program units. Specific authorization from the FCRHA would be requested for the commitment of project-based voucher projects under this authority. There continues to be a project-based voucher competition for other projects, as vouchers are available. Further, in accordance with the previously approved activity 2014-3 Streamline Inspections for Housing Choice Voucher Units, the FCRHA will also inspect its own project-based voucher units, with requests for special inspections allowed from the occupants. The same Housing Quality Standards are used on FCRHA-owned units as with Housing Choice Voucher units. The FCRHA's Inspection and Compliance staff are in a different branch than the FCRHA's Maintenance staff, which ensures strong management of the inspection process.

Lastly, in the FY 2019 Plan, this authorization was modified to include allowing a different subsidy standard for project-based vouchers than tenant-based vouchers. In 2017, the FCRHA modified the subsidy standard of its tenant-based vouchers to provide subsidies for two persons per bedroom and one bedroom for the head of household and co-head of household/spouse (if applicable). However, it was determined that this subsidy standard could not be applicable to project-based vouchers because these program participants, during times when tenant-based vouchers are not available, would not be able to comply with the new subsidy standard. The subsidy standard for project-based vouchers continues to be:

- One bedroom for the head of household (and spouse or cohead, if applicable);
- One bedroom for each two household members of the same sex, regardless of age or relationship;
- Persons of the opposite sex (other than spouse or cohead, if applicable) will be allocated a separate bedroom; and
- Any live-in aide (approved by the FCRHA to reside in the unit to care for a family member who is disabled or is at least 50 years of age) is allocated a separate bedroom.

Leveraging the experience of the FCRHA as both the owner of over 73 project-based voucher units and a long track record with these units, the establishment of this local Moving to Work project-based voucher program allows the FCRHA to have the flexibility to be responsive to potential development or redevelopment opportunities, to continue to provide safe, affordable and attractive housing, and to increase the housing choices of Fairfax County residents.

Planned Non-Significant Changes

Authorization to waive independent entity requirements for inspections, rent reasonableness, and rent negotiations has also been granted through the Third Amendment to the FCRHA's Moving to Work Plan. The FCRHA adopted the Third Amendment in April 2020 and now conducts its own inspections, rent reasonableness determinations, and rent changes at PBV units that are owned or operated by the FCRHA.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

There are no planned significant changes to report regarding this activity.

2018A-1 Modify the Calculation of the Family Share of Rent for the Housing Choice Voucher Program

Cost Effectiveness

Self-Sufficiency

Increase Housing Choice

Year Approved: FY 2018
Implemented: FY 2018
Amended: FY 2020

Description of Activity/Impact/Update

A shortfall in the Housing Choice Voucher Program was expected by the end of FY 2020 due to current and anticipated Federal budget cuts. Further, it is expected that continued increases in Fair Market Rents and contract rents in Fairfax County will result in a widening gap between the cost of providing housing to our existing program participants and funding for the program received through the U.S. Department of Housing and Urban Development (HUD). The Fairfax County Redevelopment and Housing Authority (FCRHA) is committed to providing assistance to all of the current families in the program and expects that the programmatic changes included in this activity, as well as other cost-saving measures being achieved without Moving to Work authorization, will eliminate the need for terminations from the program for at least the next several years.

In FY 2018 the Fairfax County Department of Housing and Community Development (HCD) collaborated with the THRIVE Advisory Committee, the FCRHA, and local leaders to identify strategies that can be implemented to decrease the average per unit cost of Housing Assistance Payments. The overarching goal during these discussions was to minimize the likelihood of program terminations in the Housing Choice Voucher Program. Following rigorous analysis, input from various stakeholders, and discussion with the FCRHA, three Moving to Work HCV strategies were recommended to provide a significant financial impact. These strategies are intended to provide long-lasting savings to the program so that the FCRHA can continue to serve existing participants, begin to serve new participants again, and fund other affordable housing goals, such as development, rehabilitation and preservation of affordable housing.

Definition of Work-Able and Non Work-Able

In addition to recommending three Moving to Work strategies to address the expected funding shortfall in the Housing Choice Voucher Program, HCD, in consultation with the THRIVE Advisory Committee, clarified its definition of a work-able and non work-able household. In the past, a household was considered exempt, for example, from the minimum rent if the head or co-head of household was elderly or disabled. The exemption did not consider if there were other adult members of the household who would be able to work. Going forward, in the application of several Moving to Work strategies, work-able is now defined as any household with members 18 years or older where the member is not elderly or disabled with no earned income or enrolled in full-time school or a job training program. There may be cases where the only work-able member of the household is a caregiver for an elderly or disabled member of their household and are unable to work because of this full-time caregiver role. These cases are reviewed through the Reasonable Accommodations process and may then be considered non work-able. Thus, it is the expectation that if a household has a work-able member who is not a full-time caregiver, that member must be working to contribute to the family share of rent.

In addition to clarifying the definition of work-able households, the definition of non work-able was clarified. That definition is: (1) the head of household (as well as the co-head of household, if applicable) must be elderly or disabled and not have any earned income; and (2) all other household members 18 years or older must be elderly or disabled without earned income, or enrolled in full-time school or job training program.

This new definition of work-able and non work-able impacted activities 2014-1 Reduce Frequency of Reexaminations, 2014-5 Institute a Minimum Rent, 2014-6 Design and Initiate a Rent Control Study, and 2014-9 Increase the Family Share of Rent from 30 Percent to 35 Percent of Family Income in the Housing Choice Voucher and Rental Assistance Demonstration Project-based Voucher Program.

Overview of Recommended Strategies
There were three Moving to Work strategies implemented for the Housing Choice Voucher Program. They were:

1. Increase the minimum rent from $50 to $220 for work-able households.

2. Increase the family share of rent from 30 to 32 percent for non work-able households and implement a 35 percent family share of rent for all work-able households.

3. Revise the utility allowance for all program participants.

These strategies, in addition to implementing a revised subsidy standard, are expected to reduce the anticipated gap between current and future projected Federal funding levels and the cost of providing Housing Assistance Payments for over 3,500 households.

1. Strategy #1: Increase the Minimum Rent from $50 to $220 for Work-Able Households.

Currently, the amount that a household pays for rent and utilities (called the family share of rent) in the Housing Choice Voucher Programs, is based on the higher of: $50; ten percent of the family's monthly gross income; or 30 or 35 percent of the family's adjusted gross income. Most Housing Choice Voucher Program participants' rents and utilities are calculated based on paying 30 or 35 percent of the family's adjusted gross income. However, there are some households that pay a minimum rent of $50 because they have little or no income.

An increase in the minimum rent at certain Public Housing (now RAD PBV) properties was approved in the FY 2016 Moving to Work Plan. The minimum rent was approved to increase from $50 to $220 for work-able participants in three Public Housing communities (now RAD PBV communities). The minimum rent of $220 is based on the family share of rent that a household would pay if one work-able member of the household worked 20 hours per week earning $7.25 per hour.

2. **Strategy #2: Increase the Family Share of Rent from 30 to 32 percent for Non Work-Able Households and Implement a 35 Percent Family Share of Rent for All Work-Able Households.**

An increase in the percentage of the family share of rent from 30 to 35 percent was approved through the Amended FY 2014 Moving to Work Plan. This increase was implemented beginning July 1, 2014 and was completed by June 2015. The change at that time did not apply to families on fixed incomes (SSI, SSDI, or pensions, or any combination of those sources). These families continue to pay the higher of $50; ten percent of the family's monthly gross income; or 30 percent of the family's monthly adjusted income.

The Amended FY 2018 Moving to Work Plan proposed to increase the family share of rent for non work-able families from 30 to 32 percent. Further, because the definition of work-able and non work-able was clarified, households who were previously exempt from increasing their family share of rent to 35 percent because they were considered an elderly or disabled household and who are now considered a work-able household, now have an increase in their family share of rent from 30 to 35 percent. With the implementation of this policy, all households in the Housing Choice Voucher Program pay either 32 percent for their family share (non work-able households) or 35 percent (work-able households).

3. **Strategy #3: Revise the Utility Allowance for All Families.**

When calculating a family share of rent, as previously discussed, households currently pay either 30 or 35 percent of their adjusted income toward the rent and utilities for their unit. When utilities are not included in the rent charged by the landlord, an allowance is provided for utilities that the household must pay directly to the utility provider (Washington Gas, Dominion Energy, etc.). The utility allowance provided to the household is based on average consumption rates and costs by unit type, size and fuel source (electric, natural gas, oil, etc.) and is updated annually. In some cases, when a family share of rent is less than the utility allowance, a utility reimbursement check is sent to the household to assist them with paying for the utilities. Over 250 checks are sent to households each month to reimburse them for their utility costs.

The Amended FY 2018 Moving to Work Plan revised the utility allowance for all work-able and non work-able households in the Housing Choice Voucher Program. For households whose landlord does not include utilities in their rent, they receive a flat utility allowance based on the smaller of the number of bedrooms for which they qualify or their actual unit size. Initially, for the first several years of implementing the flat utility allowance, this utility allowance will be calculated based on 50 percent of the average utility allowance for participants for each specific bedroom size. If needed, in future years, based on the Housing Choice Voucher Program financial forecast, significant market changes in the cost of utilities, or community feedback, the amount of the flat utility allowance could change. In that case, authorization from the FCRHA will be requested which would include an implementation plan. Lastly, should there be a case when a family would receive a Utility Reimbursement Payment, the FCRHA will no longer issues these payments.

Project-based Vouchers and Housing Choice Voucher Homeownership participants are exempt from the changes outlined in Strategy#2 and #3. However, participants living in project-based voucher units who are work-able households will continue to pay 35 percent of their income for rent and utilities as approved by Moving to Work Activity 2014-9 Increase the Family Share of Rent from 30 Percent to 35 Percent of Family Income in the Housing Choice Voucher and Rental Assistance Demonstration Project-based Voucher Programs.

Communication Strategy

HCD staff developed a comprehensive communication strategy for the Housing Choice Voucher Program participants, partners, landlords and the media. Communication tools included:

- A letter to participants was sent in Fall 2017 to explain the upcoming changes that will affect how their rent is calculated;
- Resident meetings to discuss the changes;
- A video produced by Fairfax County Channel 16 to provide information for program participants, partners, and others on upcoming changes;
- A dedicated Website, phone number and e-mail address; and
- On-going outreach/education that continued throughout the two years of implementation of these strategies.

In addition to outreach to program participants and partners, HCD anticipates targeting landlords to inform them of the upcoming changes that their tenants will be facing. Further, HCD will reach out to landlords in certain areas of Fairfax County to recruit more landlords for tenants wishing to move to right-size their unit with their voucher subsidy. HCD hopes that not only will more landlords be willing to participate in the Housing Choice Voucher Program, but that existing landlords will be willing to assist their tenants during this transition. For example, landlords were notified prior to implementation that the FCRHA would provide a flat utility allowance, per bedroom size.

With regard to partners, HCD began meeting with County agencies and non-profit organizations in August 2017 to inform them of these upcoming changes. HCD partnered with several of these agencies, to roll out educational opportunities and supportive services for the Housing Choice Voucher Program participants.

Strategies to Help Families with the Housing Choice Voucher Program Changes
HCD developed several strategies to provide support to families impacted by these policy changes. Coupled with an on-going communication strategy, HCD, led by the PROGRESS Center, intends to provide residents with:

1. Workshops on finding employment and referrals to the job readiness and employment programs;
2. Financial literacy classes and referrals to credit counseling and budgeting programs; and
3. Workshops regarding energy utilization and conservation.

Furthermore, HCD set aside a small portion of the Housing Assistance Payment and administrative savings from these strategies to potentially help participants with emergency utility assistance, moving assistance, and housing locator assistance.

Lastly, HCD is committed to providing outreach to existing landlords to keep them apprised of the upcoming changes and recommend actions they can take to help, as well as to new landlords who may be able to help households who decide to move to align their housing subsidy with their future rent. If necessary, for additional savings to the program, landlords will be asked not to request yearly increases to their contract rent.

Impact
Following is an analysis, as of March 2020, of the impact the three strategies discussed above will have on the program financially and the impact these strategies will have on current program participants:

Strategy #1: Increase the Minimum Rent from $50 to $220 for Work-Able Households.
By the end of FY 2020, in the Housing Choice Voucher Program, this strategy will save the FCRHA approximately $603,000, an average yearly Housing Assistance Payments savings per household of $1,257. This strategy will impact 480 households in the Housing Choice Voucher Program who have at least one member of their household who is work-able, but who are currently paying from between $50 to $219 in rent and utilities. The average monthly family share of rent increase for these families will be $105.

Strategy #2: Increase the family share of rent from 30 to 32 percent for non work-able households and implement a 35 percent family share of rent for all work-able households. By the end of FY 2020, this strategy will save the FCRHA approximately $269,000, an average yearly Housing Assistance Payments savings per household of $266. This strategy will impact 260 households who have at least one member of their household who is work-able, under the revised definition, but who are currently paying 30 percent of their income for rent, and will impact 1,133 households who are non work-able and will increase their family share of rent from 30 to 32 percent. The average monthly family share of rent increase for these families will be $21.

Strategy #3: Revise the utility allowance for all families. By the end of FY 2020, this strategy will save the FCRHA approximately $615,000, an average yearly Housing Assistance Payments savings per household of $486. This strategy will impact 861work-able and 405 non work-able households who receive a utility allowance when calculating their family share of rent. The average monthly family share of rent increase for these families will be $62.

Update

This activity has not been fully implemented; thus, the activity metrics and whether a metric has been met or not are not indicative of the influence of the activity.

In response to the COVID-19 pandemic, in April 2020 changes to this MTW activity were adopted to:

1. Decrease the necessity for staff and program participants to interact face to face to complete core HCV tasks; and
2. Decrease the necessity for program participants to interact with others in the community to collect documents required for their recertifications.

Changes to this MTW activity were adopted prior to the issuance of PIH Notice 2020-05. As the waivers included in PIH Notice 2020-05 provided broader flexibility to address challenges associated with the COVID-19 pandemic, these changes have not been fully implemented to date.

The specific changes that were adopted are:

1. Excluding asset income from income calculations for families with assets under $50,000 and accepting self-certifications from households with these assets. If a household has assets above $50,000, they will be allowed to provide documentation of assets up to 120 days old. The modification will be revisited after the pandemic.
2. Simplifying income verification by: Accepting documentation that is up to 120 days old (instead of a maximum of 60 days old); and accepting self-certifications from program participants with income decreases during the COVID-19 pandemic. These program participants will be contacted after 90 days and be

asked to verify their on-going income decrease. The modification will be revisited after the pandemic.

3. Simplifying medical/disability expense deductions by allowing for self-certification of expenses up to $1,000; if household has more than $1,000 in expenses, the household will be required to provide verification of these expenses. The modification will be revisited after the pandemic.

Annual Reevaluation of Rent Reform Initiative: Outcomes are measured and reviewed annually using the metrics described above and, if necessary, the activity will be revised to mitigate negative impacts.

Hardship Case Criteria: Families impacted by the revised calculation of the family share of rent are subject the FCRHA's Hardship Policy. There have not been any Hardship requests yet for this activity.

Planned Non-Significant Changes

There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

The FCRHA requests authorization to continue to exclude asset income from income calculations for families with assets under $50,000 and accept self-certifications from households with these assets. This change will continue after the COVID-19 pandemic ends. This request is based on the historically low number of HCV and RAD-PBV households with assets over $50,000. As of March 2020, the median value of assets for all HCV households was $385; the median value of assets for all RAD-PBV households was $505. In 2019, HCD staff verified over 1922 assets for RAD-PBV households; only eight of these households had more than $50,000 in assets. Given the total staff time needed to verify assets of nearly 9,000 households and the MTW goal of achieving cost efficiencies, the FCRHA supports the administrative relief this change would offer.

2018A-2 Establish Shared Housing Program in Project-Based Voucher Program

Cost Effectiveness

Self-Sufficiency

Increase Housing Choice

Year Approved: FY 2014
Implemented: FY 2014 and FY 2018
Amended: N/A

Description of Activity/Impact/Update

Since 1987, the FCRHA has had approval from HUD to administer the Supported Shared Housing Program (SSHP) in its Public Housing program. SSHP is a specialized housing program cooperatively administered by HCD and the Fairfax-Falls Church Community Services Board (CSB). The program is designed to provide long-term affordable housing opportunities to adults who are disabled and meet the prescribed level of services established by CSB. The program allows two or more assisted individuals to live together in a single RAD-PBV unit. The shared unit consists of both common space for use by the occupants of the unit and a separate private space for each assisted individual.

As the FCRHA converted its Public Housing portfolio to PBVs via the RAD program, there was a need for Moving to Work authorization to continue this critical program. In the PBV program, PHAs are not allowed to attach or pay assistance for "shared housing" units (24 CFR 983.53). Until Moving to Work authorization was received, instead of being treated as two separate households living in one unit as was requested with this activity, the tenants in these units were considered one household, with one tenant as the head of household and other tenant as a member of the household. Their income was combined for the purpose of calculating rent and they had one lease, which was difficult to manage since these participants were not operating as a household, but as individual households sharing a unit.

Once this activity was approved, new leases were executed with each tenant. This benefits these tenants by giving them the opportunity, when Tenant-based Housing Choice Vouchers are available, for mobility. Rents are calculated using the unit gross rent divided by the number of household members. Since there are no payment standards in the PBV program, the individual gross rent is used for the rent calculation for each individual. If the individual's total tenant payment (TTP) exceeds the individual rent, that person pays their entire pro-rated portion. If the individual's TTP is less than the pro-rated rent, then the Housing Assistance Payment subsidy will make up that difference, as done in the voucher program.

This benefits the FCRHA by providing an accurate number of households being served through the RAD PBV Program.

Currently, there are 22 RAD-PBV units being operated as shared housing, and hundreds of participants have benefited from this program over the last 30 years.

Planned Non-Significant Changes

There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

There are no planned significant changes to report regarding this activity.

2018A-3 Increase Cap on Maximum Family Contribution to Rent from 40 to 45 Percent

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: FY 2018
Implemented: FY 2019

Description of Activity/Impact/Update

This Moving to Work activity allows Housing Choice Voucher Program participants--both new and current participants who are moving--to rent higher-cost units, up to a maximum amount of 45 percent of their adjusted income. This cap only applies to new leases. HUD currently places a cap on initial leases of up to 40 percent of a family's adjusted income to be paid toward rent and utilities so that households do not overextend themselves paying a disproportionate amount of income on rent. However, because of Fairfax County's overall high-cost rental market, and specifically high-cost rents in higher opportunity areas of Fairfax County, rent and utilities are often more than the FCRHA's payment standards. This activity allows Housing Choice Voucher Program participants, when entering a new lease with a new landlord, the option to pay more than the proposed 32 to 35 percent of their adjusted income on rent, up to 45 percent. This may help participants, especially those that decide to move because of the proposed program changes, with the option to pay more for a unit than what was previously allowed, thus providing additional housing options than previously available to them.

This activity was implemented in FY 2019.

Planned Non-Significant Changes

There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

There are no planned significant changes to report regarding this activity.

2019-1 Establish Fairfax County Payment Standards

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: FY 2019
Implemented: FY 2019
Amended: FY 2021

Description of Activity/Impact/Update

In November 2016, HUD published a final rule implementing Small Area Fair Market Rents (SAFMR) to promote residential mobility and reduce poverty and racial concentrations. The SAFMRs are Fair Market Rents set at the ZIP code level rather than at the metropolitan level. The final rule required that Public Housing Authorities in designated areas adopt payment standards based on SAFMRs effective January 1, 2018. The Fairfax County Department of Housing and Community Development (HCD) staff analyzed the potential impact of SAFMRs in Fairfax County, and concluded that implementation of SAFMRs as written would have a significant negative financial impact to the program. Utilizing the SAFMRs would have increased the average voucher cost per unit by $255, which would have resulted in serving 600 less households per year in the Housing Choice Voucher Program due to this significant increase in the cost of serving participants.

The FCRHA proposed to develop local payment standards using current, local rental market data. This is being accomplished in two phases.

- **Phase 1** included decoupling from the Washington-Arlington-Alexandria, DC-VA-MD U.S. Department of Housing and Urban Development (HUD) Metro Fair Market Rents (FMR). The FCRHA set a local, countywide payment standard, which is being utilized beginning March 2019. Should there ever be any decrease in the Fairfax County payment standard, housing participants will be provided with this information at their recertification and the lower payment standard will be applied at their second recertification following the date of the change.

- **Phase 2** includes evaluating the Fairfax County rental market to determine sub-markets for additional payment standards that will promote positive residential mobility. This activity is expected to create equity opportunities for program participants by allowing residential mobility to areas which have higher rents, currently not as affordable with existing payment standards and may reduce poverty and racial concentrations. In addition, this will make good business sense to maintain and stabilize the Housing Choice Voucher Program, due to the huge cost of implementing SAFMRs.
- This activity will meaningfully address the intent of the SAFMRs, while considering local data beyond ZIP codes in Fairfax County. Establishing Fairfax County payment standards will accomplish two important MTW goals. First, a local

payment standard will provide additional housing choices for program participants once the sub-markets are established. Second, it will be more cost effective than SAFMRs—both by saving the administrative burden of overseeing 60 ZIP codes with different FMRs, as well minimizing the financial impact to the program, especially with anticipated budget cuts and increasing rent costs.

Planned Non-Significant Changes

There are no planned non-significant changes regarding this activity.

Planned Changes to Metrics/Data Collection

There are no planned changes to the metrics or data collection to report for this activity.

Planned Significant Changes

Due to the impacts of the COVID-19 pandemic, the FCRHA is seeking approval of only the methodology that will be utilized to determine the payment standards. Even in normal times with a strong economy, there is inherent unpredictability when implementing payment standards. Therefore, fully implementing Phase 2 of this activity during the middle of a national recession and a global health crisis would not be prudent. At a later point in time, Fairfax County will conduct an analysis to evaluate the rental market and economic status of HCV households. Full implementation of Phase 2 will be based on findings from the analysis to help ensure that the activity will result in its intended outcomes.

The proposed methodology to identify sub-market payment standards will be as follows:

- The payment standards will be based on Costar data for 2 BR units, as these are the units that are most frequently captured in the Costar database and the most common unit size in Fairfax County. Costar is a private subscription-based research company which provides data, analytics, and marketing services on the multifamily and commercial real estate industry. Rental data is frequently updated, often in real time based on agreements between Costar and multifamily properties.

- Average market rental data will be aggregated by zip code and then assigned to one of three "zones" based on the overall weighted average.

- The payment standard amount will be set between the 40th to 50th percentile of the market rental data per zone.

- The payment standards for all bedrooms will then be determined using a standard adjustment methodology based on the 2-BR payment standard value.

The zip codes that are included in each zone will not necessarily be located next to one another. The methodology identifies payment standards based on market rents, not on a set of contiguous zip codes. In addition, the methodology will reflect the dynamic rental market in Fairfax and the recognition that there is tremendous variation in rents from zip code to zip code.

IV.B. Approved MTW Activities: Not Yet Implemented Activities

2016-1 Use MTW Funds for Local, Non-Traditional Housing Program

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: FY 2016
Implemented: N/A

Description of Activity/Impact/Update

The FCRHA is committed to creating a THRIVE Housing Continuum that provides the right housing at the right time, based on a household's income and skill set – and allows participating households to move through the different steps of the Housing Continuum as they become more self-sufficient. Through this activity the FCRHA will create a gateway to the Federal programs for those at the first step of the Housing Continuum, using the Fairfax County Bridging Affordability (BA) program, to define the entry point into the BA program and the Housing Continuum, and to facilitate movement along the Housing Continuum. This activity will address the Moving to Work statutory objectives of assisting families to move to self-sufficiency and increasing housing choice.

Historically, waiting lists for affordable housing in Fairfax County have been lengthy and very low income families can wait seven years or more before receiving a Housing Choice Voucher or RAD-PBV unit offer. The Fairfax County Department of Housing and Community Development operates the Bridging Affordability program, a locally-funded rental subsidy program for income-eligible households who are either: 1) homeless; or 2) on one of the County's waiting lists for affordable housing. The BA program provides temporary rental subsidies of one to three years to help these families while they wait for permanent housing opportunities and, by partnering with non-profit organizations, the program also provides case management/supportive services to help families with their unique needs.

The program was developed through the collective effort of non-profit organizations, community advocates, the FCRHA, Fairfax-Falls Church Community Services Board (CSB), and the Fairfax County Office to Prevent and End Homelessness. Bridging Affordability is operated by a collaborative of non-profit organizations led by Northern Virginia Family Service (NVFS), under contract with Fairfax County. Fairfax County provides rental subsidies, up to the Fair Market Rent, and NVFS manages the eligibility process, assists families in locating units, and provides services to families in an effort to achieve self-sufficiency. In addition, NVFS leverages resources that cover a wide variety of services, including supporting case managers, employment specialists, and housing locators.

The Bridging Affordability program is modeled after the Housing Choice Voucher program. Like the Housing Choice Voucher program, the Bridging Affordability program can be used across the County, and expands housing options for low-income households, including persons with physical or sensory disabilities and families eligible for services provided by the CSB, which serves persons with mental illness and intellectual and developmental disabilities. Similarly, to the current Housing Choice Voucher program, families are phasing in to a 35 percent family share of rent. And like the Housing Choice Voucher program, all BA units must meet Housing Quality Standards. These similarities have been built into BA to ensure a seamless transition between steps in the Housing Continuum.

Planned Non-Significant Changes

The use of this activity's flexibility may be explored in the future. The Bridging Affordability program is currently being redesigned, and the use of Federal funding may be explored to augment the local funding. The redesign of the program will be completed in 2020 and will not utilized federal funds.

2017-2 Establish Gateway to Housing Choice Voucher Program from the Tenant-Based Rental Assistance Program

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: FY 2014
Implemented: FY 2014 and FY 2018
Amended: N/A

Description of Activity/Impact/Update

The FCRHA has nearly 50 TBRA vouchers which provide housing assistance to formerly homeless households, non-elderly disabled households, and families that were not able to be served through the Public Housing program because of a reasonable accommodation or some other reason Public Housing was no longer suitable. The average bedroom size for this assistance is two bedrooms and the average yearly housing assistance payment for these families is $54,000. All of these families will require long-term affordable housing assistance.

TBRA is funded through the Federal HOME Investments Partnership Program. During each Federal budget negotiation, the FCRHA is regularly concerned about a loss of funding for this program. While HOME is funded currently, the FCRHA would like to establish a gateway between the TBRA program and HCV, similar to the locally-funded Bridging Affordability program. Thus, should it be necessary to decrease the number of TBRA households funded through HOME, the gateway will be established through a preference for priority on the HCV waiting list to ensure that these families continue to receive affordable housing assistance.

This activity was approved in the FY 2017 Moving to Work Plan. However, because HOME has continued to be funded at a level to allow the FCRHA to continue the TBRA program, this activity has been be implemented yet.

Planned Non-Significant Changes

There are no planned non-significant changes regarding this activity. The flexibility provided by this activity has not been needed; however, it is possible it will be needed in the future.

IV.C. Approved MTW Activities: Activities on Hold

2014-8 Allow Implementation of Reduced Payment Standards at Next Annual Reexamination

Cost Effectiveness
Self-Sufficiency
Increase Housing Choice

Year Approved: FY 2014
Implemented: N/A

Because of the financial impact on Housing Choice Voucher families due to increasing the family share of rent to 35 percent, which was implemented in FY 2015, this activity has been put on hold. The Fairfax County Redevelopment and Housing Authority currently does not have plans to reactivate this activity.

Planned Non-Significant Changes
There are no planned non-significant changes regarding this activity.

IV.D. Approved MTW Activities: Closed Out

2014-4 Streamlined Inspections for Public Housing Residents

Year Approved: FY 2014
Implemented: N/A
Closed Out: FY 2018

Similarly to activity 2014-3 Streamlined Inspections for Housing Choice Voucher Units, the FCRHA believed that streamlining its Public Housing inspections would both reduce costs for the agency and provide another tool for families to engage in their own self-sufficiency. However, because the FCRHA was going through a RAD conversion of its Public Housing stock, this activity was never implemented.

2014-7 Convert Scattered-Site Public Housing Units to Project-Based Section 8 Assistance

Year Approved: FY 2014
Implemented: N/A
Closed Out: FY 2018

The Fairfax County Redevelopment and Housing Authority applied for the RAD program and successfully converted all of its Public Housing stock to long-term Section 8 rental assistance contracts in FY 2018. Therefore, this activity is closed out.

2015-1 Eliminate Flat Rents in the Public Housing Program

Year Approved: FY 2015
Implemented: FY 2015
Closed Out: FY 2018

In an amended FY 2015 Moving to Work Plan, the Fairfax County Redevelopment and Housing Authority (FCRHA) proposed to eliminate the flat rent option so that all families currently paying flat rent would be required to pay 35 percent of their adjusted income at their next annual recertification. HUD approved this activity in late 2015 and the FCRHA began implementation of this policy after the amended Plan was approved. The FCRHA sent letters to all affected families notifying them that a new rent calculation based on 35 percent of their adjusted income will become effective at their next annual recertification. They were given at least a 90-day notice. Families whose recertification fell less than 90 days from notification received the new rent calculation at their second annual recertification.

Because the FCRHA has converted its Public Housing to the RAD Project-based Vouchers, this activity is no longer needed.

V. Sources and Uses of Funds

Estimated Sources of MTW Funds

The MTW PHA shall provide the estimated sources and amount of MTW funding by Financial Data Schedule (FDS) line item. The information below is as of March 2020.

FDS LINE ITEM NUMBER	FDS LINE ITEM NAME	DOLLAR AMOUNT
70500 (70300+70400)	Total Tenant Revenue	$0
70600	HUD PHA Operating Grants	$54,375,552
70610	Capital Grants	$0
70700 (70710+70720+70730+70740+70750)	Total Fee Revenue	$0
71100+72000	Interest Income	$3,926
71600	Gain or Loss on Sale of Capital Assets	$0
71200+71300+71310+71400+71500	Other Income	$8,649,730
70000	Total Revenue	$63,029,208

Estimated Uses of MTW Funds

The MTW PHA shall provide the estimated uses and amount of MTW spending by Financial Data Schedule (FDS) line item. The information below is as of March 2020.

FDS LINE ITEM NUMBER	FDS LINE ITEM NAME	DOLLAR AMOUNT
91000 (91100+91200+91400+91500+91600+91700+91800+91900)	Total Operating - Administrative	$4,856,102
91300+91310+92000	Management Fee Expense	$0
91810	Allocated Overhead	$0
92500 (92100+92200+92300+92400)	Total Tenant Services	$1,695,656
93000 (93100+93600+93200+93300+93400+93800)	Total Utilities	$0
93500+93700	Labor	$0
94000 (94100+94200+94300+94500)	Total Ordinary Maintenance	$0
95000 (95100+95200+95300+95500)	Total Protective Services	$0
96100 (96110+96120+96130+96140)	Total Insurance Premiums	$0
96000 (96200+96210+96300+96400+96500+96600+96800)	Total Other General Expenses	$139,358
96700 (96710+96720+96730)	Total Interest Expense & Amortization Cost	$0
97100+97200	Total Extraordinary Maintenance	$0
97300+97350	HAP + HAP Portability-In	$56,338,092
97400	Depreciation Expense	$0
97500+97600+97700+97800	All Other Expense	$0
90000	Total Expenses	$63,029,208

Please describe any variance between Estimated Total Revenue and Estimated Total Expenses:

Description of Planned Use of MTW Single Fund Flexibility

The MTW PHA shall provide a thorough narrative of planned activities that use only the MTW single fund flexibility. Where possible, the MTW PHA may provide metrics to track the outcomes of these programs and/or activities. Activities that use other MTW authorizations in Attachment C and/or D of the Standard MTW Agreement (or analogous section in a successor MTW Agreement) do not need to be described here, as they are already found in Section (III) or Section (IV) of the Annual MTW Plan. The MTW PHA shall also provide a thorough description of how it plans to use MTW single fund flexibility to direct funding towards specific housing and/or service programs in a way that responds to local needs (that is, at a higher or lower level than would be possible without MTW single fund flexibility).

PLANNED USE OF MTW SINGLE FUND FLEXIBILITY
Description In FY 2021, the FCRHA plans to utilize MTW Block Grant to: • Fully implement the pilot Rent Reform Initiative. A new "work stabilization" deduction will be utilized to encourage families to work. • Contract with a non-profit organization to provide case management to Housing Choice Voucher households. Hire housing locator. Partner with Department of Family Services to hire employment specialist. • Contract with Cornerstones to provide community building/organizing/case management to FCRHA clients in Reston. • Enhance Yardi so that it can be utilized for the new pilot rent reform, as well as tracking certain metrics. • Utilize funds for Housing Acquisition and Development.

LOCAL ASSET MANGEMENT PLAN

i. Is the MTW PHA allocating costs within statute? **YES**
ii. Is the MTW PHA implementing a local asset management plan (LAMP)? **NO**
iii. Has the MTW PHA provide a LAMP in the appendix? **NO**
iv. If the MTW PHA has provided a LAMP in the appendix, please describe any proposed changes to the LAMP in the Plan Year or state that the MTW PHA does not plan to make any changes in the Plan Year. **N/A**

RENTAL ASSISTANCE DEMONSTRATION (RAD) PARTICIPATION

Description of RAD Participation

The MTW PHA shall provide a brief description of its participation in RAD. This description must include the proposed and/or planned number of units to be converted under RAD, under which component the conversion(s) will occur, and approximate timing of major milestones. The MTW PHA should also give the planned/actual submission dates of all RAD Significant Amendments. Dates of any approved RAD Significant Amendments should also be provided.

RENTAL ASSISTANCE DEMONSTRATION (RAD) PARTICIPATION
All of the FCRHA's Public Housing units were converted through RAD in previous years.

Has the MTW PHA submitted a RAD Significant Amendment in the appendix? A RAD Significant

Amendment should only be included if it is a new or amended version that requires HUD approval. **NO**

If the MTW PHA has provided a RAD Significant Amendment in the appendix, please state whether it is the first RAD Significant Amendment submitted or describe any proposed changes from the prior RAD Significant Amendment? **N/A**

VI. Administrative

A. Board Resolution Adoption Annual Plan and Certifications of Compliance

B. Documentation of Public Process

The FCRHA made the Moving to Work Plan available for public comment from July 16, 2020 through August 14, 2020. The required public hearing will be on July 30, 2020.

NOTICE OF PUBLIC HEARING

Thursday, July 30, 2020
7 p.m.

The Fairfax County Redevelopment and Housing Authority (FCRHA) will conduct a public hearing on its draft Moving to Work (MTW) Plan for Fiscal Year 2021. The hearing is being conducted in compliance with U.S. Department of Housing and Urban Development requirements for Public Housing Agencies submitting a MTW Plan. Due to the COVID-19 pandemic and pursuant to the "Emergency Ordinance to Assure Continuity in Fairfax County Government and Conduct of Meetings of Boards, Authorities, and Commissions within Fairfax County," the meeting will be conducted electronically. Live audio and public testimony of the meeting may be accessed by dialing **1-877-402-9757** and entering the code: **1789207**. Residents wishing to speak are encouraged to contact Stephen Knippler by phone at 703-246-5161, TTY 711, or by email at stephen.knippler@fairfaxcounty.gov to indicate their desire to participate. If you have any questions concerning the public hearing, please call 703-279-7302, TTY: 711. The draft Fiscal Year 2021 MTW Plan is available for public review on the county website **www.fairfaxcounty.gov/housing/initiatives/moving-to-work**.

Citizens wishing to comment on the draft Plan in writing may do so via the email address linda.hoffman@fairfaxcounty.gov or by writing to the attention of Linda Hoffman, Management Analyst, Policy and Compliance, at the Fairfax County Department of Housing and Community Development, 3700 Pender Drive, Fairfax, Virginia 22030. **The deadline for receipt of written comments on the draft Plan is 4 p.m. on Friday, August 14, 2020.**

Fairfax County is committed to a policy of nondiscrimination in all County programs, services and activities and will provide reasonable accommodations upon request. To request special accommodations call 703-246-5260 or TTY 711. Please allow 48 hours in advance of the event in order to make the necessary arrangements. Equal Housing/Equal Opportunity Employer.

EQUAL HOUSING OPPORTUNITY

Resident Advisory Council Letter of Support

C. Planned and Ongoing Evaluations

The FCRHA is currently conducting its rent reform evaluation, which was started in late FY 2019. Rent reform is being implemented with a pilot group of RAD PBV participants. HCD has contracted with Virginia Tech to conduct the evaluation. They selected the "control" and "study" groups and all of these potential participants were notified, were offered this opportunity, and households determined whether or not they would participate. Those that agree to participate met with the Rent Reform Housing Service Specialist for their recertification. This outreach was finalized in early 2020.

Lobbying Disclosures