

# HOUSING

The housing recommendations are organized into summary, policy, program, and implementation recommendations. The policy recommendations are organized by the four major issue areas as identified in previous staff reports and papers, but in a more comprehensive and detailed form. The housing goal and policy objectives are presented with the idea of providing flexibility. As future housing issues arise, policy additions and modifications should occur to the structure presented in the Plan.

## SUMMARY OF RECOMMENDATIONS

A. The County should continue to uphold the existing Board of Supervisors' policy for 15 percent low- to moderate-income housing in areas of townhouse densities or greater and in developments of 50 units or greater.

B. The County should maximize utilization of federal and state housing finance programs for low- and moderate-income families through support of COG's fair share formula as it applies to federal funds, and optional use of state housing development authority financial capabilities.

C. The County should maximize coordination of all federal, state and local housing and housing assistance programs as they apply to Fairfax County.

D. The County should increase utilization of rehabilitation as a tool to revitalize older neighborhoods.

E. The County should reaffirm and strengthen the housing assistance plan on an annual basis.

F. The County should finance the housing support fund program on an annual basis to reduce housing costs, continue site acquisition at minimum cost and preserve and stabilize existing communities.

## HOUSING GOAL AND OBJECTIVE

In order that all who live or work in Fairfax County can have the opportunity to purchase or rent safe, decent housing within their means, a broad range of housing types and an adequate supply of housing should be provided within each planning area to meet the needs of all ages, family sizes, and income levels.

As an initial objective toward this goal, the construction, purchase, renting, or rehabilitation of low- and moderate-income housing in each planning area should be correlated with the present number of low- and moderate-income families living in substandard or overcrowded housing in the area and the number of low- and moderate-income jobs that will be generated as a result of commercial and industrial plans for the area. Consideration should also be given to meeting the needs of those presently working in the area who cannot afford to live in Fairfax County. To accomplish this objective for each planning area, the specific countywide objective each year should be to produce a reasonable cumulative increase in low- and moderate-income housing as a proportion of total housing available in the County. The County should develop methods and programs for assuring that low- and moderate-income housing is available throughout the County. Emphasis should be placed on the scattering of housing units available to low- and moderate-income families in numerous locations through the area, thereby creating economically mixed communities.

## POLICY RECOMMENDATIONS

In carrying out the above policies, the County should aggressively pursue a program for each planning area that includes all available ap-

proaches and funding sources to achieve an adequate level of public and private resources essential to meeting low- and moderate-income housing needs. County, state, and federal funding commitments administered by the County are the basis on which a comprehensive housing program must be built, as follows:

- Development of numerous small scattered infill sites within established communities through the construction of low- and moderate-income housing units at similar densities which are harmonious and compatible with the residential densities as indicated on the plan.
- Encouragement of developers to take advantage of zoning housing incentive provisions to include a minimum of 15 percent moderately priced housing units of varying sizes with regard to family needs, compatibility of design, and types of units in new developments.
- Programs for development of sites with a full range of low- and moderate-income housing choices should be continued. Such sites should be conveniently located in suitable living environments composed of all income levels, ages, and family sizes with the housing units for low-income families scattered through the total development.

The following discussion places existing County housing policies into a comprehensive structure.

A. The County should provide an adequate supply of housing to meet current and future needs of persons not able to pay market prices for housing by:

1. providing housing for occupants of substandard and overcrowded units, young families, elderly residents, and persons employed in the County whose incomes do not permit paying market prices for housing;
2. ensuring that no family or individual pays an inordinate proportion of its total income for shelter;
3. increasing opportunities for home ownership for those who desire the option;
4. increasing opportunities for low/moderate cost rental housing for those who desire the option;
5. providing housing consistent with the Board's support of the Metropolitan Washington Council of Government's fair share formula; and
6. maximize utilization of federal housing programs and state housing financing programs.

B. The County should provide equitable housing distribution by:

1. providing a diversity of housing types, sizes, densities, and prices throughout the County in areas suitable for residential uses;
2. ensuring that all persons employed in Fairfax County can live in the County;
3. encouraging housing opportunities to allow persons employed in the County to live near their jobs;
4. eliminating discrimination in housing by assuring enforcement of open housing laws and fair housing affirmative action plan in sale/rental of all housing; and
5. dispersing lower cost housing units into all areas in accordance with their ability to absorb housing.

C. The County should improve and/or maintain housing and neighborhood quality by:

1. upgrading substandard housing;
2. eliminating overcrowded conditions in housing units;
3. preventing older declining structures and neighborhood from becoming substandard;

4. improving physical community services (e.g., streets, sidewalks, lighting) in existing neighborhoods;

5. initiating community development programs in communities that indicate the need with as little displacement as possible;

6. providing temporary sewage treatment systems where feasible to existing rural communities that require them;

7. conserving and assure maintenance of existing low/moderate income neighborhoods;

8. preventing excessive concentrations of low-income families in individual neighborhoods;

D. The County should create balanced new residential areas in coordination with the Plan by:

1. coordinating housing development with the provision of adequate public facilities;
2. creating high quality housing and neighborhoods; and
3. developing guidelines and criteria for new communities based on environmental constraints and energy conservation.

## STRATEGY RECOMMENDATIONS

Fairfax County has made extensive incremental housing efforts in the past, as outlined in the *Countywide Alternatives* document. Experience from past efforts suggests that a comprehensive approach which obtains an incremental cost-saving is necessary. Although no panacea exists, the following discussion outlines some viable approaches.

### Improved Planning Coordination

Improved County coordinating mechanisms are necessary for a comprehensive housing program. Too frequently program objectives have been frustrated by fragmented planning and implementation processes. As state and federal fundings become available, developments should be packaged by County staff and County funds. The County has taken the first step toward this end by adopting its first housing assistance plan, as outlined in the Better Communities Act of 1974. The plan should be improved, strengthened, and readopted on an annual basis.

The County should support comprehensive planning initiatives to study and make recommendations assessing a variety of housing alternatives.

### Increasing Funding Strategies

The County should sustain its maintenance-of-effort for low- and moderate-income housing and community development activities through annual funding of the Department of Housing and Community Development and continued funding of County housing assistance programs, such as the revolving development, infrastructure, moderate income direct sales (MIDS) and rehabilitation loan programs. These funds should also be coordinated with federal community development block grant and state (VHDA) programs. Tax relief is another means of decreasing the cost burden. The County has tax relief legislation for the elderly and handicapped and a housing expense relief fund for other low-income homeowners.

Indirect funding strategies are also recommended. Encouraging better planned development can contribute to a decrease in cost. One study concluded that a planned community development of 10,000 units would save 4 percent of total capital costs, or \$15.3 million over an alternative sprawl development pattern. These economies result from land cost savings with contiguous, compact development, and road and utility cost savings due to elimination of leap-

frogging. A decrease in capital cost burden for infrastructure will result in a savings for the County. These savings may be passed on to the consumer in the form of lower taxes.

Improved housing management systems would help ensure continuing maintenance of the County's still relatively new housing stock. Attention to the stock can reduce long term maintenance costs and keep quality high. Compared with other areas where the housing stock is

older and badly deteriorated, County encouragement for greater professionalization of both public and private housing management can yield excellent results.

Obtaining changes in the state enabling legislation will permit greater flexibility in housing development, particularly low/moderate-income housing. For example, current Virginia laws make it extremely difficult to lease public land for private use or to make funds available under the same circumstance.

#### Below-Market Housing

The following locations have been proffered or proposed by the Department of Housing and Community Development for below-market housing. Further approvals for some of the sites may be required by the Redevelopment, and Housing Authority, the Planning Commission and/or the Board of Supervisors.

#### BELOW MARKET HOUSING SITES

Location	Tax Map Reference	Magisterial District	Planning District	Planning Sector	Number Assisted Units	Type of Program	Development Status
<b>Area I</b>							
1. Annandale Terrace 7455 Little River	71-1((1))69B,69C	Annandale	Annandale	A10	45	Fairfax County Rental Program	Occupied
2. Heritage Woods	70-2((14))&((1))	Annandale	Annandale	A10	70 Authorized	31 Public Housing 3 MIDS	Occupied
3. Seven Corners 2965 Patrick Henry Dr.	51-3((18))D	Mason	Baileys	B1	159	Unknown	Proposed
4. Greenwood Apartments 2939 Patrick Henry Dr.	51-3((18))J&pt.H	Mason	Baileys	B2	138	Public Housing	Under Construction Rehab
5. Oakview Gardens 5836 Oakview	61-4((1))91&92	Mason	Baileys	B4	323	Section 8 Rehab	Occupied
7. Hollywood Manor Hollywood Road	50-1((1))18,18A,17,19	Providence	Jefferson	J8	512	393 Rehab/Conservation Plan 119 Public Housing	Proposed
8. Fairfax Towers 2251 Pimmit Drive	40-3((1))4	Providence	Jefferson	J10	92	Fairfax County Rental Program	Proposed
9. Mt. Pleasant Circle 6900 Blk. Lincoln Rd.	70-1((91))69	Mason	Lincolnia	L1	83	Section 8	Occupied
10. Edsall Station Edsall Road	72-4((1))PT.28&29	Lee	Lincolnia	L3	135	MIDS	Occupied
<b>Area II</b>							
11. Robinson Square 4500 Blk. University Drive	57-3((1))11A	Annandale	Fairfax	F1	46	Public Housing	Occupied
12. Oak Creek 9923 Oak Creek Place	48-1((4))2,3,4,5,17,18 48-3((18))19,20,21	Providence	Fairfax	F3	46	Section 8	Occupied
13. Yorkville 3146 Draper Drive	48-3((10))9A,31-38	Providence	Fairfax	F3	237	Section 8	Occupied
14. McLean House (Ashby) 6800 Blk. Fleetwood	30-2((26))1	Dranesville	McLean	M4	51	Section 8	Under Construction
15. Circle Woods 9400 Lee Highway	48-3((36))	Providence	Vienna	V1	17	Public Housing	Proposed
16. Townes of Vienna Covington Meade 8600 Blk. Hilltop	49-1((18))	Providence	Vienna	V1	12	MIDS	Occupied
17. Briarcliff 8700 Blk. Wolftrap Rd.	39-1((1))74,74A,75,75A 39-2((1))39,30A	Providence	Vienna	V3	30 20	Section 8 Co-op Public Housing	Occupied Proposed
18. Country Creek 2900 Blk. Sutton Rd.	48-1((1))88,89,100	Providence	Vienna	V5	33	Unknown	Proffer
19. DuLuca Between Sutton Rd. Nutley & 66	48-1,48-2((1))1A	Providence	Vienna	V5	150	Unknown	Proffer
<b>Area III</b>							
20. Barros Circle Barros Drive	54-3((1))3,3A 54-4((2))42-46	Springfield	Bull Run	BR3	44	Public Housing	Under Construction
21. Chantilly Mews Route 50 & Meadowland Court	34-4((7))2A	Springfield	Bull Run	BR4	50	Section 8	Occupied
22. Chapan Town Zion Drive	77-2((1))30&31	Annandale	Pohick	P2	30	20 Mod. Income Families 10 Fairfax County Rental	Under Construction

Chart continued on next page.

## BELOW MARKET HOUSING SITES

Location	Tax Map Reference	Magisterial District	Planning District	Planning Sector	Number Assisted Units	Type of Program	Development Status
<b>Area III Cont.</b>							
23. Zion Drive	68-4((1))51,53,54A	Annandale	Pohick	P-2	30	MIDS	Under Construction
24. Burke Lake Elderly Old Keene Mill at Lee Chapel	88-1((1))11	Springfield	Pohick	P6	99	202/Section 8	Proposed
25. Burke Center Station	PRC Pt. of 77-1, 77-4	Springfield	Pohick	P6	108	Partial Section 8 Cooperative	Proposed
Roberts Parkway	78-1,78-3						
26. Newington Forest	98-1((4)) 98-3((2))	Mt. Vernon	Pohick	P7	1423	MIDS	Occupied/Under Construction
Newington Forest Ave.	98-4((8))						
27. Newgate	54-3((1))4,5,8	Springfield	Bull Run	BR6	27	Unknown	Proffered
Braddock Rd. and Aubrey Patent Dr.	54-1((1))17,19						
<b>Area IV</b>							
28. Washington Square	108-1((1))42,46	Mt. Vernon	Lower Potomac	LP4	10	Unknown	Proffer
7800 Blk. Pohick Rd.							
29. Sheffield Square	108-1((1))41,35	Mt. Vernon	Lower Potomac	LP4	8	Public Housing	Occupied
Pohick & Sheffield Village Lane					3	MIDS	
30. Woods of Fairfax, Section 2	108-1((1))33	Mt. Vernon	Lower Potomac	LP4	60	20% Section 8	Under construction
Lorton Road & Route 1	108-3((1))1,4,5						
31. Belle View	93-2((7))	Mt. Vernon	Mt. Vernon	MV4	50	40 Public Housing	Occupied
Belle View Blvd.					authorized		
32. Woodley Hills Estates	92-4((1))82,1,pt.90	Mt. Vernon	Mt. Vernon	MV5	218	Local Funding	Proposed for
7301 Richmond Highway	93-3((1))34A,35A,38					CDBG	Redevelopment
33. Bryant Towne Court	93-1((1))8,9	Mt. Vernon	Mt. Vernon	MV5	14	MIDS	Under construction
Popkins La. & Davis St.							
34. Brogar Park	101-7((7))1-16	Mt. Vernon	Mt. Vernon	MV6	38	MIDS	Occupied
7900 Blk. Route 1							
35. Hunting Creek	101-2((1))18-54	Mt. Vernon	Mt. Vernon	MV6	37	Section 8	Occupied
7900 Blk. Route 1							
36. West Ford	101-2((1))57,58,102-1	Mt. Vernon	Mt. Vernon	MV6	106	Public Housing	Proposed
Holland/Andrus Road	((1))18,45,46,52,53						
54,55,59,62							
37. Mt. Vernon House	102-3((36))48C	Mt. Vernon	Mt. Vernon	MV6	130	202/Section 8	Under construction
Holland Rd. & Dunbar							
38. Georgeland Village	101-3((1))11	Lee	Mt. Vernon	MV8	25	Unknown	Proffer
Buchman Rd. & Aspen							
39. Woodlawn	100-41((1))3A	Lee	Mt. Vernon	MV8	100	Unknown	Proposed
Sacramento Dr. Near Richmond Hwy.							
40. New Franconia	Pt. of 91-1,91-2	Lee	Rose Hill	RH4	425	Unknown	Proffer
Telegraph Road	91-3,91-4,99-2, & 100-1						
41. Katzen	81-4((1))15C&24	Lee	Rose Hill	RH1	44	Unknown	Proffer
Franconia Rd. & St. John Drive							
42. Franconia Village	91-1((1))74,74A	Lee	Rose Hill	RH4	100	Unknown	Proffer
Beulah Street & Hayfield Road					(elderly)		
43. Larwin (Hunter Village)	89-4((1))22	Springfield	Springfield	S3	160	Unknown	Proffer
Rolling Rd. & Hooes Rd.							

## IMPLEMENTATION RECOMMENDATIONS

The methods of implementing the housing components are discussed in terms of the general governmental level of funding; the County must coordinate the state, federal, and local programs, to maximize effectiveness.

## Federal Programs

The County should do everything possible to implement the following federal programs that provide housing and housing-related resources: community development block grant program, housing assistance program, section 8—leasing housing, section 202—elderly housing, section 8—new construction and substantial rehabilitation, section 203(b)/235—single-family housing, and public housing.

The County has authorized its Department of Housing and Community Development to file a community development block grant application with the federal government. This program will fund the provision of community improvements in several designated lower income neighborhoods in the County. The improvements could eventually include parks and recreation facilities, sewer and water service, road improvements, and housing rehabilitation. The section 8 housing program will provide housing units for lower income families throughout the County, in accordance with the County's adopted housing assistance plan.

The objective of providing decent housing for all people and adequate sites for an increased amount of low- and moderate-income housing is strongly endorsed. To accomplish this, provide housing for low- and moderate-income families by

an aggressive program to increase the supply of such housing. Consideration should be given to the character of such housing in relation to surrounding uses and the need for housing for low- and moderate-income families in the County as set forth in the County adopted housing assistance plan.

## State Programs

The County should maximize the utilization of housing funds from the Virginia Housing Development Authority. This state-enabled agency can provide low interest loans to the County, private developers, or nonprofit agencies, for use in constructing housing for lower income families. The state monies can be combined with the section 8 program to provide a wide range of housing opportunities.

### Local Programs

The County should increase locally funded programs and coordinate them with federal and state programs and funds.

The rehabilitation loan program could be expanded and coordinated with an expanded infrastructure fund to do rehabilitation on a neighborhood scale as opposed to just single-structure rehabilitation. The rehab-loan program could provide the repair loans and the infrastructure would provide the public facilities improvements such as streets, utilities, parks and recreation. At the present time, these funds are not sufficient to carry on such a scale of activity.

The County's tax relief program has recently been expanded and is another means of assistance for homeowners. This program could be more broadly publicized so that citizens are aware of its availability.

The County also provides funds for housing development programs through its revolving development and infrastructure programs. These funds are utilized to provide preliminary development expense, such as site control planning, etc., and to defray sewer and water tap fees and related development costs. These programs should continue to be coordinated with state (VHDA) funding mechanisms and federal housing programs.

The County *Zoning Ordinance* has been approved with a significant section on moderate priced housing units. This ordinance provides for an optional density bonus of 25 percent for developments which provide a percentage of moderately-priced units. The County's moderate income direct sales (MIDS) second trust program is a means of assuring the financing of these moderately priced units by reducing or deferring mortgagable costs.

Where existing housing for persons of low- to moderate-incomes is removed from a residential parcel because of a change in zoning which permits higher density development of that parcel, the number of units removed must be replaced by a similar number of units of the same economic level, as part of the redevelopment.

### The Community Improvement Program

The Fairfax County Board of Supervisors adopted the community improvement program in April 1978, to eliminate the causes of urban decay at the neighborhood level. The purpose of the program is to revitalize older neighborhoods threatened by deterioration by providing public improvements such as sidewalk, curb and gutter. Financing of the necessary improvements will be shared by homeowners in participating neighborhoods, the County and the state.

Any individual or neighborhood may apply for the benefits of the program, but priority will be given to those neighborhoods that meet the criteria listed below. Neighborhoods within the three towns of the County are eligible to apply for participation in the program. Besides a sincere willingness to take part in the program, a neighborhood must have the following features:

- The neighborhood must be residential in character, and the citizens must be willing to retain this character.
- Although basically stable, the neighborhood must have certain public facility deficiencies which contribute to its deterioration.
- Residents must be willing to prepare a community plan for approval by the Board of Supervisors.
- Residents must be willing to share the costs of improvements, and to dedicate the necessary rights-of-way or easements for the improvements.
- The neighborhood must be represented by an existing civic organization, or a new one which can be formed for this purpose.
- The neighborhood must contain one or more contiguous areas of at least 20 homes.

Community improvement efforts must be initiated by citizens in participating neighborhoods. Citizens must draw up a community plan specifying the type and location of needed improvements. The Board of Supervisors will hold a public hearing on the community plan and then consider adoption of the plan. If funds are available, design and construction can begin.

Certain local improvements will be made in neighborhoods that participate in the program. The eligible improvements include sidewalks and trails, curbs and gutters, driveway entrances, storm drainage systems, roads (paving and widening, street lights, and streetscape improvements (landscaping, street tree planting, street furniture).

The cost of sidewalks, curbs and gutters, and driveway entrances will be shared by the County and the homeowners in participating neighborhoods. The portion of these costs to be borne by the homeowners will vary, depending upon the average assessed value of homes in the neighborhood. Areas with a lower average assessed value will pay a lower portion of the costs. The cost of all other improvements, such as streets and storm sewers, will be financed totally with public funds.

### Housing Programs

Some of the housing programs which have applicability to the issues of production and housing cost include the proposed housing and environmental development corporation (PLUS Working Paper 4), the housing assistance plan, and community development revenue sharing. Other existing County programs that are applicable for housing development and improvement include the revolving development infrastructure and rehabilitation loan funds.

There are a number of housing actions that can be taken:

- neighborhood conservation and stabilization;
- neighborhood improvement programs;
- planned development centers;
- project impact evaluation system (PIES); and
- maximizing use of federal/state housing programs

An important housing objective is the conservation of the existing moderate-income housing stock. This conservation policy can take the form of preventing commercial encroachment into existing stable residential areas. A clear County policy aimed at conserving existing low-moderate income communities and discouraging development that threatens the existence of the present residents must be included in the plan. A cooperative land swap arrangement might have some applicability in some of the more dilapidated existing low- and moderate-income communities.

Priority should be extended to moderate cost rental complexes which may be candidates for condominium conversion. The County should make every effort to preserve and maintain as many of these units as possible through the use of federal, state and local programs.

Another possibility for increasing the low- and moderate-income housing stock would be the provision of such housing the planned development centers. These units could be scattered throughout the developments rather than identified at the low/moderate-income housing portion of the planned development center. The middle income family should also be included in these centers, by providing for the development of moderate-priced units throughout the area. The ultimate result would be planned development centers with housing for all income levels, both market housing and below-market housing.

Another tool for increasing the supply of low- and moderate-income housing is the project impact evaluation system. Under this system, both

state and federally-subsidized programs for housing construction and private sector proposals would be evaluated for their impact on housing needs. This evaluation would consider adequacy of public transportation, proximity to public services, access to private services and shopping, impact on existing developments and neighborhood patterns, and the home-ownership patterns in nearby communities.

## HISTORY

The County shall review its priorities for historic preservation on an annual basis. In the next few years it shall diversify its approach and initiate study and implementation of such techniques as easements, purchase and resale or lease-back, and the provision of tax incentives for preservation. The County shall also consider applying for some of the increasing number of state and federal grants for preservation planning and restoration of historic properties. The history staff shall continue to assist in the review of that portion of the Capital Improvement Program dealing with the Park Authority.



*Walney, an 18th Century farmhouse situated in the Ellanor C. Lawrence Park is owned by the Fairfax County Park Authority.*