

ACTION – 10

Approval of Memorandum of Agreement Concerning Phase 2 of the Dulles Corridor Metrorail Project

ISSUE:

Board Approval of Memorandum of Agreement Among United States Department of Transportation (USDOT), Commonwealth of Virginia (Virginia), Fairfax County (Fairfax), Loudoun County (Loudoun), the Washington Metropolitan Area Transit Authority (WMATA), and the Metropolitan Washington Airports Authority (MWAA).

RECOMMENDATION:

The County Executive recommends that the Board approve the attached Memorandum of Agreement (MOA) and authorize the Chairman to sign it on behalf of Fairfax. The MOA provides for the following major points of agreement:

1. MWAA agrees that the Airport station will be an aerial station.
2. The Commonwealth agrees to seek \$150 million from the General Assembly to be used to reduce the burden on DTR users.
3. USDOT agrees to provide up to a \$30 million credit subsidy for TIFIA loans to be made to Fairfax, Loudoun, and MWAA. Fairfax and Loudoun may apply for the maximum amount of TIFIA credit assistance for which each will qualify based on their share of the total cost of the Project, and MWAA will apply for the balance available.
4. Fairfax and Loudoun agree to use their best efforts individually to find third party funding for the 5 garages (3 in Loudoun and 2 in Fairfax) and the Route 28 station (Fairfax), but if and to the extent they are unable to do so, then whatever portion is not funded by third party revenues will be shared as currently provided by the Funding Agreement.
5. Other Phase 2 cost savings opportunities will be implemented, including a reduction in the size of the Metrorail yard and shop facilities at the Airport, for additional cumulative net Project cost savings of \$125 million as estimated by US DOT, 75% of which (\$94 million) would be cost savings for DTR users.
6. A reallocation of estimated third party funding credits from what would have resulted from the Funding Agreement is expected to produce additional cost savings for DTR users of as much as \$242 million.
7. WMATA agrees to cooperate with Fairfax to make such amendments in agreements between the two parties as shall be necessary to permit parking revenues from the two garages included in the Fairfax Facilities to be used to pay for the cost of constructing the garages, if Fairfax deems it appropriate to use such parking revenues for that purpose.
8. Virginia, Fairfax, Loudoun, WMATA, and MWAA agree to form a Coordinating Committee composed of their respective chief executive officers (including

- Fairfax's County Executive) to implement the MOA and to regularly monitor progress in planning, designing, and constructing Phase 2.
9. Virginia and MWAA agree that they have reached a separate agreement on a Project Labor Agreement for Phase 2 that will be consistent with Federal statutory and regulatory requirements and Virginia law.
 10. The MOA explicitly recognizes that nothing in it required Fairfax to pay or will result in Fairfax paying more than 16.1% of the total Project cost as previously agreed in the Funding Agreement.
 11. There will be continuing FTA oversight of the Project.

TIMING:

Board action is requested on December 6, 2011. Both the Loudoun County Board of Supervisors and the MWAA Board have approved this MOA on November 15 and 16, 2011 respectively.

BACKGROUND:

Staff believes that the MOA fully complies with all of the conditions established by the Board on July 26, 2011. In particular,

- A. The MOA does not commit Fairfax to use its funds to pay for the Fairfax Facilities but only to seek third party funding for that purpose, with any costs not covered by a third party to be funded in accordance with the existing cost sharing arrangement in the Funding Agreement;
- B. The MOA contemplates significant TIFIA loans to Fairfax, Loudoun, and MWAA;
- C. The governing bodies of Loudoun and MWAA approved the MOA on November 15 and 16, 2011, respectively; and
- D. The MOA specifically states that all provisions of the Funding Agreement not specifically modified by the MOA remain in effect, so the constitutional requirement for annual appropriation and the right to approve funding participation in Phase 2 by Fairfax up to 90 days following receipt of a cost estimate for Phase 2 based on 100% preliminary engineering, which are both provided for in the Funding Agreement, remain in effect.

The Project

Phase 2 of the Dulles Corridor Metrorail Project (the Project) is an extension of Metrorail from the Reston-Weihle Avenue Station along the Dulles International Airport Access Highway and Toll Road to the Airport and then from the Airport west along the Greenway in Loudoun County to a point of termination at the proposed Route 772 Station, as generally described in the Federal Transit Administration (FTA) Record of Decision, as amended on November 17, 2006 (the ROD). Pursuant to agreements in

2006 and 2007 between MWAA and Virginia, MWAA was empowered to carry out construction of the Project and to operate the Dulles Toll Road (DTR) and collect toll revenues as necessary to maintain the DTR and fund Project construction.

Pursuant to the Agreement to Fund the Capital Cost of Construction of Metrorail in the Dulles Corridor entered into among MWAA, Fairfax, and Loudoun in 2007 (the Funding Agreement), the total Project cost is to be paid generally 16.1% by Fairfax, 4.8% by Loudoun, 4.1% by MWAA, and 75% (less any federal and Virginia funding) by DTR toll revenues. Since no federal funding and only \$24 million in Virginia funds were anticipated to cover Phase 2 costs, it has been thought that DTR toll revenues would be needed to pay close to 75% of Phase 2 costs (because substantial federal and state funds were made available to pay for Phase 1, we estimate that approximately 56% of the total Project cost would need to be paid from DTR revenues).

Phase 2 Cost Issues

This past Spring, concerns arose about increases in the estimated cost to build Phase 2 of the Project (which at one point exceeded \$3.8 billion) and the effect of that increased cost on Fairfax, Loudoun, and DTR users. However, disagreements arose about the best way to address those cost concerns, in particular whether the proposed station at the Airport should be constructed underground, as originally proposed and favored by MWAA, or constructed aboveground at a considerable cost saving, as favored by Fairfax and Loudoun.

Thereafter, USDOT Secretary Ray LaHood offered to mediate the matter to try to find a resolution acceptable to all of the involved parties that reduced the cost of Phase 2 and provided relief to anticipated DTR toll rates, and on July 1, 2011, held the first of a series of meetings for that purpose. After that meeting, USDOT proposed certain scope reductions and changes in cost sharing for Phase 2, which were presented to the Board by FTA Administrator Peter Rogoff on July 12, 2011. Among other things, the initial USDOT proposal provided for building the Airport station above ground but also suggested that Fairfax should take sole responsibility for funding the total cost of the Route 28 Station (currently estimated to be \$83 million), the Route 28 Station parking garage (currently estimated to be \$53.5 million), and the Herndon Monroe Station parking garage (currently estimated to be \$51.4 million) (collectively the Fairfax Facilities), while still remaining responsible for paying 16.1% of the total cost of all other Project facilities except for three parking garages located in Loudoun (collectively the Loudoun Facilities), which would become Loudoun's sole responsibility.

Neither Fairfax, Loudoun, nor MWAA accepted USDOT's initial proposal as such. Instead, the governing bodies of each entity adopted resolutions saying essentially that they accepted the proposal but only if certain enumerated conditions were satisfied. The Board's qualified endorsement of the USDOT's initial proposal came at its meeting on July 26, 2011.

The Board's conditions included (1) that any cost shifting must be contingent upon securing adequate financing through available options, including a Transportation Infrastructure Finance and Innovation Act (TIFIA) loan from USDOT, to mitigate financial impacts, (2) that if Fairfax is unable to secure an adequate financing alternative for the Fairfax Facilities, they should be funded as provided by the Funding Agreement, (3) that the parties negotiate in good faith an agreement to allow the Project to move forward without requiring Fairfax to fund an inequitable share of Project costs, (4) that MWAA accept an aerial station at the Airport, and (5) that any final agreement be subject to contingencies such as set forth in the Funding Agreement pertaining to availability of funds, the constitutional requirement for annual appropriation if and as applicable, and the right to approve participation on funding Phase 2 for up to 90 days following a cost estimate based on 100% preliminary engineering.

Beginning in July, staff met on numerous occasions with representatives of some or all of the parties to the MOA to negotiate the terms of an MOA that would meet the conditions established by the Board, culminating on November 10, 2011, with a proposed MOA that was satisfactory to Secretary LaHood and Virginia Secretary of Transportation Sean Connaughton and that staff of the other parties committed to recommend to their respective governing bodies for approval. The proposed MOA will result in a significant reduction in the cost to build Phase 2, will reduce the impact on DTR toll rates, and does not require Fairfax to absorb costs in excess of the 16.1% share already agreed to in the Funding Agreement.

TIFIA Allocation

An issue that arose during the negotiations concerned the allocation of the assumed limited amount of TIFIA loan credit support available from the Federal government. Per the MOA, Fairfax and Loudoun may apply for the maximum amount of TIFIA credit assistance for which each will qualify based on their share of the total cost of the Project, and MWAA will apply for the balance available; however, Fairfax will not apply for a TIFIA loan greater than \$315 million nor one using more than an \$8.5 million credit subsidy (based on current estimates, a \$315 million TIFIA loan could be supported with a \$6.3 million credit subsidy). Based on current estimates, an assumed \$30 million in TIFIA credit assistance could support TIFIA loans in the aggregate of approximately \$315 million to Fairfax, \$130 million to Loudoun, and \$149 million to MWAA. This disparity is due entirely to the difference in credit quality assumed between the three parties. The potential pledge of higher quality Fairfax credit may allow Fairfax to leverage a much larger loan for minimal subsidy than a credit solely supported by the Dulles Toll Road revenues (MWAA) or parking fees (Loudoun). Staff has begun analyzing the various options available to Fairfax for the best, most cost effective use of the proffered TIFIA support for Fairfax County taxpayers in support of the Project.

In addition, in consideration for maximizing the ability of the County to utilize available TIFIA support, Fairfax agrees in the MOA that if it is unable to find Additional Funding Sources for up to \$62.5 million of the cost of the Fairfax Facilities, then Fairfax will ask USDOT to allow it to transfer to MWAA by separate agreement that portion of

the proceeds of a TIFIA loan to Fairfax equal to the lesser of the actual funding “gap” or \$62.5 million, in order to reduce the cost of borrowing secured by DTR revenues, with MWAA required to repay Fairfax for any amount so transferred with interest and costs. Furthermore, if the portion of the cost of the Fairfax Facilities not funded by Additional Funding Sources exceeds \$62.5 million, Fairfax will not include the unfunded portion of the cost of the Fairfax Facilities over \$62.5 million but less than \$187 million in its TIFIA loan application. In that case, MWAA may apply to US DOT to utilize the portion of any TIFIA credit subsidy not used by Fairfax to support a TIFIA loan directly to MWAA, i.e., not through Fairfax. However, regardless of what portion of the cost of the Fairfax Facilities is borne by Additional Funding Sources, nothing shall prevent Fairfax from applying for at least \$100 million in TIFIA loan proceeds.

Change to the Allocation Formula for Third Party Revenues

A significant concession made by the local funding partners as part of the total package of cost shifts, cost sharing, and loan allocation was a change in the allocation of savings accruing from the use of third party revenues to fund any aspect of the Project. Per the 2007 Funding Agreement, any federal or state funds contributed to the Project would be applied directly to reduce the impact to the toll road users, but any third party revenues would be applied directly to the benefit of the local funding partners in proportion to their funding shares. However, in order to benefit toll road users from any third party funding of the Fairfax Facilities or Loudoun Facilities, the MOA provides that the cost savings benefits from those third party revenues will be applied in accordance with the overall cost sharing formula, i.e., 75% to DTR users, 16.1% to Fairfax, 4.8% to Loudoun, and 4.1% to MWAA. The result is a potential shift of savings to toll road users of up to \$242 million.

FISCAL IMPACT:

Based on a USDOT cost estimate early last summer, the total Project cost, including the underground alignment for the Airport station, had grown to \$3.825 billion. Based on this new MOA, the estimated Project cost to be funded by the DTR and the funding partners may be reduced by as much as \$1.01 billion down to \$2.815 billion, depending on the level of third party revenue support that can be found by the two counties to fund the five garages and the Route 28 station. Based on the funding allocation formula from the 2007 Funding Agreement and the changes proposed in the MOA, the imputed savings are approximately \$757 million to DTR users, \$162 million to Fairfax County, \$48 million to Loudoun County and \$41 million to MWAA’s airport revenues. The total Phase 2 cost to Fairfax County is therefore estimated to be approximately \$453 to 513 million depending upon the county’s success in securing third party revenues to fund the garages and the Route 28 station, of which \$330 million will be contributed by the Phase 2 Dulles Rail Transportation Improvement District. Including Phase 1 costs, the current total County contribution to both phases of the project is approximately \$893 to 923 million, of which \$730 million, or approximately 80%, will be funded by the tax districts. In addition, creative application of the TIFIA loan benefits to support County financing is anticipated to provide significant additional savings to financing costs.

Board Agenda Item
December 6, 2011

ENCLOSED DOCUMENT:

Attachment 1: Memorandum of Agreement

STAFF:

Anthony H. Griffin, County Executive

Len Wales, Financing Advisor

Tom Biesiadny, Director, Fairfax County Department of Transportation (FCDOT)

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MEMORANDUM OF AGREEMENT BETWEEN US DOT, VIRGINIA, FAIRFAX,
LOUDOUN, WMATA, AND MWAA

**MEMORANDUM OF AGREEMENT
AMONG UNITED STATES DEPARTMENT OF TRANSPORTATION,
COMMONWEALTH OF VIRGINIA,
FAIRFAX COUNTY,
LOUDOUN COUNTY,
THE WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY, AND
THE METROPOLITAN WASHINGTON AIRPORTS AUTHORITY**

1.0 Introduction

On this _____ day of _____, 2011, the United States Department of Transportation (US DOT), the Commonwealth of Virginia (Virginia), Fairfax County (Fairfax), Loudoun County (Loudoun), the Washington Metropolitan Area Transit Authority (WMATA), and the Metropolitan Washington Airports Authority (MWAA) (collectively, the Parties) hereby enter into this MEMORANDUM OF AGREEMENT (MOA) to set forth their mutual understandings, expectations, and commitments concerning the completion of the Dulles Corridor Metrorail Project (Project), and in particular Phase 2 of the Project (hereinafter defined).

2.0 Recitals

WHEREAS, US DOT, Virginia, Fairfax, Loudoun, WMATA and MWAA seek to enhance transportation service by bringing Metrorail service to Tysons Corner, Dulles International Airport, and along the Dulles Corridor into Loudoun County; and

WHEREAS, on December 29, 2006, the Virginia Department of Transportation and MWAA entered into a Master Transfer Agreement and a Dulles Toll Road Permit and Operating Agreement (Permit and Operating Agreement) that permits MWAA to operate the Dulles Toll Road and collect toll revenues to assist in funding the Dulles Corridor Metrorail Project; and

WHEREAS, on June 28, 2007, the Virginia Department of Rail and Public Transportation (DRPT) and MWAA entered into an Assignment and Assumption Agreement (Assignment and Assumption Agreement) that enables MWAA to carry out construction of the Project; and

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LOUDOUN, WMATA, AND MWAA

WHEREAS, on July 19, 2007, Fairfax, Loudoun, and MWAA entered into an Agreement to Fund the Capital Cost of Construction of Metrorail in the Dulles Corridor (Funding Agreement); and

WHEREAS, the Funding Agreement provides, among other things, that Fairfax and Loudoun shall notify MWAA whether each respective county will proceed with its financial participation in Phase 2 of the Project within 90 days following receipt from MWAA of documents comprising 100% preliminary engineering for Phase 2, documents supporting the amount of the cost estimate for Phase 2 at 100% preliminary engineering, and documents demonstrating how that cost estimate was developed and computed; and

WHEREAS, the Funding Agreement also provides that if Fairfax and Loudoun elect to participate in funding Phase 2, then Fairfax, Loudoun, and MWAA would be responsible for funding 16.1%, 4.8%, and 4.1%, respectively, of the total capital cost to construct the entire Project; and

WHEREAS, upon the petition of affected taxpayers as required by Virginia law, Fairfax has created two transportation improvement districts to fund up to \$400 million and \$330 million of Fairfax's share of the capital cost to construct Phase 1 (hereinafter defined) and Phase 2, respectively, of the Project, with both petitions including provisions that Fairfax's share of the total capital cost to construct the Project should remain at approximately 16.1%; and

WHEREAS, pursuant to the Permit and Operating Agreement, MWAA is constructing a project consisting of an extension of Metrorail from the existing Orange Line near the West Falls Church Station, through Tysons Corner, along the Dulles Corridor from Tysons Corner to the boundary of Fairfax, into Dulles International Airport, and terminating at Route 772 in Loudoun (the Project); and

WHEREAS, for purposes of obtaining one or more Federal grants, construction of the Project has been divided into two phases, with Phase 1 of the Project described generally as that portion of the Project from the Metrorail Orange Line near the West Falls Church Station to and including the Wiehle Avenue Station (Phase 1), and Phase 2 of the Project described generally as that portion of the Project west of the Wiehle Avenue Station to the terminus of the Project at the Route 772 Station in Loudoun County (Phase 2); and

WHEREAS, on March 10, 2009, US DOT, through the Federal Transit Administration (FTA), entered into a Full Funding Grant Agreement (FFGA) with

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LOUDOUN, WMATA, AND MWAA

MWAA to support the construction of Phase 1 at an estimated cost of \$3.14 billion (including finance charges); and

WHEREAS, the estimated capital cost of Phase 2 is now \$3.825 billion, up from an estimate of \$2.5 billion as reported in the Funding Agreement; and

WHEREAS, the Parties recognize the need to modify the scope, design and finance plan for Phase 2 to reduce costs to a level closer to the original \$2.5 billion cost estimate and recognize the need and opportunity to work cooperatively to accomplish that goal; and

WHEREAS, the Parties also recognize that in order to effect a further significant reduction in the amount of funds that will need to be derived from the operation of the Dulles Toll Road (DTR Funds) to pay for Phase 2, there is a need to secure funding for the design and construction of Phase 2 from sources other than funds of the parties to the Funding Agreement and DTR Funds (Additional Funding Sources), which Additional Funding Sources may include, but are not limited to, land use proffers, public-private partnerships, grants and loans from governmental entities other than the parties to the Funding Agreement, payments in lieu of taxes, and fees that may be imposed on the public for the use of Phase 2 parking facilities; and

WHEREAS, MWAA, Fairfax, and Loudoun believe that credit assistance from the Transportation Infrastructure Finance and Innovation Act (TIFIA) program based on an amount of budget authority in the amount of \$30 million in the aggregate is vitally necessary for the success of the Project and the Project financing envisioned in this MOA, and accordingly, MWAA, Fairfax, and Loudoun intend to apply for TIFIA credit assistance as described herein, while recognizing that US DOT cannot and does not make any representation in this MOA regarding any TIFIA credit assistance other than as set forth below in Section 3.5; and

WHEREAS, on June 1, 2011, Secretary of Transportation Ray LaHood convened the first of several meetings among the Parties for the purpose of establishing a common, agreed-upon scope, design, and finance plan for Phase 2, and with the goal of completing the Project at a significantly reduced cost so as to lessen the financial burden on the Parties, local taxpayers, and the users of the Dulles Toll Road; and

WHEREAS, during meetings conducted since that date, the Parties discussed and debated the merits of scope reductions and design changes that offer

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significant cost savings, maintain a cost effective approach to Phase 2 project construction and performance goals, sustain expected ridership, and minimize delays in implementing the project; and

WHEREAS, the Parties wish to set out, in general terms, the agreements they have reached regarding cost saving changes to the scope, design and finance plan for Phase 2, their expectations regarding further potential cost savings measures, and other matters.

3.0 Agreement

NOW THEREFORE, in consideration of the mutual promises and agreements, \$1 consideration, and other good and valuable consideration, the sufficiency of which is hereby acknowledged, US DOT, Virginia, Fairfax, Loudoun, WMATA, and MWAA agree as follows:

3.1 Adjustments to Phase 2 Project Alignment and Design

- a. Subject to the receipt of any required environmental and other regulatory approvals, the Phase 2 Station at Dulles International Airport shall be an aerial station adjacent to the North Garage. The station shall be designed and constructed to provide passengers with climate controlled waiting areas at the station lobby level, with a protective windscreen along the platform level. "Climate controlled" means an enclosed area, protected from weather elements, with a controlled temperature.
- b. The Metrorail yard and shop facilities at the "Y-15" site at Dulles International Airport shall be reduced in size and scope to the level that is necessary to support the service provided by Phase 2. There will be at least 21 Yard Storage tracks provided for a minimum of eight car trains. The Dulles Yard will be sized for 184 cars. These and other yard and shop requirements are consistent with formal letters to the FTA dated June 10, 2011, and June 28, 2011. WMATA may build additional or more extensive facilities at this site to support the service provided by other parts of the WMATA Metrorail network, but the costs of such expansion shall not be part of the Project costs and shall be the responsibility of WMATA.

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- c. The size of station canopies at Phase 2 stations shall be reduced to be generally consistent with Phase 1 project requirements and the finishes designed and installed at such stations shall be based on value engineering recommendations as approved by WMATA.
- d. Where possible, cost savings will be implemented through the use of steel structures, in lieu of concrete, in accordance with WMATA standards.

3.2 Best Efforts to Seek Additional Funding Sources for Particular Project Phase 2 Facilities

- a. Fairfax shall use its best efforts, consistent with the legislative powers, duties, and responsibilities of its Board of Supervisors, to secure Additional Funding Sources that will be sufficient to fund the cost of the design and construction of the parking facility at the Herndon-Monroe Station, the parking facility at the Route 28 Station and the Route 28 Station itself.
- b. Loudoun shall use its best efforts, consistent with the legislative powers, duties, and responsibilities of its Board of Supervisors, to secure Additional Funding Sources that will be sufficient to fund the cost of the design and construction of the parking facility at the Route 606 Station and the two parking facilities at the Route 772 Station.
- c. To the extent that Additional Funding Sources are used to pay any portion of the cost to design and construct any of the Phase 2 facilities described in Sections 3.2(a) or 3.2(b), then solely for purposes of computing the capital contribution percentages of the parties to the Funding Agreement, the amount paid by any such Additional Funding Sources shall not be credited as provided by the last sentence of Section 2.2(b)(3)(e) of the Funding Agreement, but instead shall be credited 16.1% against the Phase 2 funding obligation of Fairfax, 4.8% against the Phase 2 funding obligation of Loudoun, 4.1% against the Phase 2 funding obligation of MWAA from non-DTR Funds, and 75% against the obligation of MWAA to fund a portion of Phase 2 from DTR Funds, as those terms are used in the Funding Agreement.
- d. To the extent that either Fairfax or Loudoun, despite their best efforts as described above, is unable to secure sufficient Additional Funding

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Sources to fund the full cost to design and construct any of the Phase 2 facilities described in Sections 3.2(a) or 3.2(b) (any such insufficiency, individually or cumulatively, referred to hereinafter as a Funding Shortfall), then the amount of the Funding Shortfall shall be considered to be part of the total Dulles Rail Project Cost as that term is used in the Funding Agreement and as such will be funded as provided in the Funding Agreement.

- e. All of the facilities described in this Section 3.2 shall continue to be regarded as included in Phase 2 of the Project for all other purposes.
- f. All of the Parties will cooperate in the efforts to find Additional Funding Sources to help pay for the design and construction of the Phase 2 facilities described in this Section 3.2 as well as other Project facilities as opportunities to do so may arise.
- g. Parking at the parking facilities described in this Section 3.2 shall be available concurrently with the opening of Phase 2 for revenue operations.

3.3 Flexibility and Cooperation

- a. If and to the extent that Fairfax or Loudoun deem it appropriate to utilize fees for parking at any of the parking facilities described in Section 3.2 as an Additional Funding Source for such parking facility, then parking rates at any such parking facilities shall be determined solely by the responsible county as set forth in Section 3.2, and the revenues thus obtained from each such parking facility shall be retained by that county and applied as an Additional Funding Source for the design, construction and/or operation, as appropriate, of that parking facility. In order to facilitate the ability of Fairfax to do so, WMATA shall, at the request of Fairfax, agree to negotiate an amendment of the Surcharge Implementation Agreement dated June 11, 1999 by and between Fairfax and WMATA to make the Phase 2 facilities described in Section 3.2(a) part of the system covered by that Agreement, so as to allow all surcharge revenues to be used to support the debt remaining on the Vienna Metrorail Station and parking facilities and the debt incurred for the Phase 2 parking facilities described in Section 3.2(a). Fairfax and WMATA may also negotiate

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additional agreements, as needed, to further facilitate the construction and future operations of these parking facilities.

- b. The parking facilities described in Section 3.2 shall be constructed with at least the same number of parking spaces for Metrorail users as is called for in the final Phase 2 Preliminary Engineering plans, consistent with the Record of Decision governing the Project.
- c. MWAA shall, to the extent permitted by law, provide to Loudoun, at no cost, such real property rights to land that is leased by MWAA from the federal government as are reasonably necessary for the construction, location, and operation of, and vehicular access to and from, the parking facility that is to be constructed to serve the Route 606 Station.
- d. For purposes of this Section 3.3(a) and avoidance of doubt, the Fairfax parking facilities shall include the parking structures described in Section 3.2(a) and related equipment and facilities as well as improvements, including bridges, that provide access for WMATA customers to and from the entrance plazas, bus drop off areas, park and ride areas, and connecting sidewalks related to the associated Phase 2 transit stations.
- e. WMATA and Fairfax shall cooperate in making such amendments, consistent with WMATA's Compact and WMATA's Gross Revenue Transit Bonds (WMATA Board Resolution numbers 2003-52, 2003-53 and 2009-39), as shall be necessary to implement the provisions of Section 3.3(a).

3.4 Further Phase 2 Cost Savings Opportunities

Over the course of the next few months, further cost reduction measures shall be considered by the Coordinating Committee created under Section 3.7 of this MOA with the goal of further reducing the current Phase 2 cost estimate, depending on the outcome of the analysis of additional potential scope reductions and cost saving measures. These further scope reduction and cost savings measures include, but are not limited to:

- a. Savings resulting from the value engineering efforts conducted by MWAA and approved by the Coordinating Committee described below;

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- b. The donation of property to the Project by the Parties in lieu of right-of-way purchases;
- c. In accordance with WMATA-approved simulations, a potential reduction in the number of Traction Power Substations (TPSS) and the associated re-estimating of TPSS costs; and
- d. In accordance with WMATA's updated Rail Fleet Management Plan of July 2011, a potential reduction in the number of railcars purchased for the purpose of the Phase 2 project.

3.5 Credit Assistance

Through its Transportation Infrastructure Finance and Innovation Act (TIFIA) program, US DOT will provide credit assistance, in the form of Federal credit instruments, to Fairfax, MWAA, Loudoun and/or their partners for Project components that meet TIFIA's statutory and regulatory requirements. US DOT expects that the amount of budget authority available to the US DOT to support any such credit assistance will not exceed \$30 million in the aggregate. The form of TIFIA credit assistance is to encompass several Project components, which may include the costs associated with the assumption of the Phase 2 parking facilities and Route 28 Station. Fairfax, MWAA, and Loudoun have agreed, as among themselves, that TIFIA credit assistance should be applied for as shown on Exhibit One attached hereto. In the event Fairfax, MWAA, and/or Loudoun applies for TIFIA credit assistance, each of Fairfax, MWAA, and Loudoun will provide to US DOT a written acknowledgement that all of those three entities agree to the financing structure proposed in each TIFIA application submitted.

Nothing in this MOA is intended to or shall preclude MWAA, Fairfax, or Loudoun from applying for additional TIFIA credit assistance for the Project, including under a future notice of funding availability, or preclude US DOT from considering any such application.

3.6 Financial Assistance

- a. Virginia shall contribute an additional amount of \$150 million toward the Project, provided that the funds are appropriated by the General Assembly and allocated by the Commonwealth Transportation Board

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(CTB). Such funding shall be requested in the 2012 session of the Virginia General Assembly, shall be governed by the terms of a funding agreement between Virginia and MWAA, and shall not be provided until such funding agreement is executed. This assistance is intended to be used to pay interest on MWAA's Dulles Toll Road Revenue Bonds. The funds shall be held by the bond trustee and drawn to support the debt service payments in the first five years following their issuance. This assistance may be used or structured in a different manner with written approval from Virginia if another use or structure is determined to provide a greater benefit and further minimize the tolls paid by users of the Dulles Toll Road for construction of Phase 2.

- b. In addition, Virginia and MWAA shall consider extending the term of the Permit and Operating Agreement to further extend the period over which Phase 2 can be financed if it is determined that doing so is in the best interest of the Commonwealth and will further mitigate toll increases to be imposed on Dulles Toll Road users for construction of Phase 2.

3.7 Coordinating Committee

Virginia, Fairfax, Loudoun, WMATA and MWAA agree to establish a Dulles Metrorail Project Coordinating Committee (Coordinating Committee).

The purpose of the Coordinating Committee will be (i) to implement the terms of this MOA and (ii) to regularly monitor the progress of planning, design, and construction of Phase 2 to ensure that the project is successfully deployed in a manner satisfactory to all of the Parties. Any cost reductions will not affect the delivery of a Project that is safe, reliable, and does not result in higher operations and maintenance costs later in the life of the Project.

The Coordinating Committee shall be comprised of the MWAA President/Chief Executive Officer, Virginia Secretary of Transportation, Fairfax County Executive, Loudoun County Administrator, and WMATA General Manager/Chief Executive Officer, or their designees. The Coordinating Committee shall be chaired by the MWAA President/Chief Executive Officer in his continuing role as the chief executive of the party

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responsible under the Permit and Operating Agreement for the design, construction, and financing of Phase 2.

The Coordinating Committee shall function in a manner similar to the Principals Meetings that were held to coordinate certain activities of Phase 1.

The Coordinating Committee shall meet regularly upon the call of its Chairman but no less frequently than once per month, unless the members of the Coordinating Committee unanimously agree in advance that there is no need for a meeting in any particular month. Meetings shall continue until the Coordinating Committee determines that they are no longer needed.

In implementing the terms of this MOA, the Coordinating Committee shall operate on a consensus basis, with no member of the committee having the ability to “veto” an issue or matter that is under consideration by the committee.

It is understood by the Parties that WMATA, as the ultimate owner and operator of Phase 2 once it is open for revenue operations, will approve the design and construction plans for Phase 2, and any subsequent changes thereto for purposes of ensuring that Phase 2 is constructed in a manner that will allow its acceptance into the regional Metrorail system.

3.8 Toll Schedule

Consistent with (i) its obligations and rights under the Permit and Operating Agreement, including its obligation to design and construct the Project, its right to utilize Toll Road revenues to satisfy that obligation, and its right to utilize Toll Road revenues and reserves to redeem and defease Dulles Toll Road bonds, (ii) its obligations and rights under indentures of trust securing Dulles Toll Road Revenue Bonds, including the toll rate covenants in the indentures, and other agreements and MWAA policies relating to loans and other financings secured by Dulles Toll Road revenues, and (iii) its intention to maintain the ratings assigned by rating agencies to Dulles Toll Road Revenue Bonds, MWAA will use its best efforts to limit the size of future toll rate increases on the Dulles Toll Road.

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MWAA will periodically publish projections of future Dulles Toll Road toll rates. The Parties acknowledge that these projections will change over time as factors affecting the setting of toll rates change. According to MWAA, as of the effective date of this MOA, Table 6-3 in the Wilbur Smith and Associates report for the Dulles Toll Road, entitled "Comprehensive Traffic and Revenue Study" and dated July 2009, contains a reasonable approximation of the current projection of future toll rates on the Dulles Toll Road.

Nothing in this MOA is intended to affect the exclusive right of MWAA, under the Permit and Operating Agreement, to set toll rates on the Dulles Toll Road.

3.9 Project Labor Agreements

Virginia and MWAA have reached a separate agreement on the matter of Project Labor Agreements for Phase 2. Any Project Labor Agreement contemplated for the Project shall be consistent with applicable Federal statutory and regulatory requirements and Virginia law.

4.0 Miscellaneous Provisions

4.1 Effective Date

This MOA is effective as of the date set forth in Section 1.0, and may be executed in counterparts.

4.2 Construction and Enforcement of this MOA

The meaning of this MOA is to be ascertained from the entire instrument. This MOA is intended to be enforceable, to the extent provided by applicable law. This MOA shall, in all respects, be governed by Federal law and/or the laws of the Commonwealth of Virginia, as may be applicable. The Parties may enforce this MOA as provided under applicable Federal law and Virginia law.

4.3 Permit and Operating Agreement

Virginia and MWAA agree that, in the event they mutually determine there to be a conflict between the terms of the MOA and those of the Permit and

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Operating Agreement, the terms of the MOA will prevail and they will execute an appropriate amendment to the Permit and Operating Agreement that addresses the conflict.

4.4 Conditions of Approval

The Parties acknowledge that their approval of this MOA is conditioned upon the satisfaction of all legal requirements, including any requirements applicable only to their own Parties' jurisdictions. For example, WMATA's approval of the proposed changes to the location of the station at Dulles International Airport is subject to the public hearing requirements of the WMATA Compact and the approval of the WMATA Board of Directors, and WMATA agrees to use its best efforts to meet these requirements and present these proposed changes to the WMATA Board of Directors for approval within 75 days after the WMATA Compact Public Hearing has been held.

4.5 Role and Participation of WMATA

WMATA's role and participation in the Project shall continue to be in accordance with agreements executed with MWAA as they may be amended from time to time by mutual agreement between WMATA and MWAA.

4.6 Continuing Effect of Funding Agreement

All provisions of the Funding Agreement not specifically modified by this MOA, including, but not limited to, the provisions of Section 2.3 of the Funding Agreement, remain in full force and effect and are not superseded by the execution of this MOA. Nothing in this MOA requires Fairfax to pay or will result in Fairfax paying more than 16.1% of the total Dulles Rail Project Cost as such term is used in the Funding Agreement.

4.7 Federal Oversight

FTA will continue to oversee the Project using its project management oversight contractor resources. For Phase 2, the scope of FTA oversight will include project cost and schedule, and MWAA's implementation of its project management responsibilities.

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IN WITNESS WHEREOF, the Parties have executed this Memorandum of Agreement
as of the date set forth in Section 1.0.

FOR THE UNITED STATES DEPARTMENT OF TRANSPORTATION

Name:
Title:
DATE: _____

FOR THE COMMONWEALTH OF VIRGINIA

Name:
Title:
DATE: _____

FOR THE COUNTY OF FAIRFAX

Name:
Title:
DATE: _____

FOR THE COUNTY OF LOUDOUN

Name:
Title:
DATE: _____

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FOR THE WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY

Name:
Title:
DATE: _____

FOR THE METROPOLITAN WASHINGTON AIRPORTS AUTHORITY

Name:
Title:
DATE: _____

Exhibit One

This Exhibit One to the MOA reflects the agreement among Fairfax, Loudoun, and MWAA concerning the joint application or individual application(s) that Fairfax, Loudoun, and/or MWAA anticipate submitting to US DOT for consideration under its TIFIA program.

1. Fairfax, Loudoun and MWAA expect to apply to US DOT for TIFIA loans based on a credit subsidy in the amount of \$30 million in the aggregate.
2. Fairfax and Loudoun may and likely will apply to US DOT for the maximum amount of TIFIA credit assistance for which they each qualify, based on their respective funding commitments for the Project (as defined in the Funding Agreement). However, in no event will Fairfax request TIFIA loan proceeds in excess of \$315 million, or a TIFIA loan requiring a credit subsidy in excess of \$8.5 million. MWAA expects to apply for a TIFIA loan in an amount supported by the credit subsidy not needed to support loans to Fairfax and Loudoun.
3. If Fairfax is not able to secure Additional Funding Sources for the entire cost of the Phase 2 Project facilities described in Section 3.2(a) of this MOA (the "Fairfax Facilities"), then the portion of the cost of the Fairfax Facilities not funded by an Additional Funding Source would be funded as provided in the Funding Agreement as set forth in Section 3.2(d) of this MOA. Further, Fairfax's application for TIFIA credit assistance will include a request to allow Fairfax to transfer to MWAA, by separate agreement between Fairfax and MWAA satisfactory to US DOT, a portion of the proceeds of a potential TIFIA loan to Fairfax equal to the lesser of the amount of such costs not funded by an Additional Funding Source or \$62.5 million. MWAA would agree to repay, from Dulles Toll Road revenues, Fairfax in full for any such transfer, including any related interest and costs.
4. In the event that the portion of the cost of the Fairfax Facilities not funded by an Additional Funding Source exceeds \$62.5 million, the Fairfax application will not include that portion of the cost of the Fairfax Facilities. The term "cost of the Fairfax Facilities," as used in this paragraph four, means the lesser of the actual cost of the Fairfax Facilities or \$187 million. Notwithstanding the above provisions of paragraphs three and four of this Exhibit One, in no event shall Fairfax be prevented from applying for credit assistance that would result in total proceeds to be utilized by Fairfax to be less than \$100 million.
5. Loudoun is expected to submit an application that will take into account the portion of the overall credit subsidy that is required to support a TIFIA loan sufficient to fund the cost of the Loudoun parking garages described in Section 3.2(b) of the MOA (the "Loudoun Facilities"). If Loudoun is not able to secure Additional Funding Sources for the entire cost of the Loudoun Facilities, then the portion of the cost of the Loudoun Facilities not funded by Additional Funding Sources will be funded as provided in the Funding Agreement, as set forth in Section 3.2(d) of this MOA. In that event, Fairfax, Loudoun and MWAA will request that US DOT consider an application from MWAA that would utilize that

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portion of any unused credit subsidy that would have supported that portion of the cost of the Loudoun Facilities.

6. Provision will be made in any application by Loudoun, individually or jointly, for possible revisions of the application, prior to any loan distribution to Loudoun. Under these possible revisions, after securing Additional Funding Sources that would be pledged to support a TIFIA loan to fund all or a portion of the cost of the Loudoun Facilities (such as parking revenues and potentially other pledged revenues), Loudoun, were it to decide to do so, may bring some form of credit enhancement to that TIFIA application. The application will provide that US DOT should consider such a revision to the application only if it can be demonstrated that the creditworthiness of the Loudoun TIFIA loan is improved by the Loudoun enhancement. Any such credit enhancement would be at Loudoun's discretion, and any action on such a revision to the joint application would be at US DOT's discretion. Were such a credit enhancement to be approved by US DOT and to cause a reduction in the amount of credit subsidy that would be used by Loudoun, then Fairfax, Loudoun and MWAA will request that US DOT consider an application from MWAA that would utilize the portion of any unused credit subsidy.