Public Private Partnerships & Joint Ventures

Program Description

This section of the Capital Improvement Program (CIP) identifies projects partially or fully financed through partnership agreements or alternate financing methods. Most of these partnerships are with private entities; however, some include regional, state, or federal partners.

Program Initiatives

The facilities referred to in this section represent multiple program areas but may not have been originally included in the CIP, as one of the potential advantages of the Public Private Partnership (P3)/Joint Venture Development process is to accomplish the delivery of needed facilities sooner than the regular process and funding availability may allow. Marshalling resources and circumstances unique to each project allows them to move forward without affecting or detracting from resources available for other projects. P3s are one of the tools used to implement policies and goals to facilitate the economic success of Fairfax County. The focus of P3 projects is to create value, build community, and improve service delivery, three important elements to facilitate future economic success.

Procurements involving some form of partnership with private or public entities have provided benefits to the County in education, transportation, public safety, human services, and other functions. Projects that are being significantly funded through such partnerships are presented in this section to provide a more comprehensive view of partnership activity in the County.

In 1987, the Government Center, with the associated Pennino and Herrity buildings, was the first major capital project to be funded and completed through a public private partnership. Since then, the County has used this method of financing significant projects to provide for needed facilities that could not be fully funded through the normal CIP process. Other examples of completed partnership projects include the Bulova Center for Community Health, the Providence Community Center, and the McConnell Public Safety Transportation Operations Center (PSTOC). Several transportation projects have also been completed through the use of public-private partnerships, or partnerships with regional or state entities, include the widening of Route 28, the West Ox Bus Operations Center, the VDOT Administration Building, Silver Line Phases I and II, the Herndon Station Garage, and the Innovation Center Station Garage.

Since the passage of the Public-Private Educational Facilities and Infrastructure Act (PPEA) of 2002, the County has been engaged in various analyses and negotiations for significant capital projects, both solicited and unsolicited. The County continues to review and negotiate a number of projects and proposals that are expected to provide significant benefits when completed. Some of the active projects are detailed below:

Current Project Descriptions

Transportation Partnerships:

1. **Rail to Dulles (Providence, Hunter Mill, Dranesville Districts):** The Rail to Dulles project includes the completion of a 23-mile extension of the Metro rail line, beginning between the East and West Falls Church Stations located along I-66, extending along the Dulles Connector Road (DCR) to Route 123, then through Tyson's to Route 7, turning west to reconnect with the Dulles International Airport Access Highway (DIAAH), and then to Dulles International Airport, and into Loudoun County. The new line has eleven stations, including eight in Fairfax County. There are four in Tysons, and stations at Wiehle Avenue, Reston Town Center, Herndon, and Innovation Center. In 2008, the Commonwealth of Virginia completed the transfer of the Dulles Toll Road from state control to the Metropolitan Washington Airports Authority (MWAA), to manage construction of the rail line. The primary source of funding to complete the rail line was toll road revenues (approximately 49 percent), with $900 million, or 15.8 percent, from the Federal government, 16.1 percent from Fairfax County, 4.8 percent from Loudoun County, 4.1 percent from MWAA airport revenues, and 10.1 percent from the Commonwealth of Virginia. A design build contract for Phase 1 was approved with Dulles Transit Partners under the state's PPTA authority. Final design and construction activities officially began in March 2009 upon approval and issuance of a Full Funding Grant Agreement (FFGA) by the Federal Transit Administration. The Washington Metropolitan Area Transit Authority (WMATA) began revenue operations for Phase 1 on July 26, 2014. Landowners petitioned the Board of Supervisors to establish a special district for the express purpose of providing funds for the construction of rail to Wiehle Avenue, assuming another tax district would be established to fund the portion of the rail line beyond Wiehle Avenue. In the fall of 2013, the County completed its $400 million payment for Phase 1 construction costs from the Phase 1 tax district through a combination of tax collections and bond proceeds. The current tax rate for the Phase 1 district is $0.09 cents per $100 of assessed value and will remain in effect until all debt service payments have been paid in full.

   MWAA completed preliminary engineering and awarded the Phase 2 construction contract in May 2014. Construction was completed in summer 2022 at an estimated cost of $3.02 billion and passenger service commenced on November 15, 2022. Fairfax County and Loudoun County funded the parking garages ($315 million) separately from the project. The County, in addition to the other local funding partners, approved a Memorandum of Agreement (MOA) in late 2011 to proceed with Phase 2 of the Project. The MOA explicitly recognized that Fairfax County should pay no more than 16.1 percent of the total project cost as previously stated in the Funding Agreement. For Phase 2, landowners in the western part of the line petitioned the County to form a special district to provide up to $330 million of the County's Phase 2 costs to take the project from Wiehle Avenue to Loudoun County. A special tax rate has been assessed to provide financing for construction at an initial tax rate of $0.05 per $100 of assessed value beginning in FY 2011, with annual increases of $0.05 up to a maximum of $0.20 per $100 of assessed valuation as incorporated in the FY 2014 through FY 2023 Adopted Budget Plans. The tax rate approved in the FY 2024 Adopted Budget Plan was lowered from $0.20 per $100 of assessed value to $0.18 per $100 of assessed value as part of recommendations from the Phase 2 Tax District Advisory Board and the Phase 2 Tax District Commission. Similar to Phase 1, the tax rate will remain in effect until all debt service payments have been paid in full.

The balance of the total project funds owed by the County net of the two tax districts and regional transportation funding is approximately $187 million for both phases of the project. These funds will be paid from future special Commercial and Industrial (C&I) tax revenues along with $11 million in 70 percent regional funding from the Northern Virginia Transportation Authority (NVTA) and a Congestion Mitigation Air Quality (CMAQ) grant. In addition, the Funding Partners closed on a United States Department of Transportation Infrastructure Finance and Innovation Act (TIFIA) loan. This loan provides competitive interest rates, unique financing provisions and funded a majority of the Funding Partners remaining project costs. Fairfax County closed on its $403.3 million TIFIA loan in December 2014. In July 2022, MWAA notified the funding partners of a $250 million cost increase to Phase 2 citing a variety of factors, such as change in project scope, environmental regulations for stormwater, inflation, COVID-19 restrictions, and supply chain challenges. Per the funding agreement, the County was responsible for $40.25 million (16.1 percent) of the overage. The County reallocated funds from project reserves generated from C&I revenues to provide payment to MWAA in October 2022. This project is further referenced in the Transportation Initiatives section of the CIP.

2. **Herndon Monroe Area Development Study (Hunter Mill District):** $625,000 was approved to support the master planning effort associated with County owned property at the west side of the Herndon Monroe Park and Ride facility/Herndon Monroe Metro Station Garage site. The goal of the study was to determine the development potential for the approximately 28-acre site and define possible conceptual development options for its use while maintaining the transportation assets. The study is complete, and the team will be exploring opportunities for Transit Oriented Development concepts and procurement options, including Public Private Partnerships, consistent with the Comprehensive Plan goals on this site. This project is further referenced in the Transportation Initiatives section of the CIP.

Housing Partnerships:

3. **Affordable Housing Development Opportunities (Countywide):** The Fairfax County Redevelopment and Housing Authority (FCRHA) is actively pursuing multiple opportunities throughout the County to expand the affordable and workforce housing stock to better serve low- and middle-income residents. Possible projects include opportunities to create additional rental units and for-sale units to address the growing shortage of affordable living units for County residents, families, and seniors. This project is further referenced in the Future Project Lists and Details section of the CIP.

4. **Autumn Willow (Springfield District):** 9,000,000 was approved to fund activities and loans associated with the development of a 10.9-acre property owned by the FCRHA located at the intersection of Stringfellow Road and Autumn Willow Drive. The Michaels Organization was selected for the project under the Public Private Infrastructure and Education Act of 2002 (PPEA) process. A Blueprint award of $8.75 million and $250,000 from the Housing Trust Fund were provided for this project which is currently under construction for 150 units of affordable independent senior housing.This project is further referenced in the Housing Development section of the CIP.

5. **Development of Housing at Route 50 & West Ox (Sully District):** $300,000 was approved to fund activities associated with the development of a 1.21-acre property owned by the FCRHA located at the intersection of Route 50 and West Ox Road. The Board of Supervisors has transferred the property to the FCRHA for the purpose of creating affordable housing. Cornerstones was selected through the PPEA process as the developer, and design is underway to provide 34 units of permanent supportive housing for very low-income individuals. This project is further referenced in the Housing Development section of the CIP.

6. **Dominion Square West (Hunter Mill District):** $$43,632,622 is approved to fund the development of a 2-acre property located near Spring Hill Road. The FCRHA issued $89 million in tax-exempt bonds to include this project. The FCRHA has purchased the property and will ground lease it to the developer, the Arlington Partnership for Affordable Housing, to construct approximately 516 units of affordable housing serving low- and moderate-income households. The site will also include an approximate 33,000 square-foot new Tyson's community center funded separately. Construction is now underway. This project is further referenced in the Housing Development section of the CIP.

7. **Government Center Site (Braddock District):** $14,643,222 was approved to fund predevelopment work and gap financing for a PPEA project at the Fairfax County Government Center. A $4.4 million Blueprint loan, $9.6 million from the Pandemic Reserve, and $643,222 from AHDI funds will fund Phase I of this project. Lincoln Avenue Capital was selected for the project under the PPEA process to redevelop the G and H parking lots at the Government Center to provide affordable housing for approximately 275 low- to moderate-income households, like the award-winning Residences at Government Center development also located on the Government Center Campus. Construction is anticipated to begin in 2024. This project is further referenced in the Housing Development section of the CIP.

8. **One University (Braddock District):** $6,800,000 was approved to support the development of the One University site, which is located at the intersection of Route 123 and University Drive. The FCRHA awarded a $6,500,000 Blueprint loan for this project and $300,000 was provided from the Housing Trust Fund. The project is being developed through the PPEA process. The proposed development includes replacing existing affordable housing (Robinson Square) and existing FCRHA facilities with the construction of 240 units of affordable housing and 333 units of student housing. Construction began in 2021 and is anticipated to be completed in 2024. This project is further referenced in the Housing Development section of the CIP.

9. **SOMOS (Providence District):** $33,772,000 is proposed to fund the acquisition and redevelopment of a 4-acre site located at 1750 Old Meadow Road. The FCRHA purchased the property in 2022 for $20.02 million. The FCRHA will ground lease the property to the developer at closing for the construction of approximately 450 units of affordable housing serving low- and moderate-income households in Tysons. The remaining $12.8 million has been allocated for Phase A. Design for the development is currently underway and construction is anticipated to begin in 2024. This project is further referenced in the Housing Development section of the CIP.

Other Government Facility Partnerships:

10. **Historic Courthouse Demo/Reno (Providence District):** $9,500,000 has been approved for the demolition of the two 1950's wings at the rear of the Historic Courthouse building and the associated site work. The rear of the Historic Courthouse will be restored to its pre-1950 appearance when these appendages are removed. The wings and the sallyport are partially vacant with major on-going and costly capital renewal/maintenance needs that limit their occupancy. Additional funding is required in the future for infrastructure replacement and upgrades throughout the entire building. The renewal phase will also include site work to transform the grounds surrounding the Historic Courthouse and Historic Jail into a green space park and improve pedestrian safety in the area. The renewal portion of the project is estimated to require $84 million and is anticipated to be financed with EDA bonds. This project is further referenced in the Court Facilities section of the CIP.

11. **Judicial Complex Redevelopment (Providence District):** A Master Plan study was completed in 2020 which evaluated the needs, constraints, and opportunities on the Judicial Complex site. The Master Plan provides a strategic plan and an urban vision for the redevelopment of the Complex. The project is envisioned to be completed in phases to ensure the coordinated long-term implementation of the redevelopment of the 48-acre site. Public facility priorities at the site include future Criminal Justice, Public Safety, and Health and Human Services programs. County programs currently in nearby leased spaces, such as the Health Department and Office for Children, are being evaluated for future inclusion in the redevelopment plans, and opportunities for public private partnerships will be assessed. Funding in the amount of $1,500,000 has been approved to advance the planning and entitlement process for the entire Judicial Complex. Several projects are advancing, including Building One and the demolition of the historic courthouse wings. Future phases include development of Workforce Housing at the Burkholder Administrative Center site, a new Diversion and Community Re-Entry Center, removal of the employee parking garage and modifications to the public parking garage, and additional public facilities. Total cost estimates for each phase of the project are still being developed. This project is further referenced in the Future Project Lists and Details section of the CIP.

12. **Judicial Complex Redevelopment/Building One (Providence District):** $203,450,000 is the total anticipated to support Building One and the Judicial Center Redevelopment project. Building One is proposed to be a 160,000 square foot mixed use facility with a level of underground staff parking and includes the required site infrastructure for phase one of the redevelopment project. Funding in the amount of $2,450,000 has been approved to date, including an amount of $1,500,000 to support the entitlement process for the entire 48-acre Judicial Complex, and $950,000 to begin the preliminary planning for Building One, which will include replacement of the Police Evidence Storage Facility, Circuit Court file storage, expanded court services, and court support services, currently located at the Burkholder Administrative Center. An amount of $18 million previously approved for the Police Evidence Storage Facility is also available and $183 million is anticipated to be financed by EDA bonds. This project is further referenced in the Court Facilities section of the CIP.

13. **Original Mount Vernon High School Building Renovation (Mount Vernon District):** $93,650,000 has been approved to fund the renovation of the Original Mount Vernon High School (OMVHS) Building and associated site work. This project includes building studies, redevelopment master planning, design and construction for interim occupancies, and the renovations and adaptive reuse of the historic Original Mount Vernon High School facility. The 140,000 square foot facility, constructed in 1939, was vacated in 2016 at the conclusion of a long-term lease. Immediate occupancy for the use of the gym began in fall 2016. The Teen/Senior Program relocated from the Gerry Hyland Government Center to the renovated space near the gym in spring 2020. As part of the *FY 2021 Third Quarter Review*, the Board of Supervisors approved a transfer of all project balances to a new OMVHS Development LLC project within Fund 81400, FCRHA Asset Management, in order for the project to be eligible for revenues from the sale of Virginia Historic Rehabilitation Tax Credits (VHRTCs) to net down the total cost of the project. Funding of $16.65 million has been approved to date and the County's use of a short-term Line of Credit (LOC) will fund the remaining $77 million. Construction is scheduled to begin in spring 2024 and anticipated to be complete in mid-2026. Following final project construction and reconciliation with the resulting VHRTCs, the County will convert the net balance on the LOC to a traditional long-term fixed rate bond through the EDA. This project is further referenced in the Government Facilities and Programs section of the CIP.

14. **Original Mount Vernon High School Site Development (Mount Vernon District):** This project includes the redevelopment of the Original Mount Vernon High School site, and the adjacent Park Authority site and facilities. The County solicited development proposals in spring 2017, under the PPEA Guidelines, to develop a Master Plan and evaluate a range of development options with a focus on programs serving a wide range of community needs. The initial master planning effort was completed in 2019 and priority was placed on the renovations and adaptive reuse of the historic high school facilities as the first phase of redevelopment. The balance of the site redevelopment will be reviewed in the future in coordination with the Bus Rapid Transit project on Richmond Highway. This project is further referenced in the Government Facilities and Programs section of the CIP.

15. **Patrick Henry Community Library (Hunter Mill District):** $30,163,000 has been approved for a joint developmental project between Fairfax County and the Town of Vienna for a replacement Library and additional parking structure for the library and the Town. Per the Design and Construction Agreement between the Town and Fairfax County, the Town contributed $663,000 towards the design phase upon design contract award in January 2022. The Town has committed to pay up to $850,000 in design costs and up to $4,200,000 towards construction costs. Patrick Henry Community Library is one of the busiest community locations in the library system, operating at the level of a small regional library. Upgrades are required to replace the building systems which are beyond the end of their life cycle and to meet the current and future operational needs of the Library System. This building is one of the oldest and does not adequately reflect modern library design and usage. Based on the age and condition of the facility, it is difficult to make significant changes to the overall layout or outfit the facility with the infrastructure required to support the technology requested by library customers. This project was approved as part of the 2020 Library Bond Referendum and is currently in the design phase. This project is further referenced in the Libraries section of the CIP.

16. **Reston Town Center North (RTCN) Library and Community Spaces (Hunter Mill District):** Approximately $58 million is proposed for a replacement Reston Regional Library, community space, and common site infrastructure. This project is part of the overall master plan to reconfigure the properties into a grid of streets and provide integrated redevelopment of approximately 47 acres currently owned by Fairfax County and Inova. The plan addresses the development potential consistent with the needs of the community. Funding of $10 million, approved as part of the 2012 Library Bond Referendum, has been redirected to support shortfalls in other library projects, and EDA bond financing is anticipated to fund the entire $58 million required to implement the Library. Community Spaces plan, and the share of common site infrastructure. This project is further referenced in the Government Facilities and Programs section of the CIP.

17. **Reston Town Center North (RTCN) Parking Garage (Hunter Mill District):** This project is in the early planning stages and cost estimates will be developed for the design and construction of a shared parking garage to support the facilities planned at the RTCN complex. This project is further referenced in the Government Facilities and Programs section of the CIP.

18. **Reston Town Center North (RTCN) Rec Center (Hunter Mill District):** As part of the development of the RTCN area, the Fairfax County Park Authority will include the future development of a new Rec Center to serve the high demand in the Reston area. This Rec Center may include facilities for indoor aquatics, fitness, sports, and other recreation programs to meet the needs of the surrounding community and will be determined by a market-based study prior to development. This project is further referenced in the Future Project Lists and Details section of the CIP.

19. **Reston Town Center North (RTCN) Human Services Center (Hunter Mill District):** $170 million is proposed for the Reston Town Center North (RTCN) Human Services Center to replace the existing North County Health and Human Services Center. This project is part of an overall master plan for redevelopment of the approximately 47-acre property owned by Fairfax County and Inova. The Human Services Center would support a consolidation of existing leased spaces into one facility and provide enhanced, integrated multi-disciplinary services to residents in the western part of the County. The facility will also provide expanded capacity for daytime drop-in services associated with the Embry Rucker Shelter. A crisis receiving center, collocated at this site, will expand capacity to address the behavioral health crisis by providing critical care in the community. The North County Human Services Center replacement will be part of future phase development anticipated to be in a 5 to 10-year timeframe. It is anticipated that EDA bonds will finance this project. This redevelopment project is further referenced in the Health and Human Services section of the CIP.

20. **Embry Rucker Shelter – 2016 (Hunter Mill District)**: $25,000,000 is estimated to be required to fund the replacement of the Embry Rucker Shelter. This project also includes approximately $8.0 million for site infrastructure improvements to support the Shelter. The Shelter provides for the replacement of the current facility and will include 30 emergency beds for unaccompanied adults, accommodations for 10 families, spaces and beds for the hypothermia prevention program, medical respite beds, and 14 supportive housing units. Expanded capacity for daytime drop-in services is needed inside or adjacent to the shelter and is anticipated to be included in the future Reston Town Center North Human Services Center. The existing one-story, 11,000 square feet facility was constructed in 1987 and has had no major renovations. The shelter is located within the overall master plan area that reconfigures and provides integrated redevelopment of approximately 47 acres currently owned by Fairfax County and Inova at Reston Town Center North. The Office to Prevent and End Homelessness will leverage the

property and services to provide a more cost-effective solution to reducing homelessness by adding new permanent housing units. Funding in the amount of $12,000,000 was approved as part of the 2016 Human Services/Community Development Bond Referendum and the remaining funding of $13,000,000 is anticipated to be supported by EDA bonds. This project is further referenced in the Health and Human Services Section.

21. **Sports Complex Opportunities (TBD):** In June 2017, the Board of Supervisors formed a Sports Tourism Task Force to look at potential ways to support the growing youth and adult sports market and build new sporting facilities for County residents. There may be potential partnerships with sporting leagues and non-profits to expand the capacity to host sports tourism events in Fairfax. This project is in the early planning stages. This project is further referenced in the Future Project Lists and Details section of the CIP.

22. **Tysons Public Facilities (TBD):** As part of the redevelopment of the Tysons area, the Department of Planning and Development is working with developers to proffer public facilities. The County has been successful in negotiating public facility proffers from a number of zoning applicants including, but not limited to, a replacement Tysons Fire Station, creation of a new Scotts Run Fire Station (Tysons East), a library, athletic fields, and meeting rooms/office space. Negotiations for additional facilities are on-going. Many of these facilities will be provided by the private sector either as part of their development or as a result of proffered commitments. The construction of these facilities is dependent upon the progression of development in the area. This project is further referenced in the Future Project Lists and Details section of the CIP.

23. **Willard Health Center – 2020 (Fairfax City):** $74,495,109 is currently approved to fund the replacement of the County-owned Joseph Willard Health Center. The Joseph Willard Health Center (JWHC) is a licensed medical, nursing, dental, pharmacy, speech and hearing, and X-ray service facility. It also houses the Fairfax County Health Department Vital Records division and the Fairfax County Infant & Toddler Connection (ITC) program. Located within the jurisdictional boundary of the City of Fairfax, this facility was included in the City's Master Plan study of the Willard-Sherwood sites and is being designed as part of the joint development project with the City of Fairfax. The new project will include the County's Health and Human Services programs, new City programs, and structured underground parking. The new facility is needed to meet current and future service demands and because the JWHS is centrally located, it is the single site for several Health Department (HD) services namely, Pharmacy, AIDS Drug Assistance Program, and Central Reproduction and is also used as the agency COOP site for clinical services that are critical to allow the HD to provide essential services that must be maintained at all times in the event of an emergency or during operational interruptions like the COVID-19 pandemic. These essential services are vital to maintaining the overall health of residents and for prevention of disease outbreaks that could impact residents of Fairfax County. This facility will also include a new childcare center for 124 children, ages birth to five years, whose families have low- to moderate-incomes. After completion of Phase I, space programming and concept design, a Phase II agreement with the City for the remainder of the design and construction was approved in December of 2022. The project is nearing completion of the schematic design phase. This project was approved as part of the 2020 Community Health and Human Services Bond Referendum in the amount of $58.0 million. Additional funding includes General Fund support of $10.0 million that was approved as part of the *FY 2023 Third Quarter Review*, $3.0 million that was approved as part of the *FY 2023 Carryover Review*, and $3,495,109 that has been received, to date, from the City of Fairfax. This project is further referenced in the Health and Human Services section of the CIP.

24. **Willston Multi-Cultural Center (Mason District):** The Willston Multi-Cultural Center is planned to be redeveloped for educational, governmental, cultural, or human services uses. The Seven Corners area plan envisions redevelopment around a mixed use, walkable community development. This site is currently being evaluated for a master planning/feasibility study effort which is anticipated to begin in the next year. This project is further referenced in the Future Project Lists and Details section of the CIP.

25. **Workhouse Campus Improvements (Mount Vernon District):** Funding of $11,400,000 has been approved for improvements at the Workhouse Campus. The overarching vision for the 50-acre campus is to establish a widely recognized destination of choice, providing dynamic and engaging arts, cultural, educational, and community experiences with unique economic development opportunities. The County owned campus contains numerous historic buildings formerly used to house and rehabilitate inmates. A number of buildings currently in use on the site have been renovated and are being adaptively reused as an arts center. The master plan study to explore the adaptive reuse potential for the remaining vacant campus buildings and redevelopment opportunities of the overall site was completed in the summer of 2023. Funding was approved and construction is underway for the historic preservation and renovations for adaptive reuse of two buildings, identified as Workhouse-13 and Workhouse-15, and the enhancements of the Ox Road Streetscape. This project is further referenced in the Government Facilities and Programs section of the CIP.