

# Public Private Partnerships & Joint Ventures

## PROGRAM DESCRIPTION

This section of the Capital Improvement Program (CIP) identifies projects partially or fully financed through partnership agreements. 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 allow them to move forward without affecting or detracting from resources available for other projects. P3's 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 County established a new governmental complex on 100 acres of land in the Fairfax Center area by exchanging land and lease commitments for a new building. 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 funded through the normal CIP process. In 1999, the County completed the South County Government Center and in 2005 completed the construction of South County Secondary School and the Laurel Hill Golf Course through partnership agreements.

The County also completed a Contract of Sale with Inova Health Systems for the transfer of approximately 15 acres of land including the Woodburn Mental Health Center and Woodburn Place in exchange for an approximate 5-acre parcel/pad site at Willow Oaks II, a cash payment, and a ten-year lease of 20,000 square feet within the new Merrifield Human Services Center. The Merrifield Center is a 200,000-square foot replacement facility for the former Woodburn Mental Health Center and a consolidation of Community Service Board programs that were located in leased facilities.

In addition, the Wiehle-Reston East Metrorail station was completed to support the Silver Line Phase I portion of the Rail to Dulles Airport. This station includes an underground 2,300 space parking garage for Metro riders and includes lease rights to privately develop additional buildings and supplemental parking directly above the underground County garage. The project remains an active public-private partnership development site and County staff will continue to provide coordination support into the future. The first office building was delivered in 2017, furthering County objectives of creating Transit Oriented Development and stimulating economic development.

Finally, the County completed an innovative, high quality, mixed income, 270-unit apartment complex on its Government Center campus. The complex, situated in a wooded setting and incorporating green building, low impact and sustainable design features, includes amenities such as garage parking, fitness and children's play areas, a swimming pool, conference room and outdoor courtyards, and is connected to the Government Center through a trail system. Located across the street from Fairfax Corner's restaurants,

shopping and movie theaters, the residential complex is close to transportation networks and the Fairfax Connector bus system. This project was awarded the 2017 Outstanding Project Innovation Award by the National Council for Public-Private Partnerships.

Other projects completed through the use of public-private partnerships, or partnerships with regional or state entities, include the widening of Route 28, Public Safety and Transportation Operations Center (PSTOC), Fairfax City Library, West Ox Bus Operations Center, VDOT Administration Building, the Mosaic District, Clemyjontri Park, Braddock Glen Assisted Living and Adult Day Care facility, Providence Community Center, the Lewinsville Center.

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 complete. Some of the active projects are detailed below:

## CURRENT PROJECT DESCRIPTIONS

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 Corner to Route 7, turning west to reconnect with the Dulles International Airport Access Highway (DIAAH) and then to Dulles Airport and into Loudoun County. When complete, the new line will have eleven stations, including eight in Fairfax County. There will be four in Tysons, and stations at Wiehle Avenue, Reston Town Center, Herndon, and Innovation Center.

In late 2008, the Commonwealth of Virginia completed the transfer of the Dulles Toll Road from state control to the Metropolitan Washington Airports Authority (MWAA), which will manage construction of the rail line. The primary source of funding to complete the rail line will be 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. The official project start for final design and construction activities 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 \$0.11 cents per \$100 of assessed value and will remain in effect until all debt service payments have been paid in full.

The Washington Metropolitan Airports Authority (MWAA) completed the preliminary engineering and awarded the Phase 2 construction contract in May 2014. The Phase 2 is estimated to cost \$2.8 billion. Fairfax County and Loudoun County are funding the parking garages (\$315 million) separately from the project. The County, in addition to the other local funding partners, approved the Memorandum of Agreement (MOA) in late 2011 to proceed with Phase 2 of the Project. The MOA explicitly recognizes that Fairfax will pay no more than 16.1 percent of the total project cost as previously agreed 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 2020 Adopted Budget Plans. The tax rate for the FY 2021 Advertised Budget Plan will be proposed at \$0.20 per \$100 of assessed value. When full revenue operations commence on Phase 2, which is tentatively planned by MWAA for September 2020, the tax rate may

be set at the level necessary to support the District's debt obligations per the terms of the district petition.

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 are expected to be paid from future special Commercial and Industrial (C&I) tax revenues along with \$10 million in 70 percent regional funding from the Northern Virginia Transportation Authority (NVTA). In addition, the Funding Partners closed on a United States Department of Transportation Infrastructure Finance and Innovation Act (TIFIA) loan. This loan offers competitive interest rates, unique financing provisions and will fund a majority of the funding partners remaining project costs. Fairfax County closed on its \$403.3 million TIFIA loan in December 2014. This project is further referenced in the Transportation and Pedestrian Initiatives section of the CIP.

2. **Innovation Center Metrorail Station Parking Garage** (Dranesville District): The Innovation Center Station Garage is part of the Phase 2 Rail to Dulles project and is required to be operational by the WMATA announced start date of revenue service for Phase 2. Fairfax County is responsible for the design, construction, operations and maintenance of the garage. The garage will have approximately 2,100 parking spaces, bicycle amenities, and associated stormwater management, roadwork and transportation improvements. The garage is required to accommodate the anticipated parking requirements for the Metrorail station and is being planned and coordinated in partnership with adjacent property owners as part of a Transit Oriented Development. The project includes a real estate exchange, joint rezoning, and shared public-private site infrastructure. The garage project is in the construction phase, with construction anticipated to be complete in early 2020. The total cost is \$52.0 million and is supported by Commercial and Industrial Tax revenues and parking revenue bond proceeds. This project is further referenced in the Transportation and Pedestrian Initiatives section of the CIP.

3. **Herndon Monroe Area Development Study** (Hunter Mill District): Funding in the amount of \$550,000 has been 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 is to determine the development potential for the approximately 10-acre portion of the site and define possible conceptual development options for its use. The study is underway with a consultant team of architects and land planners, civil and traffic engineers, and wetlands and environmental consultants. The team is evaluating opportunities for Transit Oriented Development concepts and options, consistent with the Comprehensive Plan goals on this site. This project is further referenced in the Transportation and Pedestrian Initiatives section of the CIP.



4. **Crescent Redevelopment** (Hunter Mill District): This project would facilitate the redevelopment of the county-owned Crescent Apartments site. The Crescent Apartments, a 181-unit apartment complex acquired by the County in FY 2006, is located adjacent to Lake Anne in Reston, near the new Metro Silver Line and the Reston Town Center. The property is managed by the FCRHA on behalf of the Board of Supervisors. This project is further referenced in the Housing and Community Development section of the CIP.

5. **North Hill** (Mt Vernon District): This project supports the development of the North Hill property, a 33-acre site owned by FCRHA, located at the intersection of Richmond Highway and Dart Drive. The FCRHA entered into an Interim Agreement with CHPPENN, a partnership of Community Housing Partners (CHP) and Pennrose. CHPPENN was awarded Low Income Housing Tax Credits (LIHTC) in June 2017. Approximately one third of the property will be sold to a developer to create 175 for-sale market rate townhomes. The rest of the property will be developed to create 219 multifamily affordable workforce units, and 60 affordable independent senior housing units, and a 12-acre public park. The townhouse land sale proceeds will be used to fund the infrastructure needed for the affordable rental development. Closing is anticipated in the first quarter of calendar year 2020 with construction starting shortly after. This project is further referenced in the Housing and Community Development section of the CIP.
6. **Oakwood Senior Housing** (Lee District): This project scope is to develop a 6.2-acre site owned by the FCRHA located at the intersection of Oakwood Road and Van Dorn Street. A developer was selected in January 2019 through the PPEA process. The land use approval process is underway. The selected proposal includes the development of up to 150 units of affordable independent senior housing. This project is further referenced in the Housing and Community Development section of the CIP.
7. **One University** (Braddock District): This project has been identified for predevelopment activities associated with One University. The site is located at the intersection of Route 123 and University Drive. A developer was selected in July 2018, and the land use process is complete. The selected proposal includes replacing the existing affordable housing (Robinson Square) and the existing FCRHA facilities with the construction of 240 units of affordable housing and 333 units of student housing, to serve the needs of George Mason University. This project is further referenced in the Housing and Community Development section of the CIP.
8. **Autumn Willow Senior Housing** (Springfield District): This project has been identified for predevelopment activities associated with the development of a 10.9-acre site owned by the FCRHA, located at the intersection of Stringfellow Road and Autumn Willow Drive. The project scope is to develop 150 units of affordable independent senior housing. This project is further referenced in the Housing and Community Development section of the CIP.
9. **Housing at Route 50/West Ox Road** (Sully District): This project has been identified for predevelopment activities. The Board of Supervisors has initiated the process to transfer this property to the FCRHA for the purpose of creating affordable housing. This project is further referenced in the Housing and Community Development section of the CIP.
10. **Affordable Housing Development Opportunities** (Countywide): The County and Redevelopment and Housing Authority are actively pursuing additional opportunities throughout Fairfax 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.
11. **East County Human Services Center** (Mason District): \$136,375,000 is estimated for a new East County Human Services Center in the Bailey's Crossroads area. This facility will provide enhanced service delivery to the residents of the eastern part of the County through consolidation of existing leased facility spaces to an integrated Health and Human Services site. Funding in the amount of \$5,375,000 has been approved from 2004 Human Services Bonds remaining from completed projects to support initial studies, and pre-design activities. Site location options for East County Human Services Center are being evaluated including, the Southeast Quadrant Redevelopment site, and repurposing of existing office building options in the service area. It is anticipated that EDA bonds will finance the remaining \$131 million to fully fund the project. This project is further referenced in the Health and Human Services portion of the CIP.

- 12. **Reston Town Center North (RTCN) Library and Community Spaces** (Hunter Mill District): Approximately \$39.5 million is proposed for a replacement Reston Library, community space, and common infrastructure as part of the overall master plan to reconfigure and provide integrated redevelopment of approximately 50 acres currently owned by Fairfax County and Inova. The plan addresses the development potential consistent with the needs of the community and in conformance with the Comprehensive Plan Amendment approved in February 2014. Options for procurement and development concepts for the proposed County blocks and the library location are being reviewed. Funding of \$10,000,000 was approved as part of the 2012 Library Bond Referendum for the Library and additional funding of \$29.5 million will be required. Additional funding will support the County share of the library-related infrastructure development and a Comprehensive Real Estate and Infrastructure Development Agreement with Inova. This Agreement will provide for the real estate exchange and design and construction of the campus site infrastructure. Economic Development Authority bond financing is anticipated to fund the remaining \$29.5 million required to implement the plan. This project is further referenced in the Government Facilities and Programs section of the CIP.
  
- 13. **Reston Town Center North (RTCN) Shelter and Human Services Center** (Hunter Mill District): Approximately \$152 million is proposed to fund an emergency shelter with transitional housing and a replacement facility for the existing North County Health and Human Services Center. This project is part of an overall master plan that reconfigures and provides integrated redevelopment of approximately 50 acres currently owned by Fairfax County and Inova. The proposed Human Services facility will support a consolidation of existing leased spaces into one site to provide enhanced and integrated multi-disciplinary services to residents in the western part of the County. The North County Human Services Center replacement will be part of a future phase PPEA solicitation to develop the balance of the property within the overall RTCN master plan. This future phase is anticipated to be in a 5 to 10-year timeframe. Funding of \$12,000,000 was approved as part of the fall 2016 Human Services/Community Development Bond Referendum for the Embry Rucker Shelter. It is anticipated that EDA bonds will finance the remaining requirement of \$140 million to implement the project. This project is further referenced in the Health and Human Services section of the CIP.
  
- 14. **Reston Town Center North (RTCN) RECenter** (Hunter Mill District): As part of the development of the Reston Town Center North area, the Fairfax County Park Authority is considering the future development of a new RECenter to serve the high demand in the Reston area. This RECenter may include facilities for indoor aquatics, fitness, sports and other recreation programs to meet the need of the surrounding community as 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.
  
- 15. **Original Mt Vernon High School Building Renovation** (Mt Vernon District): Approximately \$86.65 million is estimated to fully fund the renovation of the existing Mt Vernon High School Building. This project includes building studies, redevelopment master planning, design and construction for interim occupancies and the renovations and adaptive reuse of the historic Original Mt. Vernon High School facility. The facility was vacated in 2016 at the conclusion of a long-term lease. This building was constructed in 1939 and planning efforts are underway to determine adaptive reuse potential for the building that will provide pathways to opportunity for the



community. Immediate occupancy for the use of the gym began in fall 2016. In addition, the Fire Marshal and Fairfax County Public Schools have occupied space since July 2017, to improve service delivery in the south county area. The renovations of space adjacent to the Gym for the relocation of the Teen/Senior Center program from the South County Center is ongoing and will be completed in early 2020. Funding of \$1,250,000 was previously approved and EDA bonds are anticipated to fund the remaining \$85.4 million. This project is further referenced in the Government Facilities and Programs section of the CIP.

16. **Original Mt Vernon High School Site Development** (Mt Vernon District): This project includes the future redevelopment of the 42-acre Original Mount Vernon High School site, including the adjacent FCPA site and facilities. The planning effort is being coordinated with the Mount Vernon and Lee District communities to serve a wide range of community needs and opportunities that will facilitate the economic success of Fairfax County. The County solicited development proposals in spring 2017, under the PPEA Guidelines, for the development of a Master Plan. The first phase of the master planning effort is complete with focus placed on the renovations and adaptive reuse of the historic high school facilities. This project is further referenced in the Government Facilities and Programs section of the CIP.
17. **Massey Complex Master Planning and Redevelopment** (Providence District): Funding has been approved to support a Massey Complex Master Planning effort to evaluate potential land use alternatives for the future of the entire Massey Complex. The County has hired a master planning consultant team and the planning process is underway. The master planning effort will include assessment of priority County uses for the site, including future criminal justice, public safety and human services' needs, as well as City of Fairfax and George Mason University interest in the site. Other County agencies currently in nearby lease space, such as the Health Department and Office for Children are being evaluated for inclusion in the Master Plan. In addition, the Courts and Community Services Board have requested a new Court Diversion First and Re-Entry Center. Major areas of consideration will include the Massey Building site, the Old Courthouse, the Burkholder Administrative Center, and existing surface parking lots. The disposition of other County-owned real estate assets within the City of Fairfax at and near the Massey location, may also be evaluated for opportunities, and the potential for public private partnerships redevelopment will be assessed. This project is further referenced in the Government Facilities and Programs section of the CIP.
18. **Workhouse Campus Improvements** (Mount Vernon District): The overarching vision for the 50-acre Campus, located in Lorton, is to establish a unique, widely recognized destination of choice, providing dynamic and engaging arts, cultural, educational, and community building 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 County is seeking to further explore the adaptive reuse potential of the remaining vacant campus buildings and is reviewing two buildings, identified as Workhouse-13 and Workhouse-15 for historic preservation and renovations to provide adaptive reuse opportunities. This project is further referenced in the Government Facilities and Programs section of the CIP.
19. **Tysons Public Facilities:** (Hunter Mill and Providence Districts): 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 (#29), 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 proffers are anticipated to primarily fund these projects. 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.

20. **Willston Multi-Cultural Center** (Mason District): The Willston Multi-Cultural Center is planned to be redeveloped. The Seven Corners area plan envisions redevelopment around a mixed use, walkable community development. This project is in the early planning stages. This project is further referenced in the Future Project Lists and Details section of the CIP.
21. **Sports Complex Opportunities** (Countywide): 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 sport tourism events in Fairfax. These opportunities are in the early planning stages. This project is further referenced in the Future Project Lists and Details section of the CIP.
22. **Willard Health Center Campus Redevelopment** (Fairfax City): The County entered into an agreement with the City of Fairfax in August 2017 for a shared feasibility study of a joint redevelopment project. To further define the feasibility of the joint redevelopment, an agreement for additional concept study was executed in January 2019. The goal of the agreement is to develop concepts that maximizes the use of the County-owned Joseph Willard Health Center and JoAnne Jorgenson Laboratory, with the City-owned Sherwood Center and City of Fairfax Police Department sites. The City is seeking ways to address the recreational needs of the community, as identified in their Green Acres Center Feasibility Study. This project is further referenced in the Health and Human Services section of the CIP.
23. **Patrick Henry Library Partnership** (Hunter Mill District): This is a proposed joint development project between Fairfax County and the Town of Vienna to replace the Patrick Henry Library and provide additional parking in a structured garage for the Library and the Town. Patrick Henry Community Library is one of the busiest community libraries, operating at a level of a small regional library. Renovation or replacement is required to upgrade building systems and infrastructure that are well beyond the end of their life cycle and to meet current and future operational needs of the Library System. This project is further referenced in the Libraries section of the CIP.