



Committee on Transportation and Infrastructure
U.S. House of Representatives

Washington, DC 20515

Bill Shuster
Chairman

Peter A. DeFazio
Ranking Member

COMMITTEE RESOLUTION

Mathew M. Sturges, Staff Director

Katherine W. Dedrick, Democratic Staff Director

CONSTRUCTION
FBI HEADQUARTERS CONSOLIDATION
NATIONAL CAPITAL REGION
PNCR-FBI-NCR17

Resolved by the Committee on Transportation and Infrastructure of the U.S. House of Representatives, that pursuant to 40 U.S.C. §3307, \$834 million in appropriations are authorized for the site acquisition, design, management and inspection, and construction of a new federally-owned headquarters facility for the Federal Bureau of Investigation of not more than 2.1 million rentable square feet in the National Capital Region for the General Services Administration, for which a prospectus is attached to and included in this resolution.

Provided, the total funds made available through appropriations, including funds transferred to the "Federal Bureau of Investigation, Construction" account, do not exceed \$2.11 billion (excluding the value realized from the exchange of the J. Edgar Hoover building, outfitting, and decommissioning costs).

Provided further, the Administrator considers transportation impacts, including National Capital Planning Commission recommendations on parking and proximity to metro rail.

Provided further, the Administrator considers the total costs to the government for relocations, site preparation, and site acquisition.

Provided further, that such appropriations are authorized only for a project that results in a fully consolidated FBI Headquarters facility.

Provided further, that the Administrator of General Services shall transmit to the Committee on Transportation and Infrastructure of the House of Representative and the Committee on Environment and Public Works of the Senate a report on the construction of a new headquarters for the Federal Bureau of Investigation (FBI). The report transmitted under this provision shall include a summary of the material provisions of the construction and full consolidation of the FBI in a new headquarters facility, including but not limited to, a schedule, the square footage, proposed costs to the Government, and a description of all buildings and infrastructure needed to complete the project.

Provided further, that the Administrator shall not delegate to any other agency the authority granted by this resolution.

Provided further, that the Administrator's authority to make an award of this project expires two years from the date of the adoption of this resolution.

Adopted: **December 7, 2016**



Bill Shuster, M.C.
Chairman

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United States Senate

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS

WASHINGTON, DC 20510-6175

RYAN JACKSON, MAJORITY STAFF DIRECTOR
BETTINA POIRIER, DEMOCRATIC STAFF DIRECTOR

114th Congress

2nd Session

United States Senate COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS

COMMITTEE RESOLUTION

CONSTRUCTION FBI HEADQUARTERS CONSOLIDATION NATIONAL CAPITAL REGION PNCR-FBI-NCR17

RESOLVED BY THE COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS OF THE UNITED STATES SENATE

that pursuant to title 40 U.S.C. § 3307, a prospectus providing for the construction of a new federally owned facility to provide a fully consolidated Headquarters for the Federal Bureau of Investigation (FBI) in the National Capital Region (NCR) to bring together employees from the J. Edgar Hoover Building and 13 leased locations across the NCR into a new, modern and secure facility tailored to fully support FBI's national security, intelligence and law enforcement missions, authorizing appropriations for the General Services Administration at an amount not to exceed \$759,000,000, a description of which is attached hereto and by reference made part of this resolution, is approved.

Provided, that such appropriations are authorized only for a project that results in a fully consolidated FBI Headquarters facility;

Provided further, that the new FBI Headquarters Facility shall contain not greater than 2.1 million rentable square feet;

Provided further, that the number of parking spaces for privately owned vehicles shall be determined in accordance with parking ratios developed in coordination with the National Capital Planning Commission; and

Provided further, that the Administrator shall not delegate to any other agency the authority granted by this resolution.


Chairman


Ranking Member

Adopted: May 18, 2016

**PROSPECTUS – CONSTRUCTION
FBI HEADQUARTERS CONSOLIDATION
NATIONAL CAPITAL REGION**

Prospectus Number: PNCR-FBI-NCR17
Congressional Districts: MD 4,5
VA 8

FY 2017 Project Summary

The General Services Administration (GSA) proposes construction of a new federally owned facility of approximately 2.1 million rentable square feet (RSF)¹ to provide a consolidated Headquarters for the Federal Bureau of Investigation (FBI) in the National Capital Region (NCR). The FBI Headquarters facility will bring together employees from the J. Edgar Hoover Building (JEH) and 13 leased locations across the NCR into a new, modern and secure facility tailored to fully support FBI's national security, intelligence and law enforcement missions. The proposed GSA construction funding in this prospectus will partner with construction funding requested in appropriations to the FBI, FY 2016 enacted appropriations, the value of the JEH exchange and other available FBI resources to support the construction cost of the FBI Headquarters facility.

FY 2017 Committee Approval and Appropriation Requested

(Design, Construction, and Management and Inspection).....\$759,000,000

Overview of Project

As an intelligence-driven and a threat-focused national security organization with both national security and law enforcement responsibilities, the mission of the FBI is to protect and defend the United States against terrorist and foreign intelligence threats, to uphold and enforce the criminal laws of the United States, and to provide leadership and criminal justice services to federal, state, municipal, and international agencies and partners.

The proposed FBI Headquarters facility will consolidate FBI personnel from the JEH and 13 leased locations. The proposed facility will accommodate approximately 11,000 personnel, resulting in an open-plan workspace environment to include state-of-the-art IT infrastructure as required by the FBI's national security mission. The facility will be built to meet ISC Level V security specifications on one of three previously identified sites. Initial programming provides 6,697 to 8,155 structured and unstructured parking spaces² for official vehicles, employees, and visitors.

At the time of project initiation, the FBI was housed in 21 locations throughout the NCR, including JEH, occupying an aggregate total of 3,029,709 rentable square feet. Over the

¹ This prospectus references an estimated total rentable square feet. The total rentable square footage will vary depending upon the final rentable to usable factor which will be determined by the winning bid, design and selected site.

² The actual amount of parking required will be dependent upon final site selection and the availability of alternate means of transportation.

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intervening years, FBI has taken a number of actions resulting in a decrease in the agency’s footprint. Today, FBI Headquarters functions in the NCR are housed in 14 locations, totaling 2,930,552 rentable square feet. Staff in each of these 14 locations will be consolidated into the new FBI Headquarters facility. The precise RSF for the new FBI Headquarters facility will vary based on the final R/U factor which is dependent upon the winning bid, design and selected site.

Location and Site Area

The project includes conveying title to JEH to the winning bidder in exchange for a newly constructed FBI Headquarters facility at one of the three previously identified potential sites in Greenbelt, MD, Landover, MD, and Springfield, VA.

Greenbelt..... 61 acres
Greenbelt – Comprised of approximately 61 acres of land owned by the State of Maryland and the Washington Metropolitan Area Transit Authority (WMATA), and controlled by GSA pursuant to a purchase option agreement. Located at the Greenbelt Metrorail Station, in Prince George’s County, Maryland.

Landover 80 acres
Landover – Comprised of approximately 80 acres, privately owned, and controlled by GSA pursuant to a purchase option agreement between GSA and the current site owner. Located at the site of the former Landover Mall, in Prince George’s County, Maryland.

Springfield..... 58 acres
Springfield - Comprised of approximately 58 acres of federally owned land under the custody and control of GSA. Located at the current site of the GSA Franconia Warehouse Complex in Fairfax County, Virginia.

Building Area

The proposed transaction allows the bidders to submit proposals to construct the FBI Headquarters facility on one of the three sites described above. Bidders have the opportunity to submit proposals on one, two or all three of the identified potential sites.

Building (excluding parking)..... 2,100,000 RSF

Bidders are required to accommodate parking consistent with the number of spaces required for each location: 6,697 spaces for Greenbelt; 8,155 spaces for Landover; 7,039

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spaces for Springfield, each inclusive of 425 official vehicles (including Bureau Cars and FBI police). Distribution between structured and unstructured parking will be dependent upon the site and the proposal made by the bidder.

Project Budget

The costs of the consolidated FBI Headquarters facility will be supported by: (1) FY 2016 enacted funds from the Omnibus Consolidated Appropriations Act, which included \$180 million in FBI construction funding, \$135 million in resources made available from the FBI's prior year balances, and \$75 million in GSA FBF construction funding; (2) the value realized from the exchange of the JEH; (3) the President's Fiscal Year 2017 budget proposal of \$759 million in construction funding within the GSA FBF; and (4) the President's Fiscal Year 2017 budget proposal of \$646 million in the FBI's Construction account. Combined, these funds should ensure that GSA is in a position to award the project on schedule in FY 2017, and support the design and construction of the full consolidation. It is anticipated that outfitting and transition costs will be addressed by the FBI in future years.

Schedule

	Start	End*
GSA Construction Management/Oversight Activities	FY 2016	FY 2022
Design and Construction	FY 2017	FY 2022

(*Identified end dates for both management and oversight, and design and construction are estimates. Actual schedules will be established following award with the winning bidder during design development.)

Tenant Agencies

Federal Bureau of Investigation

Justification

The FBI is in urgent need of a consolidated Headquarters facility to support information sharing, collaboration, and integration of strategic priorities. Currently, FBI Headquarters elements are dispersed over 14 locations in the greater Washington, DC area. This dispersion and fragmentation has created significant challenges to effective command and control and to facilitating organizational change. Dispersion diverts time and resources, hampers coordination, decreases flexibility, and impedes the FBI's ability to rapidly respond to ever changing, asymmetric threats. The FBI needs a consolidated Headquarters facility and operations center to support information sharing, collaboration and integration of strategic priorities. By consolidating into a single location, FBI will

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realize significant mission synergies, and greatly increase workforce and mission security compared to the varying risk scenarios existing throughout the current facilities.

The FBI has occupied JEH since 1974. The approximately 1.8 million rentable square foot (2.4 million gross square foot) JEH sits on 6.7 acres of land fronting Pennsylvania Avenue and is a prime location for office, retail, and residential uses. The building was designed at a time when FBI operated differently, and it cannot be redeveloped to provide the necessary space to consolidate the FBI Headquarters components or to meet the agency's physical security and current and projected operational requirements. Furthermore the IT infrastructure in JEH has reached capacity and cannot be expanded further. These challenges can best be addressed through consolidation and by providing a flexible infrastructure capable of supporting multiple IT systems. The JEH was not designed to support today's FBI mission that includes an increased emphasis on national security.

JEH and virtually all of the 13 offsite leased facilities do not meet the applicable Interagency Security Committee (ISC) Standards. Senate Report 110-397 – Departments of Commerce and Justice, Science, and Related Agencies Appropriations Bill, 2009, concluded that JEH does not meet the ISC physical security criteria. As the central facility for the management of intelligence and national security programs, the FBI Headquarters facility must have high reliability and survivability of utilities and infrastructure.

Due to the critical need for continuous operations of the FBI, the consolidated FBI Headquarters must be resilient to safeguard the mission it houses and remain operational and capable in the event of local or regional emergency. The facility must provide the FBI the ability to anticipate, prepare for, and adapt to changing conditions and withstand, respond to, and recover rapidly from disruptions. In order to achieve resilience, the program includes utility and building systems redundancy, back-up power generation and water storage requirements, and energy and water efficiency targets. Requirements for utility redundancy include dual feeds for communications, electric service, potable water, and natural gas. Where appropriate, delivery of building services must also be redundant to ensure continued operability in the event of a disruption internal to the facility.

Summary of Energy Compliance

The consolidated FBI Headquarters facility will be designed to attain a Gold rating in the Leadership in Energy and Environmental Design (LEED) Building Design and Construction (BD+C) rating system, as required by GSA policy for new Federal

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facilities. Furthermore, it will be LEED Operations and Maintenance (O+M) “ready” to ensure that the building systems are operated and maintained efficiently over the long term, protecting the government’s investment.

Energy and Resources – Design, construction, and ongoing operation of the facility will minimize the impact on the environment and the utilization of energy and other scarce and non-renewable resources. The project will consider operational requirements, and focus on strategies that support energy surety goals, incorporating principles of energy source diversity, onsite renewable energy, energy storage, net-zero energy readiness, and micro-grids, as appropriate, informed by mission goals and life-cycle cost analyses.

Sustainability – Design and construction of the facility will achieve a minimum of LEED Gold rating in the BD+C v4 rating system. The new facility will comply with all applicable federal sustainability requirements. It will also consider operational requirements, and incorporate principles of passive design, onsite management of storm-water and waste, resource efficiency, human health and well-being, and life cycle costing.

Reliability and Resilience – The facility will be designed to have high reliability and survivability of utilities and infrastructure. It will include efficient, state-of-the-art HVAC, lighting, power, security, and telecommunications systems and equipment that require minimal maintenance and are designed with backup capabilities to ensure minimal loss of service or downtime. Design of the site and buildings will include principles of energy and water surety, and resistance and resilience to climate change. Incremental climate change impacts, extreme weather conditions, and/or other extreme events, will result in minimal disruption to the mission of the FBI Headquarters complex and the safety of its occupants. The building enclosure systems and critical building systems will be designed to optimize performance and resilience in response to potential extreme events and conditions.

Prior Appropriations

Prior Appropriations			
Public Law	Fiscal Year	Amount	Purpose
114-113	2016	\$75,000,000	Construction Management and oversight activities and other project support costs
Appropriations to Date		\$75,000,000	

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Prior Committee Approvals

None

Alternatives Considered

The proposed state-of-the-art FBI Headquarters facility is a unique asset, built to the Government's specifications in the form of a detailed Program of Requirements. The proposed facility will meet the long term needs of the FBI. GSA analyzed the modernization and redevelopment of JEH, but in addition to being cost prohibitive, the current facility as sited is not capable of meeting the square footage, security setback, or operational requirements of the FBI. A leased alternative is not cost-effective given FBI's 46 year history in the current location and the stated 50+ year requirement for the proposed facility. A leased alternative is not considered to be cost effective and the 30 year present value of such alternative was not analyzed.

Recommendation

CONSTRUCTION

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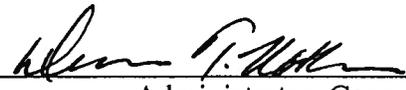
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Certification of Need

The proposed project is the best solution to meet a validated Government need.

Submitted at Washington, DC, on February 8, 2016

Recommended: 
Commissioner, Public Buildings Service

Approved: 
Administrator, General Services Administration