

FROM HEADQUARTERS BUILDING TO FIELD OFFICES: EXAMINING THE FBI'S REAL ESTATE NEEDS AND STRATEGY

(118-52)

HEARING BEFORE THE SUBCOMMITTEE ON ECONOMIC DEVELOPMENT, PUBLIC BUILDINGS, AND EMERGENCY MANAGEMENT OF THE COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE HOUSE OF REPRESENTATIVES ONE HUNDRED EIGHTEENTH CONGRESS

SECOND SESSION

APRIL 10, 2024

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U.S. House of Representatives
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APRIL 5, 2024

SUMMARY OF SUBJECT MATTER

TO: Members, Subcommittee on Economic Development, Public Buildings, and Emergency Management
FROM: Staff, Subcommittee on Economic Development, Public Buildings, and Emergency Management
RE: Subcommittee Hearing on “*From Headquarters Building to Field Offices: Examining the FBI’s Real Estate Needs and Strategy*”

I. PURPOSE

The Subcommittee on Economic Development, Public Buildings, and Emergency Management of the Committee on Transportation and Infrastructure will meet on Tuesday, April 10, 2024, at 10:00 a.m. ET in 2167 of the Rayburn House Office Building to receive testimony at a hearing entitled, “*From Headquarters Building to Field Offices: Examining the FBI’s Real Estate Needs and Strategy*.” The purpose of the hearing is to examine the Federal Bureau of Investigation’s (FBI’s or Bureau’s) vast real estate portfolio of field offices and associated resident agencies, Headquarters in downtown Washington, D.C., and other FBI facilities across the country. Members will receive testimony from witnesses from the General Services Administration (GSA) and the FBI.

II. BACKGROUND

In addition to the FBI Headquarters building in Washington, D.C., which is under GSA’s custody and control, the FBI has multiple Federally owned facilities in the FBI’s custody and control.¹ Some of these include the Bureau’s campus in Quantico, Virginia, which houses the FBI Academy; the FBI Laboratory Division; the Operational Technology Division; and the Hostage Rescue Team.² The Bureau’s presence spans across the country from its data center in Pocatello, Idaho, to their presence at the United States Army’s Redstone Arsenal in Huntsville, Alabama.³

The FBI also has a network of 56 field offices (9,039,204 rentable square feet (RSF) in total) located in metropolitan areas across the country. These offices are where the FBI carries out investigations, assesses local and regional crime threats,

¹ See GSA, *DC Federal Buildings*, (last updated Aug. 13, 2017), available at <https://www.gsa.gov/about-us/gsa-regions/region-11-national-capital/buildings-and-facilities/district-of-columbia>; see also FBI, *FBI Locations* (Mar. 2024), available at <https://fbijobs.gov/locations>.

² See FBI, *FBI Locations*, (Mar. 2024), available at <https://fbijobs.gov/locations>.

³ See Press Release, FBI, *FBI Cuts Ribbon for New Data Center in Idaho*, (Nov. 18, 2019), available at <https://www.fbi.gov/news/press-releases/fbi-cuts-ribbon-for-new-data-center-in-idaho>; see also FBI, *FBI At Redstone Arsenal*, (Mar. 2024), available at <https://fbijobs.gov/locations/redstone-arsenal>.

and works with law enforcement and other partners on cases and operations.⁴ In addition to field offices, there are more than 350 satellite offices, or resident agencies (3,477,760 RSF), located in smaller towns or cities.⁵ These function as a part of field offices and allow for broader regional coverage.⁶

While the FBI has custody and control of some of their owned locations, the Bureau relies on GSA to meet all of their space requirements for both field offices and resident agencies.⁷ Nine FBI field offices are located in Federal buildings, which are owned by the Federal Government and under the custody and control of GSA, like the offices in New York City, New York, and Los Angeles, California.⁸ The vast majority of FBI field offices, however, are housed in privately owned buildings where GSA has procured a lease for the FBI.⁹

Following the Oklahoma City bombing in 1995 and accelerating after the 9/11 terrorist attacks, the FBI took steps to transform its field operations, including creating new field offices requiring space.¹⁰ “We hired more agents and analysts, we established more Joint Terrorism Task Forces, we created new Field Intelligence Groups, so we simply needed more room for our people and partners and workplaces more conducive to sharing information,” said then-Assistant Director Patrick Findlay of the FBI Facilities and Logistics Services Division.¹¹

After September 11th, GSA and the FBI procured leased space across the country to meet the mission requirements of the FBI.¹² For example, between September 2001 and November 2009, 16 new FBI offices were completed and 15 more were under contract or had been authorized by Congress.¹³ At the time, the FBI indicated that their field office program was the largest lease-construct program in the history of the Federal Government.¹⁴ The FBI has stated that it costs approximately \$45 million to move and replicate a FBI field office in a new location.¹⁵ In many instances, GSA will negotiate a succeeding lease with the incumbent lessor because it is cost prohibitive to move and replicate a FBI field office in a new location.¹⁶ As a result, GSA often negotiates with incumbent lessors for the FBI to remain in existing field office locations.¹⁷ Therefore, the FBI, on average, has remained in leased locations, procured after September 11th, for approximately 17 years.¹⁸

III. COMMITTEE SUPPORT OF PURCHASE OPTIONS FOR FBI FIELD OFFICES

The taxpayer potentially pays billions of dollars in rent payments unnecessarily when the Federal Government has long-term space requirements with no option to acquire the building. According to the Government Accountability Office (GAO), in these instances, the option to acquire a building where the government has a leasehold interest can be both financially advantageous and provide greater security to the tenant agency.¹⁹ Yet, the FBI field offices are typically 15 or 20-year leases where GSA is recommending replacement 20-year leases without any options for negotiated discounted purchase options.²⁰ As a result, the taxpayer has likely paid for these properties many times over and will do so again when new 20-year leases are executed. For example, for one lease authorized for an FBI field office in 2022, the

⁴ FBI, *FBI Locations*, (Mar. 2024), available at <https://fbijobs.gov/locations>.

⁵ *Id.*

⁶ *Id.*

⁷ Briefing from Staff, FBI, to Staff, H. Comm. on Transp. and Infrastructure (Mar. 18, 2024, 3:00 p.m. EST).

⁸ E-mail from Policy Advisor, Office of Congressional and Intergovernmental Affairs, GSA (Mar. 19, 2024, 5:17 p.m. EST) (on file with Comm.).

⁹ *Id.*

¹⁰ FBI, *The Post-9/11 FBI, Bricks and Mortar To Do the Job*, (Nov. 6, 2009), available at https://archives.fbi.gov/archives/news/stories/2009/november/facilities__110609.

¹¹ *Id.*

¹² *Id.*

¹³ *Id.*

¹⁴ *Id.*

¹⁵ Briefing from Staff, FBI, to Staff, H. Comm. on Transp. and Infrastructure (Mar. 18, 2024, 3:00 p.m. EST).

¹⁶ E-mail from Staff, Office of Congressional and Intergovernmental Affairs, GSA to Staff, H. Comm. on Transp. and Infrastructure (Mar. 19, 2024, 5:17 p.m. EST) (on file with Comm.).

¹⁷ *Id.*

¹⁸ E-mail from Staff, Office of Congressional and Intergovernmental Affairs, GSA to Staff, H. Comm. on Transp. and Infrastructure (Mar. 19, 2024, 5:17 p.m. EST) (on file with Comm.).

¹⁹ GAO, GAO-17-195, *FEDERAL REAL PROPERTY: GSA SHOULD INFORM TENANT AGENCIES WHEN LEASING HIGH-SECURITY SPACE FROM FOREIGN OWNERS* (Jan. 3, 2017), available at <https://www.gao.gov/products/gao-17-195>.

²⁰ See H. COMM. ON TRANSP. AND INFRASTRUCTURE, *GSA Resolutions*, available at <https://transportation.house.gov/gsa/default.aspx>.

taxpayer paid \$62 million over the term of the previous lease and by the end of the replacement lease term, the taxpayer will have paid an additional \$92 million.²¹

During the 117th Congress, H.R. 2220 passed with overwhelmingly bipartisan support, to amend title 40, United States Code, to modify the treatment of certain bargain-price options to purchase at less than fair market value, and for other purposes (P. L. 117–257).²² President Biden signed the legislation into law on December 21, 2022.²³ This legislation conformed the treatment of certain bargain-price options and options to purchase at less than fair market with the Office of Management and Budget’s (OMB) requirements for operating leases, under Circular A–11 Appendix B.²⁴ Importantly, purchase options have the potential of saving taxpayer dollars on long-term space needs.²⁵ This legislation intended to allow GSA to negotiate below fair market value purchase options with private sector lessors while also meeting the budget scoring requirements for Federal operating lease transactions.²⁶ Despite enactment of H.R. 2220, OMB continues to prohibit GSA from negotiating these purchase options into leases.²⁷ On May 10, 2023, Committee Chairman Graves and Subcommittee Chairman Perry wrote to OMB Director Young raising these questions and concerns.²⁸ To date, OMB has not responded to the correspondence.

IV. COMMITTEE OVERSIGHT OF FBI REAL PROPERTY

ROLE OF THE COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE (COMMITTEE)

Pursuant to 40 U.S.C. § 3307, the Committee’s approval for new GSA Capital Investment and Lease Program prospectus is required when the total cost of a capital project or lease exceeds the current threshold of \$3.613 million per year.²⁹ Since fiscal year (FY) 2019, the Committee has authorized 1.73 million RSF of space for FBI field offices costing \$67.4 million annually or \$1.3 billion over the terms of the leases (20 years).³⁰ Pending before the Committee for consideration is an additional 797,737 RSF costing \$39.5 million annually or \$790 million over the lease terms.³¹

Since FY 2022, GSA has submitted twelve lease prospectuses to the Committee and the Senate Committee on Environment and Public Works for FBI field offices.³² Currently, three are pending Committee approval and five are pending approval by Committees in both the House and Senate.³³

FOREIGN OWNERSHIP

In January 2017, GAO published a report entitled, “GSA Should Inform Tenant Agencies When Leasing High-Security Space from Foreign Owners.”³⁴ In the report, GAO found that GSA had procured foreign-owned leased space for six FBI field of-

²¹ GSA Prospectus, Federal Bureau of Investigation, Omaha, NE, Prospectus No. PNE-02-OM22.

²² Pub. L. No. 117–257, 136 Stat. 2371.

²³ *Id.*

²⁴ OMB, EXEC. OFF. OF THE PRESIDENT, CIRCULAR NO. A–11, PREPARATION, SUBMISSION, AND EXECUTION OF THE BUDGET, APPENDIX B (Aug. 2022), available at <https://www.whitehouse.gov/wp-content/uploads/2018/06/a11.pdf> [hereinafter Appendix B].

²⁵ GAO, GAO–16–536R, FEDERAL REAL PROPERTY: LEASES WITH PURCHASE OPTIONS ARE INFREQUENTLY USED BUT MAY PROVIDE BENEFITS (June 21, 2016), available at <https://www.gao.gov/assets/gao-16-536r.pdf>.

²⁶ Letter from Rep. Sam Graves, Chairman, H. Comm. on Transp. and Infrastructure and Rep. Scott Perry, Chairman, Subcomm. on Economic Development, Public Buildings, and Emergency Management of the H. Comm. on Transp. and Infrastructure, to the Hon. Shalanda Young, Director, OMB (May 10, 2023) (on file with Comm.).

²⁷ Appendix B, *supra* note 24.

²⁸ Letter from Rep. Sam Graves, Chairman, H. Comm. on Transp. and Infrastructure and Rep. Scott Perry, Chairman, Subcomm. on Economic Development, Public Buildings, and Emergency Management of the H. Comm. on Transp. and Infrastructure, to the Hon. Christopher Wray, Director, FBI (Dec. 14, 2023) (on file with Comm.); Letter from Rep. Sam Graves, Chairman, H. Comm. on Transp. and Infrastructure and Rep. Scott Perry, Chairman, Subcomm. on Economic Development, Public Buildings, and Emergency Management of the H. Comm. on Transp. and Infrastructure, to the Hon. Robin Carnahan, Administrator, GSA (Dec. 14, 2023) (on file with Comm.).

²⁹ 40 U.S.C. § 3307.

³⁰ H. COMM. ON TRANSP. AND INFRASTRUCTURE, *GSA Resolutions*, (Mar. 2024), available at <https://transportation.house.gov/gsa/default.aspx>.

³¹ *Id.*

³² *Id.*

³³ *Id.*

³⁴ GAO, GAO–17–195, FEDERAL REAL PROPERTY: GSA SHOULD INFORM TENANT AGENCIES WHEN LEASING HIGH-SECURITY SPACE FROM FOREIGN OWNERS (Jan. 3, 2017), available at <https://www.gao.gov/products/gao-17-195>.

ices and three Drug Enforcement Administration (DEA) field offices.³⁵ At the time of the report, GAO determined that some of the high-security lease space GSA had procured was owned by companies based in countries including Canada, China, Israel, Japan, and South Korea.³⁶ However, GAO was unable to identify ownership information for about one-third of GSA's 1,406 high-security leases as of March 2016, because ownership information was not readily available for all buildings.³⁷

On December 31, 2020, the President signed into law the Secure Federal Leases from Espionage and Suspicious Entanglements Act (P.L. 116–276).³⁸ The legislation sought to address many of GAO's recommendations by imposing disclosure requirements regarding the foreign ownership, particularly “beneficial ownership” of prospective lessors of “high-security space” which is property leased to the Federal Government having a security level of three or higher, as well as existing lessors of such space.³⁹ The Act applies to any lease or lease novation entered into six months after the date of the enactment of the Act.⁴⁰

V. FBI HEADQUARTERS UPDATE

Per language in both the Consolidated Appropriations Acts, 2022 and Consolidated Appropriations Acts, 2023 GSA evaluated and considered the following sites to house the next FBI Headquarters: Greenbelt, Maryland; Landover, Maryland; and Springfield, Virginia.⁴¹ On November 9, 2023, GSA announced that Greenbelt, Maryland, had been selected as the location for the new FBI Headquarters.⁴² Furthermore, per the Consolidated Appropriations Act, 2022 GSA is required to submit a report to the Committee which satisfies the requirements of the prospectus process found in section 3307(b) of title 40, United States Code and receive authorization of the prospectus prior to spending appropriated funds.⁴³ The Further Consolidated Appropriations Act, 2024 provided an additional \$200 million for a new consolidated FBI HQ.⁴⁴

On March 28, 2024, GSA submitted to the Committee the report required by the Consolidated Appropriations Act, 2022. The report proposes a 2.1 million RSF consolidated headquarters for the FBI in Greenbelt, Maryland, consolidating the J. Edgar Hoover building and eight leased locations.⁴⁵

Following the December 12, 2023, Subcommittee hearing entitled, “*Ensuring Transparency in the Federal Government: An Examination of GSA's Site Selection for the FBI Headquarters*,” Committee Chairman Graves and Subcommittee Chairman Perry sent letters to GSA Administrator Carnahan and FBI Director Wray requesting copies of documents and communications pertaining to the site evaluation and selection of the Greenbelt, Maryland, site to house the next FBI Headquarters.⁴⁶ To date, GSA and the FBI have partially responded to Chairman Graves' and Subcommittee Chairman Perry's correspondence and provided initial document productions.⁴⁷ While both GSA and the FBI indicated that they will provide copies

³⁵ *Id.*

³⁶ *Id.*

³⁷ *Id.*

³⁸ Secure Federal Leases from Espionage and Suspicious Entanglements Act, Pub. L. No. 116–276, 134 Stat. 3362.

³⁹ *Id.*

⁴⁰ *Id.*

⁴¹ See Consolidated Appropriations Act, 2022, Pub. L. No. 117–103, 136 Stat. 276; see also Consolidated Appropriations Act, 2023, Pub. L. No. 117–328, 136 Stat. 4687.

⁴² Press Release, GSA, *GSA releases statement on site selection for FBI Headquarters*, (Nov. 9, 2023), available at <https://www.gsa.gov/about-us/newsroom/news-releases/gsa-selects-greenbelt-maryland-for-new-fbi-headquarters-campus-location-11092023>.

⁴³ Consolidated Appropriations Act, 2022, Pub. L. No. 117–103, 136 Stat. 276.

⁴⁴ Further Consolidated Appropriations Act, 2024, Pub. L. No. 118–47.

⁴⁵ GSA, REPORT SITE ACQUISITION, DESIGN, AND MANAGEMENT/OVERSIGHT/SUPPORT ACTIVITIES, DEPARTMENT OF JUSTICE—FEDERAL BUREAU OF INVESTIGATION, CONSOLIDATED HEADQUARTERS, GREENBELT, MARYLAND (Mar. 28, 2024) (on file with Comm.).

⁴⁶ Letter from Rep. Sam Graves, Chairman, H. Comm. on Transp. and Infrastructure and Rep. Scott Perry, Chairman, Subcomm. on Economic Development, Public Buildings, and Emergency Management of the H. Comm. on Transp. and Infrastructure, to the Hon. Christopher Wray, Director, FBI (Dec. 14, 2023); Letter from Rep. Sam Graves, Chairman, H. Comm. on Transp. and Infrastructure and Rep. Scott Perry, Chairman, Subcomm. on Economic Development, Public Buildings, and Emergency Management of the H. Comm. on Transp. and Infrastructure, to the Hon. Robin Carnahan, Administrator, GSA, (Dec. 14, 2023) (on file with Comm.).

⁴⁷ Letter from Patrick N. Findlay, Assist. Director, FBI, (Feb. 5, 2024) to Rep. Sam Graves, Chairman, H. Comm. on Transp. and Infrastructure and Rep. Scott Perry, Chairman, Subcomm. on Economic Development, Public Buildings, and Emergency Management of the H. Comm. on Transp. and Infrastructure; Letter from Gianelle Rivera, Assoc. Administrator, GSA to Rep. Sam Graves, Chairman, H. Comm. on Transp. and Infrastructure and Rep. Scott Perry, Chairman,

of documents and communications responsive to the Committee’s request as they become available, to date neither the FBI nor GSA has made subsequent productions to the Committee.

Additionally, the President’s FY 2025 Budget Request proposes the capitalization of a new Federal Capital Revolving Fund (FCRF) with a \$10 billion mandatory appropriation.⁴⁸ The proposed FCRF would fund civilian Federal agencies’ largest Federal real property projects, such as construction, renovations, and purchases, in one appropriation.⁴⁹ Annual discretionary repayments by purchasing agencies would replenish the FCRF and would be available until expended to fund additional capital projects.⁵⁰

For the FBI Greenbelt, Maryland, Headquarters project, the FY 2025 Budget proposed a \$3.5 billion allocation from the FCRF, to be repaid by the FBF in 15 annual amounts of \$233 million.⁵¹ The FCRF funding would be paired with approximately \$845 million in available GSA enacted appropriations to support the acquisition and construction of the FBI Greenbelt, Maryland Headquarters project.⁵² Additionally, GSA and FBI continue efforts to identify a Federally owned location in Washington, D.C., to support a presence of approximately 750 to 1,000 FBI personnel that would support day-to-day FBI engagement with the United States Department of Justice’s headquarters, the White House, Congress, and other law enforcement agencies.⁵³ The Biden Administration plans to use existing balances in the FBI’s account previously appropriated for the new headquarters effort to build a downtown Washington, D.C., location to support the FBI’s mission.⁵⁴

It is important to note that Congress has not authorized or provided funding to the FCRF when it was previously proposed by the Trump Administration or the Biden Administration. OMB continues to propose the creation of this new fund but fails to indicate how the initial \$10 billion in seed-money would be funded nor why a new fund is needed given the existence of GSA’s Federal Buildings Fund.

VI. WITNESSES

- Elliot Doomes, Commissioner, Public Buildings Service, GSA
- Nicholas Dimos, Assistant Director, Finance and Facilities Division, FBI

Subcomm. on Economic Development, Public Buildings, and Emergency Management of the H. Comm. on Transp. and Infrastructure (Feb. 2, 2024) (on file with Comm.).

⁴⁸ GSA, *Fiscal Year 2025 Congressional Justification*, (Mar 13, 2024), available at <https://www.gsa.gov/reference/reports/budget-and-performance/annual-budget-requests>.

⁴⁹ *Id.*

⁵⁰ *Id.*

⁵¹ *Id.*

⁵² *Id.*

⁵³ *Id.*

⁵⁴ *Id.*

FROM HEADQUARTERS BUILDING TO FIELD OFFICES: EXAMINING THE FBI'S REAL ES- TATE NEEDS AND STRATEGY

WEDNESDAY, APRIL 10, 2024

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ECONOMIC DEVELOPMENT, PUBLIC
BUILDINGS, AND EMERGENCY MANAGEMENT,
COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE,
Washington, DC.

The subcommittee met, pursuant to call, at 10:04 a.m., in room 2167 Rayburn House Office Building, Hon. Scott Perry (Chairman of the subcommittee) presiding.

Mr. PERRY. The Subcommittee on Economic Development, Public Buildings, and Emergency Management will come to order.

The Chair asks unanimous consent that the Chair be authorized to declare a recess at any time during today's hearing.

Without objection, so ordered.

The Chair also asks unanimous consent that Members not on the subcommittee be permitted to sit with the subcommittee at today's hearing and ask questions.

Without objection, so ordered.

As a reminder, if Members wish to insert a document into the record, please also email it to DocumentsTI@mail.house.gov.

The Chair now recognizes himself for purposes of an opening statement for 5 minutes.

OPENING STATEMENT OF HON. SCOTT PERRY OF PENNSYLVANIA, CHAIRMAN, SUBCOMMITTEE ON ECONOMIC DEVELOPMENT, PUBLIC BUILDINGS, AND EMERGENCY MANAGEMENT

Mr. PERRY. I want to begin by thanking our witnesses for being here today to discuss the Federal Bureau of Investigation's current real estate footprint and space strategy.

The FBI has a massive real estate portfolio across this country, comprised of a headquarters building in downtown Washington, DC; 56 field offices; and more than 350 satellite offices, also known as resident agencies, under its field office umbrella. Together, the network of field offices and resident agencies represent more than 12 million rentable square feet of space.

The FBI also controls the campus at Quantico, Virginia; a data center in Pocatello, Idaho; and has substantial presence at the United States Army's Redstone Arsenal in Huntsville, Alabama.

And several years ago, GSA completed construction of a new records management facility in Winchester, Virginia.

Currently, we have GSA prospectuses for FBI leases pending committee approval that would account for nearly 800,000 square feet of space, costing \$40 million annually, or nearly \$800 million over the terms of the proposed leases. And we recently received the official proposal for a new FBI headquarters building in Greenbelt, Maryland.

The bottom line is the FBI's space footprint is massive and costly, and so, it is critical that we ensure the FBI's real estate is right-sized, and that we understand how each proposal for space fits into an overall strategy.

Now, some of the FBI's space proposals simply don't make sense to me or us. For example, despite the FBI decreasing the number of people working out of a new headquarters, the current headquarters proposal maintains the same 2.1 million square feet of space as was proposed in 2016. So, less people, but the same amount of square footage. And the price has ballooned. The cost went from under \$3 billion to now well over \$4.3 billion, and that is on top of the FBI proposing to maintain a headquarters footprint in the District of Columbia, as well.

To make matters worse, the Office of Management and Budget proposes to fund most of this project through the creation of a new Federal Capital Revolving Fund, or an FCRF, that would need \$10 billion in seed money.

The FBI testified before this subcommittee a few months ago, in December of last year, that the Greenbelt site, in their view, created challenges because of the site size and the presence of wetlands. And I suspect these challenges also significantly increased construction costs. At the hearing in December, the Bureau also raised concern about GSA's site evaluation and selection process due to former GSA Public Buildings Commissioner Nina Albert going against the recommendation of the nonpartisan site selection panel and selecting a site owned by the Washington Metropolitan Area Transit Authority, or WMATA, her former employer.

Following this hearing, Chairman Graves and I sent letters continuing to inquire into this decision, which included document production requests to both GSA and the FBI. And while I appreciate GSA and the FBI responding to our letter and providing an initial document production, I would like to know the status of efforts to identify and produce all—produce all—responsive documents to this committee. That would include copies of communications between GSA, the FBI, and other administration officials. You received the oversight request 5 months ago and have had more than enough time to fully respond and comply with the committee's requests.

Returning to a point I raised previously, we currently have lease prospectuses for FBI field offices pending before the committee. And how could we be expected to sincerely and completely evaluate that without all the information?

After the 1995 Oklahoma City bombing and continuing after the 9/11 terrorist attacks, the FBI's space requirements were adjusted, resulting in an expansion of its field operations. In recent years, the full committee has been asked to approve new and replacement

leases for many of these field offices, yet it has been unclear how GSA and the FBI are assessing ongoing space needs based on current threats and mission.

The taxpayer winds up paying for many of these leased buildings several times over without any equity accruing, even after the taxpayer invests tens of millions of dollars for special build-outs in these buildings. However, GSA continues to be stifled from even negotiating discounted purchase options in these leases, despite overwhelming passage of legislation authorizing the GSA to do exactly that.

Now, today, we have an opportunity here to make sure we don't overbuild and overlease for the FBI and save the taxpayers, potentially, billions of dollars without compromising mission. I hope today we can get to some answers as the committee prepares to review any proposal for a new FBI headquarters and pending and future FBI office lease prospectuses.

[Mr. Perry's prepared statement follows:]

Prepared Statement of Hon. Scott Perry, a Representative in Congress from the Commonwealth of Pennsylvania, and Chairman, Subcommittee on Economic Development, Public Buildings, and Emergency Management

The FBI has a massive real estate portfolio across this country, comprised of a headquarters building in downtown Washington, D.C., 56 field offices and more than 350 satellite offices, also known as "resident agencies," under its field office umbrella. Together the network of field offices and resident agencies represents more than 12 million rentable square feet of space. The FBI also controls the campus in Quantico, Virginia, a data center in Pocatello, Idaho, and has a substantial presence at the United States Army's Redstone Arsenal in Huntsville, Alabama, and, several years ago, GSA completed construction of a new records management facility in Winchester, Virginia.

Currently, we have GSA prospectuses for FBI leases pending Committee approval that would account for nearly 800,000 square feet of space, costing \$40 million annually, or nearly \$800 million over the terms of the proposed leases. And, we recently received the official proposal for a new FBI headquarters building in Greenbelt, Maryland.

The bottom line is—the FBI's space footprint is massive and costly. And, so it is critical that we ensure the FBI's real estate is right-sized and that we understand how each proposal for space fits into an overall strategy.

But, some of the FBI's space proposals simply don't make sense. For example, despite the FBI decreasing the number of people working out of a new headquarters, the current headquarters proposal maintains the same 2.1 million square feet of space as was proposed in 2016. And, the price has ballooned. The cost went from under \$3 billion to now well over \$4.3 billion and that is on top of the FBI proposing to maintain a headquarters footprint in the District of Columbia.

To make matters even worse, the Office of Management and Budget (OMB) proposes to fund most of this project through the creation of a new Federal Capital Revolving Fund (FCRF) that would need \$10 billion in seed money.

The FBI testified before this subcommittee a few months ago that the Greenbelt site, in their view, created challenges because of the site size and the presence of wetlands. And, I suspect these challenges also significantly increase construction costs. At the hearing in December, the Bureau also raised concerns about GSA's site evaluation and selection process due to former GSA Public Buildings Commissioner Nina Albert going against the recommendation of the nonpartisan site selection panel and selecting a site owned by the Washington Metropolitan Area Transit Authority (WMATA)—her former employer.

Following this hearing, Chairman Graves and I sent letters continuing to inquire into this decision, which included document production requests to both GSA and the FBI.

While I appreciate GSA and the FBI responding to our letter and providing an initial document production, I would like to know the status of efforts to identify

and produce all responsive documents to the Committee. This includes copies of communications between GSA, the FBI, and other Administration officials. You received the oversight request five months ago and have had more than enough time to fully respond and comply with the Committee's requests.

Returning to a point I raised previously, we currently have lease prospectuses for FBI field offices pending before the Committee.

After the 1995 Oklahoma City bombing and continuing after the 9/11 terrorist attacks, the FBI's space requirements were adjusted, resulting in an expansion of its field operations.

In recent years, the full Committee has been asked to approve new and replacement leases for many of these field offices, yet it has been unclear how GSA and the FBI are assessing ongoing space needs based on current threats and mission.

The taxpayer winds up paying for many of these leased buildings several times over without any equity accruing even after the taxpayer invests tens of millions of dollars for special buildouts in these buildings. However, GSA continues to be stilled from even negotiating discounted purchase options in these leases despite overwhelming passage of legislation authorizing GSA to do so. We have an opportunity here to make sure we don't overbuild and over-lease for the FBI and save the taxpayer potentially billions of dollars.

I hope today we can get some answers as the Committee prepares to review any proposal for a new FBI headquarters and pending and future FBI field office lease prospectuses.

Mr. PERRY. The Chair now recognizes Ranking Member Titus for 5 minutes for her opening statement.

**OPENING STATEMENT OF HON. DINA TITUS OF NEVADA,
RANKING MEMBER, SUBCOMMITTEE ON ECONOMIC DEVELOPMENT,
PUBLIC BUILDINGS, AND EMERGENCY MANAGEMENT**

Ms. TITUS. Thank you, Chairman Perry, for holding another hearing on the FBI's real estate footprint.

I appreciate the witnesses being here. It is especially nice to see you, Mr. Doomes; you are looking good.

At our last hearing on the FBI in December of 2023, this subcommittee examined plans for a new, consolidated, suburban headquarters for the FBI. Since that time, GSA has submitted to this committee a report on the construction of a new headquarters building, so, I look forward to discussing this report with Mr. Doomes, our GSA witness.

I am interested in receiving more information on GSA's procurement strategy and funding needs, particularly on how GSA is going to provide the FBI with the secure, modern facility that it needs while also ensuring efficient use of taxpayer dollars.

I also look forward to hearing from our FBI witness, Mr. Dimos, about the FBI's broader real estate strategy.

After 9/11, as you heard from the chairman, the FBI's mission expanded dramatically. We had 16 new FBI offices completed, and 15 more were under contract or had been authorized by Congress. At the time, the FBI indicated that their field office program was the largest lease-construct program in the history of the Federal Government.

Today, the FBI occupies 5 headquarters buildings, 56 field offices, and 350 resident agency offices all across the country, and the majority of these are under leases procured by the GSA in privately owned buildings. It would be helpful to know from the witnesses how many of the FBI leases will be expiring within the next 5 years; second, whether there are plans to consolidate and relocate

offices; and third, how the FBI will protect its data in co-located spaces and buildings not owned by the Federal Government.

Finally, with these questions in mind, I would like to get a sense of whether any of the FBI field office prospectuses that have already been submitted to this committee will need to be amended to accommodate the fluctuations we are seeing in the real estate market.

So, again, I thank our witnesses for being here. I look forward to today's discussion.

And I thank you, Mr. Chairman.

[Ms. Titus' prepared statement follows:]

Prepared Statement of Hon. Dina Titus, a Representative in Congress from the State of Nevada, and Ranking Member, Subcommittee on Economic Development, Public Buildings, and Emergency Management

Thank you, Chairman Perry, for holding a hearing, once again, on the FBI's real estate footprint.

At our last hearing on the FBI in December of 2023, this Subcommittee examined plans for a new, consolidated, suburban headquarters for the FBI.

Since that time, GSA has submitted to this Committee a report on the construction of a new headquarters building. I look forward to discussing this report with our GSA witness, Mr. Elliot Doomes.

I am interested in receiving more information on GSA's procurement strategy and funding needs, particularly on how GSA is going to provide the FBI with the secure, modern facility it needs while also ensuring the efficient use of taxpayer dollars.

I also look forward to hearing from our FBI witness, Mr. Nick Dimos, about the FBI's broader real estate strategy.

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At the time, the FBI indicated that their field office program was the largest lease-construct program in the history of the Federal Government.

Today, the FBI occupies 5 headquarters buildings, 56 field offices, and 350 resident agency offices across the country, the majority of which are under leases procured by the GSA in privately-owned buildings.

It would be helpful to know how many of the FBI leases will be expiring within the next five years, whether there are plans to consolidate and relocate offices, and how the FBI will protect its data in co-located spaces and buildings not owned by the federal government.

Finally, with these questions in mind, I would like to get a sense of whether any of the FBI field office prospectuses that have already been submitted to this Committee will need to be amended to accommodate fluctuations in the real estate market.

I want to thank our witnesses again for being here and I look forward to today's discussion.

Thank you, Mr. Chairman.

Mr. PERRY. The Chair thanks the ranking member. The Chair now recognizes the ranking member of the full committee, Mr. Larsen, for 5 minutes for an opening statement.

OPENING STATEMENT OF HON. RICK LARSEN OF WASHINGTON, RANKING MEMBER, COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE

Mr. LARSEN OF WASHINGTON. Thank you, Chair. At today's hearing, we will examine the FBI's real estate needs. I want to thank the witnesses for participating in this hearing, which comes less than 4 months after they both testified at a hearing on the site selection process for a new headquarters building.

The FBI has a broad mission and mandate. The FBI combats terrorism, espionage, cyber crime, public corruption, organized crime, white collar and violent crimes. The FBI started to transform its field operations following the Oklahoma City bombing, and this work accelerated in the wake of the 9/11 terrorist attacks. To meet its post-9/11 mission, the FBI added more than 12,000 staff and contract personnel and formed 653 State and local task forces.

The data collection needs expanded, and new facility security requirements were implemented. The FBI's current 56 multitenant and stand-alone facilities across commercially leased and federally owned facilities must accommodate data storage, evidence storage, firearms storage, special equipment and vehicle storage, command centers, SCIFs, and interview rooms, all which require money and space.

Over the past few years, FBI facilities in Atlanta, Phoenix, Houston, Cincinnati, and Seattle have been attacked. I hope the witnesses will explain how GSA and the FBI are working together to protect facilities, and the employees who work in them, from domestic terrorism.

I also would like to know the potential impact on the FBI staff and operational capabilities if a new headquarters building is not built soon. The FBI has an important mission, and its employees deserve safe, secure, and functional workspaces. I look forward to discussing how this committee can help ensure the FBI has the infrastructure that it needs today and into its future.

With that, I yield back.

[Mr. Larsen of Washington's prepared statement follows:]

Prepared Statement of Hon. Rick Larsen, a Representative in Congress from the State of Washington, and Ranking Member, Committee on Transportation and Infrastructure

Today's hearing will examine the Federal Bureau of Investigation's (FBI) real estate needs.

I would like to thank the witnesses for participating in this hearing, which comes less than four months after they both testified at a hearing on the site selection process for a new FBI headquarters building.

The FBI has a broad mission and mandate. The FBI combats terrorism, espionage, cybercrime, public corruption, organized crime, white collar and violent crimes.

The FBI started to transform its field operations following the Oklahoma City bombing, and this work accelerated in the wake of the 9/11 terrorist attacks.

To meet its post-9/11 mission, the FBI added more than 12,000 staff and contract personnel and formed 653 state and local task forces.

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I would also like to know the potential impact on the FBI's staff and operational capabilities if a new headquarters building is not built soon.

The FBI has an important mission, and its employees deserve safe, secure, and functional workspaces. I look forward to discussing how this committee can help ensure the FBI has the infrastructure it needs today and into the future.

Thank you, Mr. Chairman.

Mr. PERRY. The Chair thanks the gentleman. I would now like to welcome our witnesses and thank you each for being here today.

Briefly, I would like to share a moment to explain the lighting system to our witnesses. I know you have been here before, but let's just make sure. There are three lights in front of you: green means go, yellow means you are running out of time, and red means please conclude your remarks.

I ask unanimous consent that the witnesses' full statements on both panels be included in the record.

Without objection, so ordered.

The Chair also asks unanimous consent that the record of today's hearing remain open until such time as our witnesses on either panel have provided answers to any questions that may be submitted to them in writing.

Without objection, so ordered.

The Chair also asks unanimous consent that the record remain open for 15 days for any additional comments and information submitted by Members or witnesses on either panel to be included in the record of today's hearing.

Without objection, so ordered.

As your written testimony has been made part of the record, the subcommittee asks that you limit your oral remarks to 5 minutes.

With that, Mr. Doomes, you are recognized for 5 minutes for your testimony.

TESTIMONY OF ELLIOT D. DOOMES, COMMISSIONER, PUBLIC BUILDINGS SERVICE, U.S. GENERAL SERVICES ADMINISTRATION; AND NICHOLAS DIMOS, ASSISTANT DIRECTOR, FINANCE AND FACILITIES DIVISION, FEDERAL BUREAU OF INVESTIGATION

TESTIMONY OF ELLIOT D. DOOMES, COMMISSIONER, PUBLIC BUILDINGS SERVICE, U.S. GENERAL SERVICES ADMINISTRATION

Mr. DOOMES. Good morning, Chairman Perry, Ranking Member Titus, Ranking Member Larsen, and distinguished members of the subcommittee. My name is Elliot Doomes, and I am the Commissioner of the Public Buildings Service at the U.S. General Services Administration. Thank you for the opportunity to testify today on how PBS supports the Federal Bureau of Investigation's real estate needs and strategy.

Mr. PERRY. Mr. Doomes, can you pull the mic kind of like straight at you there?

Thank you, sir.

Mr. DOOMES. GSA's intent is to deliver the highest quality facilities for the FBI while maintaining our agency goals of optimizing the Federal footprint.

GSA partners with Federal agencies like the FBI and community stakeholders to meet our mission of providing real estate solutions for the Federal Government at the best value to the taxpayer. We accomplish this mission by implementing a real estate portfolio strategy to prioritize investments that make optimal use of feder-

ally owned facilities, disposing of unneeded facilities, and implementing strategies that reduce costs.

GSA drives our strategy forward in partnership with agencies like the FBI to support their long-term mission. For the FBI, our priorities are the construction of their new headquarters and the support to acquire and administer their field office operations.

PBS is fully committed to providing high-quality space for the American taxpayer. GSA's fiscal year 2025 budget request includes \$1.6 billion for repair and alterations, of which \$584 million is for major repairs and alterations, and a new request for a \$425 million optimization program that will allow GSA to reconfigure and renovate Federal buildings to better utilize space and to expedite the disposition of unneeded Federal facilities. With full access to the Federal Buildings Fund, PBS will be able to reconfigure and renovate core assets under GSA's controls in efforts to right-size our Federal footprint faster, while saving taxpayer dollars and supporting local economies.

GSA leverages its expertise and best practices to support the real estate mission requirements of the FBI. I will provide two examples that illustrate how GSA has worked with the FBI to shrink its footprint and better utilize existing federally owned facilities.

First, in October 2020, the FBI was able to eliminate two leases and reduce the total space needs by over 50,000 rentable square feet in New York City by consolidating into the Javits Federal Building. This consolidation resulted in lease cost savings totaling \$13 million annually.

Second, in Philadelphia, Pennsylvania, GSA renovated space in the William J. Green, Jr., Federal Building to restack the building and enhance security features, which in turn allowed FBI to consolidate two existing leases into that space. This consolidation eliminated the need for 31,000 rentable square feet, with an annual reduction of \$840,000 in rent.

In accordance with the Consolidated Appropriations Act of Fiscal Year 2022, last month, GSA submitted a report on the construction of a new suburban headquarters for the FBI in the national capital region. The FBI headquarters suburban campus will bring together employees from the Hoover Building and eight leased locations across the national capital region for a new, modern, and secure facility tailored to fully support the FBI's national security, intelligence, and law enforcement mission.

The report included a summary of the material provisions of the construction and consolidation of the FBI in a new headquarters facility, including all estimated costs associated with site acquisition, design, construction, management and inspection, and a description of the buildings and infrastructure needed to complete the project.

Now that the relevant committees in both the House and the Senate have received the headquarters report required by Congress, GSA awaits the necessary approvals before acquiring the Greenbelt, Maryland, site and commencing with design and construction activities.

The FBI's space needs are not limited to the national capital region. Multiple locations throughout the country are experiencing significant challenges. Because the space requirements of the FBI require significant tenant improvements, GSA works closely with

the agency to ensure efficient use of space and cost effectiveness for taxpayers.

Currently, the FBI occupies 56 field offices across the country, 47 of which are leased by GSA, totaling approximately 12.5 million rentable square feet. The remaining nine FBI field offices are located in GSA federally owned facilities under GSA's control. At these locations, the FBI pays rent that is deposited into the Federal Buildings Fund, with the expectation that the rent will be used to adequately maintain the facilities that the FBI occupies. Providing GSA with full access to the FBF is crucial to our mission of providing the highest level of support to not only the FBI, but to other Federal agencies.

In conclusion, GSA's mission is to provide the best value in real estate, which means working with the agencies like the FBI to deliver the functional and secure Federal facilities that they need in order to fulfill their missions. GSA looks forward to continuing to work with the FBI and this committee on these important projects, and I look forward to answering your questions.

[Mr. Doomes' prepared statement follows:]

Prepared Statement of Elliot D. Doomes, Commissioner, Public Buildings Service, U.S. General Services Administration

Good morning, Chairman Perry, Ranking Member Titus, and distinguished Members of the Subcommittee. My name is Elliot Doomes, and I am the Commissioner of the Public Buildings Service ("PBS") at the U.S. General Services Administration ("GSA"). I appreciate the Committee's invitation to discuss how PBS supports the Federal Bureau of Investigation's ("FBI") real estate needs and strategy, and provide an update on GSA's site selection for the FBI Headquarters suburban campus since my testimony last December. GSA's intent is to deliver the highest quality facilities for the FBI while maintaining our agency goals of optimizing the federal footprint.

GSA partners with federal agencies like the FBI, community stakeholders, and the real estate industry at large to meet our mission of providing real estate solutions for the federal government at the best value to the taxpayer. We can best accomplish this mission by implementing our fundamental real estate portfolio strategy to prioritize investments that make optimal use of federally-owned facilities for which there are long-term agency requirements while disposing of facilities the government no longer needs, and implementing leasing strategies that optimize space and reduce costs. GSA drives our portfolio strategy forward in partnership with agencies like the FBI to support their mission over the long-term. For the FBI, our priorities are the construction of their new headquarters and the support required to acquire and administer the leases for many of their 56 field offices.

GSA is fully committed to providing high-quality space for the American taxpayer. Each year, GSA submits a capital plan as a part of the President's budget request that outlines strategic investments to better meet the government's real estate needs. This year, GSA's FY 2025 budget submission includes \$1.6 billion for repair and alterations work, of which \$584 million is for major repairs and alteration, and a new request for a \$425 million Optimization Program that will allow GSA to reconfigure and renovate federal buildings to better utilize space and to expedite the disposition of unneeded federal facilities. If this request is approved, agencies like the FBI will benefit from our Optimization Program that is designed to support their mission needs by facilitating GSA's strategic divestiture of unneeded federally-owned assets and reducing the reliance on leased space. This fund will allow GSA to reconfigure and renovate core assets under GSA's jurisdiction, custody, and control to support efforts to more efficiently utilize these assets in response to the requirements of our client agencies. With full access to the Federal Buildings Fund, GSA will be able to right-size our federal footprint faster while saving taxpayer dollars and supporting local economies with good paying jobs.

NATIONAL PRIORITIES RELATED TO THE FBI

GSA leverages its expertise and best practices to support the real estate mission requirements of the FBI. I will describe some of the unique challenges related to supporting the space and location requirements for the FBI's mission, and provide some examples of where GSA has worked with the FBI to consolidate several locations into one at considerable savings to the taxpayer. I can assure this Committee that my priority as the Commissioner of GSA's PBS is to deliver the highest-quality real property solutions for agencies like the FBI at the best value for the federal taxpayer.

It is helpful to highlight two examples where GSA worked with the FBI to shrink its footprint and better utilize existing federally-owned facilities. First, in October 2020, the FBI was able to eliminate two leases and reduce its total space needs by over 50,000 Rentable Square Footage ("RSF") in New York City by consolidating into the Javits Federal Building. This resulted in a lease cost savings totaling \$13 million annually, and brought the FBI's total occupancy at the Javits federal building up to 604,388 RSF. GSA continues to invest in that space, with \$37 million requested in FY 2025 to allow for needed fire and life-safety improvements. Second, in Philadelphia, Pennsylvania, GSA renovated space in the William J. Green, Jr., Federal Building to restack the building and enhance security features, which in turn allowed the FBI to consolidate two existing leases into that space. The first phase was completed in July 2021 and the second phase was completed in February 2024. This consolidation eliminated the need for 31,000 RSF with an annual reduction of \$840,000 in rent.

FBI HEADQUARTERS

The FBI is in dire need of a new headquarters facility. The FBI has occupied the J. Edgar Hoover Building (the "Hoover Building") since 1974. However, as multiple studies have found and many members and staff of this Committee have witnessed firsthand, the Hoover Building is no longer able to support the FBI's long-term security, space, and mission requirements. This 50-year-old facility is nearing the end of its life cycle, and is exhibiting many signs of significant deterioration. Moreover, the Hoover Building was not designed to meet the modern mission requirements of the FBI. As our FBI colleagues have indicated, the dispersion of FBI elements across several locations in the National Capital Region ("NCR") has created significant management challenges and impedes the FBI's ability to respond to emerging threats. This was true in 2011 when the process to examine the need for a new building began, and the issues have only worsened since that time.

As part of the Consolidated Appropriations Act, 2022 (P.L. 117-103), Congress directed GSA to select a new headquarters location for the FBI from among three specified locations. GSA determined that Greenbelt, Maryland was the site most advantageous for the government, because it has the lowest overall cost to taxpayers of the three sites that were considered; the site provides the best access to public transportation for FBI employees and visitors as it is accessible to both the Metro and commuter rails; it provides the government with project schedule certainty; and, it offers the greatest opportunity for the government's investment to positively impact the Washington, D.C. region through sustainable and equitable development.

GSA ran a fair and transparent process, guided by the agency's best practices in site selection. At every step, the GSA team worked to carefully follow the process outlined publicly, and to make a decision that best meets the needs of the FBI and the public for the long-term. Consistent with our commitment to transparency, our agency's full site selection decision and many other related documents associated with the site selection process are publicly available on GSA's website.

FBI PROSPECTUS REPORT

In accordance with Division E, Title V, Section 530 of the Consolidated Appropriations Act, 2022 (P.L. 117-103), on March 28, 2024, GSA submitted a report, consistent with the requirements of section 3307(b) of title 40, United States Code, on the construction of a new suburban headquarters for the FBI in the NCR.

The FBI headquarters suburban campus will bring together employees from the Hoover Building and eight leased locations across the NCR for a new, modern, and secure facility tailored to fully support the FBI's national security, intelligence, and law enforcement missions. The report includes a summary of the material provisions of the construction and consolidation of the FBI in a new headquarters facility, including all of the estimated costs associated with site acquisition, design, construction, management and inspection, and a description of the buildings and infrastruc-

ture needed to complete the project. Upon submission, GSA posted this report on our website in our publicly available online prospectus library.

Now that the relevant committees in both the House and Senate have received the headquarters report required by Congress, GSA awaits the necessary approvals before acquiring the Greenbelt, Maryland site and commencing with design and construction activities.

FBI FIELD OFFICES

The FBI's space needs are not limited to the NCR. Multiple locations throughout the country are experiencing significant challenges impeding the FBI's ability to rapidly respond to ever changing threats, as highlighted by the U.S. Government Accountability Office. Because the space requirements of the FBI require significant tenant improvements, GSA is working with the agency in these locations to ensure efficient use of space and cost effectiveness for the taxpayers.

Currently, the FBI occupies 56 field offices across the country, 47 of which are leased by GSA, totaling approximately 12.5 million RSF. The remaining nine FBI field offices are located in federally-owned facilities under GSA's jurisdiction, custody, and control. At these locations, the FBI pays GSA rent that is deposited into the Federal Buildings Fund, with the expectation that this rent will be used to adequately maintain the facilities that the FBI occupies. Providing GSA with full access to the Federal Buildings Fund is crucial to our mission of providing the highest level of support to not only the FBI, but to all of our customer agencies.

GSA requires both funding and approval to deliver high-quality space in federally-owned facilities. The need for consistent access to the Federal Buildings Fund and a more streamlined prospectus process is highlighted throughout the Agency's FY 2025 budget request.

CONCLUSION

GSA's mission is to provide the best value in real estate, which means working with partner agencies like the FBI to deliver the functional and secure federal facilities they need in order to fulfill their missions. GSA is fully committed to delivering a highly effective footprint to help the FBI deliver on their mission. GSA looks forward to working with the FBI and this Committee on these important projects. Thank you for the opportunity to testify before you today. I look forward to answering your questions.

Mr. PERRY. Thank you, Mr. Doomes.

Mr. Dimos, you are now recognized for 5 minutes for your testimony, sir.

TESTIMONY OF NICHOLAS DIMOS, ASSISTANT DIRECTOR, FINANCE AND FACILITIES DIVISION, FEDERAL BUREAU OF INVESTIGATION

Mr. DIMOS. Chairman Perry, Ranking Member Titus, and members of the subcommittee, thank you for inviting me today to discuss the FBI's real estate strategy.

The FBI's mission is to protect the American people and uphold the United States Constitution. We do this work from our 56 field offices located in metropolitan areas across the United States and in approximately 350 smaller regional sites across the country. From these roughly 400 locations, we cover over 3.8 million square miles of United States Territory where we gather intelligence on terrorists seeking to harm Americans, where foreign intelligence actors seek to erode our economic and military capabilities, where our companies are being hacked, where fentanyl is being trafficked, and where gangs are threatening our communities.

Our mission directly impacts the type of space we need. Standard office space does not meet the needs of our special agents, intelligence analysts, scientists, and other professionals. The FBI requires command centers, interview rooms, space for seized drug

evidence, weapons vaults, computer forensics laboratories, automotive bays for SWAT vehicles, and space to house equipment for the FBI's Chemical, Biological, Radiological, Nuclear, and Explosives response mission.

In addition to FBI employees, our national security and traditional law enforcement programs are supported by more than 7,000 task force officers, many of whom are co-located in FBI space for case coordination and intelligence sharing. These officers support us through cyber, violent crime, gang, and joint terrorism task forces. Our communities are safer. Our country is safer because we are sitting side by side with these partners.

Security also drives FBI space requirements. Hostile actors seek to cause harm to FBI personnel and facilities and exfiltrate sensitive information. As we saw just last week when a hostile actor rammed into the gate at the FBI's Atlanta field office, security requirements like vehicle barriers provide critical protection to our working men and women and to our sensitive intelligence.

While these mission, partnership, and security requirements incur additional facilities costs, the FBI team and I are committed to being responsible stewards of taxpayer dollars. As part of this commitment, over the past several years, the FBI has reassessed the geographic distribution of key functions, relocating programs and teams from the national capital region to West Virginia, Idaho, Alabama, and other locations across the country. As a result, over the past 5 years, the FBI has consolidated 10 leases in the national capital region alone, totaling almost \$24 million in annual rent savings.

In recent years, we have also reduced our office space, workstation size, and consolidated closed investigative files at our Central Records Complex in Winchester, Virginia. We are similarly transitioning evidence storage from costly leased space across the country to a facility in Georgia.

We have relocated many assets outside of the national capital region, and yet certain functions must remain in the DC area, which is why the new headquarters project is critically important to us. Investing hundreds of millions of dollars, if not billions, to sustain the J. Edgar Hoover Building is not the best use of taxpayer dollars, hence our request for a new facility and why the FBI and GSA continue to partner closely on next steps for the project.

The risk of doing nothing to protect our people and sensitive information is too great with continued pipe bursts, concrete instability, and failing heating and cooling equipment at JEH. As we work together on the new headquarters project and other important facilities needs across the country, you have the FBI's and my commitment to ensure we are doing right by the taxpayer each step of the way.

Thank you for inviting me to appear before you today, and I am happy to answer your questions.

[Mr. Dimos' prepared statement follows:]

**Prepared Statement of Nicholas Dimos, Assistant Director, Finance and
Facilities Division, Federal Bureau of Investigation**

Good morning, Chairman Perry, Ranking Member Titus, and Members of the Subcommittee. Thank you for the opportunity to appear before you today to testify about the Federal Bureau of Investigation's (FBI) real estate strategy, both in the National Capital Region (NCR) and across the country.

The mission of the FBI is to protect the American people and uphold the U.S. Constitution. The FBI's 37,000-person workforce worldwide—special agents, intelligence analysts, scientists, lawyers, engineers, information technology specialists, language specialists, fingerprint examiners, victim specialists, gunsmiths, and many more—work each day to fulfill this commitment and responsibility to the nation. To complete this important work, the FBI relies on its people, partnerships, innovation, and processes—which are supported through the access to secure and efficient facilities.

Today, the FBI is located in 56 field offices centrally located in major metropolitan areas across the United States and Puerto Rico. In addition, the FBI operates approximately 350 smaller offices, known as resident agencies, generally located in smaller cities and towns. The FBI's placement of facilities is evaluated on an ongoing basis; as threats shift and evolve, the FBI has implemented changes to its workforce allocation and real estate portfolio. Over the past ten years, based on an evaluation of the evolving threat environment, the FBI has closed approximately 24 resident agencies and opened four new resident agencies. Of particular note, in FY 2019, the FBI requested and received Congressional Appropriations Committee approval through the congressional relocation reporting (CRR) process to combine the Memphis and Knoxville field offices into one centrally located Nashville field office. Although some personnel will remain in Memphis and Knoxville (as resident agency facilities), many personnel will relocate to the new Nashville field office. This change was based on population growth patterns across the State of Tennessee and the evolving threat environment. This consolidation allows the FBI to more efficiently address national security and crime problems across the state while reducing duplicative administrative positions and enhancing investigative capacity. The FBI and General Services Administration (GSA) are currently re-evaluating the procurement strategy for the Nashville field office facility to ensure it meets mission needs at a cost that aligns with the current budget environment.

The threat environment also impacts the space and size requirements within FBI facilities. After September 11, 2001, the workload and workforce of the FBI transformed as the FBI saw significant growth in its counterterrorism, counterintelligence, cyber, and intelligence programs. Not only did this transformation increase the operational tempo of the FBI, but it increased the number of positions by almost 13,000 (from over 24,000 positions in 2001 to over 37,000 positions today). In addition to the FBI workforce, over the past two decades the FBI has increasingly relied on the partnership of federal, state, local, and tribal law enforcement partners. Since 2001, over 600 new task forces have been established, bringing over 7,000 task force officers into FBI space for case coordination and intelligence sharing.

FBI facilities consist of much more than office space—they are operational spaces that enable the FBI to conduct joint operations with these federal, state, local, and tribal law enforcement partners through Joint Terrorism, Cyber, Safe Streets, and other task forces; analyze and disseminate essential intelligence to foreign and domestic partners; forensically exploit digital media and other evidence collected during the course of investigations; monitor audio, visual, and electronic surveillance; coordinate undercover operations; serve as a translation hub for foreign language needs throughout the United States Intelligence Community (USIC) and for FBI cases; host meetings with private sector partners to convey sensitive threat information; and coordinate extraterritorial investigations overseas.

FBI facilities support these unique mission sets, to include space for custodial interviews of suspects, interviews of victims, evidence holding and processing, weapons and ammunition vaults, computer forensics laboratories, automotive bays capable of housing specialty vehicles (e.g., SWAT vehicles), and space to house specialty equipment for the FBI's Chemical, Biological, Radiological, Nuclear, and Explosives (CBRNE) response mission. These requirements drive some of our tenant improvement costs when working with GSA to identify locations for FBI field offices.

The FBI's expanded national security and intelligence mission over the past two decades has resulted in significant investments in secure space that supports intelligence analysis and investigations at the Top Secret classification level. Additionally, security features, such as vehicle barriers, visitor screening areas, and Secure Compartmented Information Facilities (SCIFs) are required. Security features like these are expensive and another key driver of our tenant improvement costs when

working with GSA, but are necessary to protect the FBI workforce and the intelligence information we work with.

In addition to field office locations, the FBI has occupied the J. Edgar Hoover (JEH) Building since 1974. Since that time, the mission of the FBI has evolved—particularly in complex national security investigations and cases requiring sophisticated technology tradecraft and tools—but the building and technical infrastructure of the facility was not designed to support the modern FBI and have not kept pace with this mission evolution. Moreover, the facility infrastructure of JEH has deteriorated to the point where hundreds of millions—if not billions—of dollars would be required to fully renovate and sustain it. Concrete on the exterior of the building is crumbling, and netting is attached around the building's perimeter to catch concrete from falling onto pedestrians passing by on sidewalks below. There have also been instances where interior concrete has fallen into employee workspaces. Pipes routinely leak or burst, which has resulted in damage to FBI technology, records, and space. The deteriorating infrastructure and failing technology of the current headquarters building will continue to make it increasingly difficult to rapidly address developing threats and enhance collaboration across FBI divisions and programs. In addition, JEH cannot accommodate all employees in the NCR, so the FBI maintains other leases to house those employees.

Since the new headquarters process began nearly two decades ago, the FBI has reassessed what functions need to remain in the NCR versus those that can be relocated to other parts of the United States. FBI headquarters consists of many different locations across the country, including in Quantico, Virginia; Huntsville, Alabama; Pocatello, Idaho; and Clarksburg, West Virginia. These facilities enable the FBI to take advantage of existing infrastructure in lower cost of living environments and create centers of excellence to address specific national security or criminal threats.

The journey for every FBI employee begins at Quantico. The FBI Academy at Quantico hosts world-class special agent, intelligence analyst, and professional staff training, as well as premier professional development for state, local, and international law enforcement partners. Over the years, the Quantico complex has grown from supporting a single FBI entity and mission—the FBI Academy—to a multi-mission venue. In addition to serving as a national training asset, Quantico also houses key operational entities, such as the FBI's Laboratory (LAB), the Operational Technology Division (OTD), and the Critical Incident Response Group (CIRG), including the Hostage Rescue Team (HRT).

FBI training and workforce development does not stop after basic training delivered at Quantico. Over time, advanced national security, intelligence, and specialty training for the FBI workforce and its partners will occur at the Richard Shelby Center for Innovation and Advanced Training campus on Redstone Arsenal in Huntsville, Alabama. As national security and traditional law enforcement threats leverage technology and increasingly sophisticated methods to commit crimes, the Redstone campus will provide ongoing training on technology, tools, and tradecraft needed to stay ahead of the threat. The FBI has had a presence on Redstone Arsenal since the 1970s, when the FBI's Hazardous Devices School (HDS) was established. Over the course of the past decade, and thanks to the partnership with the U.S. Army, the FBI has been able to strategically relocate many functions to Redstone. As part of this effort, in the early 2000s, the FBI relocated the Terrorist Explosive Device Analytical Center (TEDAC) and the Weapons of Mass Destruction Directorate (WMDD) explosives-related forensic and technical exploitation, intelligence, research and development, and training operations to be near the HDS, creating a counter-improvised explosive device (IED) Center of Excellence. Shortly thereafter, the FBI constructed buildings to house personnel working to improve computer network defense/cybersecurity and intelligence functions. Later this year, construction will be complete on the Innovation Center, bringing multiple technology-focused divisions together to train, conduct cyber threat intelligence analysis and data analytics, and target rapidly changing technological threats. The Innovation Center will also house a kinetic cyber range, a virtual reality classroom, multi-purpose classrooms with enhanced audio/visual capabilities, labs, and workspaces. These assets will enable the FBI to coordinate with partners in the USIC and across government, the private sector, and academia to conduct real-life scenarios in a controlled cyber environment.

The FBI has maintained a presence in Pocatello, Idaho since 1984, when what was formerly a Naval ordinance plant was purchased as a western regional computer support center. Currently, nine FBI divisions and a resident agency of the Salt Lake City field office operate from Pocatello, with responsibilities for investigations, intelligence, travel processing, records management, and information technology. Almost a decade ago, the FBI worked with the Department of Justice (DOJ)

to consolidate almost 100 disparate DOJ data centers into three, two of which are run by the FBI—one in Pocatello and one at the FBI's Clarksburg, West Virginia complex. The consolidation enabled the FBI to reduce operational costs, create efficiencies (most notably through energy reduction), and modernize the technological architecture. This is especially important as data has become an increasingly integral part of the FBI mission.

In the early 1990s, Congress authorized the FBI to purchase and construct a campus in Clarksburg, West Virginia. Originally designated as the home to the FBI's Criminal Justice Information Services (CJIS) Division to revolutionize how fingerprints were collected, analyzed, and shared, it now houses approximately 12 different FBI divisions and supports partnerships with the Department of Defense, academia, and other government organizations. In 2021, in an effort to be as efficient as possible, the FBI relocated the Pittsburgh field office's resident agency that had been in leased space in Clarksburg, West Virginia onto the campus, thus eliminating rental costs and maximizing the use of our owned property.

The combination of this geographic realignment of the FBI workforce with the new headquarters plan to consolidate approximately nine NCR locations will allow the government to save tens of millions of dollars in annual lease payments. Already, over the past five years, ten leases were consolidated in the NCR, totaling approximately 502,000 square feet and \$23.6 million in annual rent savings.

Fiscal stewardship is a bedrock driver of FBI real estate decisions, and the FBI actively assesses its real estate portfolio and seeks to maximize value to the taxpayers with each investment decision. To reduce real estate costs, the FBI has made concerted efforts to reduce space requirements in expensive leases. For example, in 2020, the Central Records Complex opened in Winchester, Virginia, which allowed the FBI to store case files and records in this government-owned GSA facility rather than requiring square footage in metropolitan leases across the country. The FBI is implementing a similar initiative for evidence storage, relocating evidence to a Regional Evidence Storage Facility in Norcross, Georgia. As mentioned above, we have also moved and consolidated data centers from costly leased locations in downtown areas to owned facilities in locations that have significantly lower costs related to power and infrastructure. Finally, the FBI also pursues opportunities to co-locate with local police departments and other partners to utilize space in their facilities when it meets operational and security requirements.

In closing, Chairman Perry, Ranking Member Titus, and Subcommittee Members, I thank you for this opportunity to testify on the FBI's nationwide real estate strategy. In all of these endeavors, the FBI is committed to ensuring that taxpayer funding is well spent and facilities meet our mission requirements. The need to reduce space costs when feasible and maximize real estate utilization is particularly important in the current fiscal environment. Based on the final FY 2024 appropriation and the anticipated FY 2025 budget environment, the FBI and GSA are reviewing pending leasing actions to ensure the procurement strategy and program of requirements appropriately balance FBI mission needs with current budget constraints. We look forward to working with this Committee on these shared goals, and we appreciate your support. I am happy to answer any questions you might have.

Mr. PERRY. We thank you both for your testimony. We will now turn to questions. The Chair recognizes himself for 5 minutes for a question, and I am going to start with Mr. Dimos.

As you know, Congress is expected to consider reauthorization of section 702 of the Foreign Intelligence Surveillance Act. Can you tell members of the committee at which FBI facilities—the ones you have enumerated, including headquarters, the satellite facilities, the numerous places around the country—does the Bureau receive, store, and sift through the commercially provided data on Americans, or is it done across multiple locations and offices?

Mr. DIMOS. Mr. Chairman, thank you for the question. I am not an investigator of the FBI. I am a facilities and finance guy.

Mr. PERRY. You work for the FBI, right? You know what their mission is, you know what they do. You are testifying before this committee, where we consider the leases and the space that the FBI gets. So, I would think you would know the mission so you

could impart it to these members of this committee so we can make the appropriate decisions.

I am just asking, where does that occur? If you don't know, then we will ask you to find out, but we need to know where that occurs.

Mr. DIMOS. So, sir, while I can't get into the specifics of talking about FISA as a—

Mr. PERRY [interrupting]. I am just asking about the third-party data that the FBI buys where they would otherwise need a warrant. Where do they use that information? Where do they cull through that information? Is it done at multiple facilities? Is it one facility? Is it a couple facilities? What are we looking at?

Mr. DIMOS. I would have to follow up with you, sir, on the specific facilities where that type of work would be conducted.

Mr. PERRY. OK, then I am going to ask that you do that. I am going to need to know that answer. So, that is going to be a formal request.

Regarding what is known as the integrated program management, I would call it a quota system. I am sure that you folks don't like that terminology, but it is apparent to me that that's what is used, and it is planned out at the beginning of the fiscal year to ensure that these field offices and the different venues, for metrics' sake, if nothing else, they work towards those goals.

Can you tell me, is that done across the panoply, the entire purview of the FBI's lease portfolio? Is that done at each one of the offices, or are there certain places where that integrated program management quota system is not used?

Mr. DIMOS. Congressman, just to make sure I understand the question, you are asking how integrated program management affects our leasing strategy?

Mr. PERRY. Yes, is it used at every single one of the locations that quota system—we need to—the point is that if you are using that quota system to provide results that are metrics, and you are asking the American taxpayer to fund all these different locations based on that, that would drive our decision. It certainly would drive my decision on the value of the leased space and how much you actually need.

Mr. DIMOS. Sure.

Mr. PERRY. And it includes—when I talk about integrated program management, it would also include the bonuses that are received by FBI officials for reaching or attaining that quota. And if that is occurring at all these different locations, that would drive at least my decision, too. So, I am interested to know if that integrated program management quota system is instituted at every single location, including headquarters.

Mr. DIMOS. My understanding, sir—and I can take this back to confirm, but IPM is really focused on field office metrics and evaluating field office performance with a whole lot of feedback and analysis and support by headquarters components.

And I would say, stepping back from IPM specifically, each year the FBI is evaluating the threats in each of the specific field offices, evaluating staffing levels at those field offices to ensure that we are appropriately staffed, and we are working the threats as we should. And—

Mr. PERRY [interrupting]. So, I don't want to put words in your mouth, Mr. Dimos, sir, but I want to—so, if I am going to characterize what I am hearing—I want to brief you back—is that IPM, what I would consider a quota system for law enforcement, is used at every one of the offices other than headquarters. Is that essentially what you are telling me?

Mr. DIMOS. I am not an expert in IPM, sir, so, I would need to follow up with my colleagues.

Mr. PERRY. OK, then that is going to be another specific request for your office to return the information to us, this committee.

Can you explain why the FBI is still proposing authorization for 2.1 million square feet, and with less individuals? What are we missing there?

Mr. DIMOS. No, I appreciate that question, sir. So, there is still a significant amount of planning still required by the FBI as we put together our more detailed program of requirements. The report that was submitted a couple of weeks ago references up to 2.1 million square feet. But I will tell you there is still a whole lot of additional work that I need to be doing on my end within the FBI before I can give you and the committee kind of a final answer on what we think our square footage requirement is.

Mr. PERRY. OK, so, what I am hearing is you are saying it is a work in progress—

Mr. DIMOS [interposing]. Yes.

Mr. PERRY [continuing]. And that number actually might be adjusted down. But we will be interested in that information.

I see I have gone over my time, so, I will yield to the gentlelady from Nevada, the ranking member, Ms. Titus.

[Discussion off the record.]

Mr. PERRY. OK, Ms. Titus yields to Mr. Larsen.

Mr. LARSEN OF WASHINGTON. Well, thank you. I prefer that she didn't yield to me because I don't want to take her time. So, hopefully you mean that she has her own 5 minutes. Got it.

Mr. PERRY. You are taking her place in the order. That's how I see that.

Mr. LARSEN OF WASHINGTON. Got it, OK.

Mr. PERRY. As long as you are OK with that.

Mr. LARSEN OF WASHINGTON. I am fine with that. Fair enough, thanks. I am a stickler for rules.

Mr. Dimos, your testimony didn't necessarily come across as a glowing endorsement of the selection process, as we have discussed in the past. And so, when you appeared before the subcommittee in December, you expressed concerns, the FBI's concerns, with the selection process for the new headquarters. And last week, GSA submitted a report proposing the site acquisition pursuant to the Fiscal Year 2022 Consolidated Appropriations Act.

So, where does the FBI sit in terms now with its satisfaction with the process that resulted in the selection of the Greenbelt site?

Mr. DIMOS. Thank you for the question, Congressman. Our process concerns remain. They have not changed. And so, we continue to await the findings of GSA's OIG so that we can see their complete review and analysis of the process concerns that we have put forward.

But of course we know, separate from those process concerns, that the J. Edgar Hoover Building is still failing, and we need a long-term solution for a headquarters facility.

Mr. LARSEN OF WASHINGTON. Yes.

Mr. DIMOS. And so, we continue to work with GSA, from a construction planning perspective.

Mr. LARSEN OF WASHINGTON. OK, great. And the title of this hearing, "From Headquarters Building to Field Offices: Examining the FBI's Real Estate Needs and Strategy," we haven't asked anyone to investigate this. Obviously, we are asking some questions about the use of field offices and whether or not the footprint in field offices is both enough or too much. Is it the right kind of footprint?

How would you assess GSA's analysis of your field office footprint and the uses that are necessary for these field offices?

Mr. DIMOS. Sure. No, thank you for that question.

We continue to evaluate our field office portfolio. And going back to my beginning remarks, we continue to evaluate our field office portfolio because the threat continues to change. And as trends across the country adjust, we must similarly be evaluating our staffing model. As technology adjusts over time, that impacts some of the specific space build-out and power build-out in our facilities as more and more of our investigative work involves high-tech-type capabilities.

From a threat environment perspective, we are also continuing to evaluate how the threat impacts security risks to our people, to our facilities, to our information. And so, we continue to evaluate the threat environment and how that might impact changes we need to make to our security posture.

And I would say, beyond just reflecting on this, we have very real-world examples of how we have adjusted our field office posture over the last several years. Over the last 12 years, we have closed 24 of our resident agencies while opening 4. We have, obviously, put forward our plan to consolidate the Knoxville and Memphis field offices into Nashville, which is a significant level of, kind of, reevaluation and reimagination of our support to the State of Tennessee.

So, we continue to evaluate improvements and adjustments to our field space plan.

Mr. LARSEN OF WASHINGTON. Mr. Doomes, in a typical procurement, GSA provides the shell of the building, and the agency pays for the build-out. Given the FBI's security needs, I imagine the FBI's build-out costs can be relatively high. Do you all calculate the upfront costs of build-out? And does that then discourage agencies from moving when leases expire? Is there too much, I don't know, captured capital, if you will?

Mr. DOOMES. Thank you for that question, Congressman. That is certainly a part of our consideration.

These high TI costs do impact, but GSA provides the basic shell, and we try to find a competitive rental rate within the district and target that rate. And then the FBI brings money to the table to build out some of those specialized uses that they have that you outlined earlier. And we work together, and sometimes we are able to hit the mark.

Sometimes leases are the most cost effective way. We like to do construction, because oftentimes owning a building is more cost effective than leasing. But because we have limited resources and we don't have full access to the Federal Buildings Fund, unfortunately, sometimes we are forced to move to leases instead of federally owned construction.

Mr. LARSEN OF WASHINGTON. Thank you.

Thank you, Mr. Chairman.

Mr. PERRY. The Chair thanks the gentleman. The Chair now recognizes the gentleman from Wisconsin, Representative Van Orden.

Mr. VAN ORDEN. Thank you, Mr. Chairman.

Mr. Doomes, do you know who Nina Albert is?

Nina Albert. You do? Can you turn your microphone on, please?

Mr. DOOMES. I am sorry. Yes, Congressman.

Mr. VAN ORDEN. OK, and she is the former Building Commissioner for GSA?

Mr. DOOMES. She is the former Public Buildings Service Commissioner.

Mr. VAN ORDEN. Correct. And what is she doing now?

Mr. DOOMES. I believe she is the deputy mayor of economic development for the District of Columbia.

Mr. VAN ORDEN. Right, so, she is in charge of public buildings for the District of Columbia.

So, she left the GSA because she was an abject failure at her position. That's just a fact. And so, now she has moved on to run the public buildings for the city of Washington, DC.

So, could you see potentially that this would maybe not give us the greatest amount of confidence in the GSA's ability to plan for certain activities such as reimagining the entire footprint for the FBI?

That's a rhetorical question.

Mr. Dimos, what is the occupancy rate of the J. Edgar Hoover Building right now at 10:37 on Wednesday, April 10?

Mr. DIMOS. On average, I think we are roughly at over 4,000 seats filled at this point in the J. Edgar Hoover Building, sir.

Mr. VAN ORDEN. How many seats are available?

Mr. DIMOS. Around 6,000.

Mr. VAN ORDEN. So, how many are filled right now?

Mr. DIMOS. Around 4,000, sir. A little over 4,000.

Mr. VAN ORDEN. So, I was an enlisted guy, so, I am just going to do that math in my head. It is about two-thirds occupancy. Is that right?

Mr. DIMOS. Yes, sir. So, there are certain portions of the facility, particularly the lower levels, where we have needed to remove people from the space, given some of the infrastructure challenges that we have had in the building.

Mr. VAN ORDEN. Yes.

Mr. DIMOS. There is also continuing to be significant infrastructure challenges that limit how much high-tech capabilities can be in the facility.

Mr. VAN ORDEN. I get it. OK. So, you said the FBI's mission is to—operational spaces, conducting operations, Federal, State, and local stuff. You are doing joint counterterrorism, cyber, protecting the streets. You support unique missions, including custodial

spaces for suspects, interviews of victims, evidence holding and processing, weapons, ammunition, computer forensic laboratories, automotive, and stuff. So, it takes a lot of space, right?

Mr. DIMOS. It does, sir.

Mr. VAN ORDEN. OK. Can you tell me how much space it takes to have FBI agents surveilling parents at school board meetings and deeming members of the Catholic Church as domestic terrorists? How many office spaces did that take?

Mr. DIMOS. Congressman, I appreciate your question. That is—I can't speak to that question, sir.

Mr. VAN ORDEN. You can't. So, what is your pay grade? I mean, it's public information.

Mr. DIMOS. I am a member of the Senior Executive Service, sir.

Mr. VAN ORDEN. OK, so, you are an SES dude in charge of the buildings for the FBI, and you can't tell me how many of your office spaces are used to conduct surveillance on American citizens and parents at school board meetings asking very specific questions about their treatment of their children and/or declaring the Catholic Church or members of the Catholic Church domestic terrorists.

The reason I ask this question for you is that I don't really think that you guys have taken the time to do a detailed, indepth study of what you are actually doing, your members. And so, if I take that to be true, which it is, then I don't think you can sit here and tell us how much space you actually need. Because unfortunately, your agency has gotten so far off mission from when it was established—your building is named after J. Edgar Hoover—gotten so far off task that I don't believe that you are capable of honestly telling us the mission needs of the FBI at this point.

So, in combination with the GSA's inability to actually plan for a building, and your inability to articulate exactly what the mission is of the FBI other than these flowery words, I don't have any confidence that we are going to judiciously expend the American taxpayers' dollars.

And let me be straight with you. One of my best friends in the world is a former FBI agent who I deployed with in combat to Afghanistan, and I would do anything for that man. I protected his life, specifically. And so, I have great reverence for the former institution of the FBI. But I, along with the majority of my constituents and so many American citizens, have lost faith in your institution. And for you two to sit here and ask for billions and billions and billions of dollars without being able to articulate why you need it is just another symptom of a broken institution.

With that, I yield back.

Mr. PERRY. The Chair thanks the gentleman. The Chair now recognizes the ranking member of the subcommittee, the gentlelady from Nevada, Ms. Titus.

Ms. TITUS. Thank you, Mr. Chairman.

Mr. Dimos, let me be sure I understand. When you say it is two-thirds occupied, doesn't that include some people who have field assignments, come in occasionally, kind of like here in the House? People are working, they are in and out of committees, in and out of their office. It's not something that you can count like it's two-thirds occupied.

Mr. DIMOS. It is a constantly fluctuating number, ma'am.

Ms. TITUS. Yes.

Mr. DIMOS. I mean, as you said, I mean, there are operations going on every day that are causing people to surge into the facility, causing people to leave the facility on a given day.

Of course, there are large portions of the facility that are not dedicated just to workspaces in terms of desks and seats, but also to operational space, command centers that we use in the course of day-to-day management of the FBI.

Ms. TITUS. Storage, that sort of thing. Yes, I just want to make that clear for the record.

Mr. Doomes, according to the report, that site selection report that the GSA just submitted, \$845 million in construction funding has already been appropriated, and \$3.5 billion, though, for this new headquarters—or it was going to be transferred from the proposed Federal Capital Revolving Fund. Now, that fund doesn't exist, and it hasn't. Several Presidents have tried to get this on and they haven't been able to. So, do you have some secret that this is going to be constituted, or do you have some alternate plan for if it doesn't happen?

Mr. DOOMES. Thank you for that question, Congresswoman.

Our approach right now is we are requesting the creation of the Federal Capital Revolving Fund, along with \$10 billion worth of seed money. We have also been requesting money through the normal appropriations process, but we continue to believe that that is the best way to fund the FBI headquarters. But we remain committed to working with this committee as well as other committees about any other solutions that are on the table. But right now that is the administration's plan.

Ms. TITUS. If that new building is built out in Maryland or northern Virginia, what happens to the old Hoover Building?

Mr. DOOMES. Congresswoman, we would, just like any other property in our portfolio, we would examine what the possibilities are. There is the potential that we might retain the site, dispose of the site.

We have a national portfolio plan where we scour our inventory and we evaluate each and every asset, and we decide—we have been making decisions about what our core assets are that we would like to reinvest in. And assets that are not our core assets, we are looking at the possibility of disposing them. As this plan with the FBI becomes a little bit firmer, we will evaluate the Hoover Building in the same fashion.

Ms. TITUS. Well, the new headquarters won't be called Hoover, will it?

Mr. DOOMES. Congresswoman, it has been the practice of GSA that we do not name buildings. We await on direction from Congress.

Ms. TITUS. I heard my colleague talking about how much he respected the old FBI, but not the new FBI. And I guess that means J. Edgar Hoover with all his issues.

Anyway, I would like to go back to Mr. Dimos, and I want to ask you about your position on utilizing public-private partnerships to acquire space. Is that something that is actively pursued?

And if it is, how do you get the security for those buildings if you don't control the construction or the management of the building?

You were talking about needing fencing or certain high-tech accommodations, and just the security in and out the door. How does that work?

Mr. DIMOS. I mean, specifically on your question, Congresswoman, about how does the FBI view public-private partnerships as a means of funding space projects, we ultimately rely on funding strategies in coordination with GSA and the Office of Management and Budget. So, I would probably defer to Mr. Doomes specifically on that point.

But as a general matter, how do we handle security in leased facilities, nonfederally owned facilities?

Ms. TITUS. Right.

Mr. DIMOS. We have a layered approach to security in the FBI. As part of our process, we have security professionals who will review the sites, who will put forward recommendations that I on my team will implement to ensure appropriate physical security, technical security, things I probably can't get into too much more in this setting.

We also have processes to ensure that all individuals entering the space have the appropriate clearance and have been vetted so that no individuals are entering into FBI space without appropriate authorization.

There are also, of course, elements, when they come up in the requirements-gathering process for the PORs for the sites where there are rules on setback and vehicle barriers, visitor screening facilities, those types of things that, depending on the procurement strategy, the building owner, the lessors could be incorporating into their building design and construction.

Ms. TITUS. That is part of the rent, or is that on top of it, Mr. Dimos?

Mr. DIMOS. So, we are required—for these above-standard tenant improvement costs, the FBI is generally providing those funds upfront. And then, from a maintenance perspective, it is negotiated on a case-by-case basis with the lessor.

Ms. TITUS. Thank you.

Thank you, Mr. Chairman.

Mr. PERRY. The Chair thanks the gentlelady. The Chair now recognizes the gentleman from Louisiana, Representative Graves.

Mr. GRAVES OF LOUISIANA. Thank you, Mr. Chairman. Thank you both for being here.

When we spoke in November, I raised some concerns about the adjustment in criteria that was made on your selection process. And I will make note I was shortly thereafter called to a woodshed conversation with Congressman Steny Hoyer.

But in any case, I know that last month, GSA submitted a prospectus to Congress to consolidate the Hoover Building, as well as eight other buildings. And I know that there are a number of people, including our chairman, that have strong concerns about the criteria and what was actually submitted.

I asked last time about the number of meetings, and I asked about the consultations between GSA and the FBI and the conversations they had with representatives of other States. Have you all provided any information to the committee about some of the meetings and consultations that you have had, and the content of

the meetings with the States on this site selection process and relocation?

Mr. DOOMES. Thank you for that question, Congressman. I believe we have provided this committee with some of that information. We provided over 6,100 documents, and we have continued to provide them on a rolling basis.

But I believe we have provided you with consultation, deliberations, as well as—

Mr. GRAVES OF LOUISIANA [interrupting]. Mr. Doomes, let me ask this, and I—obviously, that is a tremendous amount of information. But I am not clear on how much information you have. So, I don't know if that is 99.9 percent, or I don't know if that is 1 percent. Can you give some clarity in regard to how much more information you think is owed to the committee to fulfill the request?

Mr. DOOMES. I do not believe that we have fulfilled all of the requests that we received in December, but we are committed to cooperating with this committee and continuing to provide you documents on a rolling basis.

Mr. GRAVES OF LOUISIANA. OK, I appreciate that.

The next question—and I apologize, I had to step out for a minute and I didn't hear the full dialogue that you had with Mr. DVO here. But in regard to Nina Albert, did you provide clarity on which meetings she was involved in and any role that she played in this? Was that answered or information provided to the committee?

Mr. DOOMES. I believe so, Congressman. We have provided in our GSA reading room, as a part of making this a transparent site selection process, we have provided the documents related to the amendment to the site selection process that was made, I believe, in July of 2023, which made it clear that Ms. Albert was going to be serving as the site selection authority.

So, I believe we have provided those documents—

Mr. GRAVES OF LOUISIANA [interrupting]. I look forward to following up with our chair and staff to make sure that those requests were fulfilled. I think we had the understanding that there may be some gaps in information on both of those.

The next one is, as I understand, I think 50 percent of the FBI employees actually are Virginia residents. And I think the other 50 percent are some combination of DC, Maryland, and a few other States. Have you all done a traffic analysis looking at the impact of the Greenbelt site and what would end up happening with traffic patterns as a result? Traffic impacts.

Mr. DOOMES. Congressman, I don't believe we did a study of the traffic patterns, but transit was one of the factors in criteria that was considered when we were selecting the site. I believe that particular area, transportation access, was 20 percent of the site selection criteria.

And I would point you to—it was a discussion of that in the site selection decision, where we discussed what the impacts were to traffic and getting FBI employees to and from the site.

Mr. GRAVES OF LOUISIANA. The last question I have, in the 117th Congress, we passed bipartisan legislation that allowed for the GSA to negotiate below-market lease rates. Have you all received

implementation guidance from OMB? Has that law been implemented?

Mr. DOOMES. Congressman, we continue to work with the Office of Management and Budget on the legislation that was passed.

At the direction of this committee, GSA has been consistently trying to negotiate purchase options within our lease contracts, but there is still some disagreement as we continue to work with OMB about bargain purchase options.

Mr. GRAVES OF LOUISIANA. And so, I am not missing anything in that the delay in implementing this is actually costing taxpayers more money, potentially, because you are currently not allowed to go and negotiate below-market rates at this point?

Mr. DOOMES. We continue to work with OMB and with this committee on that matter. But right now, we do not believe we have the authority to negotiate bargain purchase options.

Mr. GRAVES OF LOUISIANA. So, what I said is accurate? At this point, you don't have the ability to save additional taxpayer funds, even though the law has been enacted?

Mr. DOOMES. We are committed to working with this committee, but no, we do not believe we have the authority to negotiate bargain purchase options.

Mr. GRAVES OF LOUISIANA. I will interpret that as a yes.

Thank you. I yield back.

Mr. PERRY. I thought so. The Chair thanks the gentleman.

Before turning to Ms. Norton, Representative Norton here, I just want to inform everybody that, because the Chair still has some outstanding questions, and some of the other Members do, we will do a second round. But with that, the Chair now turns to Representative Norton for 5 minutes.

Ms. NORTON. Thank you, Mr. Chairman.

Commissioner Doomes, it's good to see you again. Congress continues to miss your excellent work as a staffer.

At last December's hearing on FBI headquarters, I asked you about the future of the site of the FBI's current headquarters on Pennsylvania Avenue in the District of Columbia. The current site is a prime opportunity for mixed-use development which could help activate Pennsylvania Avenue and draw visitors off The National Mall and into downtown DC and, of course, generate tax revenue for the District of Columbia.

You testified that GSA was currently working through a plan for the site. You also said that if GSA determines in its review that the site is surplus property, GSA will dispose of it. What is the status of GSA's review of that site?

Mr. DOOMES. Thank you for that question, Congresswoman.

Unfortunately, I don't have an update. We continue to review this site, as well as all of the assets within our 362 million-square-foot portfolio as a part of our national portfolio plan and identifying our core assets and which assets we believe are underutilized or surplus to the needs of the Government. We have not come to a determination on the Hoover site at this point.

Ms. NORTON. When you finish with that review, I hope you will submit it to this committee.

Mr. DOOMES. Absolutely, Congresswoman.

Ms. NORTON. With a new headquarters, GSA plans to identify federally owned space to support 750 to 1,000 FBI personnel who will remain in the District of Columbia. Where is the GSA considering relocating these personnel in DC, and does this include new construction?

Mr. DOOMES. Congresswoman, we continue to scour our portfolio here in the District of Columbia. I think we plan to continue to work with the FBI as they work through their program of requirements. And as their program of requirements is finalized, we will look to some of the buildings here in Washington, DC, perhaps some that are underutilized now, to find out the best candidate, working closely with the FBI on what their security needs are, as well as their proximity issues and their need to be close to the Main Justice, the White House, and Congress.

Ms. NORTON. Well, is new construction included?

Mr. DOOMES. Congresswoman, right now, all the options are on the table. But given our portfolio here in the District of Columbia, I think we would probably lean into repair and alterations on an existing building. But we have not come to a final determination, and we are waiting until the FBI completes their program of requirements.

Ms. NORTON. I would also like to discuss plans for a new FEMA headquarters. The prospectus for the modernization of the ROB building at 7th and D Street puts the cost of total construction at \$177 million. However, the pre-solicitation estimates put the cost of construction at \$400 to \$500 million. Why is there such a gap between the prospectus and pre-solicitation estimates?

Mr. DOOMES. Congresswoman, thank you for the opportunity to clarify on that issue.

When GSA provides a building to another Federal agency, GSA is responsible for providing a warm, lit shell. And much like our relationship with the FBI, the FBI has to bring a certain amount of money to the table to do the tenant improvements.

So, the prospectus that we submitted to Congress represents GSA's portion of the project, with the expectation that DHS is going to bring additional funds to the project, which takes it up from \$174 per gross square feet, up to somewhere between \$400 and \$500 per gross square feet for the actual full and complete building.

Ms. NORTON. Well, thank you very much.

And Mr. Chairman, I yield back.

Mr. PERRY. The Chair thanks the gentlelady. And now the Chair will recognize himself for the second round.

Mr. Dimos, I want to characterize my request to you this way for the previous two questions that I asked that you would respond to. Will you and can you commit to providing those responses within the next 2 weeks, in accordance with the statements I mentioned when I opened these proceedings?

Mr. DIMOS. I will work expeditiously to meet that timeline, sir.

Mr. PERRY. Two weeks?

Mr. DIMOS. I will do my best, sir.

Mr. PERRY. Well, I know you will do your best, but I need a commitment. So, if it is not 2 weeks, I can accept that. But is it 3 weeks, then? What do you feel comfortable with?

Mr. DIMOS. We will stick with the 2 weeks, sir. Do my best—

Mr. PERRY [interrupting]. OK, 2 weeks. All right. Thank you, sir.

So, with that, Mr. Doomes and Mr. Dimos, in December, the chairman, Chairman Graves, and I sent the FBI, GSA, and the former Public Buildings Commissioner, Nina Albert, letters with specific questions and requesting production of certain documents. Interestingly, we only received former Commissioner Albert's responses by the deadline of the letter.

We subsequently received initial responses from the FBI and the GSA that were missing a significant amount of the information requested. Then, not surprisingly, after this hearing was confirmed, we received an additional response on Monday—today is Wednesday—from the FBI; and yesterday, Tuesday, GSA. But we are still missing key responses to our request.

When will the GSA and the FBI complete the document production to the committee?

And Mr. Doomes, I know that Chairman Graves asked you essentially the same question. I know you are interested in cooperating, but, look, we've got to get something accomplished here. You have leases pending. We need to make decisions, but we are not going to make—I will guarantee you, I am not going to make decisions or ask anybody on this committee to make decisions without the complete information. So, I need to ask you when you will complete the document production, if you know.

Mr. DOOMES. Congressman, thank you for that question. We plan to commit the document submission as expeditiously as possible.

Mr. PERRY. Can you commit to 3 weeks, 2 weeks, 1 month, 6 years? What can you commit to?

Mr. DOOMES. Congressman, we have been producing them on a rolling basis. We will continue to do so. We want to cooperate. We have been in close contact with your staff. But I cannot—I don't believe I can offer a date certain, but we will—

Mr. PERRY [interrupting]. Can you give me your wildest guess? I mean, you get paid every pay period, whether you produce anything or not. The American people demand this information through their Representatives. We have to make decisions on behalf of the FBI. We can't make the decisions without the information. What can you commit to? A year? Six months? One month? Give me something.

Mr. DOOMES. As soon as possible, Congressman.

Mr. PERRY. Well, as soon as possible, I am going to characterize that as 2 weeks. Will you commit to 2 weeks? It seems like a reasonable amount of time to me, because "as soon as possible" to me is, like, today. But I am going to give you 2 weeks.

Mr. DOOMES. Congressman, we produce them on a rolling basis. We will continue to do so, and as soon as possible—

Mr. PERRY [interrupting]. OK. So, you are not going to answer. You are not going to commit.

Mr. Dimos, have you got anything better? This is the FBI, the most storied and effective intelligence and law enforcement agency on the planet. Can you commit to anything?

Mr. DIMOS. Again, sir, we will work as expeditiously as possible.

Mr. PERRY. Well, I've got to tell you, that is pretty weak in a business that I operated in. And when I managed, you wouldn't have a job.

But with that, let me ask one final question. Taxpayers invest a tremendous amount of money in leased field offices that go far beyond the rental payment. There are several examples of evidence rooms, holding cells, armories, classified rooms, physical security infrastructure, and a variety of other things. Most of these investments have a useful life far beyond the 20 years, and so, it would seem extremely wasteful and unreasonable to ask taxpayers to pay for a new build-to-suit lease every 20 years for an FBI field office.

Does that sound reasonable? Would you agree with that, it's unreasonable to ask them to commit to that, and then that hard infrastructure goes away? Either one of you guys.

Mr. DIMOS. Sir, absolutely. There is a significant amount of upfront investment for FBI space. And that is why I would say, as leases come up for renewal, that is why the vast majority, when we look at the procurement strategy, does not actually result in a relocation.

As we look at the last 5 years, we had 14 commercial leases go up, reach the end of life; 12 of those ultimately resulted in staying in place.

Mr. PERRY. Well, I will tell you, we are going to be taking a look at that portfolio with that in mind. Some of the prospectuses pending before this committee would effectively guarantee that wasteful outcome, and we don't want that. So, we don't want the highest cost option possible to be justified. And so, I just want to let you know that moving forward.

With that, my time has expired, and I would recognize now the ranking member, Ms. Titus.

Ms. TITUS. Thank you, Mr. Chairman.

Over the course of the last couple of Congresses, we have approved several new museums for The Mall. There is one for women's history and one for Latin American history, culture, et cetera. Are you all working on finding locations for these new museums that are supposed to be on The Mall?

And why wouldn't you look at some of the underutilized buildings like, say, the Department of Energy building, and work with the Smithsonian to use some of that space for these museums?

Mr. DOOMES. Congresswoman, thank you for that question.

As you pointed out, the Smithsonian has the lead on identifying locations, and I believe they have identified two locations. But we are partners with the Smithsonian, we meet with them regularly, and we are always looking at our portfolio. And if they made a request of us, I can promise you that we will work in a cooperative fashion with the Smithsonian.

Ms. TITUS. Well, will you check out where they are on this, and let me know if they are moving forward, if they have made any substantive progress, or if they are just talking about it, or whatever?

Mr. DOOMES. Congresswoman, I will commit to you that I will absolutely meet with the Smithsonian and make sure that they understand that we are willing to be a partner, partner with them, and help them along the way.

Ms. TITUS. Thank you. Going back to the investment that you have to make in some of these buildings that you lease that is upfront, and you say it lasts for 20 years, it seems to me if you make an investment upfront on something that lasts for 20 years, that's a pretty good deal. Plus, a lot of things change in 20 years, technology and stuff. So, if you have to redo some things at the end of the 20 years, wouldn't that just be kind of the normal course of things?

Mr. DIMOS. Thank you—

Ms. TITUS [interposing]. Mr. Dimos.

Mr. DIMOS [continuing]. For the question, Congresswoman. This is why, for each lease that comes up for renewal, we work with GSA to reevaluate the requirements that we have for that facility, again, looking at the threat environment, how staffing has changed, how technology has changed. And then we are working together with GSA on a specific procurement strategy for each.

Ms. TITUS. As you look out there for places to rent, have you noticed any unusual changes in the rental market based on the economy and post-COVID?

Mr. DIMOS. I need to defer to Mr. Doomes on that point.

Ms. TITUS. Mr. Doomes.

Mr. DOOMES. Congresswoman, I think you are right. I think there have been changes, and we are trying to evaluate. We are going into the market, and we are aggressively working with agencies to find the best deals.

But to your earlier point, generally, owning is cheaper than leasing. And this is why GSA has been pursuing a fix to the Federal Buildings Fund to give us full access to it, because, for example, one of the outstanding FBI leases in Cleveland, we submitted a request to Congress to allow us to purchase the building because we determined that that was the best option for taxpayers. And that request was not met, which is why we had to pivot and turn to leasing.

But I agree with you, and this is why we support a fix to the Federal Buildings Fund, because if we spend the money on capital costs, we will be able to significantly decrease costs to taxpayers. And it is an important thing that we are pursuing here at GSA. It was in our fiscal year 2024 budget request. It is also in our fiscal year 2025 budget request. And the kind of projects that we are doing with the FBI, if we had full access to the Federal Buildings Fund, we would be doing construction projects instead of leases.

Ms. TITUS. Imagine. Well, thank you, and I will yield back. Thank you.

Mr. PERRY. The Chair thanks the gentlelady. The Chair now recognizes the gentleman from Mississippi, Representative Ezell.

Mr. EZELL. Thank you, Mr. Chairman, and thank you both for being here today.

Last week, the committee received an official report on the proposed FBI headquarters. This report calls for Congress to appropriate \$10 billion to the Federal Capital Revolving Fund, FCRF, even though this fund does not have congressional authorization, as I understand.

Similar requests to create and fund the FCRF have been denied in the past. Mr. Dimos, given this history, do you think there is

anything different about this request, and do you think it will be funded?

Mr. DIMOS. Thank you for the question, Congressman.

The requirement for the J. Edgar Hoover Building and a replacement for it is real. The challenges with the facility only continue to grow, and we need congressional support and funding support for the project.

Mr. EZELL. OK. Switching topics a little bit, in Mississippi's Fourth Congressional District, there are 20 GSA buildings. Of those 20, 3 buildings are owned by GSA, while the rest are leased. Among the 17 that are leased, the FBI has 3 satellite offices, all of which are multitenant offices. Do you believe this is adequate security at these FBI satellite offices in the multitenant buildings?

If not, do you have any recommendations to improve the protection?

Mr. DIMOS. Thank you for the question, Congressman.

Our satellite offices, our resident agencies have different leasing models throughout the country. Several are in multitenant buildings. That is not unique just to the State of Mississippi.

As I said earlier, with each site, whether it is a stand-alone facility or a multitenant facility, we have a security review that takes place to ensure that it is an appropriate level of risk that the FBI is accepting, and that we have the appropriate countermeasures in place in order to address that risk.

Mr. EZELL. Very good. Thank you.

Expanding on the topic of security, in 2020, the Secure Federal Leases from Espionage and Suspicious Entanglements Act was signed into law. This act aims to prevent foreign influences on GSA-leased buildings. However, all 17 buildings in my district entered lease agreements before the enactment of the law.

Mr. Doomes, how concerned should I be about the security of these buildings in south Mississippi, and especially regional FBI buildings across the country?

And what is the GSA doing to ensure FBI buildings are not indirectly controlled by foreign adversaries?

Mr. DOOMES. Congressman, thank you for that question. We are always concerned with security, and we continue to work with our partners at the FBI.

In December of this past year, we submitted a list of all buildings with foreign beneficial owners in any new lease actions. But there are also existing leases that we are trying to address, and we are proactively working with the FBI to notify them whenever there is a foreign ownership of a building that they are in, so that they can take the proper mitigation steps.

Mr. EZELL. Very good.

Mr. Dimos, do you think leasing FBI satellite offices—is this the most efficient use of taxpayer dollars and does this accomplish the mission of the FBI?

Mr. DIMOS. Our resident agencies, those satellite offices are critically important components of the way we do our work. And so, I would argue that the return on investment for the American people is exceedingly high.

Mr. EZELL. Very good. I worked in one of those offices for 3 years during my career, and I felt very good every time I was there. And

let's make sure we take care of our men and women who are out there enforcing the laws and protecting this country.

So, thank you. With that, Mr. Chairman, I yield back.

Mr. PERRY. The Chair thanks the gentleman. The Chair now recognizes the gentleman from Wisconsin, Representative Van Orden.

Mr. VAN ORDEN. Thank you, Mr. Chairman. I just have a couple of questions, or a statement first.

The gentlelady from Nevada: J. Edgar Hoover was responsible for some tremendous civil rights violations. And in no way, shape, or form do I support that at all. The FBI I miss is the one that didn't conduct over 200,000 illegal instances of surveillance of American citizens, abusing section 702 of the FISA to conduct unlawful surveillance on the former President, President Trump, who should be the next President coming up here, God willing.

I also—I am talking about the FBI that did not classify parents at school board meetings and Catholics as domestic terrorists. That's the FBI, the new FBI that I don't appreciate at all. And I also do not appreciate anyone insinuating that I would support anybody that would do anything to violate Americans' civil rights. That is not the case.

I just want to clarify with Mr. Doomes. Did the former Commissioner, Nina Albert, participate in any of these negotiations at all? You said you told us that, and I don't recall hearing it.

Mr. DOOMES. Congressman, she was the site selection authority that ultimately made the decision that the Greenbelt provided the most value to taxpayers.

Mr. VAN ORDEN. OK. What I would like from you is a specific, itemized list of every meeting that she had anything to do with, even tangentially, because, as we discussed, she left in shame for a real good reason.

And with that, I yield back the remainder of my time to Chairman Perry.

Mr. PERRY. Well, thank you. I do have one remaining question for Mr. Doomes.

It appears that the criteria for the site selection had changed at some point regarding the proximity to Quantico as well as equity. And Maryland was able to address those changes in weighting of the site selection criteria. But it is my understanding that Virginia was not apprized of that. Can you confirm that?

Mr. DOOMES. Thank you for the opportunity to clarify, Congressman.

In December of 2022, Congress directed GSA to have consultations with both Maryland and Virginia. We had those consultations in March. As a result of those consultations, we made changes to the criteria in July of 2023. That was reflected in the amendment to the original site selection plan.

So, it was always clear to both delegations, and it was posted in our GSA reading room and publicly available. So, the criteria change: everyone knew.

Mr. PERRY. So, it is your testimony and your position that the criteria was changed, and both Maryland and Virginia had exactly the same amount of resources, including time and notification, to respond to the change in weighting of the classification criteria. That is your—

Mr. DOOMES [interrupting]. Absolutely, Congressman.

Mr. PERRY. All right. I thank you for that.

Gentlemen, I yield back the balance of Mr. Van Orden's time back to him if he needs it. If not——

Mr. VAN ORDEN [interrupting]. Mr. Chairman, I do not. Thank you very much.

Mr. PERRY. OK. Thank you.

The gentleman yields back. Are there any further questions from any members of the subcommittee who have not been recognized?

Seeing none, that concludes this hearing for today. I would like to thank each of the witnesses for your testimony. And we know it's not easy sometimes being here, but we appreciate you taking the time and standing for the questions.

And with that, this subcommittee stands adjourned.

[Whereupon, at 11:14 a.m., the subcommittee was adjourned.]

APPENDIX

QUESTIONS TO ELLIOT D. DOOMES, COMMISSIONER, PUBLIC BUILDINGS SERVICE, U.S. GENERAL SERVICES ADMINISTRATION, FROM HON. SCOTT PERRY

Question 1. In the recent report the General Services Administration (GSA) submitted to the Committee pursuant to Division E, Title V, Section 530 of the Consolidated Appropriations Act, 2022 (P.L. 117–103) on the FBI Headquarters project, GSA requested authorization to “expeditiously move forward with site acquisition, design, design-related consulting service, management/oversight and preliminary construction support activities, using the existing \$845 million balance.”¹ However, GSA did not provide a line-item breakdown of the cost of each activity which is customary in a prospectus.

Question 1.a. Is the taxpayer paying \$845 million just for preliminary work?

ANSWER. Upon adoption of resolutions approving the document’s plan by the Committee on Environment and Public Works of the Senate and the Committee on Transportation and Infrastructure of the House of Representatives, the U.S. General Services Administration (GSA) intends to expeditiously move forward with the Greenbelt, Maryland site acquisition, project design, design related consulting services, management/oversight, and preliminary construction support activities. The \$845 million represents the appropriations Congress has provided to GSA to date. GSA does not yet have more detailed cost estimates, as we are currently working with the Federal Bureau of Investigation (FBI) on further defining their requirements. The resources provided to date are sufficient to fund all of these pre-construction activities and likely more of the project. GSA intends to submit a separate prospectus in future fiscal years in support of construction activities for the Greenbelt, Maryland headquarters.

Question 1.b. What is the cost of each activity? Please provide a line-item breakdown of the costs.

ANSWER. The final facility size in Greenbelt, Maryland, will be driven by updated FBI requirements. The costs set forth in answer to this question are based on the previous program cost estimate of \$3.5 billion. However, updated cost estimates are needed, and the \$3.5 billion may not capture the full cost of construction. Based on that prior program, we estimate the site acquisition and design phase services costs as follows:

- Site Acquisition: \$25 million
- Design: \$360 million
- Design Related Consulting Services: \$5 million
- Management & Oversight: \$31 million (for Design)
- Preliminary Construction Support Activities: \$3 million

These previous estimates are in part informed by GSA’s typical project estimates, which anticipate that roughly ten percent of the project’s total cost will be needed for design.

Question 1.c. When will GSA submit a detailed prospectus to the Committee?

ANSWER. As directed by Congress, the report transmitted to the Committee is consistent with the requirements of section 3307(b) of title 40, United States Code. The report has been posted online in GSA’s prospectus library, and functions as a design prospectus and provides this Committee with all of the information needed to adopt a resolution pursuant to section 3307(a). GSA intends to submit a separate pro-

¹ GSA, REPORT SITE ACQUISITION, DESIGN, AND MANAGEMENT/OVERSIGHT/SUPPORT ACTIVITIES, DEPARTMENT OF JUSTICE—FEDERAL BUREAU OF INVESTIGATION, CONSOLIDATED HEADQUARTERS, GREENBELT, MARYLAND (Mar. 28, 2024) (on file with Comm).

spectus in future fiscal years in support of construction activities once we have a more fully defined set of requirements from the FBI.

Question 2. In addition to the proposed new FBI Headquarters building, the report mentions there are parallel efforts to identify a Federally owned downtown Washington, DC location to accommodate 750 to 1,000 FBI personnel to allow for accessibility to the Department of Justice and other key partners.²

Question 2.a. What is the size and scope of this additional space?

ANSWER. GSA and FBI teams are actively engaged in discussing the requirements for a site. The FBI's program development will continue through the planning and development phases of the project.

The FBI project team is currently validating its requirements using the previous 2016 Program of Requirements as the baseline, including identifying which components go to the suburban and urban facilities, and validating individual internal component needs.

Question 2.b. Please provide details on the status of GSA's search for Federally owned space and a timeline of when GSA anticipates that a site would be identified.

ANSWER. As noted in GSA's FY 2025 Congressional Budget Justification, GSA and FBI continue efforts to identify a federally owned location in Washington, DC, to support the FBI's day-to-day engagement with the U.S. Department of Justice's headquarters, the White House, Congress, and other partners. The FBI project team is validating its requirements using the previous 2016 Program of Requirements as the baseline. The FBI's program development that will continue through the planning and development phases of the project.

Question 2.c. What specific buildings are under consideration?

ANSWER. GSA is currently evaluating its entire portfolio of owned buildings in the District of Columbia; however, as noted above, we are still working with the FBI to finalize its requirements.

Question 3. The report notes that the Greenbelt, Maryland site acquisition is approximately \$25 million, yet documentation received by the Committee values the property at over \$200 million.³ Prince George's County, according to documents, has offered \$50 million to offset site acquisition costs.⁴ Can you provide a detailed explanation and breakdown of how GSA arrived at \$25 million for the cost of the site acquisition for Greenbelt?

ANSWER. As has previously been shared with the Committee, WMATA wrote to GSA in September 2022 informing the agency that a recent appraisal of the Greenbelt site concluded the fair market value to be \$25.1 million, and that WMATA would accept this price for the site. This letter was part of the package of materials made available to both the Site Selection Panel and the Site Selection Authority.

Regarding the \$50 million offer from Prince George's County to offset site acquisition costs, GSA informed the County in a letter dated September 28, 2022, that "GSA is not accepting any direct cash contributions from any state, locality, jurisdiction, or any other person as part of its site selection process." However, GSA did share with both the Maryland and Virginia delegations that we would take into consideration any donations of land, as well as costs associated with any necessary offsite improvements to support the headquarters. GSA's acceptance of land and costs for offsite improvements is consistent with our agency's typical practices. This was included as part of Criterion #5: Cost, in the Site Selection Plan.

Question 4. The report notes that the Greenbelt site provides the "greatest transportation access to FBI employees and visitors"⁵ given its location at the Greenbelt Metro station, yet when the number of trips to Quantico was counted over a two-month period in 2022, there were approximately 1,700 trips by FBI personnel to Quantico and that count did not reflect any personnel who traveled from Quantico to the FBI Headquarters.⁶ Extrapolating, that would result in over 10,000 trips in a year to Quantico, not counting reverse travel. Moreover, more than half of the FBI

²*Id.*

³FBI Headquarters Consolidation—Site Information Summary—Greenbelt, FBI HQ Consolidation, GSA; Site Selection Panel Recommendation Report Federal Bureau of Investigation Headquarters, GSA, (Aug. 2023).

⁴Letter to Aaron Hassinger, Project Executive, GSA from Angela D. Alsobrooks, County Executive, Prince George's County, Maryland, Sept. 16, 2022 (on file with committee).

⁵GSA, REPORT SITE ACQUISITION, DESIGN, AND MANAGEMENT/OVERSIGHT/SUPPORT ACTIVITIES, DEPARTMENT OF JUSTICE—FEDERAL BUREAU OF INVESTIGATION, CONSOLIDATED HEADQUARTERS, GREENBELT, MARYLAND (Mar. 28, 2024) (on file with Comm.).

⁶GSA—FBI RESPONSES TO MARYLAND DELEGATION SITE SELECTION (Oct. 20, 2022) (on file with Comm.).

personnel live in Virginia and 98 percent currently work in D.C. or locations in Virginia.⁷

Question 4.a. Did the Site Selection process take into account the fact that Quantico is not accessible by Metro when evaluating which site had the greatest access to transportation?

ANSWER. The final Site Selection Plan, which was developed in coordination with the FBI and after consultations with the Maryland and Virginia delegations, established the process under which the Site Selection Authority (“SSA”) would render its decision. Under the Plan, the proximity of each site to the FBI’s Quantico Facility was considered as part of Criteria #1: FBI Proximity to Mission-Related Locations. Accessibility of Quantico to a WMATA Metrorail Station was not a part of the Site Selection Plan.

Question 4.b. Did the Site Selection process take into account the number of trips (likely by vehicle) FBI personnel make to Quantico in evaluating—

Question 4.b.i. Transportation access?

ANSWER. As noted above, the final Site Selection Plan, which was developed in coordination with the FBI and after consultations with the Maryland and Virginia delegations, established the process under which the Site Selection Authority (“SSA”) would render its decision. Under the Plan, the accessibility of each site to various transportation modalities was considered under Criteria #2: Transportation Access. The proximity of each site to the FBI’s Quantico Facility was considered as part of Criteria #1: FBI Proximity to Mission-Related Locations.

Question 4.b.ii. Promoting sustainable siting?

ANSWER. As noted above, the final Site Selection Plan, which was developed in coordination with the FBI and after consultations with the Maryland and Virginia delegations, established the process under which the Site Selection Authority (“SSA”) would render its decision. Under the Plan, siting sustainability was considered under Criteria #4: Promoting Sustainable Siting and Advancing Equity. The proximity of each site to the FBI’s Quantico Facility was considered as part of Criteria #1: FBI Proximity to Mission-Related Locations.

It is worth noting that as part of the Site Selection Authority’s decision regarding Criteria #4 (Promoting Sustainable Siting and Advancing Equity), the SSA “looked at which site would reduce vehicular trips the most. . . .”⁸ Furthermore, using a nationwide geographic data resource for measuring location efficiency, the SSA found that “Greenbelt promotes greatest use of transit compared to Landover and Springfield.”⁹

Question 4.c. Was there any review or evaluation of impacts to traffic patterns given the frequency in which FBI personnel travel to Quantico or given where a majority of FBI personnel live?

ANSWER. Please refer to the responses to Questions 4.a and 4.b, above.

Question 5. In March 2023, GSA hosted consultations with Maryland and Virginia officials. During the consultation with Maryland officials, GSA was requested to modify the site selection process by applying equal weights to all criteria; eliminating distance to Quantico and non-consolidating facilities as a factor is Criterion #1; modifying the evaluation of equity in Criterion #4 to be identical to the standard used in other criteria; and evaluating full costs, including full relocation costs for all tenants.¹⁰ In July 2023, an amendment was issued to the Site Selection Plan which decreased the weight of FBI mission requirements, including distance from Quantico, and increased points for Promoting Sustainable Siting and Advancing Equity as well as Cost.

Question 5.a. What recommendations, if any, did Virginia make to the Site Selection process during its consultation in March 2023?

ANSWER. The Site Selection Panel received a package of information and data pertaining to the three sites, including information provided by the State of Maryland and the Commonwealth of Virginia. Any recommendations, comments, and submissions from either Maryland or Virginia are contained in those documents.

Question 5.b. Was Virginia given an opportunity to respond directly to the recommendations of the Maryland officials?

ANSWER. Please refer to the responses to Question 5.a, above.

⁷ *Id.*

⁸ Site Selection Decision at 31.

⁹ Site Selection Decision at 31.

¹⁰ Maryland Department of Commerce, FBI Site Selection Process, Maryland Consultation (Mar. 8, 2023) (on file with Committee).

Question 5.c. Were the costs associated with the wetlands in the Greenbelt site factored in?

ANSWER. As noted above, the final Site Selection Plan, which was developed in coordination with the FBI and after consultations with the Maryland and Virginia delegations, established the process under which the Site Selection Authority (“SSA”) would render her decision. Under the plan, various cost elements were evaluated under Criteria #5: Cost. The Site Selection Plan indicated that the following four cost elements would be added together:

- Cost of Site Acquisition;
- Cost of Site Preparation;
- Cost of Off-Site Improvements; and
- Relative Cost Differences of Expected Construction Start Dates.

However, as noted in the site selection decision, the SSA did assess the site area and site geometry of each site under Evaluation Criteria #3 (Site Development Flexibility and Schedule Risk). In the agency’s final decision, the SSA noted that, “I rated Greenbelt the third most advantageous site (Yellow) to the Government because it has the smallest buildable area of the three sites. Moreover, it has more restrictive site conditions, such as existing wetlands and nearby transit facilities.”¹¹

Question 5.c.i. If so, how much did the presence of wetlands impact the costs to develop on that site.

ANSWER. Please refer to the responses to Question 5.c, above.

Question 5.c.ii. If not, please explain why the presence of wetlands was not factored into the total costs.

ANSWER. Please refer to the responses to Question 5.c, above.

Question 5.d. Specifically, who at GSA was involved in making the decisions to amend the Site Selection plan and how the plan was amended?

ANSWER. As has been previously shared with the Committee, the post-consultation process plan outlined the decision makers regarding potential amendments to the Site Selection Plan. Specifically, given the significant scrutiny that would attend the decision to make any changes, or not make any changes, that consisted of a Leadership team of the PBS Commissioner, the NCR Regional Administrator, the Chief of Staff, and the General Counsel. These decision-makers were supported by a Project Team consisting of the PBS Regional Commissioner, PBS Regional Director of the Office of Real Estate Delivery, PBS Project Executive, the Contracting Officer, the Associate General Counsel for Real Property, and the NCR Regional Counsel. The Project Team was tasked with “lead[ing] the development of options grounded in GSA’s best practices.” The Leadership Team was tasked with “decid[ing] which option should be selected for the Site Selection Plan.” All of the agency’s post-consultation deliberative materials have been provided to the Committee and have also been posted to GSA’s Electronic FOIA Reading Room.

Question 6. In the documents produced by GSA to the Committee in response to the December 14, 2023, letter sent from Chairman Sam Graves and myself, documents showed there were clearly communications between Maryland and Virginia officials and GSA.

Question 6.a. Can you provide a breakdown of the number and nature of the communications and meetings with officials of or representatives of each State?

ANSWER. As a general matter, and as eventually directed by Congress, GSA engaged in a robust dialogue with representatives from Virginia and Maryland. Those communications generally occurred from May 2022 through July 2023 and were mainly conducted through email, telephone, and in-person meetings. GSA offered representatives from both Maryland and Virginia numerous opportunities to provide information and data on all sites. Available written communications between GSA and representatives from Maryland and Virginia regarding the FBI headquarters project have already been provided to the Committee.

Question 6.b. Was the Site Selection Authority (SSA), former Public Buildings Commissioner Nina Albert, included in any of these communications and/or meetings and, if so, which?

ANSWER. Please refer to the responses to Question 5.a, above. Of note to the Committee, Ms. Albert attended the statutorily-directed consultations with representatives from Maryland and Virginia, which occurred on March 8–9, 2023, in Washington, DC.

¹¹ Site Selection Decision at 24.

QUESTIONS TO ELLIOT D. DOOMES, COMMISSIONER, PUBLIC BUILDINGS SERVICE, U.S. GENERAL SERVICES ADMINISTRATION, FROM HON. STEVE COHEN

Odell Horton Building—Feasibility Study

Question 1. The Further Consolidated Appropriations Act of 2024 (P.L. 118–42), which was signed into law on March 9, 2024, includes language that directs GSA to conduct a feasibility study for the current occupants of the Odell Horton Federal Building in Memphis, Tennessee (Page 73 of the accompanying Explanatory Statement, S. Rept. 118–61 [<https://www.congress.gov/118/crpt/srpt61/CRPT-118srpt61.pdf>]).

Question 1.a. It is my understanding that GSA will use funds provided by the P.L. 118–47 to conduct that study, which will consider the cost of repairs and alterations, as well as other alternatives such as new construction or the acquisition of new space by lease, purchase, or exchange.

ANSWER. GSA funds feasibility studies in concert with the priorities of the Judicial Conference of the United States. The Judicial Conference has not approved or requested that GSA conduct a feasibility study in Memphis, TN. Should the Judicial Conference request a study for Memphis, it would be seventh in line for completion in accordance with judicial policy. Given the priorities set by the Judicial Conference, GSA does not plan to undertake the Odell Horton feasibility study in fiscal year 2024. To discuss this issue in more detail, we recommend a joint briefing with your staff, the Administrative Office of the U.S. Courts, and GSA.

Question 1.b. Given that the Space and Facilities committee has already approved eight feasibility studies that have not yet occurred, will the feasibility study for the Odell Horton Building occur before or after the approved feasibility studies?

ANSWER. The Judicial Conference of the United States utilizes an approved planning process to identify and prioritize potential locations for GSA to conduct initial feasibility studies. Currently, there are eight locations on the list of judiciary requested studies. Two of the eight locations have been completed: Dallas, TX, and Sherman/Plano, TX. The Judicial Conference has neither approved nor requested GSA to conduct a feasibility study in Memphis, TN.

Question 1.c. If the study is to move to the top of the list, when will the feasibility study begin, and how long is it expected to take?

ANSWER. The Judicial Conference of the United States utilizes an approved planning process to identify and prioritize potential locations for GSA to conduct initial feasibility studies. Currently, there are eight locations on the list of judiciary requested studies. The Judicial Conference has neither approved nor requested GSA to conduct a feasibility study in Memphis, TN. That being said, GSA estimates that a feasibility study for the Odell Horton Federal Building in Memphis, TN, as outlined in the Senate Report 118–61, would take approximately 18 to 24 months to complete.

QUESTIONS TO NICHOLAS DIMOS, ASSISTANT DIRECTOR, FINANCE AND FACILITIES DIVISION, FEDERAL BUREAU OF INVESTIGATION, FROM HON. STEVE COHEN

Memphis Field Office

Question 1. As you reference in your testimony, in Fiscal Year 2019, the FBI requested and received Congressional Appropriations Committee approval through the congressional relocation reporting (CRR) process to combine the Memphis and Knoxville field offices into one centrally located Nashville field office. Although some personnel will remain in Memphis and Knoxville (as resident agency facilities), many personnel will relocate to the new Nashville field office.

Question 1.a. What is the exact number of personnel that will be relocated from Memphis to Nashville?

ANSWER. A response was not received at the time of publication.

Question 1.b. Considering your testimony referenced the change was based on population growth patterns across the State of Tennessee and the evolving threat environment, can you explain how a resident agency facility in Memphis will be adequately equipped to handle a field office workload with less resources and less personnel with a steady and increasing crime rate in Shelby County?

ANSWER. A response was not received at the time of publication.

Question 1.b.i. For instance, in 2023 in Shelby County, the overall crime rate increased 6 percent, the major violent crime rate increased 6.3 percent, and the major property crime rate increased 15.8 percent.

ANSWER. A response was not received at the time of publication.

Question 1.c. The Department of Justice, including the FBI, has increased the resources deployed to Memphis through the Violent Crime Initiative. How will consolidation of the field offices impact these types of collaborations?

ANSWER. A response was not received at the time of publication.

