

Federal Bureau of Investigation

Washington, D.C. 20535

February 28, 2020

AUSTIN EVERS AMERICAN OVERSIGHT SUITE B255 1030 15TH STREET NW WASHINGTON, DC 20005-1503

Civil Action No.: 1:18-cv-02422

American Oversight v. Federal Bureau of

**Investigation** 

FOIPA Request No.: 1415577-000 and 1415579-000

Subject: Communications Regarding FBI

Headquarters Consolidation

#### Dear Mr. Evers:

The enclosed documents were reviewed under the Freedom of Information/Privacy Acts (FOIPA), Title 5, United States Code, Section 552/552a. Below you will find checked boxes under applicable statutes for the exemptions asserted to protect information exempt from disclosure. The appropriate exemptions are noted on the processed pages next to redacted information. In addition, a deleted page information sheet was inserted to indicate where pages were withheld entirely pursuant to applicable exemptions. An Explanation of Exemptions is enclosed to further explain justification for withheld information.

	Section 552	Section 552a
(b)(1)	(b)(7)(A)	(d)(5)
<b>☑</b> (b)(2)	(b)(7)(B)	☐ (j)(2)
(b)(3)	<b>▽</b> (b)(7)(C)	☐ (k)(1)
	(b)(7)(D)	(k)(2)
	<b>▽</b> (b)(7)(E)	(k)(3)
	☐ (b)(7)(F)	(k)(4)
(b)(4)	(b)(8)	(k)(5)
<b>✓</b> (b)(5)	(b)(9)	(k)(6)
<b>☑</b> (b)(6)		☐ (k)(7)

502 page(s) were reviewed and 159 page(s) are being released.

Please see the paragraphs below for relevant information specific to your request and the enclosed FBI FOIPA Addendum for standard responses applicable to all requests.

V	Document(s) were located which originated with, or contained information concerning, other Government Agency (ies) [OGA].			
	<ul> <li>□ This information has been referred to the OGA(s) for review and direct response to you.</li> <li>☑ We are consulting with another agency. The FBI will correspond with you regarding this information when the consultation is completed.</li> </ul>			



Please refer to the enclosed FBI FOIPA Addendum for additional standard responses applicable to your request. "Part 1" of the Addendum includes standard responses that apply to all requests. "Part 2" includes additional standard responses that apply to all requests for records about yourself or any third party individuals. "Part 3" includes general information about FBI records that you may find useful. Also enclosed is our Explanation of Exemptions.

Although your request is in litigation, we are required by law to provide you the following information:

If you are not satisfied with the Federal Bureau of Investigation's determination in response to this request, you may administratively appeal by writing to the Director, Office of Information Policy (OIP), United States Department of Justice, 441 G Street, NW, 6th Floor, Washington, D.C. 20530, or you may submit an appeal through OIP's FOIA STAR portal by creating an account following the instructions on OIP's website: <a href="https://www.justice.gov/oip/submit-and-track-request-or-appeal">https://www.justice.gov/oip/submit-and-track-request-or-appeal</a>. Your appeal must be postmarked or electronically transmitted within ninety (90) days of the date of my response to your request. If you submit your appeal by mail, both the letter and the envelope should be clearly marked "Freedom of Information Act Appeal." Please cite the FOIPA Request Number assigned to your request so it may be easily identified.

You may seek dispute resolution services by contacting the Office of Government Information Services (OGIS). The contact information for OGIS is as follows: Office of Government Information Services, National Archives and Records Administration, 8601 Adelphi Road-OGIS, College Park, Maryland 20740-6001, e-mail at <a href="mailto:ogis@nara.gov">ogis@nara.gov</a>; telephone at 202-741-5770; toll free at 1-877-684-6448; or facsimile at 202-741-5769. Alternatively, you may contact the FBI's FOIA Public Liaison by emailing <a href="mailto:foipaquestions@fbi.gov">foipaquestions@fbi.gov</a>. If you submit your dispute resolution correspondence by email, the subject heading should clearly state "Dispute Resolution Services." Please also cite the FOIPA Request Number assigned to your request so it may be easily identified.

Please direct any further inquiries about this case to the Attorney representing the Government in this matter. Please use the FOIPA Request Number and/or Civil Action Number in all correspondence or inquiries concerning your request.

✓

See additional information which follows.

Sincerely,

David M. Hardy
Section Chief
Record/Information
Dissemination Section

Information Management Division

Enclosure(s)

In response to your Freedom of Information Act (FOIA) request, enclosed is a processed copy of non-exempt portions of Bates Stamped documents, 18-cv-2422(FBI)-1 through 18-cv-2422(FBI)-502. The enclosed documents represent the first interim release of information responsive to your request. This material is being provided to you at no charge.

The FBI reviewed 502 pages of emails. While conducting this review, the FBI individually analyzed the emails to determine whether they were responsive to the subject of this request and whether they pertained to official government business constituting records under the FOIA. As a result of the FBI's review, individual emails within email chains were determined to be non-responsive to this request.



#### FBI FOIPA Addendum

As referenced in our letter responding to your Freedom of Information/Privacy Acts (FOIPA) request, the FBI FOIPA Addendum provides information applicable to your request. Part 1 of the Addendum includes standard responses that apply to all requests. Part 2 includes standard responses that apply to requests for records about individuals to the extent your request seeks the listed information. Part 3 includes general information about FBI records, searches, and programs.

## Part 1: The standard responses below apply to all requests:

- (i) **5 U.S.C. § 552(c).** Congress excluded three categories of law enforcement and national security records from the requirements of the FOIPA [5 U.S.C. § 552(c)]. FBI responses are limited to those records subject to the requirements of the FOIPA. Additional information about the FBI and the FOIPA can be found on the www.fbi.gov/foia website.
- (ii) Intelligence Records. To the extent your request seeks records of intelligence sources, methods, or activities, the FBI can neither confirm nor deny the existence of records pursuant to FOIA exemptions (b)(1), (b)(3), and as applicable to requests for records about individuals, PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(1), (b)(3), and (j)(2)]. The mere acknowledgment of the existence or nonexistence of such records is itself a classified fact protected by FOIA exemption (b)(1) and/or would reveal intelligence sources, methods, or activities protected by exemption (b)(3) [50 USC § 3024(i)(1)]. This is a standard response and should not be read to indicate that any such records do or do not exist.

### Part 2: The standard responses below apply to all requests for records on individuals:

- (i) Requests for Records about any Individual—Watch Lists. The FBI can neither confirm nor deny the existence of any individual's name on a watch list pursuant to FOIA exemption (b)(7)(E) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (j)(2)]. This is a standard response and should not be read to indicate that watch list records do or do not exist.
- (ii) Requests for Records about any Individual—Witness Security Program Records. The FBI can neither confirm nor deny the existence of records which could identify any participant in the Witness Security Program pursuant to FOIA exemption (b)(3) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(3), 18 U.S.C. 3521, and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.
- (iii) Requests for Records for Incarcerated Individuals. The FBI can neither confirm nor deny the existence of records which could reasonably be expected to endanger the life or physical safety of any incarcerated individual pursuant to FOIA exemptions (b)(7)(E), (b)(7)(F), and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (b)(7)(F), and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.

### Part 3: General Information:

- (i) Record Searches. The Record/Information Dissemination Section (RIDS) searches for reasonably described records by searching systems or locations where responsive records would reasonably be found. A standard search normally consists of a search for main files in the Central Records System (CRS), an extensive system of records consisting of applicant, investigative, intelligence, personnel, administrative, and general files compiled by the FBI per its law enforcement, intelligence, and administrative functions. The CRS spans the entire FBI organization, comprising records of FBI Headquarters, FBI Field Offices, and FBI Legal Attaché Offices (Legats) worldwide; Electronic Surveillance (ELSUR) records are included in the CRS. Unless specifically requested, a standard search does not include references, administrative records of previous FOIPA requests, or civil litigation files. For additional information about our record searches, visit www.fbi.gov/services/information-management/foipa/requesting-fbi-records.
- (ii) **FBI Records.** Founded in 1908, the FBI carries out a dual law enforcement and national security mission. As part of this dual mission, the FBI creates and maintains records on various subjects; however, the FBI does not maintain records on every person, subject, or entity.
- (iii) Requests for Criminal History Records or Rap Sheets. The Criminal Justice Information Services (CJIS) Division provides Identity History Summary Checks often referred to as a criminal history record or rap sheet. These criminal history records are not the same as material in an investigative "FBI file." An Identity History Summary Check is a listing of information taken from fingerprint cards and documents submitted to the FBI in connection with arrests, federal employment, naturalization, or military service. For a fee, individuals can request a copy of their Identity History Summary Check. Forms and directions can be accessed at <a href="https://www.fbi.gov/about-us/cjis/identity-history-summary-checks">www.fbi.gov/about-us/cjis/identity-history-summary-checks</a>. Additionally, requests can be submitted electronically at <a href="https://www.edo.cjis.gov">www.edo.cjis.gov</a>. For additional information, please contact CJIS directly at (304) 625-5590.
- (iv) **National Name Check Program (NNCP).** The mission of NNCP is to analyze and report information in response to name check requests received from federal agencies, for the purpose of protecting the United States from foreign and domestic threats to national security. Please be advised that this is a service provided to other federal agencies. Private Citizens cannot request a name check.



#### EXPLANATION OF EXEMPTIONS

### SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552

- (b)(1) (A) specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy and (B) are in fact properly classified to such Executive order;
- (b)(2) related solely to the internal personnel rules and practices of an agency;
- (b)(3) specifically exempted from disclosure by statute (other than section 552b of this title), provided that such statute (A) requires that the matters be withheld from the public in such a manner as to leave no discretion on issue, or (B) establishes particular criteria for withholding or refers to particular types of matters to be withheld;
- (b)(4) trade secrets and commercial or financial information obtained from a person and privileged or confidential;
- (b)(5) inter-agency or intra-agency memorandums or letters which would not be available by law to a party other than an agency in litigation with the agency;
- (b)(6) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy;
- (b)(7) records or information compiled for law enforcement purposes, but only to the extent that the production of such law enforcement records or information (A) could reasonably be expected to interfere with enforcement proceedings, (B) would deprive a person of a right to a fair trial or an impartial adjudication, (C) could reasonably be expected to constitute an unwarranted invasion of personal privacy, (D) could reasonably be expected to disclose the identity of confidential source, including a State, local, or foreign agency or authority or any private institution which furnished information on a confidential basis, and, in the case of record or information compiled by a criminal law enforcement authority in the course of a criminal investigation, or by an agency conducting a lawful national security intelligence investigation, information furnished by a confidential source, (E) would disclose techniques and procedures for law enforcement investigations or prosecutions, or would disclose guidelines for law enforcement investigations or prosecutions if such disclosure could reasonably be expected to risk circumvention of the law, or (F) could reasonably be expected to endanger the life or physical safety of any individual:
- (b)(8) contained in or related to examination, operating, or condition reports prepared by, on behalf of, or for the use of an agency responsible for the regulation or supervision of financial institutions; or
- (b)(9) geological and geophysical information and data, including maps, concerning wells.

### SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552a

- (d)(5) information compiled in reasonable anticipation of a civil action proceeding;
- (j)(2) material reporting investigative efforts pertaining to the enforcement of criminal law including efforts to prevent, control, or reduce crime or apprehend criminals;
- (k)(1) information which is currently and properly classified pursuant to an Executive order in the interest of the national defense or foreign policy, for example, information involving intelligence sources or methods;
- (k)(2) investigatory material compiled for law enforcement purposes, other than criminal, which did not result in loss of a right, benefit or privilege under Federal programs, or which would identify a source who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(3) material maintained in connection with providing protective services to the President of the United States or any other individual pursuant to the authority of Title 18, United States Code, Section 3056;
- (k)(4) required by statute to be maintained and used solely as statistical records;
- (k)(5) investigatory material compiled solely for the purpose of determining suitability, eligibility, or qualifications for Federal civilian employment or for access to classified information, the disclosure of which would reveal the identity of the person who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(6) testing or examination material used to determine individual qualifications for appointment or promotion in Federal Government service the release of which would compromise the testing or examination process;
- (k)(7) material used to determine potential for promotion in the armed services, the disclosure of which would reveal the identity of the person who furnished the material pursuant to a promise that his/her identity would be held in confidence.

FBI/DOJ



FOI/PA DELETED PAGE INFORMATION SHEET Civil Action# 18-cv-02422 Total Deleted Page(s) = 188Page 1 ~ Referral/Consult; Page 2 ~ Referral/Consult; Page 3 ~ Referral/Consult; Page 4 ~ Referral/Consult; Page 5 ~ Referral/Consult; Page 6 ~ Referral/Consult; Page 7 ~ Referral/Consult; Page 8 ~ Referral/Consult; Page 9 ~ Referral/Consult; Page 10 ~ Referral/Consult; Page 11 ~ Referral/Consult; Page 12 ~ Referral/Consult; Page 13 ~ Referral/Consult; Page 14 ~ Referral/Consult; Page 15 ~ Referral/Consult; Page 16 ~ Referral/Consult; Page 17 ~ Referral/Consult; Page 18 ~ Referral/Consult; Page 19 ~ Referral/Consult; Page 20 ~ Referral/Consult; Page 21 ~ Referral/Consult; Page 22 ~ Referral/Consult; Page 23 ~ Referral/Consult; Page 24 ~ Referral/Consult; Page 25 ~ Referral/Consult; Page 26 ~ Referral/Consult; Page 27 ~ Referral/Consult; Page 28 ~ Referral/Consult; Page 29 ~ Referral/Consult; Page 30 ~ Referral/Consult; Page 31 ~ Referral/Consult; Page 32 ~ Referral/Consult; Page 33 ~ Referral/Consult; Page 34 ~ Referral/Consult; Page 35 ~ Referral/Consult; Page 36 ~ Referral/Consult; Page 37 ~ Referral/Consult; Page 38 ~ Referral/Consult; Page 39 ~ Referral/Consult; Page 40 ~ Referral/Consult; Page 41 ~ Referral/Consult; Page 42 ~ Referral/Consult; Page 43 ~ Referral/Consult; Page 44 ~ Referral/Consult; Page 45 ~ Referral/Consult; Page 46 ~ Referral/Consult; Page 47 ~ Referral/Consult; Page 48 ~ Referral/Consult;

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From:

**Sent:** Tuesday, August 29, 2017 12:19 PM

To:

**Subject:** UNET to FBINET Uploaded Files

**Attachments:** 423BF419B517B8090FD002DB9A83A587.spw-080217.pdf



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FBI HEADQUARTERS CONSOLIDATION PROJECT - WHAT HAPPENED AND WHAT'S NEXT

Wednesday, August 2, 2017

United States Senate

Committee on Environment and Public Works Washington, D.C.

The committee met, pursuant to notice, at 10:08 a.m. in room 406, Dirksen Senate Office Building, the Honorable John Barrasso [chairman of the committee] presiding.

Present: Senators Barrasso, Carper, Capito, Boozman, Wicker, Rounds, Ernst, Cardin, Gillibrand, Booker, and Harris.



STATEMENT OF THE HONORABLE JOHN BARRASSO, A UNITED STATES
SENATOR FROM THE STATE OF WYOMING

Senator Barrasso. Good morning. I call this hearing to order. I want to thank everyone for coming to be with us today.

We have convened this hearing to listen to testimony from Government witnesses from the General Services Administration, the Federal Bureau of Investigation, and the General Accountability Office about the cancellation of the FBI Headquarters consolidation project and what comes next for housing the FBI.

The cancelled project would have replaced the current FBI Headquarters, the J. Edgar Hoover Building, located at 935 Pennsylvania Avenue, with a new headquarters in either Maryland or Virginia.

The project involved an exchange of the J. Edgar Hoover
Building to a private developer. The developer would then in
turn construct a campus-like facility with proper safeguards for
security, suitable for the FBI's new focus as more of an
intelligence agency as opposed to simply a law enforcement one.
The new facility would also consolidate the myriad of FBI
satellite offices, which would make the Bureau more efficient
and save taxpayer dollars.

I have no doubt that there is a need to replace the FBI's



existing headquarters. The men and women of the FBI who keep us safe deserve an office building that meets their needs. The security and efficiency arguments for their case is clear. What is not clear is why the project was suddenly halted, why Congress was not notified in advance, and what happens now. Senators should not have to find out about a decision of this magnitude by reading about it in The Washington Post.

Regardless as to how this decision was made and how poorly it was rolled out, it is possible that the mechanics of this deal led to this eventual outcome. The exchange of the J. Edgar Hoover Building, which was at the heart of this proposal, may have been doomed from the start. According to the GSA Inspector General, only eight building exchanges of this type had ever been executed prior to the start of this project, and none of those exchanges involved a building worth more than \$11 million. And while there is one significant exchange in the pipeline, it is not yet complete.

The exchange of the J. Edgar Hoover Building, a much larger building than any of the other completed projects, located in heart of the Nation's capital, on one of America's most famous streets, is in a completely different league. The questions now are: Where do we go from here and how do we find a solution?

The FBI needs a new headquarters. How do we get there and what do we do in the interim to address the FBI's needs? Does



it make sense to pump millions of taxpayer dollars into the J.

Edgar Hoover Building to upgrade it, only to tear the building down in a few years, especially since there is over \$100 million in pending repair and maintenance needs in the building today?

Should the FBI pear back its many requirements for a new facility, reducing its size and scope to make it more affordable for the American taxpayer? Should we look at alternative financing mechanisms, such as a lease buyout arrangement where a developer constructs and leases a facility to the FBI, with the agency having the option to buy the facility years in the future?

These are all topics for this hearing today. I look forward to the testimony. I would now like to recognize Ranking Member Carper for his opening statement.

[The prepared statement of Senator Barrasso follows:]



STATEMENT OF THE HONORABLE THOMAS R. CARPER, A UNITED STATES
SENATOR FROM THE STATE OF DELAWARE

Senator Carper. Thanks, Mr. Chairman. Our thanks to you.

I wanted to thank you and Senator Cardin, especially your

staffs, for all the work that you have done on this issue,

important issue not just for the FBI, not just for Maryland, the

District of Columbia and Virginia, but really for our Country.

We are blessed by the men and women who serve us in the FBI, also in GSA and GAO. I want to just say that right from the outset. We have been blessed by wonderful leadership at the FBI for years. We have a newly confirmed FBI Director, Christopher Wray. He was confirmed yesterday. I think he will be a good one. And he follows on the heels of two really good ones in Jim Comey and Bob Mueller, and we are grateful for their leadership and continued service to our Country.

I think it is safe to say that we have more questions than answers surrounding this recent decision by GSA to cancel a procurement for a consolidated FBI headquarters. I am hopeful we can learn some of those answers here today.

Prince George's County is home to two of the three final locations for the new FBI headquarters. The other was in, I believe, Springfield, Virginia. The decision to cancel this consolidation was a shock to those jurisdictions, and it was a



shock to me, and it is going to have a significant impact on the region.

And I have concerns, I know many of my colleagues share them, regarding the move by GSA to cancel the procurement process. My concerns range from the lack of consultation with Congress, to the impacts on national security, to the excess cost that this decision will impose on the Federal Government.

However, I would say that my largest concern is where do we go from here. So much energy has already been invested in this endeavor, only to have the process halted without an alternative plan. We can all agree that there is an obvious need to move the FBI out of the Hoover Building to a new location and to consolidate other FBI locations.

Simply put, the Hoover Building is an aging building that no longer meets the needs of the FBI in the 21st century. It suffers significantly from deferred maintenance and the employees bear the brunt of that lack of investment. Further, the status quo, with the FBI scattered across several locations, a number of locations throughout the D.C. metropolitan area, is simply unacceptable for the agency to carry out its mission and approve our national security.

It reminds me a little bit of the situation the Department of Homeland Security is in. Some of us serve on the Committee on Homeland Security and Governmental Affairs, and they are



spread over almost a half acre and are trying to consolidate the bigger part of their Department in St. Elizabeth's, and hopefully we will be able to carry that out and get that done over the next couple of years.

But with increasingly tight budgets, deferred maintenance on the Hoover Building, and expensive commercial leases for FBI annexes and satellite offices, it would seem to make sense to me to consolidate the FBI under one roof, or something close to one roof.

As stewards of the Federal purse, we should be ensuring that we are doing all that we can to save taxpayer dollars and create efficiency in Government, including with respect to property management, something that Tom Coburn and I, former Senator from Oklahoma, and others have worked on, Rob Portman and others have worked on for years with many of you.

We should also ensure that, when appropriate, Congress provides adequate funding for construction projects that will help agencies meet their missions. For the last several years I have been, as I said earlier, a strong advocate for consolidating the Homeland Security's headquarters at St. Elizabeth's. It just makes sense; it makes dollars and cents; enhances morale and makes more efficient and, frankly, gets them out all these leased spaces that we are paying a lot of money for all over this part of America.



Let me just close by saying without adequate funding from Congress in the years to come, this FBI project, the St. Elizabeth's project may face unacceptable cost escalations and delays that are wholly preventable through our action. This is on us, on Congress.

Mr. Chairman, look forward to hearing this all-star lineup of witnesses, and I would ask them all to do what Gene Dodaro does when he comes and testifies before us, to do it all off the top of their heads and use no notes, and to accept no input from their staffs; and we will be on our way and get a lot done. Thank you very much.

[The prepared statement of Senator Carper follows:]



Senator Barrasso. Thank you, Senator Carper.

Before we turn to our witnesses, I would like to invite both the Chairman and Ranking Member of the Transportation and Infrastructure Subcommittee, which has jurisdiction over public buildings, to make a statement if they would like.

Senator Cardin.



STATEMENT OF THE HONORABLE BENJAMIN L. CARDIN, A UNITED STATES
SENATOR FROM THE STATE OF MARYLAND

Senator Cardin. Chairman Barrasso, first of all, thank you so much for holding this hearing. After GSA announced that they were terminating the consolidation of the FBI prospectus, you and I talked and you immediately offered to hold this hearing, and I want to thank you very much for that. I want to thank Ranking Member Carper for his cooperation in scheduling this hearing.

I want to start by just expressing a great deal of frustration as to how this process has gone forward. The delay, the mixed messages that we have received on financing, and the ignoring of the action of this Committee and of Congress. As a result, there has been a waste of taxpayer money, significant waste of money, and we have compromised the FBI's ability to carry out its critical mission. That is plainly unacceptable, and I think this Committee deserves an explanation.

I hope today that there will be a way forward, that we can move towards a consolidated facility for the FBI in a very quick way, so that we can move on for the taxpayers of this Country and the important mission that the FBI carries out.

So let me elaborate on what I just said.

The FBI has been in the Hoover Building since 1974. It



lacks usable space. They are in 15 different leased locations around the District of Columbia, causing an inefficiency in their operations, additional costs to the taxpayers, an inability to collaborate, which is important for the FBI to carry out its function, and it lacks the security that is necessary for the FBI. All that is known, it has been known for many, many years. There were reports done seven years ago, eight years ago.

In 2011, the GSA, FBI came to this Committee and said we need help; do something about it. And in 2011, six years ago, Mr. Chairman, this Committee took action. We passed a prospectus in 2011. That prospectus said very clearly you are directed to proceed with a private sector lease transaction on Federally owned land for a consolidated headquarter facility. We recognized that. We gave you the authority.

When we give you the authority, we expect that that is going to be carried out and that you are going to work with this Committee.

So what happened next? Well, GSA and OMB said, no, we don't want to use a leased facility; we want to pay for it up front. Now, that is a heavy lift, to put all that money in the budget, for Congress to be able to put in excess of \$1 billion at the time, now close to \$2 billion, into a budget in one year to pay for one consolidated facility. But that is what GSA and



OMB wanted, so we proceeded with that. Congress cooperated.

In fiscal year 2016, \$390 million was put into the appropriation bill. In fiscal year 2017, \$523 million additional dollars were put into the appropriation process. In addition, the Appropriations Committee, in their report, made it clear that they would provide the additional monies in fiscal year 2018 necessary to complete the project. And, as the Chairman pointed out, this was based upon the exchange of the Hoover Building, which added additional resources to this project.

In 2013, GSA went forward with the Request for Information. Three sites were selected; seven proposals were filed. And GSA came back to this Committee in 2016, said we should update the prospectus in order to comply with how GSA was proceeding. We passed a new prospectus for you in 2016, giving you all the authority you needed, so what happened next is very hard for us to understand.

President Trump's fiscal year 2018 budget contained zero for the FBI. We don't exactly understand that if we are proceeding with a cash transaction. Congress was prepared to move forward, as I have already indicated, by the report language we put in and the monies that we put in.

And then what I don't understand at all, and I hope this is explained to me, on July 12th, 2017, without notice to this



Committee, GSA cancels the procurement. Cancels the procurement. Okay, why? Not enough money appropriated by Congress?

Well, the Congress put a large sum of money. The President said it didn't need any more money, because he put no money in the fiscal year 2018 budget. Was it canceled because you want to go now to a lease arrangement? We gave you that authority in 2011, to use a lease authority. Why would you cancel and not come back to us and say we're changing directions? Are you saying we don't need a consolidated facility for the FBI? I hope that is not the case, because the FBI needs a consolidated facility.

So I hope we get some answers as to why it was handled in this way. And how can we move forward in an appropriate way, but in a way that recognizes the NEPA studies have already been done on these three locations; we know about that. We already have a lot of the work done.

I think GSA has created a legal problem now because of the word cancellation of the prospectus. I don't understand why you did that, but maybe you can explain how we are going to move forward and how you are going to respect the will of this Committee and Congress. When we told you originally to use a lease purchase, you came back and said you wanted to use appropriations. We provided the money and then you don't go



# forward.

I hope we get some answers.

[The prepared statement of Senator Cardin follows:]



Senator Barrasso. Thank you very much, Senator Cardin. We are now going to hear from our witnesses.

We have joining us today Mr. Michael Gelber, who is the Acting Commissioner of the General Services Administration,
Public Building Service; we have Mr. Richard Haley, who is the Assistant Director and Chief Financial Officer of the Federal Bureau of Investigation Finance Division; and Mr. David Wise, who is the Director of Physical Infrastructure Team of the General Accountability Office.

I would like to remind the witnesses that your full written testimony will be part of the official hearing today, so I would ask that you please keep your statements to five minutes so that we may have time for questions.

Mr. Gelber.



STATEMENT OF MICHAEL GELBER, ACTING COMMISSIONER, PUBLIC BUILDINGS SERVICE, GENERAL SERVICES ADMINISTRATION

Mr. Gelber. Thank you. Good morning, Chairman Barrasso,
Ranking Member Carper, and members of the Committee. My name is
Michael Gelber, and I am the Acting Public Building Service
Commissioner of the U.S. General Services Administration. Thank
you for the opportunity to testify today.

I wish to discuss how GSA and the Federal Bureau of Investigation jointly determined that the J. Edgar Hoover Building no longer meets the needs of the FBI. I will also discuss why GSA initially used the exchange process to help obtain a modern replacement facility, but ultimately reached the decision to cancel the procurement. Finally, I will discuss how GSA and the FBI are working together to meet the FBI's housing needs and mission requirements going forward.

In 2011, in accordance with the resolution adopted by this Committee, GSA issued a Report of Building Project Survey. The report evaluated the following four strategies to deliver a modern headquarters for the FBI: Federal construction, lease construction, ground lease-leaseback, and acquisition by exchange. A 30-year net present value cost analysis of all four options determined that Federal construction was the most cost-effective approach to provide a replacement consolidated



headquarters facility to house the FBI.

Under the present scoring rules agreed to by the

Congressional Budget Office, the budget committees, and the

Office of Management and Budget, a lease construction or ground

lease-leaseback transaction would require full funding up front.

A new FBI headquarters is a long-term Federal need for which

Federal ownership has been shown to be the lowest cost

alternative. GSA seeks to develop Federal capital projects that

allow GSA to meet agencies' mission needs while pursuing the

best value for the American taxpayer.

To address Federal capital needs generally, GSA has a mechanism that is not being fully utilized, the Federal Buildings Fund. GSA has a significant backlog of unfunded capital projects resulting from less than full appropriation of the GSA rent collections in fiscal years 2011 to 2017. Full access to GSA rent collections for investment in capital projects is necessary to maintain the portfolio and deliver priority, mission-critical Federal facilities.

In parallel, GSA recognizes that up-front funding can be viewed as an impediment to making key investments, but under the current scoring rules it is also the way for the Federal Government to record Federal spending. This Administration is considering a number of new Federal tools to support better decision-making while maintaining transparency and fiscal



restraint.

Given these facts, GSA determined that an exchange of the Hoover Building for a new facility of up to 2.1 million square feet was the most viable funding mechanism to consolidate personnel from the Hoover Building and multiple leased locations at the lowest possible cost. The exchange process can facilitate the disposal of agency properties that do not meet the Federal need by allowing GSA to leverage its owned inventory to acquire new and more efficient facilities.

GSA worked closely with the FBI, Congress, State and local governments, and the private sector to meet project milestones. To this end, GSA selected three preferred sites and a number of preferred developers. As part of this process, GSA also analyzed all three preferred sites pursuant to the National Environmental Policy Act. Earlier this year, GSA communicated that, should full funding be provided, we stood ready to select the developer and make an award.

In May of this year, Congress passed the fiscal year 2017

Omnibus Appropriations Act. Under the Act, GSA received \$200

million and the FBI received \$323 million of a combined \$1.4

billion request. This resulted in a funding gap of \$882 million from the requested level.

Following the enactment of the fiscal year 2017 Omnibus, GSA considered various potential paths forward to address the



project's \$882 million funding gap. After internal and interagency deliberations, GSA determined that moving forward without full funding would put the Government at risk for project cost escalations. Additionally, both GSA and the FBI expressed concerns about the potential reduction in the value of the Hoover property, since developers were scheduled to receive the property once the new FBI consolidated headquarters are completed. As a result, GSA decided, in consultation with the FBI, to cancel the procurement.

It is fair to say that the cancelation of the procurement was not the desired outcome. Members of this and other congressional committees, along with Federal, State, local, and private sector partners, put a tremendous amount of time, energy, effort, and resources into delivering a modern FBI headquarters.

At this time, GSA and the FBI are working together to meet the FBI's short- and long-term housing needs and mission requirements. This review includes deciding what investments to make in the Hoover Building now that we know that the FBI will be housed there for longer than expected. Additionally, the FBI's portfolio of leased space is being evaluated, as well as options to procure a new headquarters for the FBI.

In closing, GSA is committed to carrying out our mission of delivering the best value in real estate. The need for the FBI



to have a modern headquarters remains.

GSA will continue to work with members of this Committee, the FBI, and others in the Administration and Congress to meet this need.

I thank the Committee for the opportunity to testify today and I look forward to answering your questions.

[The prepared statement of Mr. Gelber follows:]



Senator Barrasso. Thank you very much, Mr. Gelber. Mr. Haley.



STATEMENT OF RICHARD L. HALEY II, ASSISTANT DIRECTOR/CHIEF FINANCIAL OFFICER, FINANCE DIVISION, FEDERAL BUREAU OF INVESTIGATION

Mr. Haley. Thank you, Chairman Barrasso, Ranking Member Carper, and members of the Committee for allowing me to appear before you today to discuss the importance of the FBI headquarters facility project.

Sitting before you today, I represent a number of individuals at the FBI that have spent years of making this project a reality, a reality that we have not lost sight of despite this current setback.

Mr. Chairman, as you and Senator Carper and Senator Cardin have mentioned, and I will just briefly reiterate, this

Committee is very well aware the J. Edgar Hoover Building was designed in the 1960s to meet an FBI mission of that time that was largely criminal in nature, most of which was done by each of our field offices, and the headquarters building was really just a national police precinct to coordinate those efforts.

When occupied in the mid-1970s, nearly half of the building was designed for our laboratory functions, fingerprint operations, and paper records storage requirements. All of those functions have been moved decades ago.

Today, in addition to the lack of infrastructure and



security required to meet the mission needs, the building struggles to keep up with the organization's need to continue to be more and more threat focused, intelligence driven, an organization that must be able to rapidly address developing threats and collaborate across multiple operational programs.

Our headquarters is the hub of this coordination for intelligence and information sharing among our State, local, Federal, and international partners. It coordinates what is happening among our 56 field offices and over 300 resident satellite offices across the Country and more than 70 offices overseas where we liaison with our foreign partners. It also operates as the nerve center of the organization in times of national crisis or emergency during major cases and operations. The current structure of the J. Edgar Hoover Building does not allow for us to coordinate this effectively or efficiently. The building itself is not only inefficient, but the technology and the physical limitations continue to suffer. Everything takes more money and more time to get things done.

Aside from the physical infrastructure, virtually all of the critical building systems, mechanical, electrical, and plumbing, have deteriorated and are either at the end of their life or beyond their useful life.

While the FBI is disappointed the procurement that would have provided the FBI with a facility that meets our mission



needs was cancelled, it does not change the fact, as you have mentioned, that the FBI needs a consolidated, secure, resilient intelligence community-worthy facility, a facility capable of meeting the increased demands of the Nation's premier intelligence and law enforcement organization.

In conclusion, the FBI's requirements for enhanced safety, security, flexibility, and collaboration have not changed. How we achieve this will need to be reexamined, as you have stated, to get to a successful outcome. Therefore, we appreciate your interest with this hearing and ask for your continued support.

I am happy to answer any questions.

[The prepared statement of Mr. Haley follows:]



Senator Barrasso. Thank you, Mr. Haley.

Mr. Wise.



STATEMENT OF DAVID WISE, DIRECTOR, PHYSICAL INFRASTRUCTURE TEAM,
GOVERNMENT ACCOUNTABILITY OFFICE

Mr. Wise. Chairman Barrasso, Ranking Member Carper, and members of the Committee, thank you for the opportunity to discuss our work on GSA's efforts to consolidate the FBI's headquarters and the challenges funding large real property projects. My statement will discuss three key points: the status of the FBI's Hoover Building, GSA efforts to implement real property swap exchanges, and alternative approaches to funding real property projects.

In November 2011, we reported that over the preceding decade FBI and GSA studies determined that the Hoover Building no longer fully supported the FBI's long-term security space and building condition requirements. Due to the lack of space, FBI functions have been disbursed in various annexes around the National Capital Region and other locations. In the 2011 report, we also noted that the condition of the Hoover Building was deteriorating and GSA assessments identified significant recapitalization needs.

In 2017, we reported that several FBI field offices are in facilities owned by foreign entities, which could present an added security risk.

GSA proposed exchanging the Hoover Building, plus cash, to



a developer in exchange for construction of a new headquarters building in one of three locations: Greenbelt, Maryland, Landover, Maryland, and Springfield, Virginia. However, in July 2017, GSA canceled the procurement because, according to GSA and FBI officials, they lacked the funding necessary to proceed. GSA officials stated that GSA and the FBI would continue to work together to address the space requirements of the FBI.

GSA continues to face challenges related to funding new construction projects due in part to budget constraints. Using available legal authorities, GSA has proposed exchanging title to some Federally-owned real property for other properties or construction services, known as swap exchanges. This was the plan for replacing the Hoover Building. Such exchanges can be of equal value or can include cash to compensate for a difference in value between the Federal property and the asset or services to be received by the Federal Government.

exchanges and has only completed a few relatively small exchanges since 2001, both under \$10 million. In our 2014 report, we reviewed five projects where GSA proposed and subsequently canceled swap exchange procurements. For example, GSA officials told us that there was little or no market interest in Baltimore and Miami properties. From 2012 to 2015, GSA pursued a large swap exchange potentially involving up to



five properties in the Federal Triangle South area of Washington in order to finance construction of GSA headquarters and other Federal properties. In 2013, GSA decided to focus on exchanging only two buildings, the GSA Regional Office Building and the Cotton Annex. In February 2016, GSA canceled the procurement, stating that private investor valuations for the two buildings fell short of the Government's estimated values, as well as the amount GSA required to complete its other projects.

Subsequently, GSA officials noted that they planned to improve the swap exchange process, including property appraisals and outreach to stakeholders. However, several factors may continue to limit GSA. For example, the viability of swap exchanges may be affected by specific market factors, such as the availability of alternative properties. In addition, swap exchanges can require developers to spend large sums before receiving title to the Federal property used in the exchanges.

In a potentially successful effort in January 2017, GSA agreed to a swap exchange with MIT for the DOT's aging Volpe Center in Cambridge, Mass. Per the agreement, MIT will construct a new DOT facility on a portion of the 14-acre site and will receive title to the remaining site. GSA indicated that the project, once completed, will provide \$750 million in value to the Federal Government.

Our prior work also identified a number of alternative



approaches to funding real property projects, including long-term operating leases, land swaps, retained fees such as user fees, and enhanced use leases. In March 2014, we reported that up-front funding is the best way to ensure recognition of commitments made in budgeting decisions and to maintain fiscal controls. However, obtaining up-front funding can be challenging. Congress has provided some agencies with specific authorities to use alternative funding mechanisms for the acquisition, renovation, or disposal of Federal real property without full up-front funding.

Projects with alternative funding mechanisms may present risks that are shared between the agency and the partner. Some of these mechanisms allow the private sector to provide the project's capital at their cost of borrowing, which is normally higher than the Government's. In some cases, factors such as lower labor costs or fewer requirements could potentially help balance the higher cost of borrowing.

Our previous work also identified options for changes within the discretionary and mandatory sides of the budget structure. Alternative budgetary structures may change budgetary incentives for agencies and therefore help Congress and the agencies make more prudent long-term fiscal decisions.

Chairman Barrasso, Ranking Member Carper, and members of the Committee, this concludes my prepared statement, and I would



be happy to answer any questions.

[The prepared statement of Mr. Wise follows:]



Senator Barrasso. Well, thank you to all three of you. We will start with rounds of questioning.

I would like to start with you, Mr. Gelber. So the project originally began in 2004. FBI Director Robert Mueller requested the GSA recommend a strategy for consolidating the FBI Headquarters. In 2011, this Committee passed a resolution directing the GSA to investigate the feasibility and the need to construct or acquire a new consolidated headquarters facility for the FBI. So it has been more than a decade.

With the decision now to abandon the current procurement, are we back at square one?

Mr. Gelber. Not quite at square one. We have learned quite a bit about the FBI's requirements and the ability of the surrounding community, the District, Maryland, and Virginia, to support this requirement. But from a procurement standpoint we will need to initiate a new procurement.

Senator Barrasso. So then I guess members of Congress and the public would want to know what happens to the millions of dollars that Congress has appropriated for this project?

Mr. Gelber. Those funds are retained in the project budget. They are currently not being spent, and they are only able to be spent either on this project or in the event that either the GSA and the FBI come to Congress with a request to reallocate those funds. With congressional consent, we could



then do that. But the money that has been allocated to this project can only be spent on this project.

Senator Barrasso. And since the process to exchange the Hoover Building for a new headquarters facility, since that began, that whole process for the exchange began, I think it has been unclear to many what the total cost for the project actually is, because it was a property exchange.

So given the FBI's requirements, in your best approximation, what is the actual current cost of the project, without a potential exchange factored into it?

Mr. Gelber. I think our cost estimate centered around \$1.6 billion and up. We have always been reluctant to express a specific cost because of the valuation of Hoover was something we wished the market to determine. But that would be a fair minimum.

Senator Barrasso. At \$1.6 billion. Okay.

Mr. Wise, I understand the GSA used build-to-suit leases to acquire some of the FBI's field offices across the Country.

Could GSA use a similar approach for the FBI Headquarters?

Mr. Wise. Senator, yes, that is possible, but there are constraints to using that process as well, because one never quite knows who the owner is. As you heard in my statement, in 2017, we reported that there were several FBI leased buildings that were owned by foreign entities that were maybe or maybe not



they were aware of. So that is an issue that certainly needs to be studied, especially in a sensitive agency like the FBI.

Senator Barrasso. Thank you, Mr. Wise.

Mr. Haley, you know, considering that the Federal budget rules mandate that capital investments must be, I think, fully funded in advance and that OMB initially recommended that this project be rolled out in phases, would the FBI consider a phased approach for this consolidation as a means to limit cost and comply with the Federal budget rules?

Mr. Haley. Sir, it was a topic early on we have talked about a lot. I think the concern with this project -- and we are familiar with a number of the construction projects that our appropriations committees have provided us funding for. You would be familiar with our SEGUS facility out in West Virginia, our operations down at Quantico where you are talking about large thousand-acre sites where you can segregate off or partition off areas where construction and laydown can occur.

These sites, in some ways, are so small, all three of them, that to put a building into place and to operate that building with top secret and classified information, and at the same time be trying to run a construction site, that was always a concern for us. It was also a concern that we not necessarily get to a full consolidation, that somehow that partially be completed and in some state of completion; and that doesn't necessarily get us



to a better situation than we are right now with facilities.

So incremental funding was not necessarily a problem, where we got money over multiple years and then to execute the project, but we were concerned about a partial moving forward through phases.

Senator Barrasso. And, Mr. Gelber, news of the decision to cancel the procurement first broke through various media outlets the day before GSA gave an official notice to the members of Congress and the staff. It is unfortunate that members of this Committee, the authorizing body for GSA on this project, had to learn of this sudden decision in the press. Do you agree that GSA should have alerted its authorizing committee in advance, and would you pledge to keep us informed of major decisions in the future?

Mr. Gelber. Yes. But I will also add that the disclosure to the media prior to the official announcement to the various congressional committees was not an authorized disclosure and was not part of GSA's plan to inform individuals about our decision.

Senator Barrasso. Senator Carper.

Senator Carper. Thanks for your testimony here today.

I mentioned earlier the project and consolidating much of Department of Homeland Security at a site called St. Elizabeth's in Washington, DC, and I am trying to draw a parallel between



that project and this project. In that project, the decision was made, with the help of GSA, to bring many of the far-flung assets and operations of GSA not under one roof, but at one site, St. Elizabeth's, St. Elizabeth's campus, which used to be, for many years, a psychiatric hospital for a long time. And that project is being funded over several years. It actually goes through a couple different appropriation committees for GSA and partly for the Department of Homeland Security.

I am trying to figure out what could be an analogy. For example, after having invested hundreds of millions of dollars in this project, we can actually see the end not too far down the line for actually completing it, if the Administration were to come in and say zero funding, we are asking for zero funding to complete this project, that would send, frankly, an alarming message to us. The Department says they need the money; GSA says it is a cost-effective way to provide their quarters, their operation; and the Administration, frankly, has not been generous in their request for continuing the St. Elizabeth's redevelopment, but I think at least in one regard they have asked for some money.

This just seems strange to me, the FBI. This just doesn't seem right. And everybody acknowledges that the Hoover Building is falling down. I think you can drive by and you see the netting where the pieces are literally coming off of the



building. And yet we have an Administration that says after all these years of the work to get us to this point, we don't think we ought to fund it and it shouldn't go forward, and that is it. I am not aware of any consultation. It just doesn't pass the smell test.

And I would just ask, maybe for Mr. Haley, could you tell the Committee who at OMB was involved in this decision? And do you know if this included anyone maybe from the White House?

Mr. Haley. First, I would say your analogy with St.

Elizabeth, which we looked at quite a bit, from an FBI

perspective on that, we saw the Coast Guard, which was a

complete effort on that site to be more kind of in link with the

FBI. You have an agency that moved on to a department site, but

it was a complete agency build more than multiple department

pieces. So that is how we looked at it. And our concern was

that we end up in a phased approach where we are still all over

town, and even maybe stretched in different ways.

The conversations with GSA, which have been the conversations that have led to this decision, and from our standpoint the exchange does make it, the procurement made it very risky from our standpoint. With everything said about needing a new building and the eagerness of the FBI especially to get into a new building as soon as possible was overwhelming. But at the same time, the way the exchange was done, without the



full funding up front, and this project, through briefings and our own design and working with GSA, was always getting all that funding to be able to move forward. The exchange only works when we get out of the Hoover Building. As long as we are in the Hoover Building, it depreciates the value and it also creates complexities in how the developers were going forward.

So that conversation back and forth with GSA leading up to the decision, our conversations with our own direct oversight at OMB, and they were aware of the decision. I am unfamiliar with anything above that within the Administration that occurred, but from an FBI standpoint, GSA is our landlord. We have hundreds of families across the Country. We are opening up a field office in Atlanta next month. It is going to be an amazing facility. We have operations that have recently opened up in Boston and out in Sacramento. These are amazing buildings. Albeit they are leased facilities, they are amazing buildings and they allow our operation to go forward.

So this was really a GSA-FBI coordination and, from our standpoint, the risk of either getting a piece of property that would stay dormant for 10 or 15 years --

Senator Carper. I am going to stop you. I am going to stop you, okay? My time is limited. Can you tell the Committee who at OMB was involved in this decision? Do you know if it included anyone from the White House?



Mr. Haley. In terms of briefing, it would have been our branch personnel and GSA's branch personnel within OMB would be the individuals that we would have met with.

Senator Carper. And I have just a yes or no question I would like to ask of Mr. Gelber. As you heard, there were many bipartisan concerns and questions about the GSA decision to end the procurement process for the consolidation of the headquarters, and I imagine you don't have time to answer all those questions today. In fact, I am sure we won't have time to ask or hear answers for all these questions today, so I am just asking you on a yes or no basis, do you commit to fully respond to questions for information from any member of this Committee so that we can perform our oversight duties? Yes or no?

Mr. Gelber. GSA will respond to questions from the Chair, yes.

Senator Carper. Only the Chair?

Mr. Gelber. GSA's response will be in line with the current Administration's policy on responding to oversight.

Senator Carper. Let me just say something, if I could. I would say this to my Republican colleagues as well. How would you like it if the Democrats had the White House, the majority in the House and the majority in the Senate, and we had an Administration with a policy that said we are not going to respond to your questions when you try to do your oversight?



You would be outraged.

This is outrageous. We cannot stand for this. Our job is to do oversight. And for our colleagues to sit here and just listen to this, I can't believe this. Golden Rule, treat other people the way you would -- how would you like to be treated that way? Well, you wouldn't like it. We need to hear your voices on this. This is outrageous.

Senator Barrasso. Senator Rounds.

Senator Rounds. Thank you, Mr. Chairman.

I agree with Senator Carper, we did not like it. Let me begin just by asking --

Senator Carper. Can I just interrupt for a moment? I want to say I spent a whole lot of time with the last Administration trying to make sure your questions from the Republican side were answered, a lot of time, and I think with some success.

Senator Rounds. I appreciate your comments. I agree with your concern because we did not like it.

Let me continue on and just touch on a couple of items.

Number one, I am just curious. With regard to a desired location, right now is there a specific desired location that has been determined for a new facility?

Mr. Gelber. If the question is directed to me, sir, no, there is no specific location that has been identified.

Senator Rounds. So we still have three that we have looked



at, but we do not have an identifiable location at this point for a new facility?

Mr. Gelber. That is correct, sir.

Senator Rounds. Okay. I understand that we are not at square one, but it sounds like we are very close to square one.

If we were to look at the total values involved in this, we would be talking about the value of a new facility, which I assume would allow us to consolidate a number of the FBI facilities that we are currently leasing, 15 facilities that are involved in this. Would those 15 facilities then be available or not having their leases renewed, is that a fair statement?

Mr. Gelber. It is, sir.

Senator Rounds. Okay. In doing so, are these owned buildings or are these leased facilities?

Mr. Gelber. The leased facilities are leased by the private sector and leased by the Federal Government, by GSA.

Senator Rounds. So GSA is currently making payments on those so that those payments are now reconcilable or at least those are recognized in the process. If we build a new building and we actually fully fund it upfront, those lease payments basically go away, fair to say?

Mr. Gelber. That is correct, sir.

Senator Rounds. So there is an ongoing cost savings that can be basically applied towards this new location once it is



determined.

Mr. Gelber. That is correct, sir.

Mr. Haley. Sir, one of the original justifications for the new building in the consolidation, there were tens of millions of dollars in lease payments and other security costs and everything from each of those separate leased sites that we would have been able to stop paying as we would roll those into a campus environment.

Senator Rounds. But that still exits.

Mr. Haley. Yes, sir.

Senator Rounds. Okay. The value of the Hoover Building, the current value of the Hoover Building today, what is it?

Mr. Gelber. Sir, that is subject to the way that the Hoover Building would be disposed of, and we have been reluctant to speak in a public forum about the value of the building because we feel it may affect any future procurements regarding the disposal of that building.

Senator Rounds. If you were to build a new facility today, what is the timeframe for building that type of a facility?

Mr. Gelber. It could take between five and seven years, sir, including the move.

Senator Rounds. So we are actually talking about trying to determine what the value of the Hoover Building is at some point in the future in terms of a payback or at least a partial offset



of the costs that we are putting in now.

Mr. Gelber. That is one of the factors that is being considered, sir.

Senator Rounds. Mr. Gelber, you mentioned that the CBO was involved in the discussions beginning back in 2011. Could you share with us a little bit more about their involvement and share with us once again the concern that they expressed about having resources available? Can you kind of clarify that a little bit, what CBO's position was?

Mr. Gelber. The Congressional Budget Office role is to score or account for these types of major Federal capital investments, and their approach, as similar to budget committees and the Office of Management and Budget, is that a major initiative of this nature must be scored or accounted for in the initial year of the transaction. So even though the Government is making payments in a lease scenario over a period of 20 years, all the cost of that lease must be accounted for in the original year of the lease.

Senator Rounds. Have you ever worked with CBO on other projects similar to this before?

Mr. Gelber. More appropriately, I believe, the Office of Management and Budget works with the Congressional Budget Office, but we have not directly worked with them.

Senator Rounds. What was the impact, what was the impact



of the CBO determination as to that process in terms of making this project workable or not under the original format?

Mr. Gelber. Under the original format, the project would score, again, all the funding of the entire project scores in the initial year, so we are looking at a up to \$2 billion cost that has to be accounted for in one budget cycle.

Senator Rounds. Making it rather difficult to achieve.
Mr. Gelber. Yes, sir.

Senator Rounds. Interesting. So part of what we should be talking about is if we are looking at any types of arrangements like this again in the future, we recognize that we have another hurdle that we have to go through in terms of making that type of a process work for other smaller projects. Now, I understand that when you are talking about a case of where you are leasing it and then you are going to try to sell the property that you have for future value, that most certainly it seems as though the time value here got away from us because of the size of the project.

Mr. Wise, you mentioned that a little bit in terms of if you are looking at actually leaving the Hoover Building for a period of time, it means that whoever was going to buy it from you would not have access to that property for an extended period of time in part because of the large size and extended time for creating this new facility. Fair statement?



Mr. Wise. Yes, sir. And one of the things that I think made the swap exchange idea especially challenging for the Hoover Building is that, as you kind of allude to and what you are saying is there is a long time lag between the time that developers expected to build the new FBI building until he gets title to the FBI's Hoover Building and the site around it. So a developer has to have pretty deep pockets to be able to get engaged in a project like that.

So one of the things that we had talked about in our report was you need to look at trying to tighten or lessen the time lag so that the relative value of the Hoover Building will not deteriorate so much, because it will decline. The longer the time lag, the less value the building is to the developer because he is waiting and waiting and waiting. In the meantime, he is building something.

Senator Rounds. I appreciate that. Thank you.

My time has expired, but Senator Carper had mentioned this and I just want to come back. Long term, if we really want to make sure that these projects are defensible by both the majority and the minority party, I think an effort and an interest in cooperating in giving data back to both the majority and the minority members on any committee most certainly lends to the ability of cooperation that makes things a whole lot easier to get done in this body.



We saw it; it was frustrating for us as well with the previous Administration on a number of accounts. It is something that I think Senator Carper brings up here and I think it should be something that should be seriously considered with regard to getting these projects moving, because, as the Ranking Member indicated, being able to get data and to feel comfortable with the information you are receiving makes things go a whole lot easier if you are able to get responses back through.

Senator Carper. Would Senator Rounds yield for just a moment?

Senator Rounds. My time has expired, but I will --Senator Carper. Mr. Chairman, can I have one minute?

I just want to thank you for what you have just said. I can't tell you how many times, especially on the Committee on Homeland Security, which I was privileged to chair for a couple of years, how many times we said at hearings like this what can we do to help. You do your jobs better, whoever was before us as the Federal agency.

More times than I can count, the word was a one answer word: oversight. Do your job. Oversight. And that is what we need to do. And there were times when folks in the Obama Administration were not prompt or fully forthcoming in responding, but I don't ever remember an Administration that had a policy from the Administration that said you don't have to



respond to anybody doing oversight except the chairman of a committee. It is a dangerous situation because if the White House, if the President is a Democrat and the minority are Republicans, the folks that are usually on the outside, not in the White House, they are likely to do better oversight over the administration. You know that and I know that. And for us to have a policy from an Administration that says we are only going to respond to inquiries from the chairman in the majority, that is a dangerous precedent, a very dangerous precedent.

Thank you.

Senator Rounds. Well, let me just add, before calling on Senator Cardin, that I stated before the Administration should and has a responsibility to be responsive to requests by all members, and I would note that Marc Short, who is the White House Director of Legislative Affairs, recently wrote to Chairman Grassley of his Committee stating, "The Administration's policy is to respect the rights of all individual members, regardless of party affiliation, to request information about Executive Branch policies and programs."

And I am going to ask unanimous consent that letter be admitted into the record without objection.

Mr. Short's letter goes on to say that "The Administration will use its best efforts to be as timely and responsive as possible in answering such requests."



[The referenced information follows:]



Senator Barrasso. So, Mr. Gelber, does the GSA intend to abide by the policy that is described by Mr. Short's letter of July 20th of this year?

Mr. Gelber. Yes.

Senator Barrasso. All right, thank you.

Senator Cardin.

Senator Cardin. Thank you, Mr. Chairman.

Senator Carper. I just want to say thank you.

Senator Cardin. Thank you, Mr. Chairman. And I have been on this Committee now almost 11 years, and I don't remember ever having any disagreements in regards to our oversight of GSA, and we have always worked in a non-partisan way because we are trying to get the best deals for the taxpayers of this Country. So I expect that will be continued. And I tend to work through staff with Senator Barrasso's and Senator Carper's staff on a request for information from GSA as relates to the FBI procurement, because I think there are additional documents that would be useful for us to see, and I will work with the Chairman so that this will be, I hope, a mutual request.

Mr. Gelber, I want to work with you here. I am really trying to get things done here, and I don't understand "almost square one." If I understand your authority, you could select a site today. There is no problem with the authority to announce



a location. I understand because you cancelled the procurement, you need to now explain the rules that you are going to operate and give developers an opportunity to come forward. By narrowing it to one of the three locations, the NEPA has already been done, so that expedites the process.

So where am I wrong why you cannot move this a lot faster than you just said?

Mr. Gelber. We could in fact select a site, as you stated. Our concern is without the full funding and the structure of the procurement that we were operating under, we had no assurance of being able to complete --

Senator Cardin. All right. Okay. I just want to make sure you could move quicker. Congress can help you in those decisions. It would have been, I think, very helpful for us if, before you terminated, you would have met with and talked with the people who have been involved in authorizing and funding this program moving forward, because I point out the difference between an operating and capital lease could be defined in different ways, which raises questions as to whether we should approve lease prospectus moving forward where there isn't a full funding throughout the entire term because you characterize it as an operating lease. We might think it is a capital lease.

So I think you are raising an issue here which could jeopardize the ability of our agencies to have adequate



facilities, so work with us. I don't think anybody on this

Committee wants to delay the FBI having an adequate facility.

No, we don't want to wait five or six years. We can get it done sooner. But work with us in that regard. We want the best location, the best facility, the most efficient for the taxpayers in this Country, and this Committee will work with you in that regard.

I must tell you, do you have any idea how much money has been wasted by what we have done in the last six years? Do you have any idea how much money the agencies have invested into the FBI consolidation; how much time has been spent by your agency, by the FBI, by OMB; how much time has been spent by the State of Virginia in their proposals and going through what they had to do, the State of Maryland, Prince George's County; how much money has been spent by the developers to comply with mixed messages coming out of GSA? Do you have any idea how many millions and millions of dollars have been wasted?

Mr. Gelber. We are aware of how much we have spent on the project, and that is around \$20 million to date, sir.

Senator Cardin. And that is wasted.

Mr. Gelber. Some of that can be repurposed, but the majority, unfortunately, may not be.

Senator Cardin. Well, I think all of us are concerned about waste. We would like to have that \$20 million spent so



the FBI could carry out its mission.

A question was asked to you by several of us working with us to get this done. I want to make sure that it is done in an open and fair manner. I want to certainly make sure that the jurisdictions that are directly involved, that their representatives are fully participating in whatever is done. I want to make that clear.

But I would hope that we could expedite a location. That certainly simplifies things. That we could expedite the NEPA issues, and we could give you confidence through the appropriators and authorizers that we are prepared. We already put up \$800 million. That is a lot of money. More than \$800 million. I don't want to short-change this. Nine hundred thirteen million dollars we have already put up that you have. That does not include the Hoover Building.

Senator Rounds, you are right, they will not tell you the value of the Hoover Building. It is worth hundreds of millions of dollars, we know that.

So there is already available well in excess of \$1 billion that has already been appropriated by Congress for this project.

It is clear to me, Mr. Haley, that you do need a new consolidated facility, and I appreciate you can't use the piecemeal approach because of the reasons you just said. So we have to figure out a way, because you hear us nodding our heads.



To put \$2 billion in one year's appropriation for one building consolidation is not realistic. That is just not realistic. So we have to figure out a way to do it, and I would really hope that we are not getting to the point that we have to hold up every prospectus here not to stop the location, but to make sure that we are not going down a path that, six years after we pass a prospectus, we are back to square one.

Senator Barrasso. Thank you, Senator Cardin.

Senator Ernst.

Senator Ernst. Thank you, Mr. Chair.

Thank you, gentlemen, for being here today. In 2011, GAO reported that FBI and GSA assessments showed that the FBI Headquarters facilities, the Hoover Building and office annexes in the National Capital Region did not fully support the FBI's long-term security, space, and building conditions requirements.

Mr. Haley, how have the conditions changed since 2011, since the GAO's report has come out, and what has been the effect of these changes on the FBI's ability to actually meet its mission?

Mr. Haley. Thank you, ma'am. Really, nothing has changed; all those issues still exist. If anything, as I mentioned in the opening statement, many of the mechanical parts of the building -- I forgot a prop I was going to bring you, one of the pipes that just recently busted. Many of these are rusting from



the inside out. You have thousands of miles of piping. We had Ma Bell phones, grey metal desks and file cabinets when we moved into the Hoover Building.

It is now a technological hub. Just to move wire from one part of the building to the other, going through concrete, the facility is not designed for that. Everything takes a significant amount of additional funding, a lot of time. There is frustration on the operational side because they need something today, and it may be months or even years before we can get all the pieces in the building.

Having entities spread out all over town means that you are spending much of your day driving from one location to another through D.C. traffic just to try to get around. So those issues are still there.

Senator Ernst. Right. So the condition of the building is not getting better over time, the IT struggles are still there, and those take time and dollars, right?

Mr. Haley. Yes, ma'am. We appreciate GSA has recently changed the netting which keeps the concrete from falling off, because the old netting had to be replaced because it had worn out it had been up so long. So those issues are still there and they just continue to get worse.

Senator Ernst. And you mentioned the time spent traveling back and forth between many of the annex buildings. All of that



cost dollars.

Mr. Haley. Yes, ma'am.

And those leases that you had mentioned, sir, we are having to renew those leases. In some cases that requires us to recompete them for long-term and additional costs are going in.

Some of the mechanicals that we are going to have to replace in the building; you put an HVAC system in, you are expecting it to last 20 years, 20, 30 years. We may only be there another 10. So we have to put infrastructure in that we may not fully amortize or get the full use out of.

Senator Ernst. Right. So a number of issues have been identified today. There is a pathway forward, maybe two steps back.

Mr. Wise, what recommendations would you have for GSA to help move this project forward in a meaningful manner?

Mr. Wise. Well, Senator, thank you. I think in the case of this project, all the options need to be examined closely and analyzed. What are the risks? How long will it take? What are the costs and benefits of one site over another or one method over another in terms of financing the project. And I think that is something that the Committee needs to also look at very closely as the options are presented for moving forward.

It is a complicated arrangement and clearly the swap exchange was a difficult maneuver, a situation where many pieces



had to fall into place. It was kind of a complicated mosaic of effort, and it just didn't really work out, so now it really needs to look at what might be feasible going forward. And keeping in mind, also, the very real security needs that my colleague has brought up here, as well, really has to factor in, which is a serious problem on the current facility, especially on its north side.

Senator Ernst. Exactly. Well, I thank you very much. I think this is going to be a very complicated issue, especially if the swap exchange is not the alternative moving forward. But we do have to find a way to make sure that the FBI has a usable space, a space that is secure, and where they can actually meet their mission requirements.

With that, Mr. Chair, I will yield back my time.

Senator Barrasso. Thank you, Senator Ernst.

Senator Capito.

Senator Capito. Thank you, Mr. Chairman.

Thank you all for being here. I am sorry I missed your testimony, but I was able to read this. For me, and I think for all of us, you have seen, the collapse of this process for securing a replacement raises serious questions.

Mr. Gelber, as you probably know, I chair the

Appropriations Subcommittee on Financial Services and General

Government, which oversees the funding for the GSA. And this



has been a moving target for us to try to follow. I believe we found out the cancellation of this through the newspaper as well, rather than informing the Appropriations Committee properly, and the rest of Congress in general, as to what was going on.

You already mentioned that the GSA has spent \$20 million. How much has the FBI spent, Mr. Haley, thus far in this project?

Mr. Haley. I wouldn't want to give you an exact number, ma'am, but it has been a significant investment. Much of that has been our professional staff, individuals who sit behind me. The individual, the engineer that actually built our SEGUS facility originally and our biometric facility that you are well aware of was brought in to D.C. to lead this project. He is sitting behind me here. So we have invested a lot of educational resources on this.

Now, at the same time, the \$500 million that we have sitting in our account, our appropriations, we hope that this project will take on a similar anatomy like the SEGUS building, where we were able to incrementally bring those funds in, and at the point that the funding was available, we were able to move forward with that capital investment.

Senator Capito. Yes, I was going to mention, but with Senator Cardin I didn't want to mention the great FBI facility we have in West Virginia. I didn't want to throw another



location into the mix, but we do enjoy and, actually, it is a wonderful facility in our area. So we are very, very pleased about that.

So, we are at a point where how did we get here and how are we going to make improvements. If I heard you correctly, Mr. Gelber, did you say that you need the \$2 billion in one year in appropriation before you can move forward?

Mr. Gelber. If we were to move forward with a Federal construction project or a long-term lease, that is how the project would be accounted under the Federal --

Senator Capito. Is that the reason you went for the swap concept?

Mr. Gelber. At the end of the day, yes. It was not our preferred option, but given our funding constraints that we were operating under, and given the inability to gain full access to the money in the Federal Buildings Fund, that is why we opted for the exchange concept.

Senator Capito. Have you done swap projects before to this magnitude?

Mr. Gelber. Nothing of this magnitude.

Senator Capito. Well, I think it might have a little black mark by it right now, from what we have seen, the development to this point.

Let me ask you another question, Mr. Wise. In your written



testimony you stated that GSA employees told you, as part of the research for your 2014 report, that part of the appeal of the exchange model, and Mr. Gelber just talked about this a little bit, was to avoid reliance upon the appropriations process. And yet the agencies state that this project failed for lack of appropriations sufficient to offset the difference between the value of the Hoover Building and the new headquarters.

I think the approach to try to avoid either oversight or the congressional appropriations process is, I think, not very palatable to those of us who sit here and also those of us who sit on the Appropriations Committee and the Authorizing Committee.

So would you say that was a primary motivation to work in this manner, or was it something I am not seeing?

Mr. Wise. Well, I will leave the motivations up to my colleague from GSA to describe, but suffice it to say that swap construct is, as I think Michael was saying, it is another way to try to move forward on Federal construction with the knowledge that it is a very, as Senator Cardin said, a very heavy lift to get full funding up front. Now, full funding up front is the most cost-effective way to build something. That is pretty clear. I think everybody agrees on that. Lease arrangements, one way or another, normally end up costing more for various reasons.



But in terms of the swap construct, a very key criteria of swap construct is that, you need a situation where the property, it really helps if the Government need is equal to the property that it is giving up. And that was not the case here because it was far in excess, so that is why they were coming back for additional appropriations. And a project of this magnitude is very, very complicated to run under a swap construct because, as we talked about in our testimonies, the previous experience that GSA had in this area was very limited.

One example I can give you in San Antonio was a small piece of land for a parking garage, several million dollars. And it worked out well because they were of commensurate value. The private sector really wanted this piece of Federal land and GSA really wanted this parking garage, and they were about equal.

This is a magnitude of much, much greater magnitude and complexity. So that was a technique that GSA hoped it could work to make this building happen, make the project happen, but I think the Hoover Building situation just was too difficult to fulfill this way.

Senator Capito. Could I ask one more question?
Senator Barrasso. Yes.

Senator Capito. You know, we are throwing \$2 billion around like it is a confirmed number, just \$2 billion. What kind of assurances can you give us here that \$2 billion doesn't



lead to \$3 billion? What kind of firm number is that? And are changes being made to design? I am sure as you look at this, as you move forward, certain needs may change. What kind of confidence do you have that \$2 billion is either (A) sufficient or not enough or too much?

Mr. Gelber. We, with the FBI, had developed that extensive program requirements, which we then developed an independent government cost estimate around that number. We also have the bids that were submitted for the project that give us a sense of how the market was responding to the request.

Senator Capito. And they came in at about \$2 billion then?

Mr. Gelber. If GSA had received the funding requested in
the fiscal year 2017 budget, we would have been able to award
this project.

Mr. Haley. Ma'am, I would add, from an FBI perspective, that was one of the factors as we, coordinating with GSA, agreeing to cancelling the procurement, was the concern about that with exchange. And, as Senator Rounds had mentioned earlier, the developer can't get the building until we get out of it.

So as you extend that period on, there was a potential for those costs, and we have always, and we have been very clear with this with our appropriators, that we were trying to be as transparent and honest with the costs that were going to come



out of CJS, and we did not want to see those costs escalate. So as you extend the number of years that this procurement would have had to take, and it wasn't just a building, we were talking about moving facilities from a number of the sites, rose, we were afraid that that cost would come up and we would have to come back in, and those would look like cost escalations versus just time and just the cost of the dollar going forward.

Senator Capito. All right. Thank you.

Thank you, Mr. Chair.

Senator Rounds. [Presiding.] On behalf of Chairman Barrasso, Senator Gillibrand.

Senator Gillibrand. Thank you. Thank you, Mr. Chairman.

Mr. Gelber and Mr. Haley, decisions to cancel the procurement was made by both the GSA and the FBI, and the FBI, at the time, was lacking Senator-confirmed directors. Is there a reason you could not have waited for a decision of this magnitude to be made once your senior leadership was in place?

Mr. Gelber. The constraints around the project would not have gotten better; the cost of the project would, in our minds, continue to have increased. And as Mr. Haley referenced and Mr. Wise has also referenced, the value of the Hoover property would continue to decrease. So, at the end of the day, the situation we faced was, by waiting, we would not learn anything new in the process, and the cost of the project, if we chose to go forward,



would only have increased.

Senator Gillibrand. To what extent was OMB and the White House involved in the decision?

Mr. Gelber. As we normally do on major project decisions, we informed our staff level colleagues at the Office of Management and Budget about this matter.

Senator Gillibrand. But not the White House specifically?

Mr. Gelber. That is correct. We normally do not engage at that level.

Senator Gillibrand. Who was the highest ranking Federal official to personally sign off on the decision to cancel the headquarters procurement?

Mr. Gelber. In terms of the formal approval process within the General Services Administration, that would have been the Acting Administrator.

Senator Gillibrand. Do you expect that there will be additional costs associated with the FBI remaining in the Hoover Building and other leased properties for a longer period of time?

Mr. Gelber. Yes. And we are currently evaluating what those costs would be in partnership with the FBI.

Senator Gillibrand. And what are the additional costs and how do you expect those costs to be paid for?

Mr. Gelber. We have some discretionary funds out of what



we refer to as below a prospectus level authority, which are projects of under \$3 million for a particular task, so we have those funds to use. The key question for us is how much do we invest in the FBI Hoover Building knowing that we are going to move out of it. So we want to ensure the FBI has a usable, safe facility, but we also don't want to overinvest in the facility.

Senator Gillibrand. How do those additional costs compare with the project cost escalations that prompted your agencies to cancel the new headquarters?

Mr. Gelber. The concern with the projected cost escalations is we weren't sure when and where they would stop, and so, given the uncertainty around those escalations, we knew what the costs and risks were for remaining in leased space; we knew what the costs and risks were for remaining in Hoover.

Those were, even if they were on par or less than, the concern with going forward with the project was the unknowns around where the costs would go.

Senator Gillibrand. Did you include appropriators in those conversations?

Mr. Gelber. We have had a regular cadence of meetings at the authorizer and appropriators level throughout the life of the project and have been regularly reporting where we stood on the project up until our meeting to decide to inform individuals that we had canceled the project.



Senator Gillibrand. Prior to the enactment of the fiscal year 2017 appropriations legislation, did you guys communicate to the appropriators that the procurement was at risk if that bill did not include the entire request in the President's budget for \$1.4 billion?

Mr. Gelber. We had regularly communicated that the need for funding was key for this project to move forward. Our last written communication was in March of this year, where we stated that we had met all necessary project milestones to proceed with the project, but were awaiting the resolution of the fiscal year 2017 budget cycle.

Senator Gillibrand. Can I just ask you an unrelated question that I would like you to provide for the record about Plum Island? I have been working with my colleagues from New York and Connecticut on legislation to repeal the statutory requirement for selling Plum Island, which I believe unnecessarily ties the Federal Government's hands and prevents you from considering all options for the use of the Island, including continued Federal ownership by a different agency.

That said, I would like to ask you a few questions about the sale process that you are currently undertaking. And if you don't know these answers, just for the record is fine.

What entity will be required to clean up any environmental contamination associated with the Plum Island Animal Disease



Center, the Federal Government or the buyer?

Mr. Gelber. Invariably, it is either the Federal Government or, if there is anything that hasn't been addressed, the Government notifies whoever acquires the property that they must be aware of what is on the soil in the property.

Senator Gillibrand. And will there be stipulations on when and how the cleanup has to occur?

Mr. Gelber. I am not familiar with the specifics around that particular issue, but we can get back to you on that.

Senator Gillibrand. Thank you. And how does GSA propose to use the revenue from the sale of Plum Island?

Mr. Gelber. Normally, the revenues from these sales are returned to, I believe, either the Miscellaneous Receipts

Account to the Treasury or the Federal Buildings Fund. And our ability to access either of those accounts, if you will, is subject to congressional approval.

Senator Gillibrand. Okay. And has the GSA had discussions with U.S. Fish and Wildlife Service about migratory bird and endangered species habitat that exist on the Island? And how does that factor into the sale process?

Mr. Gelber. I am assuming we did, but I can confirm. As a part of our disposal process, we engage with a range of Federal agencies whenever we are disposing a particular property.

Senator Gillibrand. If Congress repeals the statutory



requirement to sell Plum Island, would other Federal agencies like the U.S. Fish and Wildlife Service and the National Park Service have an opportunity to acquire the property if they wanted to, and what process would that occur?

Mr. Gelber. My understanding is the property is currently under the control and custody of the Department of Homeland Security. I may be incorrect about that. But at the point where the Department of Homeland Security no longer requires the property, it is then made available to other Federal agencies.

Senator Gillibrand. Great. Thank you so much.

And thank you, Mr. Chairman, for the hearing.

Senator Rounds. On behalf of Senator Barrasso, I will recognize Senator Cardin.

Senator Cardin. Thank you. I just want to make a couple comments.

First, there has been a lot of discussion about lease cost being more expensive than direct appropriations, and that is intuitive and correct, but we would point out that in today's economic environment, with the interest rates being what they are, there are certain advantages to using long-term lease purchases, and the cost differential could be not very great.

Just point that out from what I understand.

Secondly, the swap is very unusual for this size. I understand that and the reasons it was done. There were three



developers interested in that financing arrangement, producing seven different development alternatives, so there was at least interest out there for the Hoover Building. Whether it was the best deal for the Federal Government we may never know, but there was certainly interest out there.

And I want to just come back to this last point. GSA has the authority to select a location. GSA has the authority to figure out what financing mechanism works best. They can certainly work with Congress in order to get whatever they need. Congress has expressed itself in numerous ways that we want to help you. We know that the overall funding in one fiscal year is going to be extremely challenging. It is even more challenging now that we have terminated the contracts. So we have to find out a way to move this quicker than saying it is going to take another four or five or six years before we get this done, because the FBI can't wait and taxpayers demand us to be more efficient than this.

So, Mr. Gelber, I just urge you to work with not only authorizing, but the appropriating committees. You have a good deal of information, working with the FBI, working with what has already been developed, to move this project in a fast way, consistent with law that you are now in, using a lot of the information that has already been obtained. I would just urge you to do that so that we can make this project move sooner



rather than later.

Thank you, Mr. Chairman.

Senator Barrasso. [Presiding.] Well, thank you very much, Senator Cardin. Any other questions? I know we are in the middle of a vote, at the end of a vote. I appreciate everyone being here and taking the time as you have.

I was going to turn to Senator Carper to see if he had any additional thoughts or questions.

Senator Carper. Mr. Chairman, I do have. First, I want to say thank you for entering the letter from Senator Grassley,

July 20th letter from Senator Grassley, from the White House,

actually, to Senator Grassley. Marc Short, Director of

Legislative Affairs. It speaks to my concerns about the

minority, as well as majority, being able to do our oversight

work.

Senator Barrasso. And let me just say you have been a wonderful partner to work with. I want to continue to work with you and I want to work with you to make sure we get the answers that all of us are looking for.

Senator Carper. Thank you very, very much for that, and I return to the compliment to you.

I would also like to ask unanimous consent to enter into the record a letter from Tim Horne, dated June 6th. We had submitted some questions of him. I think those questions that



we had asked of him in my letter to him of June 6th, 2017, and we have not received a response.

Senator Barrasso. Without objection.

Senator Carper. I would just ask it be made part of the record and renew our request for a timely response from the folks at GSA. Thank you.

[The referenced information follows:]



Senator Barrasso. The other thing I want to do, we have folks from GAO that are here, right? Would you just raise your hands, please? Raise them high. Hold them up. I just want to say, as the former chairman, now senior Democrat on the Committee of Homeland Security and Governmental Affairs, how much we appreciate the work that you do.

I was in a meeting earlier this morning and one of the thoughts that came to mind in that meeting in the Capitol was we were talking a bit about budget deficits and we seem to have taken our eye off the ball there, and they continue to grow. I think the budget deficit is going to grow by another \$100 billion this year alone, and we are looking at about a \$700 billion deficit, up from about \$400 billion a couple years ago. We peaked at \$1.4 trillion and down to \$400 billion. Now we are back up to about \$700 billion and nobody is really paying any attention to that, and that is a cause for concern to me and I know it is to folks from Wyoming, including the Senators.

One of the things that I often like to focus on is the work that you do at GAO to the high-risk list, and identifying high-risk ways of wasting money. It is really important work, and one of the things that I sought to do, Dr. Coburn did that when he was the senior Republican on our Committee, always used that as our to do list. Do we need to raise some evidence? We



probably do. Do we need to cut some spending? We probably do. But, also, you give us a great roadmap, just a to do list for ways that we can save money.

One of the things that has always confounded me is this issue -- and we have worked a lot with you on real property reforms, Dr. Coburn, Senator Portman, and myself and others; and to the extent that the work that was -- our work ended up in legislation, signed by the last President, on real property management.

How, if at all, does that address or come in contact with the particular issue that is before us today? We spent a lot of time trying to put together legislation, guidance, and get the Administration to work in a more appropriate way with our input to save money in the way that we handle property, real property. How does that legislation, if at all, affect this issue?

Mr. Wise. Well, Senator, I am sure as you know, real property has been on the high-risk list for a long time, I think since 2003, and one of the key things we looked at, this is not necessarily specific to the FBI, but it is certainly related, is that one of the elements that we looked at very hard over the years is the importance of accurate data in order to enable Federal agencies' real property managers to make good decisions in what to do with their excess property or how to best use what resources they have.



And all along we have pushed a number of recommendations to OMB and GSA along these lines, and, to the credit of GSA, they made a lot of progress in improving the Federal real property profile. Now, the legislation, your bill from 2016, the Federal Real Property Reform Act that you sponsored, is --

Senator Carper. Along with Senator Portman and others.

Mr. Wise. -- along with Senator Portman is certainly an assist because it gets at something that we think is quite important, and that is the ability to give a good break to the taxpayer and save money is really much more in consolidation of Federal offices into owned facilities versus leased facilities. So that somewhat relates to what we are talking about today. But it is also a general point that I think is very important for overall management of the Federal real property portfolio.

And, as a result, we think, and as you mentioned, as the bill specifies, improving the data and also looking at postal facilities as a potential area that we can consolidate Federal offices into where there is space available, because a lot of sorting facilities are not sorting much anymore, although --

Senator Carper. In fact, the number of mail processing centers is down. A couple years ago we had 600 of them. They are operating now down to about 300 they are operating.

Mr. Wise. Yes. So there is a lot of potential there, although, you know, again, these are more --



Senator Carper. In fact, my wife and I just drove by one in Rockford, Illinois over the weekend.

Mr. Wise. The issue with the postal facilities, those are much more like factories than they are like office space, so they need some resources in order to renovate them to make them suitable for office space. But there is a lot of potential for consolidation, but, again, you know, until you get really a solid handle on the data and its accuracy, it is very difficult for agencies to make these kinds of decisions.

So, yes, your point is well taken that the issue around management of Federal real property certainly has at least a tangential relationship to the FBI issue at hand today.

Senator Carper. Last thing I would say, Mr. Chairman, during my time in State government as the governor of Delaware, we worked then and we still work with a capital budget. We have, actually, three budgets; one is the operating budget, one is the capital budget, and one of the grant and aid budgets to help nonprofit organizations, which is small compared to the other two. But we know that the fiscally smart decision for providing for space, whether it is for the FBI or for anybody else in Federal Government, oftentimes it is for the Federal Government to build and own property. That is the smart way to do it.

It is hard, as Senator Cardin has said and others have



inferred, it is hard to get that kind of huge, like a \$2 million appropriation in a year or maybe over two years for something like the FBI building. It is just very, very hard to do. In the end we save money, we save money over the long haul. But the way that our budgeting process works, it does not reward that behavior.

I will ask some questions for the record. One will deal with the alternative funding mechanisms that seeks to try to get at this conundrum, and we would appreciate your response to those questions, all of you.

Mr. Gelber, we look to hearing from you folks soon and more consistently in the future. Thank you.

And to our FBI brothers and sisters, God bless you. Thanks.

Senator Barrasso. Well, as we wrap up, I want to make a couple observations.

It is clear from today's testimony that the FBI does need a new headquarters; that fixing up the Hoover Building with a \$100 million backlog of maintenance needs makes little sense; that the elaborate plan to swap the Hoover Building for a new headquarters facility was, in hindsight, not the best option; that we need a new cost-effective and achievable plan to get the FBI into a new headquarters facility.

So I would like to ask our witnesses one final question.



Will you commit to providing Congress a workable solution to the FBI's headquarter needs within 120 days?

Mr. Gelber. Yes, sir.

Mr. Haley. Absolutely, sir.

Senator Barrasso. Mr. Wise? They both said absolutely. [Laughter.]

Mr. Wise. I think that is the job of the Administration, and we will be happy to come in and evaluate it at some point.

Senator Carper. Maybe you can give them some advice along the way.

Mr. Wise. Always happy to do that, sir.

Senator Barrasso. Well, you can expect that this Committee will hold another hearing on this subject before the end of the year.

With that, I want to thank all of you for being here.

Other members may submit questions for the record. The hearing record will be open for two weeks. I want to thank the witnesses for their time and their testimony today.

The hearing is adjourned.

[Whereupon, at 11:25 a.m. the committee was adjourned.]



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# Office of Inspector General U.S. General Services Administration

# Review of GSA's Revised Plan for the Federal Bureau of Investigation Headquarters Consolidation Project

August 27, 2018



### Introduction

On February 12, 2018, the General Services Administration (GSA) presented a revised plan for the Federal Bureau of Investigation (FBI) headquarters consolidation project to the Senate Committee on Environment and Public Works (Senate EPW Committee). The plan recommended razing the FBI's existing headquarters facility, the J. Edgar Hoover (JEH) building on Pennsylvania Avenue in Washington, D.C., and constructing a new headquarters facility on that site. This was a change from GSA's previous approach of seeking a campus facility for the FBI at a suburban location in the Washington, D.C., region.

The GSA Office of Inspector General (OIG) initiated this review on March 12, 2018, in response to a request from the Ranking Member of the House Committee on Oversight and Government Reform's Subcommittee on Government Operations. Our objective was to review GSA's decision-making process for the revised FBI headquarters project plan, including an analysis of whether the revised plan properly accounts for the full costs and security requirements of the project. In the course of the review, we also encountered an issue concerning testimony GSA Administrator Emily Murphy provided on April 17, 2018, to the House Appropriations Subcommittee on Financial Services and General Government in response to questions regarding White House involvement in decision-making regarding the project. We included that issue in our review.

To conduct this review, we held 20 interviews, including with Murphy, GSA Acting General Counsel Jack St. John, GSA Public Buildings Service (PBS) Commissioner Daniel Mathews, and the Unit Chief of the FBI's Headquarters Program Management Office; reviewed over 50,000 GSA documents and emails concerning the FBI headquarters consolidation project; and reviewed congressional testimony of GSA and FBI officials in 2017 and 2018 concerning the decision to rebuild the facility at the JEH site.

Early in the review the OIG learned that during the course of GSA's decision-making on the revised FBI headquarters plan, Murphy met with the President on January 24, 2018, about the project. When we asked about the meeting, some GSA witnesses refused to answer any questions about this and other relevant White House meetings, and some of those said they were told or believed the information was subject to executive privilege. We sought to determine whether GSA took the position that executive privilege precluded sharing information with the OIG, which is part of GSA and within the Executive Branch. Ultimately, GSA's Acting General Counsel informed us that he received direction from White House Counsel's Office regarding the matter. He told us that pursuant to those directions, GSA employees were authorized to disclose to the OIG the existence of the White House meetings, discuss who attended, and discuss any high level agreements that resulted from the meetings;

<sup>&</sup>lt;sup>1</sup> The OIG has been monitoring GSA's efforts related to the FBI headquarters consolidation since August 2013. On March 30, 2017, we issued Audit of PBS's Planning and Funding for Exchange Projects (Report Number A160024/P/R/R17004). The FBI headquarters consolidation exchange project was one of the projects that we reviewed in this audit. We reported that PBS had not fully factored risk into its planning for exchange projects and as a result, cancelled or chose not to pursue several exchange projects.



but not to disclose any statements made by the President. We describe the information we received about the meetings in this report.

The revised plan for the FBI headquarters project presented to the Senate EPW Committee contains a cost comparison showing that the plan to raze and rebuild at the JEH site would be less costly than the cancelled FBI exchange procurement. However, we found that GSA did not include all of the costs in its analysis, and that the JEH demolish and rebuild plan would actually be more costly. We also found that GSA and the FBI intend to construct a Level V secure facility, but until the FBI finalizes a program of requirements it is not clear how this will be achieved. Finally, we found that Murphy's congressional testimony was incomplete and may have left the misleading impression that she had no discussions with White House officials in the decision-making process about the project.

This report first describes background information regarding the FBI headquarters consolidation project and GSA's decision-making process for the revised project plan. It then assesses whether the revised plan GSA provided to the Senate EPW Committee properly accounts for the full costs of the JEH rebuild and the security requirements for the project. Finally, the report describes our concerns regarding Murphy's testimony before the House Appropriations Subcommittee on Financial Services and General Government on April 17, 2018.

GSA provided written comments to our draft report in a response dated August 10, 2018. GSA's comments are included in their entirety in *Appendix A*. We also received comments from Administrator Murphy on the draft report. Because those comments were made in her individual capacity, we have not appended them to the report. In addition, we made excerpts of the report available to FBI officials for their review and comment.

We considered all of the comments we received and have addressed those relating to factual accuracy where appropriate in the body of this report. None of the resulting revisions affected our report conclusions. We respond to certain additional comments made by GSA and Administrator Murphy in *Appendix B*.

### Factual Background

### Need for New FBI Headquarters

The FBI has occupied the JEH building since construction was completed in 1974. Since then, the FBI's operations and duties have evolved. In the wake of the events of September 11, 2001, the FBI expanded its mission to include greater national security responsibilities, including counterterrorism, counterintelligence, and cyber security. To accommodate its expanded mission, the FBI identified a need for a new headquarters facility in its 2005 Asset Management Plan.

In the 2009 Omnibus Appropriations bill, Congress directed the U.S. Government Accountability Office (GAO) to review the security concerns of the JEH building and associated offsite locations. In a report issued in November 2011, GAO found that actions were needed to address issues with the condition of the FBI headquarters. In response to that review, then FBI Associate Deputy Director Kevin Perkins noted: "[A] new consolidated FBI Headquarters facility



is urgently needed, and we view this as one of our highest priorities for the foreseeable future." In a March 2013 hearing of the House Committee on Transportation and Infrastructure, Subcommittee on Economic Development, Public Buildings, and Emergency Management, entitled "Proposal for a New Consolidated FBI Headquarters Building," Perkins referenced the November 2011 GAO report and stated:

The FBI has implemented some countermeasures at the JEH building to improve the security of the facility, but those efforts are not a substitution for relocating FBI Headquarters employees to a location that affords the ability to provide true security in accordance with ISC [Interagency Security Committee] standards.

In assessing the concerns raised about the JEH building, GSA and the FBI recognized an opportunity to consolidate FBI personnel at JEH and other locations throughout the D.C. metropolitan area into one modern facility. GSA expected the new headquarters facility would save close to a million square feet in rentable space, eliminate the need for FBI leased space in the National Capital Region, and provide updated workplace solutions tailored to meet the FBI's needs.

### GSA Plans Exchange of the JEH Building for a New Headquarters Campus

In December 2012, GSA announced its intent to find a new headquarters facility for the FBI. GSA's plan was to partner with a developer that would design and construct a consolidated headquarters facility in exchange for title to the JEH building and its land. In January 2013, GSA issued a Request for Information to garner reaction from members of the development community, local and state jurisdictions, and other interested parties regarding feasibility, issues, and considerations related to a potential exchange project structure.

In November 2013, the Request for Information was followed by a Request for Expressions of Interest for sites within the National Capital Region to be used for the development of a new FBI headquarters. GSA identified three sites where a new campus headquarters could be built: (1) Springfield, Virginia; (2) Greenbelt, Maryland; and (3) Landover, Maryland.

On December 19, 2014, GSA issued its Phase I Request for Proposals (RFP) for the government to select a short list of no more than five offerors to compete in the Phase II RFP. On October 13, 2015, GSA identified a short list of offerors to proceed to Phase II of the RFP. On January 22, 2016, GSA issued the Phase II RFP to these qualified offerors.

In the Fiscal Year 2017 budget request, GSA and the FBI requested a combined \$1.405 billion to finance the headquarters project. GSA estimated that the \$1.405 billion request, combined with the value of JEH and approximately \$390 million in prior year appropriations, would be enough to fund the project. While the RFP allowed GSA to award the exchange agreement without full funding, GSA maintained that making the award without full upfront funding would put the project at risk.

In early 2017, GSA received developer proposals, which included proposed values for JEH. GSA did not deem the proposals fair and reasonable. GSA found that the proposals fell far short of



the value assumptions that GSA had used when drafting the 2017 budget request. In May 2017, Congress appropriated \$523 million for the FBI headquarters project, which was \$882 million below the GSA and FBI request. GSA had not included any funding for the FBI headquarters consolidation in its Fiscal Year 2018 budget request, given its expectation that the Fiscal Year 2017 budget request would be fully funded.

### GSA Cancels JEH Exchange and Develops a New Headquarters Plan

On July 11, 2017, GSA cancelled the FBI exchange procurement, citing a lack of funding as a main reason for the cancellation. The Senate EPW Committee held a hearing, "FBI Headquarters Consolidation Project – What Happened and What's Next," on August 2, 2017. The Senate EPW Committee directed then-Acting PBS Commissioner Michael Gelber to provide a new plan for the FBI's headquarters needs within 120 days.

On August 2, 2017, Christopher Wray was sworn in as the Director of the FBI. On August 3, 2017, Mathews was sworn in as the PBS Commissioner.

Following the August 2, 2017, Senate EPW Committee hearing, GSA and the FBI met regularly to discuss multiple acquisition strategies. Options considered included traditional construction, phased construction, and public-private partnership lease construction with a discounted purchase option or a ground lease-leaseback.<sup>2</sup> GSA focused on a financing strategy. GSA officials told us they believed that public-private partnership options could be used to finance the project in the absence of a multi-billion dollar upfront appropriation.

The Office of Management and Budget (OMB) is responsible for applying the budget scorekeeping guidelines (scoring rules) for federal real property transactions set forth in OMB Circular A-11. OMB uses the criteria in OMB Circular A-11 to determine whether a federal real property transaction scores as a capital lease or an operating lease. If the project scores as a capital lease, Congress must appropriate the full cost of the project, plus interest upfront, for the project to proceed. If the project scores as an operating lease, Congress need only appropriate the annual cost of lease payments, plus interest.

GSA's interpretation of the scoring rules allowed for a public-private partnership in the form of a ground lease-leaseback to score as an operating lease. GSA advanced its interpretation of OMB Circular A-11 as a matter of policy. As the November 30, 2017, due date for the plan to the Senate EPW Committee approached, the FBI headquarters project intersected with GSA's policy efforts. GSA officials viewed the FBI headquarters project as a mechanism to apply its broader interpretation of OMB Circular A-11. This interpretation of the scoring rules also presented a viable acquisition strategy for the FBI headquarters, according to GSA officials.

While GSA explored financing options, the FBI evaluated its program of requirements. In a November 6, 2017, conference call with GSA and local government officials, GSA communicated

<sup>&</sup>lt;sup>2</sup> In a ground lease-leaseback, the government leases federally-owned land to a private entity, which would then construct a facility and lease the building back to the government. OMB Circular No. A-11, Preparation, Submission, and Execution of the Budget, governs the budgetary treatment of ground lease-leasebacks.



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that the FBI's program of requirements was unchanged from the exchange procurement.<sup>3</sup> In late November, the FBI informed GSA that it was developing a plan that reduced the cost and the scope of the project. A chronology created contemporaneously by GSA's Project Executive reflects that in early December 2017, the FBI advised GSA that the FBI planned to reduce its headquarters' personnel requirement by approximately 2,000 people by relocating them nationwide.

After reviewing a draft of this report, GSA commented that in a November 17, 2017, meeting between Mathews and an FBI Assistant Deputy Director, "[I]t became clear to GSA that the FBI was seriously considering the Pennsylvania Avenue site, at the direction of FBI's senior leadership." In her separate comments on the draft report Murphy asserted that the FBI made the decision to stay at the JEH site well before Murphy met with the President. Many of the GSA witnesses we interviewed told us that the FBI under Wray's leadership decided against a suburban campus and in favor of remaining at the JEH site with reduced personnel requirements. Director Wray confirmed to the Senate Appropriations Committee, Commerce, Justice, Science, and Related Agencies Subcommittee that constructing a new building at the JEH site would allow the FBI to reside at the location that the FBI needed while providing the necessary security.

It is not clear from the information GSA provided us precisely when GSA became aware of the FBI's interest in staying at the JEH site. As we describe below, GSA did not focus on the JEH site in its decision-making process until late December 2017 or early January 2018.

### December 20, 2017, White House Meeting

On December 1, 2017, GSA received a 60-day extension from the Senate EPW Committee to provide the new plan for the FBI headquarters needs. The new deadline for the revised plan was January 29, 2018.

Murphy was sworn in as GSA Administrator on December 12, 2017. On December 14, 2017, after meeting with the FBI, Mathews emailed Murphy stating, "There are several things coming out of this meeting we need to discuss. WH has been talking to FBI too."

On December 20, 2017, Murphy met with White House Chief of Staff John Kelly and OMB Director Mick Mulvaney in response to a request from Kelly for an update on the FBI headquarters project. Mathews also attended the meeting.

Murphy told us that she and Mathews went to the meeting prepared to discuss campus options for the project. She said that when they began discussing the campus option, Kelly and

<sup>&</sup>lt;sup>5</sup> Review of the FY2019 Budget Request for the Federal Bureau of Investigation, May 16, 2018.



<sup>&</sup>lt;sup>3</sup> In a November 6, 2017, email recapping the conference call, the GSA Project Executive stated, "I reiterated that these were informal discussions to accommodate the FBI's internal briefings and that at this time the FBI program and requirements remain unchanged from the previous procurement. I also indicated that GSA is not currently looking for new sites."

<sup>&</sup>lt;sup>4</sup> See *Appendix A*, page A-2.

Mulvaney informed them that the FBI may no longer be seeking a consolidated campus. Murphy said that Kelly and Mulvaney told her that the FBI was concerned about the location of the headquarters. She said they also may have mentioned that the FBI was looking to stay in Washington, D.C. According to Murphy, Kelly suggested that GSA touch base with the FBI to get everyone on the same page. Murphy stated that Kelly and Mulvaney indicated that the goal was to make the FBI happy and that the FBI should be driving the requirement. Murphy noted that funding was a challenge to the project. Murphy also recollected that Kelly or Mulvaney may have mentioned that the President would want an update on the project.

### Discussions Between GSA and the FBI About Keeping FBI Headquarters at the JEH Site

On December 20, 2017, Mathews sent an email to his FBI counterpart on the project and suggested a telephone conversation between Murphy and Wray. On December 21, 2017, Mathews received and passed to Murphy a slide presentation from the FBI regarding renovation options for the JEH building. On December 22, 2017, Murphy received a call from Wray. According to Murphy, Wray informed her in that call of the FBI's interest in remaining at the existing site.

On January 4, 2018, GSA and FBI officials met at the JEH building to discuss options for the FBI headquarters. According to then-GSA Associate Administrator and Acting Chief of Staff P. Brennan Hart III, the meeting was attended by himself, Murphy, Mathews, Wray, then-FBI Associate Deputy Director David Bowdich, and the Unit Chief of the FBI's Headquarters Program Management Office. In his interview, Hart characterized this meeting as the first time that GSA officials met with Wray regarding the project.

Hart informed us that during the January 4, 2018, meeting, GSA and FBI officials discussed plans to renovate the JEH building versus demolishing it and rebuilding on the same site. Murphy told us that at this meeting, FBI staff advised GSA that its headcount requirements had changed and the FBI believed it could stay at its current location and renovate JEH. According to Murphy, the FBI had hired a contractor to develop plans to renovate JEH which accounted for the reduced headquarters personnel count. The FBI presented the renovation plans to GSA. These plans recommended renovating one quarter of the building at a time while FBI personnel remained operating in the sections that were not undergoing renovation. Murphy told us the GSA team was surprised by this decision. Murphy said that up to this point, all discussions she was aware of had focused on a campus scenario for the FBI headquarters. She said that JEH was not GSA's preferred site and that a lot of work had gone into the campus concept.

According to Mathews, GSA communicated its concern to the FBI that if the FBI headquarters stayed at its existing site, it would be difficult to obtain congressional support for full upfront funding for the project. Mathews told us that, if the cost savings between a suburban campus site and the existing site were similar, Wray's preference was to remain at the JEH building. If the campus scenario offered significant savings, Mathews stated, Wray was not opposed to a suburban campus site.

One suggestion briefly discussed at the meeting was a plan to utilize a smaller site for FBI senior leadership in Washington, D.C., and a larger campus for FBI personnel. However, Hart told us



that Wray wanted the FBI headquarters' personnel in one location. Murphy also told us that Wray stated that proximity to the Department of Justice (DOJ) was important to the FBI. Mathews stated that, by the conclusion of the January 4, 2018, meeting, he had not been able to persuade Wray to leave the JEH site in favor of the campus scenario.

### Discussions Between GSA and the FBI About Renovation Versus Demolishing and Rebuilding

After the January 4, 2018, meeting, GSA and the FBI worked to develop options for the FBI to remain at the existing site. As GSA officials evaluated a renovation of the JEH building, they developed serious reservations. GSA officials raised concerns regarding cost, constructability, security, and impact on operations. For example, GSA officials noted that the deteriorating structure of the JEH building would make it problematic to harden the building. Mathews said that it would be "extremely difficult" to renovate while JEH was occupied. The PBS Office of Design and Construction advised him to disagree with a renovation, as it was a "bad idea." Mathews also noted that if a renovation required swing space (temporary office space during construction), it would be faster, cheaper, and more secure to demolish and rebuild.

Given the risks associated with renovation and the FBI's expressed desire to remain at the JEH site, GSA's efforts pivoted to developing a plan to demolish and rebuild at the JEH site. Murphy said she thought that PBS had identified the demolish-rebuild option at an earlier point in time, but had dismissed the idea then due to the FBI's personnel requirements. With the decrease in personnel requirements for JEH, Murphy said that demolish and rebuild was a viable option.

Murphy told us that sometime between January 4, 2018, and January 24, 2018, she discussed the demolish-rebuild option with Wray in a telephone call. Murphy said that Wray "liked the plan," but had some reservations. Murphy stated that she and Wray discussed concerns related to ensuring that the numbers were accurate and determining where to relocate FBI personnel. Murphy noted that Wray was particularly concerned that if the FBI left JEH, it would not be able to return after the rebuild was complete.

Murphy told us that as of January 23, 2018, GSA's recommendation was to demolish and rebuild at the JEH site with a ground lease-leaseback to finance the project. The FBI, according to Murphy, was developing an estimate for renovation. At that point in time, no decisions had been made regarding funding.

### White House Meetings on January 24, 2018

GSA emails and photographs reflect that Murphy, Wray, and others met with the President regarding the FBI headquarters project on January 24, 2018.

When we asked Murphy for information about the meeting, her private counsel stated Murphy was not authorized to discuss specific communications with the President. However, she was



authorized to disclose the existence of White House meetings, attendees at the meetings, the topics of meetings with the President, and the outcomes of the meetings with the President.<sup>6</sup>

Murphy told us that she attended two meetings about the FBI project at the White House on January 24, 2018. The first meeting occurred in Kelly's office, and immediately preceded the second meeting. The second meeting was in the Oval Office with the President.

Meeting in Kelly's office. Murphy said that she attended the first meeting with Kelly, Mulvaney, Deputy Attorney General Rod Rosenstein, and Wray. Murphy told us that Mulvaney requested the meeting to ensure that everyone was on the same page prior to the meeting with the President.

Murphy said that during this meeting, Wray reiterated his concern that if the FBI left the JEH building, it would not be able to return to the JEH site after the rebuild was completed. Murphy said that Rosenstein stated that close proximity between DOJ and the FBI headquarters was important to DOJ. Due to the unique security and operational requirements of the FBI headquarters, Murphy and Mulvaney provided assurances that the FBI would return to the site because the building would be designed and constructed to meet the FBI's specific requirements. Murphy stated that upon receiving this assurance, Wray agreed to the demolish-rebuild plan at the existing site.

According to Murphy, all involved in the meeting acknowledged the challenges to a demolish-rebuild plan. The challenges identified were obtaining authorization for the funding level and scope of the project, and securing appropriations for the project. Murphy recalled saying that White House assistance with the funding issues would be appreciated. Mulvaney indicated that all of the agencies needed to work together to secure funding and authorization. Murphy stated that she did not recall discussing a ground lease-leaseback option at that meeting.

Oval Office Meeting. Immediately following the meeting in Kelly's office, Murphy met with the President in the Oval Office along with Kelly, Mulvaney, Rosenstein, and Wray. The purpose of the meeting was to provide an update to the President regarding the FBI headquarters project.

According to Murphy, Mulvaney was the first person in the meeting to state that the plan was to demolish and rebuild the FBI headquarters at the JEH site. Murphy told us that the renovation option was not raised at the Oval Office meeting with the President.

Murphy described the conversation in the meeting as "back and forth" with "free flow discussion." Murphy told us that she, Wray, and Mulvaney explained how they collaborated to reach a decision to demolish and rebuild the FBI headquarters. They also discussed swing space, authorization, and appropriation challenges.

<sup>&</sup>lt;sup>6</sup> During Murphy's interview, her counsel also stated that the White House Counsel's Office had advised GSA's Acting General Counsel that the presidential communications privilege was being asserted. After reviewing a draft of this report, GSA commented that this was incorrect and that the White House had not asserted executive privilege. Rather, "[t]he White House informed the Administrator, through the Acting General Counsel, that she was not authorized to disclose the content of presidential communications from those meetings. A formal assertion of executive privilege, therefore, was not necessary to justify or explain the Administrator's refusal to disclose those communications." *Appendix A*, page A-8.



Murphy said she presented the ground lease-leaseback as the best funding option because it was more cost effective than incremental funding. She said she also explained that the ground lease-leaseback was less cost effective than full upfront funding, but that GSA did not think that the project could secure full upfront funding.

Murphy told us that there was a general consensus in the room that the government should own the building. Murphy said that she distinguished a ground lease-leaseback option from a lease purchase option. She said she explained that the government would own the building at the end of the term of the lease under the ground lease-leaseback option. Under a lease purchase option, Murphy explained that the government would have the option of purchasing the building at the end of the term of the lease.

According to Murphy, the discussion included the challenges facing the project, such as potential resistance from local congressional delegations. There was a consensus to collaborate to find the funds, develop a legislative strategy, and locate swing space. Murphy told us that Wray was excited about the project; however, he had lingering concerns that the FBI would remain in the swing space, rather than return to the new building. Murphy told us that Wray was interested in making this happen as fast as possible and was grateful to be working together. Murphy said that Mulvaney agreed to work closely with GSA and the FBI on this project.

As described above, pursuant to guidance from the White House Counsel's Office, Murphy did not provide the OIG with information concerning any specific communications or direction from the President at the meeting. However, Murphy stated that at the end of the meeting, she understood that they were moving forward with the demolish-rebuild project at the JEH site, funded through a ground lease-leaseback. She also told us that immediately following the meeting, she communicated that understanding to GSA personnel involved in the project.

GSA emails, including emails from Mathews and Hart, reflect that GSA and FBI personnel who were involved with the project, but not in attendance at the meeting, also understood that the meeting had resulted in a decision or direction to move forward at the JEH site using a ground lease-leaseback funding mechanism. Mathews told us he was not at liberty to talk about the meeting because it was a decision involving the White House. We asked Hart to explain references to the President's "direction" or "instruction" used in his emails. Hart told us he understood the "direction" was simply to execute the plan the FBI and GSA had recommended.

### Discussions Between GSA and OMB Regarding Funding

Shortly after the January 24, 2018, White House meeting, OMB personnel raised objections to the ground lease-leaseback funding option due to scoring rules. GSA leadership endeavored to

<sup>&</sup>lt;sup>7</sup> For example, a January 27, 2018, email from Hart to Mathews states: "Ideally I think it would first recap the oval meeting with what POTUS directed everyone to do then ask Emily (GSA) to execute POTUS's orders." In addition, a January, 28, 2018, email from Mathews to the Assistant Director of the FBI Finance Division states: "Though I don't see us conceding these two key points, GL LB [ground lease-leaseback] can be classified as an operating lease and demolish rebuild, as they are necessary to deliver the project the president wants on the timetable he wants it done."



resolve the scoring concerns with OMB. However, according to Murphy, OMB ultimately determined that the ground lease-leaseback was not a viable option.

GSA continued negotiations with OMB on how to fund the project. On February 12, 2018, as part of the Fiscal Year 2018 budget negotiations, the Administration provided Congress with a list of additional items that Congress could consider funding in the budget. The list included \$2.175 billion for the FBI headquarters project. According to GSA officials, OMB indicated to GSA that the FBI project would be funded as part of this budget "add-back." However, the Consolidated Appropriations Act, 2018, signed into law on March 23, 2018, did not include funding for the project.

Throughout the negotiations with GSA, OMB presented another option for funding the project — the proposed Federal Capital Revolving Fund. The \$10 billion fund would be structured to allow federal agencies to meet large, upfront dollar obligations needed for large scale real property projects. However, the Federal Capital Revolving Fund has not yet been implemented and there is uncertainty as to whether Congress will approve it.

### GSA and the FBI Submit Revised FBI Headquarters Plan

On February 12, 2018, GSA and the FBI provided the FBI Headquarters Revised Nationally-Focused Consolidation Plan (Revised FBI Headquarters Plan) to the Senate EPW Committee. The document outlined the Administration's plan to seek \$2.175 billion to fund the demolition and construction of a new facility at the JEH site. The plan identified the next step as GSA submitting a prospectus to Congress. In the months since GSA and the FBI submitted this plan, Congress has questioned the agencies about it.

On February 15, 2018, the House Oversight and Government Reform Committee, Government Operations Subcommittee held a hearing, "General Services Administration – Checking in with the Government's Acquisition and Property Manager." At that hearing, committee members sought information regarding the reasons for rejection of the campus plan in favor of the demolish-rebuild plan.

Similarly, on February 28, 2018, the Senate EPW Committee held its "Hearing on Oversight: FBI Headquarters Consolidation Project." At the hearing, committee members expressed bipartisan concern about the revised plan. In response to a question regarding whether he was aware of conversations with the President about the project, Mathews indicated that he was not in a position to answer that question. Mathews was also asked whether he had any conversations or communications with the President or any senior White House staff about the project. Mathews answered that he had not spoken with the President, but later clarified that he had spoken with senior White House officials.

On April 17, 2018, Murphy testified before the House Appropriations Committee, Subcommittee on Financial Services and General Government regarding GSA's Fiscal Year 2019 budget. She was questioned about White House involvement in the FBI headquarters project and did not disclose the White House meetings.



### White House Meeting: June 15, 2018

On June 15, 2018, Murphy attended a meeting with the President at the White House to discuss the FBI headquarters project. Kelly; Rosenstein; Wray; Russ Vought, Deputy Director of OMB; Donald McGahn, White House Counsel; and Marc Short, White House Director of Legislative Affairs and Assistant to the President also attended the meeting. Murphy said the invitees discussed ongoing congressional pressure for a campus project and the funding challenges.

### issues

### **Project Cost Analysis**

GSA and the FBI submitted the Revised FBI Headquarters Plan to the Senate EPW Committee on February 12, 2018. The Revised FBI Headquarters Plan estimated total costs of \$3.328 billion to raze the JEH building and build a new headquarters on the site (JEH rebuild). The JEH rebuild is expected to house 8,300 personnel. According to the plan, taking into account previously appropriated funding, GSA and the FBI will require an additional \$2.175 billion to move forward with the JEH rebuild.

The Revised FBI Headquarters Plan contrasts the cost of the JEH rebuild with the cost of the cancelled full consolidation exchange procurement (JEH exchange). Though the Revised FBI Headquarters Plan estimated the JEH exchange to have a higher cost of \$3.565 billion, the JEH exchange was to be a larger facility and house more people. *Figure 1* is an excerpt from the Revised FBI Headquarters Plan that compares the cost of the previously cancelled JEH exchange (referred to as "full consolidation" in *Figure 1*) to the newly recommended JEH rebuild strategy. According to *Figure 1*, given the previously appropriated funding, GSA and the FBI would have required \$2.412 billion in additional funding to move forward with the JEH exchange.

FUNDING SAPANAL/SIS CONSOLIDATION 10,606 PERSONNEL 8,300 2017 CONTRACT AWARD 2019 TOTAL DESIGN + CONSTRUCTON 1,926 35 Includes: Design, Construction, Developer Fees, Land, Contingency 2.650 FY16 + FY17 APPROPRIATIONS (793)(703) M GSA + FBI Construction Appropriations ANTICIPATED JEH\* (750)(315) 0.5 DOJ WORKING CAPITAL FUND Account regulars contributions before withdrawals 882 INCLUDING JEH CREDIT 1.223 M 1.632 EXCLUDING JEN CREEKY 1.228 34 923 M. Includes IT, Security, FF&E, Move Decommissioning, PMO 938 FBI FIT-OUT TEMPORARY SWING SPACE 479 N Design and construction excluding rent payments (135) FY16 PRIOR YEAR AUTHORIZATION (135) M DOJ WORKING CAPITAL FUND (315) M Recommend DOJ WCF be applied to Fit-Oct 789 952 M 2.412 M YOUNG SHOWN ALL 2,175 88) athet values cood frie planning purposes. Natural blifs procumenent sensitive. Had transladed in this variancie as the differential with control (ent population and determined). MILE PER NO

Figure 1 – Excerpt from GSA and the FBI's Revised FBI Headquarters Plan



The Revised FBI Headquarters Plan does not include the full costs of the JEH rebuild. The Revised FBI Headquarters Plan does not accurately portray the costs and shortfall comparison between the previously cancelled JEH exchange and the JEH rebuild. The plan shows that the JEH rebuild would cost less and require less additional funding than the JEH exchange. However, we determined that the JEH rebuild will have a higher project cost and require more additional funding than the JEH exchange would have. We recreated the Revised FBI Headquarters Plan's Funding Gap Analysis for a more transparent cost comparison (see *Figure 2*). We discuss our recalculations in the subheadings below.

Figure 2 - OIG Recalculated Funding Gap Analysis

	JEH Exchange	JEH Rebuild
Total cost (from Revised FBI Headquarters Plan's Funding Gap Analysis)	\$3.565 billion	\$3.328 billion
Add: Non-JEH construction cost	-	\$0.459 billion
Add: Personnel relocation cost (2,306 people)	Ξ.	\$0.057 billion <sup>8</sup>
Total OIG Recalculated Cost	\$3.565 billion	\$3.844 billion
Less: Prior appropriations and DOJ Working Capital Fund (from Revised FBI Headquarters Plan's Funding Gap Analysis)	(\$1.153 billion)	(\$1.153 billion)
Less: JEH exchange value (market rate) <sup>9</sup>		•
Total OIG Recalculated Shortfall		\$2.232 - \$2.691 billion 10

After reviewing a draft of this report, GSA asserted that that our analysis in *Figure 2* creates a misleading impression that a true comparison can be made between the JEH rebuild and the cancelled JEH exchange. However, GSA itself purported to compare the costs of those two scenarios in its Revised FBI Headquarters Plan's Funding Gap Analysis (see *Figure 1*). As we describe further below, GSA's purported comparison omits significant relevant items.

The JEH value was not factored into the funding needed for the JEH exchange. GSA did not account for the value that it would receive for JEH under the JEH exchange. Although GSA noted an anticipated \$750 million value for the JEH exchange in the Revised FBI Headquarters Plan, it ultimately excluded that value in the JEH exchange total shortfall calculation. The anticipated JEH value should have been included in order to accurately show the total shortfall calculation. Furthermore, GSA should have used a more accurate JEH value, based upon proposals that GSA received from developers during the exchange procurement. To be most

<sup>&</sup>lt;sup>10</sup> According to the Unit Chief of the FBI's Headquarters Program Management Office, the FBI has received some funding for three of the four non-JEH construction projects. Accordingly, we present a range for the total OIG recalculated shortfall.



<sup>&</sup>lt;sup>8</sup> In response to our inquiry, the FBI estimated \$57 million for personnel relocation costs. After reviewing excerpts of the draft report, the FBI stated that the estimate may range from \$20 million to \$60 million and will be dictated by the number of employees accepting a transfer.

<sup>&</sup>lt;sup>9</sup> Redactions in this report represent either procurement sensitive information or non-Senior Executive Service personnel names.

conservative in our recalculation, we incorporated the lowest JEH value proposed during the exchange procurement, (see *Figure 2*).

The proposed exchange agreement between GSA and the developer under the JEH exchange supports our conclusion. In the exchange procurement, GSA would not have needed an appropriation for the agreed-upon value of JEH. The JEH value would have been designated by the developer and accepted by GSA in the exchange agreement. This JEH value would have been recognized in the latter years of construction of the new facility. The exchange procurement's Phase II Request for Proposals stated:

As part of this procurement, Offerors are required, among other things, to establish the *credit they will contribute toward the cost of the consolidated FBI Headquarters in exchange for JEH*. It is the Government's intent that this credit will be utilized toward the end of construction of the consolidated FBI Headquarters facility prior to substantial completion and payment of the Developer's profit or incentives. It is also the Government's intent to make regular progress payments to the Contractor during the construction phase of the project up to a defined Government contribution amount, as described and set forth in the Contract. [emphasis added]

Therefore, GSA would have known, before construction began, that it would not need to request funding for the JEH value under the JEH exchange. Because GSA would not need funding equal to the JEH value, it should have factored the JEH value in the JEH exchange total shortfall calculation.

The Revised FBI Headquarters Plan does not present per person costs in its cost comparison. Although the Revised FBI Headquarters Plan estimated the JEH rebuild would be a less costly option than the JEH exchange, it does not show that the JEH rebuild would cost more per person. The JEH exchange planned to house 10,606 personnel. However, the FBI adjusted the headquarters personnel requirement as part of its "nationally-focused consolidation," under which the FBI would move employees out of the National Capital Region and into facilities in Huntsville, Alabama; Pocatello, Idaho; Clarksburg, West Virginia; and Quantico, Virginia. Due to the plan to relocate employees out of the National Capital Region, the FBI reduced its headquarters headcount requirement to 8,300 personnel. A comparison of the total cost of the two project plans and the per person costs is displayed in *Figure 3* below:

Figure 3 - Comparison of Cost per Person

<b>Project</b> JEH Exchange	<b>Total Cost</b> \$3.565 billion	Personnel Count 10,606	<b>Cost/Person</b> \$336,130
JEH Rebuild	\$3.328 billion	8,300	\$400,964

As shown above, based on GSA's cost estimates, the cost per person for the JEH Rebuild is higher than that of the JEH Exchange.



Relocation and non-JEH construction costs are not included. The Revised FBI Headquarters Plan estimate of \$3.328 billion for the JEH rebuild is understated because it does not capture relocation and non-JEH construction costs. The FBI estimated \$516 million for these costs. The JEH exchange was planned to accommodate 10,606 personnel, while the JEH rebuild plan seeks to accommodate 8,300. In order to meaningfully compare the two plans, the Revised FBI Headquarters Plan should have accounted for the relocation and construction costs associated with housing the 2,306 personnel at other FBI facilities.

The FBI plans to move these 2,306 employees into facilities in Alabama, Idaho, Virginia, and West Virginia. However, the Revised FBI Headquarters Plan does not account for costs associated with relocating these employees. In response to our inquiry, the FBI estimated \$57 million for employee relocation (see *Figure 2*).<sup>11</sup>

In addition, the Revised FBI Headquarters Plan does not account for costs associated with the construction necessary to accommodate the relocated headquarters personnel. FBI personnel stated that construction activities in Huntsville, Pocatello, Clarksburg, and Quantico are not solely attributable to the relocation of headquarters personnel. Rather, these construction activities are associated with the implementation of the FBI's broader space planning. The FBI estimated the construction "cost-share" for the personnel to be relocated under the Revised FBI Headquarters Plan as \$459 million (see *Figure 2*).

We asked the FBI about the four locations where personnel may be relocated and the FBI provided the following responses:

- Huntsville, Alabama The FBI recently secured funding related to the Huntsville site.
   The FBI plans to move approximately 1,800 personnel to Huntsville related to the
   Revised FBI Headquarters Plan. This does not represent all of the expansion that the FBI foresees at this site.
- Pocatello, Idaho This project has been funded and construction is underway. The FBI estimates that Pocatello will accommodate approximately 250-300 personnel related to the Revised FBI Headquarters Plan.
- Quantico, Virginia There is no construction currently at this site to accommodate individuals relocating related to the Revised FBI Headquarters Plan.<sup>12</sup>



<sup>&</sup>lt;sup>11</sup> After reviewing a draft of this report, GSA stated that it included relocation costs in its Revised FBI Headquarters Plan as part of the costs associated with FBI Fit-Out and Swing Space. This is incorrect. The FBI Fit-Out and Swing Space costs do not include the \$57 million associated with relocating 2,306 personnel to Alabama, Idaho, Virginia, and West Virginia.

<sup>&</sup>lt;sup>12</sup> After reviewing excerpts of the draft report, the FBI commented that Quantico is not expected to see a net increase in the number of personnel as a result of the FBI's revised national headquarters strategy.

Clarksburg, West Virginia – This project has been funded and construction is imminent.
 The FBI is renovating its cafeteria in order to accommodate approximately 150-200 personnel related to the Revised FBI Headquarters Plan.<sup>13</sup>

After GSA and the FBI submitted the Revised FBI Headquarters Plan, GSA officials discussed internally and with the FBI whether these costs should have been included in the plan. A document internal to GSA suggests these costs should have been included in the Revised FBI Headquarters Plan, but that officials unintentionally omitted the information. Further, a GSA official involved in the cost estimating agreed with our conclusion that these construction costs should have been included in the Revised FBI Headquarters Plan.

As a result of excluding non-JEH renovation costs, the JEH rebuild cost in the Revised FBI Headquarters Plan is understated by \$516 million.

Swing space cost estimates were appropriately excluded. Swing space, the temporary space for FBI personnel during construction, is one major cost item under the JEH rebuild plan that would not have existed under the JEH exchange proposal. Under the JEH rebuild plan, GSA will have to locate and renovate swing space for the FBI while the new headquarters building is under construction. Under the JEH exchange proposal, the FBI would have continued to occupy the JEH building while the new headquarters facility was constructed, and therefore swing space would not have been needed.

GSA appropriately included design and construction costs associated with the FBI swing space in its cost estimate comparison, but did not include the costs the FBI would incur in rent payments for the swing space. GSA personnel maintain that the costs associated with the FBI remaining in the JEH building and the cost of swing space rent would be roughly equivalent. If these costs were equivalent, there would be no need to include swing space rent in the Revised FBI Headquarters Plan. We compared the cost of operating and maintaining the current space at JEH with a market estimate for swing space rent and agree that the costs would be roughly equivalent.

### Facility Security Level Analysis

Executive Order 12977 established the ISC in October 1995. The ISC revised *The Risk Management Process for Federal Facilities: An Interagency Security Committee Standard* (ISC standard) in November 2016. The ISC standard defines the criteria and processes that those responsible for the security of a facility should use to determine its facility security level (security level) and provides an integrated, single source of physical security countermeasures for all federal facilities.

The FBI is responsible for determining security level and related countermeasures. According to the ISC standard:

<sup>&</sup>lt;sup>13</sup> After reviewing excerpts of the draft report, the FBI commented that the renovation will convert a portion of its cafeteria into office space in order to accommodate the increase of approximately 150-200 personnel as part of the FBI's national facility strategy which is related to but not dependent on the new FBI headquarters project.



The responsibility for making the final [security level] determination rests with the tenant(s) who must devise a risk management strategy and, if possible, fund the appropriate security countermeasures to mitigate the risk:

For single-tenant facilities owned or leased by the government, a representative of the tenant<sup>14</sup> agency will make the [security level] determination in consultation with the owning or leasing department or agency and the security organization responsible for the facility.

The ISC standard also states, "The facility's security organization will conduct a risk assessment to identify risk(s)....When a facility has one Federal tenant with [sic] law enforcement or security function housed in the facility, this entity should be selected as the security organization for the facility." In its 2011 report, Federal Bureau of Investigation: Actions Needed to Document Security Decisions and Address Issues with Condition of Headquarters Buildings, GAO noted that, "In cases where the FBI is the sole tenant in the facility, the FBI usually signs a waiver stating that the FBI is responsible for conducting its own assessments." <sup>15</sup> Furthermore, the ISC standard describes a building tenant's responsibility to mitigate or accept risk. Building tenants must fund security measures to reduce risk, or accept the assessed risk and potential consequences. Therefore, as the lone tenant for the new FBI headquarters building, it is the FBI's decision to fully mitigate or accept risk.

The FBI and GSA plan for a Level V facility. The ISC standard bases security level on a score of five factors:

- Mission Criticality;
- Symbolism;
- Facility Population;
- Facility Size; and
- Threat to Tenant Agencies.

The five factors carry equal weight and receive scores on a scale of 1 to 4. A Level IV security level results from a score of 18-20 points. A sixth factor, intangibles, is then applied and can raise or lower the security level by one level. After applying these criteria, the FBI rated the security level needed for the FBI headquarters at a Level V (very high risk). According to the ISC standard, "the criteria and decision-making authority for identifying Level V facilities are within the purview of the individual agency."

As of the date of this report, the FBI is drafting the program of requirements for the JEH rebuild. Therefore, we cannot verify the security level that the FBI calls for in the program of requirements, nor how the FBI and GSA intend to achieve it. However, FBI and GSA officials have confirmed their intention that the FBI headquarters will be a Level V facility.

<sup>&</sup>lt;sup>15</sup> GAO-12-96, November 2011



<sup>&</sup>lt;sup>14</sup> The representative of the tenant agency approved by the department or agency to make such determinations (e.g., the Director of Security might make all determinations to ensure consistency).

The program of requirements for the cancelled JEH exchange project, dated January 15, 2016, also called for a Level V facility. It stated, "Because of the symbolic nature of the client, the client mission, and performance of functions critical to the security of the United States a Facility Security Level V designation was selected for this campus." The FBI has confirmed that this Level V security level is not site dependent, but based upon the operations of the FBI headquarters.

Once the security level is determined, the facility's security organization should conduct a risk assessment to identify risk(s). The risk assessment should compare the baseline level of protection with the risks to the facility. If the risks are in line with the baseline level of protection, no customization is needed. If the risks exceed the baseline level of protection, the FBI must decide if a higher level of protection can be achieved, if a different location should be selected, or if risks will be accepted. Until the FBI completes a program of requirements and risk assessment for the project, it will not be able to confirm that the new facility can meet its security needs.

The ISC standard does not include a minimum setback distance requirement. For the FBI's Level V facility, a very high level of protection is required. This very high level of protection is associated with a set of baseline countermeasures. The current ISC standards outline 93 security countermeasures in seven categories:

- Site;
- Structure;
- Facility Entrance;
- Interior;
- Security Systems;
- Security Operations and Administration; and
- Cyber.

The current ISC standard does not explicitly state minimum setback criteria to achieve Level V security, but rather uses a more integrated design approach that recommends a combination of setback and hardening. This lack of minimum setback is a change from the prior ISC standard, and was prompted by the difficulty of obtaining setbacks in urban settings. The current ISC standard states:

For future building construction (whether lease-construct or government-owned), this Standard shall be applied as part of the requirements definition process. The security organization will conduct a project-specific risk assessment during the requirements definition phase and recommend countermeasures and design features to be included in the design specifications. The FSC will determine whether the identified countermeasures will be implemented or risk will be accepted. Those countermeasures will become part of the facility's design program requirements to

<sup>&</sup>lt;sup>16</sup> FSC refers to Facility Security Committee. In the case of the FBI headquarters, the FSC includes representatives from the FBI and GSA. GSA is not a voting member of the FSC.



ensure required security measures are fully integrated into the configuration of the site and/or building design.

Site security requirements for new construction, particularly setback, must be identified before a site is acquired and the construction funding request is finalized. This may prevent the selection of a site that lacks necessary features, especially sufficient setback, and help reduce the need for more costly countermeasures such as blast hardening.

Under the previous program of requirements for the full consolidation, the FBI was relying on facility setback as one of its main countermeasures. However, with the lesser setback at the JEH site, the FBI will have to integrate alternative countermeasures to achieve the desired level of security.

In response to our questions about the FBI's plans for security countermeasures for the JEH rebuild, an FBI official provided the following response:

The urban location and site configuration will require [sic] new approach to meet FBI's operational and security requirements. This will include a varied approach including but not limited to increased hardening, greater application of perimeter protections, and progressive collapse requirements. It will also include re-positioning sensitive operations deeper into the core of the facility, operational and administrative changes and security mitigations as we adjust planning from a suburban campus to a limited metropolitan property location. The blast protection at the JEH will be revised to adjust to the level appropriate for being located in a metropolitan location.

#### Administrator Murphy's April 17, 2018, Testimony

Murphy told us that in advance of the House Appropriations Committee, Subcommittee on Financial Services and General Government hearing, she participated in a minimum of four preparatory sessions. Murphy said she thought she would be asked at the hearing if the White House was involved in the FBI headquarters project. She stated that the participants in the preparatory sessions agreed that she should try to answer the substance of the question without specifically addressing the White House meetings. If pressed, she would answer that "it would be inappropriate to comment on any discussions I had or did not have with the President."

On April 17, 2018, Murphy testified at the House Appropriations Committee, Subcommittee on Financial Services and General Government hearing. During the hearing, Murphy was asked about the FBI headquarters project by the Subcommittee's Ranking Member, Representative Mike Quigley:

Representative Quigley: Thank you, Mr. Chairman. Thank you so much for being here and again for your service. To your knowledge when did the administration make the decision not to build the suburban FBI facility and instead rebuild where it is?



Murphy: That's – thank you, sir. It's my understanding when – and again I was confirmed in December of last year so I want to be clear that I was not involved with many parts of the decision but I want – I'm going to try and answer your question as fully and as completely as I may – as possible, that last July the – that GSA and the FBI working with OMB reevaluated the lease exchange that had previously been proposed for building a new FBI headquarters and prioritizing the need that there was a new FBI headquarters that was absolutely required. EPW asked – the Environmental and Public Works Committee – forgive me, asked GSA and the FBI to go back and provide them with a report, a plan on the alternatives given that it had also been 14 years since the original program requirements had been developed.

Murphy was then asked about White House involvement in the FBI headquarters project.

Representative Quigley: Was anyone else – at the White House involved with briefing you or to your knowledge did the [P]resident or any of the other officials at the White House consult with any of these other agencies in the decision-making process?

Murphy: Well, sir, the FBI was the one who came to me and said that there's their requirements had changed, they no longer required a campus for 11,000 individuals, they were looking at a campus – they only had a requirement for about 8,300 individuals and based on that they wanted to put the J. Edgar Hoover site back into play. They actually requested that GSA consider renovating the building. In my conversations with GSA and then with the FBI we pushed back and didn't believe that was the right answer. We thought that the renovation of the building wasn't going to address setback issues and further given that it uses something called post-tensioned cabling to support it wouldthat any hardening we tried to do with the building wouldn't be successful and that would be a long-term project that was – it – put the FBI's initiative at risk. So, GSA then suggested that instead if the requirement was to stay in proximity to the Department of Justice and that location worked and it had the infrastructure in place that GSA proposed instead taking the opportunity to demolish the current FBI headquarters and rebuild on that site something that had (ph) the setbacks, that could do the - couldn't have hardening, that could meet the requirements of the FBI for that new reduced headcount.

We asked Murphy why she did not disclose the White House involvement in response to this question. Murphy answered that she did not think that was what Representative Quigley was asking. Murphy told us that she interpreted the question as asking how the location decision was made and who she worked with in making the decision. Murphy told us that her answer focused on the substance of the decision regarding the location of the FBI headquarters. Murphy told us that she believed her answer was truthful.

Immediately following her answer quoted above, Representative Quigley asked:



Representative Quigley: But again, to your knowledge was the [P] resident or anyone at the White House involved in those discussions either with your predecessors or people you're working with now or yourself?

Murphy: Sir, to my knowledge – the direction that we got came from the FBI. They – it was the FBI that directed GSA as to what its requirements would be. We obviously did, given that it is a substantial budget request, we coordinated that request with OMB to make sure that – to provide for funding but the requirements were generated by the FBI.

When asked why she did not disclose White House involvement in response to this second question, Murphy told us that she was trying to answer where the "instruction" came from. She indicated that the instruction came from the FBI. Murphy also told us that Representative Quigley's opening question asked about the decision to build the FBI headquarters at the existing site, and that she thought that the follow-on question's reference to "those discussions" referred back to his opening question. As noted above, the opening question posed by Representative Quigley was "[t]o your knowledge, when did the administration make the decision not to build the suburban FBI facility and instead rebuild where it is?" Murphy said that she interpreted both of Representative Quigley's subsequent questions to relate to this question.

When asked why she did not give the answer that was agreed upon in the preparatory sessions, "it would be inappropriate to comment on any discussions she had or did not have with the President," Murphy told us that she thought that response would "derail" the hearings and not answer the substance of the question.

We found that Murphy's answers to the questions about White House involvement were incomplete and may have left the misleading impression that she had no discussions with the President or senior White House officials in the decision-making process about the project. Representative Quigley explicitly asked her whether any White House official briefed her or consulted with the other agencies in the decision-making process. She responded by describing discussions between the FBI and GSA about the FBI's desire to reconsider the JEH site and whether to renovate the existing building or raze and rebuild. The congressman then asked again whether the President or anyone from the White House was involved in "those discussions."

Despite her expectation going into the hearing that she would be asked about White House involvement in the project, and despite this second explicit inquiry about discussions with White House officials, Murphy again chose not to disclose the three meetings she had had with White House officials in advance of GSA's submission of the revised plan for the project. Nor did she state (as she told us she had been prepared to do) that it would be inappropriate for her to comment on any discussions she had or did not have with the President. Instead, she described discussions between GSA and the FBI and briefly mentioned coordinating funding for the project "with OMB." As a result, her testimony may have left the misleading impression that she had no discussions with the President or senior White House officials in the decision-making process about the project.



Murphy told us that she understood the questions were about how the decision to locate the headquarters at the JEH site was made. Even assuming that was her interpretation of the questions, by Murphy's own account to us, the White House meeting on December 20, 2017, was an integral part of GSA's decision-making process on that issue. Murphy told us that at that meeting she and Mathews began presenting campus options for the project, but were told by Kelly and Mulvaney that the FBI was concerned about the location of the headquarters and may no longer be seeking a consolidated campus. She said they also told her that she should touch base with the FBI to get everyone on the same page, and that the goal was to make the FBI happy and the FBI should drive the requirement. After receiving that direction, Murphy talked with Wray and learned of his preference to stay at the JEH site with reduced personnel requirements. GSA and FBI personnel then began discussing options for staying at the JEH site. Similarly, Murphy's account of the January 24, 2018, White House meetings reflect that those meetings were also part of how the decision to rebuild, rather than renovate, the FBI headquarters at the JEH site was made.

Murphy told us that she believed her answers to Representative Quigley were truthful. We agree that her responses were literally true. However, we found that because she omitted any mention in her answers of her discussions with Kelly, Mulvaney, and the President during the decision-making process for the Revised FBI Headquarters Plan, her testimony was incomplete and may have left the misleading impression that she had no discussions with the President or senior White House officials in the decision-making process about the project.

After reviewing a draft of this report, Murphy requested that we remove all discussion of her testimony from our report. Murphy asserted that our conclusion is unfounded and unfair because the congressman's questions were "clearly limited" to the decision to maintain the location of the FBI headquarters at its present site. We disagree and believe the congressman's questions speak for themselves, as do Murphy's answers at the hearing. Murphy's answers went well beyond the decision not to build a suburban FBI facility.

In response to the congressman's first question about whether the President or any other White House official consulted with the agencies during the decision-making process, Murphy described at length the discussions GSA and the FBI had about the decision whether to renovate the JEH building or raze and rebuild on the site. Immediately after her description of those discussions about renovation versus raze and rebuild, the congressman again asked, "was the President or anyone at the White House involved in those discussions either with your predecessors or people you're working with now or yourself?" As described above, Murphy herself told us that at the January 24, 2018, meeting with Kelly and Mulvaney, she and Mulvaney assured Wray that the FBI could return to the JEH site after a rebuild, which helped persuade Wray to support the raze and rebuild scenario rather than the renovation option the FBI had been advocating. Under these circumstances, we cannot ignore Murphy's failure to disclose that she had discussed those very issues with the President and others at the White House.

In the alternative, Murphy requested that we delete our finding about her testimony and replace it with language she requested for inclusion in the report. For the reasons described in this section, we cannot do so.



#### Conclusion

Our review found that GSA did not include all of the costs in its Revised FBI Headquarters Plan, and that the JEH demolish and rebuild plan would cost more than the cancelled JEH exchange. We also found that the FBI determined that the security level for the new FBI headquarters is Level V. However, the security level and the countermeasures cannot be definitively determined until the program of requirements is complete and additional risk assessments are completed. As the project progresses, the FBI will further define the specific security needs and the requisite countermeasures for the new FBI headquarters. Lastly, we found that Administrator Murphy's testimony before the House Appropriations Committee, Financial Services and General Government Subcommittee on April 17, 2018, was incomplete and may have left the misleading impression that she had no discussions with the President or senior White House officials in the decision-making process about the project.



## Appendix A - GSA Comments



**GSA Chief of Staff** 

August 10, 2018

MEMORANDUM FOR: CAROL F. OCHOA

INSPECTOR GENERAL (J)

FROM: ROBERT BORDEN

CHIEF OF STAFF (AC)

SUBJECT: Review of GSA's Revised Plan for the Federal Bureau of

Investigation Headquarters Consolidation Project

Thank you for the opportunity to review and respond to the draft Office of Inspector General (IG) report titled "Review of GSA's Revised Plan for the Federal Bureau of Investigation Headquarters Consolidation Project" (the Draft Report). Pursuant to your transmittal Memorandum dated July 27, 2018, the following comments are timely submitted by August 10, 2018.

As the mission of the IG is "to help the GSA effectively carry out its responsibilities and to protect the public interest by bringing about positive change in the performance, accountability, and integrity of GSA programs and operations," GSA wants to ensure that the IG's final report includes all relevant facts and accurately represents the events regarding GSA's decision-making process for the revised FBI headquarters project plan. GSA disagrees with a number of the initial findings, assumptions, and statements in the Draft Report and believes that the Draft Report in its current form contains multiple inaccuracies and incorrect conclusions. It is imperative that the Draft Report be amended to accurately reflect GSA's actions, as the FBI headquarters project is of great public importance, with critical national security implications. GSA has worked diligently with its FBI partners to ensure the project is managed in the best interest of our country.

GSA has several overarching concerns with the Draft Report. First, the chronology of GSA's decision-making process is incomplete, omitting key meetings and discussions between GSA and the FBI during the fall of 2017. Furthermore, the incomplete chronology inaccurately reports on several important facts, including the outcome of the briefing held on January 24, 2018. Second, the Draft Report incorrectly claims that the White House asserted Executive Privilege during the course of this review. Third, GSA disagrees with the "OliG Recalculated Funding Gap Analysis" and stands behind the project's cost analysis that the FBI and GSA submitted to Congress in the FBI

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Headquarters Revised Nationally-Focused Consolidation Plan (Revised F81 Headquarters Plan). Finally, and most notably, despite the IG's conclusion in its Draft Report that Administrator Murphy's April 17, 2018 testimony before the House Appropriations Subcommittee was truthful, the Draft Report includes wide-ranging, speculative allegations regarding that testimony which serve as an unnecessary distraction to the report's stated purpose of reviewing GSA's decision making process on the revised F8I headquarters project plan.

#### Chronology and Accuracy of Findings

The Draft Report misrepresents the chronology of events associated with issuance of the FBI's and GSA's February 12, 2018 Revised FBI Headquarters Plan.

By focusing on the few meetings at the White House, the Draft Report ignores numerous other meetings and conversations held by GSA and FBI representatives prior to the initial December 20, 2017, briefing for the White House Chief of Staff. In the Draft Report, the IG suggests that the GSA/FBI project team was directed to shift planning efforts from other preferred site options at the behest of senior White House officials. This simply is not true. The shift in location was a direct result of the input and direction from senior leadership at the FBI, particularly during the months of October, November, December 2017, and early January 2018 (see GSA Questions for the Record response #34, 02/28/2018 Senate hearing).

GSA provided the IG with documents and testimony that show when and how the location evolved from a potential suburban campus site to the current Pennsylvania Avenue location. However, the Draft Report does not reference any of the meetings or communications with the FBI that occurred before the January 4, 2018, meeting with the FBI Director. These interactions include a November 17, 2017, meeting between the PBS Commissioner and FBI Assistant Deputy Director. At the November 17 meeting (more than a month before the December 20 White House briefing and two months before the January 24 White House briefing), it became clear to GSA that the FBI was seriously considering the Pennsylvania Avenue site, at the direction of the FBI's senior leadership.



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<sup>&</sup>lt;sup>1</sup> The GSA/FBI project team was in contact almost every day during this process. Dates of note for senior level interactions include the: October 10, 2017 GSA/FBI meeting as a part of Winchester, VA groundbreaking; October 12, 2017 PBS Commissioner's conversation with the FBI Director at the Asianta (GA) field office operang; and October 25, 2017 tour of the FBI Headquarters for the GSA Administrator and PBS commissioner by FBI officials. These meetings were in addition to calls and meetings between senior PBS and FBI officials on November 3, November 14, November 17 and December 7 prior to the GSA Administrator's confirmation on December 12, and additional contacts on December 14, and December 19, 2017. Calendar invitations and/or e-mails memorialize these interactions.

As noted in the Draft Report, the December 20 briefing resulted in two additional conversations between GSA and FBI leadership: a December 21 telephone conversation between the PBS Commissioner and FBI Assistant Deputy Director, and the first conversation between the FBI Director and GSA Administrator on December 22. In both conversations, FBI officials reiterated their interest and desire to locate the new headquarters on Pennsylvania Avenue. As a result of these calls and meetings, the GSA/FBI project team began to evaluate options to address the FBI's space requirements at the Pennsylvania Avenue site (see Interagency Briefing presentations, dated December 21, 2017, and January 4, 2018, as well as Internal Agency presentation, dated December 28, 2017). Finally, the proposed downtown location was discussed at length at the January 4 meeting between the FBI and GSA, with FBI once again expressing their clear preference to remain at the Pennsylvania Avenue location.

The GSA and FBI representatives attending the January 24 White House meetings had already agreed and decided to locate the new headquarters at 935 Pennsylvania Avenue NW in Washington, DC. The only issues that had not been fully addressed prior to the January 24 White House meetings were whether GSA should renovate or demolish and then rebuild the FBI headquarters at its current site and how to finance the project (Federal appropriations or some type of public/private partnership). The claim that GSA and FBI "received direction from the President" (Draft Report, p. 6) at the January 24 meeting is unsubstantiated and conclusory. Further, the assertion is not supported by the section's conclusion, which does not attribute a decision to the President. Instead, the section's conclusion states that the IG's review of GSA emails reflected that some GSA personnel believed the meeting had resulted in a decision to fund the FBI headquarters project using a ground lease-leaseback. GSA asks that you remove this claim as its inclusion in the section's introductory paragraph creates a false and inaccurate impression.

The Draft Report's reference to a November 6, 2017, conference call (Draft Report, p. 4) with local officials (representatives from Prince George's County, MD), where GSA and FBI attendees made no reference to any programmatic requirement changes, implies that that these changes were not being discussed internally by Federal officials. That, too, is inaccurate. Since the August 2, 2017, Senate Environment and Public Works Committee hearing, the GSA/FBI project team had been evaluating a variety of options as the team drafted the plan requested by the Committee. The November 6, 2017, meeting was the fourth in a series of discussions with non-Federal government offices, which included the District of Columbia on October 18, Maryland on October 24, and Virginia on October 26, to review site and local planning opportunities following GSA's cancellation of the exchange procurement. Not discussing possible changes to the Federal Government's requirements at these meetings does not mean, as the Draft



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Report incorrectly implies, that the GSA/FBI project team was not considering these changes at that time.

The Draft Report (Draft Report, p. 3) identifies the number of offerors GSA selected for Phase II of the Request for Proposals. GSA previously has not made this number public and requests it be redacted in both places from the final version of the IG report.

#### Project Cost Analysis

GSA takes issue with the Draft Report's attempt to compare costs associated with the the February 12 Revised FBI Headquarters Plan with costs of the prior suburban consolidation plan.<sup>2</sup> As detailed above, FBI leadership made a clear, programmatic decision that its headquarters facility must remain at the current Pennsylvania Avenue site. This decision meant that any suburban consolidation, regardless of its cost, would not meet FBI's operational needs, and would not be pursued.

The Draft Report's inclusion and discussion of Figure 2 (the "OIG Recalculated Funding Gap Analysis") creates the misleading perception that a true comparison can be made between the costs of the "JEH Exchange" and "JEH Rebuild" scenarios (as so labeled in the Draft Report). In fact, this attempted comparison represents an "applies vs. oranges" exercise because the FBI's needs no longer can be satisfied through a suburban consolidation as was envisioned under the "JEH Exchange."

GSA stands behind the cost figures presented in the February 12 Revised FBI Headquarters Plan, as that plan and those figures accurately describe the costs to construct a new facility at the current location that meets FBI's current program requirements. GSA also believes the current plan represents the most cost-effective means of satisfying the FBI's stated needs. The Draft Report fails to identify any alternate housing and cost scenario that would meet the FBI's requirements in a more efficient or cost-effective manner.

GSA does not agree with the Draft Report's conclusion that the J. Edgar Hoover (JEH) demolish-rebuild plan would cost more than a full suburban consolidation. Pages 8 and 11 of the February 12 Revised Headquarters Plan clearly and accurately present the costs to construct a full suburban campus (\$3.565 billion), and to demolish and rebuild a new headquarters on the current JEH Building site (\$3.328 billion). The plan also accurately presents the appropriations currently available and the additional appropriations that would be needed to construct and occupy either of the facilities



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<sup>&</sup>lt;sup>2</sup> The February 12 Plan represented the first time GSA publicly disclosed the total costs of the prior suburban consolidation plan, which included the cost of fit out, a number that previously had not been shared.

(\$2.412 billion and \$2.175 billion respectively). The Draft Report does not dispute the accuracy of these figures.

Instead, the Draft Report assigns additional offsite costs to the JEH demolish-rebuild project, and credits potential sale proceeds of the JEH property to the suburban campus solution. These actions have the effect of improperty inflating the direct costs of the demolish-rebuild project and deflating the direct costs of the suburban campus solution from the actual costs of both projects. Presenting the project costs in this fashion is misleading and inaccurate. Therefore, the Draft Report's conclusion that the demolish-rebuild project would cost more than a full suburban consolidation is also inaccurate.

Specifically, Figure 2 of the Draft Report inaccurately suggests that the funding gap associated with the now-obsolete suburban campus solution is credit attributed to JEH exchange value. This statement, and the assumption underlying it, is not correct. GSA cancelled the prior FBI headquarters procurement, which included an exchange component, on July 11, 2017.3 Thus, even if the FBI's headquarters needs allowed for a suburban solution, which they do not, GSA likely would not include an exchange as part of any such procurement. Additionally, any proceeds from the sale of the JEH site could not be claimed until the FBI takes occupancy of a new facility upon vacating the current site. As a result, any value that could be extracted from a sale of the JEH site would not be available until after the FBI's relocation, could not be used to reduce the amount of appropriated funds required to proceed with a full suburban campus and would require separate Congressional action to utilize these sales proceeds for this project. Moreover, as GSA learned through the previous procurement, including the JEH site in an exchange would significantly diminish the value of the property and would not be in the best financial interest of the taxpayer. The \$2.412 billion figure presented by GSA is the correct amount required to proceed with the full suburban campus and not the figure presented in the Draft Report.

The Draft Report is correct that the February 12 Revised FBI Headquarters Plan "... does not present per person costs in its cost comparison." (Draft Report, p. 11). This omission is because the Senate Committee's request for the Plan presented no such requirement, and doing so was unnecessary to the presentation of a project cost estimate for a facility meeting the FBI's current needs. The intent of the February 12



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The exchange procurement was cancelled due to the tack of appropriated funding. The complexities and value realization associated with the exchange component, as well as suggestions of resolssion of then-available project funding, compounded the challenges associated with the project's funding strategy. These factors contributed to diminishing developer interest and undermined confidence in the Government's ability to successfully implement the exchange procurement. Regardless, GSA requests any JEH valuations from appraisals, bidders or otherwise should not be made public and be reducted from the final report since, notwithstanding the cancellation of the prior procurement, such information remains confidential and procurement sensitive.

Revised F8I Headquarters Plan was to provide a recommendation on how to complete the new F8I Headquarters, as stated by F8I senior leadership, as well as the funding needs for this project. As was observed regarding Figure 2 of the Draft Report, GSA similarly believes that Figure 3 (Draft Report, p. 11), and its associated discussion, is misleading to the extent it is based on a flawed incorporation of figures associated with the cancelled exchange procurement. Revisions to this section are requested to address these cost-related errors.

Next, the Draft Report is not correct in stating that "[r]elocation ... costs are not included" (Draft Report, p. 11). Pages 8 and 11 of the February 12 Revised FBI Headquarters Plan present move costs under the \$923 million allocated for "FBI Fit-out" and under the \$479 million allocated for "Swing Space." The "Swing Space" figure includes a footnote that addresses the rent payments associated with swing space, which the Draft Report agreed were appropriately excluded from the February 12 Plan. Accordingly, an additional \$57 million (reflected in Figure 2 in the row titled "Add: Relocation cost") should not be included in Figure 2.

Regarding FBI relocation and remote site costs, the Draft Report states:

FBI personnel stated that construction activities in Huntsville, Pocatello, Clarksburg and Quantico are not solely attributable to the relocation of headquarters personnel. Rather, these construction activities are associated with the implementation of FBI's broader space planning. FBI estimated the construction 'cost-share' for headquarters personnel as \$459 million (see Figure 2). (Draft Report, p. 11-12).

GSA understands the FBI independently provided information on the status and funding composition of its other capital construction projects. As such, GSA is not able to evaluate the basis or accuracy of this "cost share" figure. Nonetheless, GSA does not believe these offsite costs should be attributed to the JEH demolish-rebuild project. They are independent and distinct costs, and should be considered separately.

GSA acknowledges discussions within the project team on how best to represent the costs of other FBI locations in Alabama, Idaho, West Virginia and Virginia (Draft Report, p. 12). However, GSA did not "unintentionally" omit this information from the February 12 Revised FBI Headquarters Plan, as suggested by the Draft Report. The Draft Report states, "... a GSA official involved in the cost estimating agreed with our conclusion that these construction costs should have been included in the Revised FBI Headquarters Plan." (Draft Report, p. 12). Notwithstanding the Draft Report's inclusion of one unnamed team member's opinion on this specific matter, GSA requests that the final report note that other GSA team members did not share this opinion. Moreover, and



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significantly, the February 12 Revised FBI Headquarters Plan presented GSA's position then, as now, on this issue and question.

In sum, GSA disagrees with the Draft Report's conclusion that "... GSA did not include all of the costs in its Revised FBI Headquarters Plan, and that the JEH demolish and rebuild plan would cost more than the cancelled JEH exchange" (Draft Report, p. 18). As discussed above, GSA stands behind the cost estimates to demolish the current JEH Building and construct a replacement facility on that site to meet FBI's headquarters space requirements. The Draft Report inappropriately inflates direct costs of the demolish-rebuild project and deflates the costs of the suburban solution. More importantly, the Draft Report seeks to draw a misleading comparison between a suburban housing strategy that does not reflect FBI's current stated requirements, and the February 12 Revised FBI Headquarters Plan that does address those requirements.

#### Facility Security Level Analysis

GSA has no comments on information presented in this section. The text regarding the workings of the Interagency Security Committee and Facilities Security Committee correctly represent GSA's and FBI's roles and responsibilities regarding this issue. The section also correctly states the work that remains regarding this matter.

#### References to Executive Privilege

The Draft Report incorrectly asserts in two places that the White House asserted the presidential communications privilege. It appears that this assertion is based on an alleged statement made by the Administrator's private counsel, who does not represent, and is not authorized to assert a privilege on behalf of, the White House, GSA or the United States. To the extent the Administrator's private counsel made that unauthorized statement, he was incorrect. In any event, his comments regarding executive privilege have no legal bearing or effect. We ask that your office remove the incorrect and problematic references to presidential communications privilege.

As the Acting General Counsel explained to your office on at least three separate occasions, the White House has not asserted executive privilege. Instructions not to disclose confidential information within the Executive Branch are not assertions of privilege. In this case, the White House exercised its authority to control the dissemination of information about confidential meetings with the President and his senior advisors. The White House informed the Administrator, through the Acting General Counsel, that she was not authorized to disclose the content of presidential



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<sup>\*</sup>May 38, 2018 meeting between GSA Acting General Counsel Jack St. John, Counsel to the Inspector General Ed Martin and Water Counsel, with GSA Associate General Counsel Eugenia Ellison in attendance; June 18, 2018 interview of St. John Transport in attendance; and June 20, 2018 meeting between St. John, Martin, and Water Counsel Transport in attendance.

dissemination of information about confidential meetings with the President and his senior advisors. The White House informed the Administrator, through the Acting General Counsel, that she was not authorized to disclose the content of presidential communications from those meetings. A formal assertion of executive privilege, therefore, was not necessary to justify or explain the Administrator's refusal to disclose those communications.

#### Administrator Murphy's April 17, 2018 Testimony

As the Draft Report found, Administrator Murphy's testimony on April 17, 2018, before the Subcommittee on Financial Services and General Government, of the U.S. House of Representatives Committee on Appropriations, was truthful. We disagree and object to the Draft Report's inflammatory suggestion that Administrator Murphy's answers to questions posed to her about White House involvement in the Revised FBI Headquarters Plan were incomplete or potentially misleading. The Draft Report did not find an intent by the Administrator to mislead, nor any evidence that her testimony did mislead. GSA was surprised by the inclusion of the section about Administrator's testimony in your review and asks that you remove it from your final report.

After reviewing 50,000 pages of documents and interviewing the Administrator on two separate occasions, your office concludes in the Draft Report that the Administrator's responses to Representative Quigley during the April 17, 2018, hearing were true. This statement, that she responded truthfully to the questions posed to her during the hearing, is the only conclusion in this section of the Draft Report supported by the facts as presented in the Draft Report. We find it puzzing and disappointing that your statement affirming the truthfulness of the Administrator's testimony is currently buried in the final paragraph of this section of the Draft Report behind speculative, and repetitive, conclusions that her testimony "may have left [a] misleading impression."

Additionally, the Draft Report states that the Administrator believed her answers were truthful. It is a GSA practice to review testimony transcripts following a hearing before a Committee of Congress. If GSA finds cause for clarification before or after reviewing a transcript, GSA submits a letter to Congress correcting the record, as Commissioner Mathews did after his February 28, 2018, hearing. Following this standard practice, GSA's Office of Congressional and Intergovernmental Affairs and the Administrator reviewed the April 17 testimony and, being satisfied that it was fully accurate, did not provide any further clarification to Congress.

Notwithstanding your office's suggestions that the Administrator's responses were incomplete or potentially misleading, the actions of the Subcommittee, and the



Members who directed the questions to Administrator Murphy that are discussed in this section of the Draft Report, suggest otherwise. It is common practice for agencies to receive follow-up "questions for the record" (QFRs) following hearings such as Administrator Murphy's on April 17. Indeed, GSA did receive a set of QFRs following this hearing. It is significant and telling that none of the QFRs received by GSA following the hearing sought any follow-up, further explanation, or elaboration regarding the Revised FBI Headquarters Plan, including Administrator Murphy's responses related to White House meetings or involvement.

We do not believe it is necessary or appropriate for the Draft Report to include subjective characterizations and suggestions by your office regarding Administrator Murphy's testimony on April 17 when the Subcommittee, and the Members who participated in the hearing, are more than capable of raising such concerns themselves, and have decided, to date, not to do so.

#### Conduct Issues

GSA also has questions and significant concerns regarding the conduct of your office and staff in connection with the interviews conducted with GSA staff. Senior GSA officials promptly made themselves available to be interviewed, sometimes twice, to assist with your office's review, but many GSA officials left their interviews feeling the conduct of your office was inappropriate, outside of normal business practice, deceptive, and, at times, hostile.

The concerning conduct occurred primarily in a number of interviews in which your staff focused almost exclusively on meetings that occurred at the White House. During these interviews, GSA officials communicated to your office that they were not authorized to discuss presidential communications. We understand that your office may take a different view as to your authority to compel disclosure of all information, but it was disappointing that your staff chose, during those interviews, to employ bullying tactics that appeared intended to threaten, intimidate and coerce GSA officials into divulging those communications directly. Furthermore, despite a clear agreement between GSA's Acting General Counsel and your counsel that your office would not ask questions about specific presidential communications in subsequent interviews, your office disregarded that agreement and asked pointed questions about communications that were explicitly out of bounds.

GSA will continue to diligently engage and support your office's reviews of GSA programs and operations. Going forward, GSA asks that you help ensure the conduct of



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future IG interviews be more respectful and collegial.

#### Conclusion

In conclusion, it is imperative that the Draft Report be amended to accurately reflect GSA's actions, as the FBI headquarters project is of great public importance, with critical national security implications, and GSA has worked diligently along with the FBI to ensure it is managed in the best interest of our country.

First, GSA requests that the chronology of the decision-making be revised to include key meetings and conversations between GSA and the FBI in the fall of 2017 as detailed above, and that the inaccurate reporting in the section titled "White House Meetings on January 24, 2018" be removed.

Second, we ask that your office remove the incorrect and problematic references to presidential communications privilege.

Third, because the Draft Report inappropriately inflates direct costs of the demolishrebuild project and deflates the costs of the suburban solution, GSA requests that the numbers in Figures 2 and 3 be adjusted as discussed above, and that the final report include a disciaimer that there cannot be a like-comparison between the costs of a suburban housing strategy based on the cancelled procurement that do not reflect the FBI's current stated requirements, and the February 12 Revised FBI Headquarters Plan that does addresses those requirements.

Fourth, GSA requests that you redact from public disclosure the figures and information identified above, as they continue to represent confidential or procurement-sensitive information not otherwise subject to public disclosure.

Finally, given that your office found the Administrator's testimony to be truthful, GSA asks that you remove the section regarding Administrator Murphy's testimony from your final report.

Thank you for considering GSA's proposed edits to your Draft Report. GSA asks for the opportunity to review the final report, as is customary, and the ability to respond with formal comments to be attached as an appendix. GSA looks forward to reviewing the final report and the continued partnership between GSA and your office.



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# Appendix B – Response to Comments Regarding Role of the Office of Inspector General

The Office of Inspector General (OIG) has carefully considered the comments on our draft report submitted by GSA. We also considered comments submitted on behalf of Administrator Murphy in her individual capacity. We have addressed any comments relating to factual accuracy where appropriate in the body of the report.

This appendix separately responds to certain comments made on behalf of Administrator Murphy and the GSA that appear to reflect a fundamental misunderstanding of the OIG's role in initiating, staffing, and conducting this review.

First, Administrator Murphy has expressed the opinion that the OIG's initiation of this review in response to the request of a congressman whose district has an interest in the project indicates an improper purpose. This is misguided. Inspectors General regularly receive requests to conduct oversight from Members of Congress affiliated with either the majority or the minority party, and must regularly decide whether the subject matter of the request supports directing OIG resources to answer some, none, or all of the issues raised in the request. In this case, the OIG's decision to open the review reflects the importance of the FBI headquarters project and is wholly consistent with our past work in this area; and our definition of the scope of the review reflects our independent consideration of significant issues within our jurisdiction to address.

The FBI headquarters project is a longstanding, high-profile, taxpayer-funded, multi-billion dollar project that GSA has been spearheading for over a decade and the OIG has been monitoring since 2013. In March 2017, the OIG issued its Audit of PBS's Planning and Funding for Exchange Projects. The GSA's FBI headquarters project, which then anticipated exchanging the Hoover building to help finance construction of a new suburban campus, was among the exchange projects the OIG reviewed in this audit. The audit found that PBS had not fully factored risk into its planning for exchange projects and as a result cancelled or chose not to pursue several exchange projects. In July 2017, GSA cancelled the FBI exchange project.

When GSA subsequently presented its new plan to raze and rebuild the FBI headquarters at the Hoover site rather than continue with the suburban campus plan to which GSA had devoted years of planning and taxpayer funds, the change drew widespread public attention and bipartisan concern expressed at multiple congressional hearings. Under these circumstances, the suggestion that it was improper for the OIG to review GSA's decision-making process and the adequacy of its considerations of comparative costs and security is clearly wrong.

Second, Administrator Murphy suggests that the manner in which we exercised our oversight function -- conducting a multi-disciplinary review -- was improper. This argument rests entirely on the premise that a multi-disciplinary review is "not traditional," and therefore is a suspect use of OIG authority. This also is clearly wrong. The Inspector General Act authorizes Inspectors General to "make such investigations and reports relating to the administration of the programs and operations of the applicable establishment as are, in the judgment of the Inspector General, necessary or desirable. 5 U.S.C. App. Section 6(a)(2). The Council of



## Appendix B – Response to Comments Regarding Role of the Office of Inspector General (cont.)

Inspectors General on Integrity and Efficiency (CIGIE) Quality Standards for Federal Offices of Inspector General (August 2012) state: "In addition to audits and investigations...OIGs may conduct, supervise, and coordinate inspections, evaluations, and other reviews related to the programs and operations of their departments and agencies." Likewise, the CIGIE Presidential Transition Handbook (October 4, 2016) concerning the role of Inspectors General states:

[S] everal IGs have created offices that conduct special reviews, combining the multidisciplinary skills of investigators, auditors, evaluators, and lawyers. These special reviews are often hybrid reviews, involving potential misconduct by agency employees as well as systemic evaluations of an agency program or operation. Examples of such special reviews are the Department of Justice OIG's review of the treatment of detainees after the 9/11 attacks and the Peace Corps IG's review of the death of a Peace Corps volunteer in China.

Like others in the IG community, the GSA OIG has frequently used multidisciplinary teams to review GSA programs or operations. For example, the GSA OIG's Management Deficiency Report of the 2010 Western Regional Conference was completed by a team of investigators, auditors, and lawyers. More recently, a team of inspectors, investigators, and lawyers conducted GSA OIG's Investigation of Whistleblower Reprisal Complaint, which addressed a complaint that the former GSA Administrator retaliated against a senior GSA career official for making protected disclosures. The use of teams that leverage the skillsets of multiple disciplines within an OIG is one of the most effective ways to achieve the highest quality work in matters, like this one, that are not solely audits or investigations but contain elements of both.

Finally, the GSA's comments on the draft report contend that the OIG personnel conducting this review acted improperly in seeking information about White House meetings relevant to our review of GSA's decision-making process. This too is incorrect. As noted in the report, early in the review the OIG learned that during the course of GSA's decision-making on the Revised FBI Headquarters Plan, Administrator Murphy met with the President on January 24, 2018, to discuss the project. When we sought information about the meeting, however, we initially received inconsistent and unhelpful responses to our inquiries from GSA witnesses.

Some GSA witnesses readily described what they knew of the meeting, while others initially refused to discuss it or even acknowledge that a meeting had occurred. When we asked for the basis for these initial refusals, some witnesses, including Administrator Murphy, told us they could not comment on meetings they had or did not have with senior White House officials. Murphy also stated that she was told not to answer by GSA's Acting General Counsel, who she said told her that such answers were subject to executive privilege.

Contrary to GSA's suggestion, the OIG made no "agreement" with GSA's Acting General Counsel not to seek information relevant to this review. In fact, we sought to determine whether executive privilege was being invoked to preclude sharing of information with the OIG, which is



## Appendix B – Response to Comments Regarding Role of the Office of Inspector General (cont.)

part of GSA and within the Executive Branch. Murphy told us that to her knowledge the privilege had not been invoked. GSA's Acting General Counsel told us that the White House had not asserted the privilege, but that the presidential communications privilege was presumed to apply absent White House consent to discuss matters covered by the privilege. He refused, however, to discuss with us his guidance to GSA witnesses regarding the scope and parameters of any presumptive privilege.

Ultimately, after we continued to press for an explanation of the scope of any presumptive privilege GSA was relying upon to limit information provided to the OIG, the Acting General Counsel finally told us he had received direction from the White House Counsel's Office regarding White House meetings relevant to this review. He told us that pursuant to those directions, GSA employees were authorized to disclose the existence of White House meetings, discuss who attended, and discuss any high level agreements that resulted from the meetings; but not to disclose any statements made by the President. Murphy then participated in a second interview with the OIG, in which she provided us the descriptions of the meetings contained in this report, and we were able to conclude the interviews in this review.

Contrary to the GSA's suggestion, the OIG team acted professionally and courteously throughout its efforts to seek information relevant to this review. Had GSA acted earlier in formulating a consistent and clear position regarding the privilege issue, and been more willing to discuss the scope and parameters of the privilege with the OIG, we might have avoided any awkwardness associated with the need to conduct multiple interviews of some of the witnesses to obtain information relevant to this review.

In sum, the GSA OIG properly initiated, staffed, and performed this review.



<b>F</b>		
From: Sent:	Friday, December 1, 2017 8:33 AM	
To:	Triady, Beechiser 1, 2017 0.33 Aivi	b6 -1
Cc:		ь7С -
Subject:	RE: Director's Weekend Book Update for Week 11/27/17 - 12/01/2017 UNCLASSIFIED	
Classifi	cation: UNCLASSIFIED	
		b5 -1
As requested		b6 -1 b7C -
Г		$\neg$
From:		b6 -1
Sent: Wedne	sday, November 29, 2017 5:18 PM	b7C - b7E -
Cc:		
	Director's Weekend Book Update for Week 11/27/17 - 12/01/2017 UNCLASSIFIED	
Classifi	cation: UNCLASSIFIED	
======		
	PMO's previous submission (excerpt below), did the PMO meet with the ADD and Director Wray? If not, etings been rescheduled? I would like to update at least the dates in this week's submission.	b5 -1
Please let me	e know ASAP. Thanks!	b6 -1 b7C -
ſ		



From:	b6 -1
Sent: Tuesday, November 21, 2017 7:31 AM  To:	b7C -
Cc:	b7E -
Subject: Director's Weekend Book Update for Week 11/27/17 - 12/01/2017 UNCLASSIFIED	
Classification: UNCLASSIFIED	
	b6 -1
	b7C -1
FYI	
From:	
Sent: Tuesday, November 21, 2017 7:12 AM	b6 -1
To:	b7C -1 b7E -1
Subject: RE: Director's Weekend Book Update for Week 11/27/17 - 12/01/2017 UNCLASSIFIED	
Classification: UNCLASSIFIED	
No update for the new HQ project for this week.	
	b6 -1
	b7C -1
	b7E -1
From:	
Sent: Monday, November 20, 2017 3:42 PM	
То:	

Cc: HALEY, RICHARD LEE II (FD) (FBI)	b6 -
	b7C b7E
Subject: Director's Weekend Book Update for Week 11/27/17 - 12/01/2017 UNCLASSIFIED	
Classification: UNCLASSIFIED	
Hi all,	
Information about your project is requested to support the Directors "Weekend Book" that is provided to the 7 <sup>th</sup> floor on a weekly basis. It is important that we provide clear and concise information tailored for senior level. If you have no changes/updates since last update, please let me know.	o
<i>Task:</i> Provide a <u>3-5 line</u> update about your project or significant event (reference the table below).	
Please provide (this week's and next week's) updates on the topic in the table below <u>BY COB, TUESDAY 11/28/2017 T</u>	2
	b5 - b6 - b7C
This following attachment is what was provided to the 7 <sup>th</sup> floor for the previous submission. Please follow the same style and format:	
<< File: FFD Weekend Book 12.01.17.docx >> Happy Thanksgiving Holiday!	
Regards,	
	b6 - b7C b7E
935 Pennsylvannia Ave Washington, DC 20535	

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From:		b6 -1 b7C -1
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	Director's Monthly & Back Bonart, December 2017 LINCLASSIEIED	
Subject: Attachmer	Director's Monthly 6-Pack Report: December 2017 UNCLASSIFIED nts: 12012017_Director PPT_for_12012017.pptx	
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Classif ======  All, Attached is  If you can p December 2	ication: UNCLASSIFIED  what was submitted last month for the monthly 6-Pack Report.  blease provide any updates or bullets that you may be able to add to the report by COB Wednesday,	
Classif ======  All, Attached is  If you can p December 2	ication: UNCLASSIFIED  what was submitted last month for the monthly 6-Pack Report.  blease provide any updates or bullets that you may be able to add to the report by COB Wednesday, 20th that would be great.	
Classif ======  All, Attached is  If you can p December 2	ication: UNCLASSIFIED  what was submitted last month for the monthly 6-Pack Report.  blease provide any updates or bullets that you may be able to add to the report by COB Wednesday, 20th that would be great.	
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Classif ====== All, Attached is If you can p December 2	ication: UNCLASSIFIED  what was submitted last month for the monthly 6-Pack Report.  blease provide any updates or bullets that you may be able to add to the report by COB Wednesday, 20th that would be great.	b6 -1
Classif ====== All, Attached is If you can p December 2	ication: UNCLASSIFIED  what was submitted last month for the monthly 6-Pack Report.  blease provide any updates or bullets that you may be able to add to the report by COB Wednesday, 20th that would be great.	b7C -1
Classif ====== All, Attached is If you can p December 2	ication: UNCLASSIFIED  what was submitted last month for the monthly 6-Pack Report.  blease provide any updates or bullets that you may be able to add to the report by COB Wednesday, 20th that would be great.	

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	Wednesday, January 17, 2018 9:27 AM  RE: Director's Monthly 6-Pack Report: January 2018 UNCLASSIFIED  122917_Director PPT_for_010218.pptx  ation: UNCLASSIFIED	b6 -1 b7C -1
From: Sent: Wedneso To: Cc:	day, January 17, 2018 7:52 AM	b5 -1 b6 -1 b7C -1 b7E -1
	rector's Monthly 6-Pack Report: January 2018 UNCLASSIFIED	
Classific	ation: UNCLASSIFIED	
Hi has dor something.	ne the 6-pack reports for our section in the past, but I'd be happy to help out if you want to add	b6 -1 b7C -1
Thanks,		
To:	January 16, 2018 5:16 PM  Director's Monthly 6-Pack Report: January 2018 UNCLASSIFIED	b6 -1 b7C -1 b7E -1
Classific	ation: UNCLASSIFIED	
Do you do thes		

Sent: Tuesday, January 16, 2018 5:11 PM	
	b6 -1 b7C -
	b7E -
Subject: RE: Director's Monthly 6-Pack Report: January 2018 UNCLASSIFIED	
Classification: UNCLASSIFIED	
All,	
Just as a reminder, if you have not submitted your updates, please do so by COB tomorrow (1/17).	
Thanks!	
THOUSE.	b6 -1
	b7C -
	b7E -
From: Sent: Wednesday, January 10, 2018 8:37 AM	
Sent. Wednesday, January 10, 2010 0.37 AM	

Subject: Director's Monthly 6-Pack Report: January 2018 UNCLASSIFIED	b6 -1 b7C -1 b7E -1
Classification: UNCLASSIFIED	
All,	
Attached is what was submitted in the previous briefing of the 6-Pack Report.	
If you can please provide any updates or bullets that you may be able to add to the report by <b>COB Wednesday, Ja 17</b> th that would be great.	anuary
If you have any questions please feel free to reach out.	
<< File: 122917_Director PPT_for_010218.pptx >>	
Budget Section - Finance Division	b6 -1 b7C -1 b7E -1
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From: Sent: To: Cc: Subject: Attachment:	Wednesday, January 10, 2018 9:47 AM  FW: Director's Monthly 6-Pack Report: January 2018 UNCLASSIFIED  s: 122917_Director PPT_for_010218.pptx	<b>-</b> B7C
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From: Sent: Wednes	sday, January 10, 2018 8:37 AM	b6 - b7C b7E
		D/E
<b>Subject:</b> Direc	ctor's Monthly 6-Pack Report: January 2018 UNCLASSIFIED	
Classific	cation: UNCLASSIFIED	
All,		
Attached is w	hat was submitted in the previous briefing of the 6-Pack Report.	
If you can ple	ase provide any updates or bullets that you may be able to add to the report by <b>COB Wednes</b>	day, January

If you have any questions please feel free to reach out.



**17**<sup>th</sup> that would be great.

Budget Section - Finance Division
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b6 -1 b7C -1 b7E -1

From: Sent: To: Cc: Subject:	Monday, February 12, 2018 1:39 PM  RE: Director's Monthly 6-Pack Report: Feb 2018 UNCLASSIFIED	b6 -1 b7C -1
Subject:	RE. Director's Monthly 6-Pack Report. Feb 2016 ONCLASSIFIED	
	cation: UNCLASSIFIED	
As requ	uested:	b5 -1 b6 -1 b7C -1
From: Sent: Monda To: Cc:	y, February 12, 2018 10:50 AM	b6 -1 b7C -1 b7E -1
Subject: Dire	ctor's Monthly 6-Pack Report: Feb 2018 UNCLASSIFIED	
	cation: UNCLASSIFIED	
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		B/C -1
Thanks,		

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From: Sent: To:	Tuesday, February 20, 2018 3:07 PM
Subject: Attachments:	FW: Very rough draft UNCLASSIFIED  EPW Briefing TPs.docx
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From:	
<b>Sent:</b> Tuesday, <b>To:</b>	February 20, 2018 3:06 PM
	ough draft UNCLASSIFIED
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From:	1			

**Sent:** Friday, August 31, 2018 7:58 AM

To:

**Subject:** UNET to FBINET Uploaded Files

Attachments: Review\_of\_GSAs\_Revised\_Plan\_for\_the\_FBI\_Headquarters\_Consolidation\_Project\_REDACTED\_-

 $\_508\_compliant.pdf$ 



rom:		b6 -1 b7C -1
Sent: Fo:	Tuesday, September 11, 2018 9:49 PM	
o: Subject:	HALEY, RICHARD LEE II (FD) (FBI) FW: Request for Documents UNCLASSIFIED	
mportance:	High	
	cation: UNCLASSIFIED	
	RY RECORD	
rom:		
	, September 11, 2018 6:15 AM	b6 −1 b7C −1
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<b>ubject:</b> Requ	est for Documents UNCLASSIFIED	
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======= TRANSITOR	RY RECORD	
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			b5 -
Should	you have any questions, concerns	s, etc., please contact myself or(who is cc'd).	
Best Re		7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7	b6 -1
			b7C -1 b7E -1

More than a career, the FBI is a lifestyle... grounded in Core Values!

#FBILIFE



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FOI/PA
DELETED PAGE INFORMATION SHEET
Civil Action# 18-cv-02422
Total Deleted Page(s) = 14
Page 1 ~ Referral/Consult;
Page 5 ~ Duplicate;
Page 6 ~ Duplicate;
Page 7 ~ Duplicate;
Page 19 ~ Referral/Consult;
Page 20 ~ Referral/Consult;
Page 25 ~ Duplicate;
Page 26 ~ Duplicate;
Page 35 ~ Duplicate;
Page 36 ~ Duplicate;
Page 39 ~ Duplicate;
Page 40 ~ Duplicate;
Page 41 ~ Duplicate;
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FEDERAL BUREAU OF INVESTIGATION



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From: Sent: To: Subject:	Tuesday, July 11, 2017 3:57 PM  FW: FBI Headquarters - JLL	
Both this will have	and his admin are out, so wanted to get back today (they are cc:/d) . Be assurattention.	ed,
Best.		b6 -2
Jones Lang LaSalle		
(I) JLL		
From: Sent: Tuesday, July To: Cc:	/ 11, 2017 3:50 PM	b6 -1, 2
Subject: FBI Headq	uarters - JLL	b7C -1 b7E -1
led by	nting news about the FBI Headquarters. We would like to offer a meeting connecting our senior leadership to yours.  mples, solutions, and guidance in this critical matter. Please let me know your thoughts.	team,
JLL 1801 K Street, NW Su Washington, DC 2000		b6 -2

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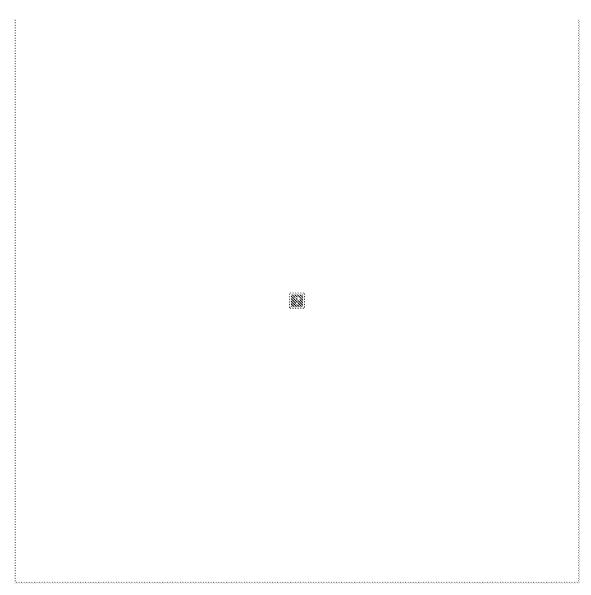


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From:		2.0
Sent:	Friday, March 17, 2017 9:33 AM	
To:		
Subject:	FW: P3 Digest for March 16, 2017	
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FBI Headquarte	rs Consolidation Program Management Office	
F	<b>SILV</b> nsolidation	
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	nailto:news=ncppp.org@mail91.atl71.mcdlv.net] <b>On Behalf Of</b> N	
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	est for March 16, 2017	

View this email in your browser



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## March 16, 2017

# Trump Budget Blueprint Mum on Major Infrastructure Plans

The Trump administration's 2018 budget proposal would make significant cuts in the budgets of three agencies that may be expected to help carry out the president's ambitious infrastructure repair and modernization plans. What isn't included in the <u>budget blueprint</u> are details about the president's often-touted \$1 trillion infrastructure renewal plan.

"[T]he President has emphasized that one of his top priorities is modernizing the outdated infrastructure that the American public depends upon," according to the March 16 blueprint. "To spearhead his infrastructure initiative, the President

has tapped a group of infrastructure experts to evaluate investment options along with commonsense regulatory, administrative, organizational, and policy changes to encourage investment and speed project delivery. Through this initiative, the President is committed to making sure that taxpayer dollars are expended for the highest return projects and that all levels of government maximize leverage to get the best deals and exercise vigorous oversight. The Administration will provide more budgetary, tax, and legislative details in the coming months."

In terms of individual department and agency funding, the proposal would slash \$2.6 billion (31 percent) from the Environmental Protection Agency's budget, which would result in the elimination of 50 programs and 3,200 positions, reported <a href="https://doi.org/10.2001/jheartments.com/hashington-Posi">https://doi.org/10.2001/jheartments.com/hashington-Posi</a>. However, the \$5.7 billion agency budget would include \$2.3 billion for state revolving funds (a \$4 million increase) and \$20 million for the Water Infrastructure Finance and Innovation Act program (level funding).

The Department of Transportation's budget would be cut by \$2.4 billion (12.7 percent) to \$16.2 billion. This would include eliminating funding for the Transportation Investment Generating Economic Recovery grant program, which funds surface transportation projects. The proposal also calls for privatizing the Federal Aviation Administration's air traffic control function. It is not clear whether this could involve a P3 element.

The Army Corps of Engineers' budget would fall by \$1 billion (16.3 percent) to \$5 billion.

However, the General Services Administration's discretionary budget authority would increase by \$200 million to \$500 million, although it's not clear how much money it will be authorized to spend on costly projects such as the planned FBI headquarters swap or plans to consolidate the Department of Homeland Security at the St. Elizabeth's West campus, reported the Washington Business Journal.

This preliminary budget blueprint will be followed by a more comprehensive budget proposal to be released in May, the Post reported.

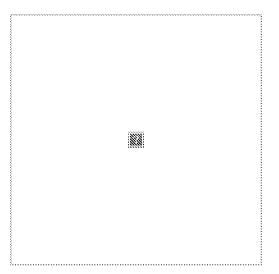
## University Issues RFQ for Student Housing

Howard University has issued a <u>request for qualifications</u> for a master development and planning team to develop its 23-acre east campus in northeastern Washington D.C. The university envisions the development of a mix of institutional housing, open space and other uses but the selected developer will be invited to assess the property and craft an executable



development plan. Interested developers should <u>register</u> to access the East Campus RFQ Dataroom.

### **FEATURED MEMBER**



Veolia North America is the world's leading provider of environmental solutions to cities, governments, businesses and industries. Veolia specializes in energy management services, environmental and resource recovery services and technologies, and water and wastewater services and technologies. The company helps cities ensure efficient use of energy, recover resources from waste, and protect, conserve and renew natural resources. With approximately \$38.8 billion in annual revenues and 220,000 employees around the world, Veolia is publicly traded on the NYSE (VE) and Euronext (VIE).

P3 Digest is the weekly publication of the National Council of Public-Private-Partnerships. If you have news of interest to the P3 community, contact NCPPP Editorial Director Barbara Bryant











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		b6 −1 <b>■</b> b7C −1
From: Sent:	Friday, June 23, 2017 3:02 PM	270 1
To:		
Subject:	Article	
Happy Friday!		
President Trump.	vas mentioned this morning on NPR news regarding one of the real estate company's ties to Listen or read at this link: <a href="http://www.npr.org/2017/06/23/534028094/real-estate-firm-with-y-build-the-new-fbi-headquarters">http://www.npr.org/2017/06/23/534028094/real-estate-firm-with-y-build-the-new-fbi-headquarters</a>	
Have a great weel	kend,	
		b6 -1 b7C -1 b7E -1
FBI Headquar	ters Consolidation Program Management Office	
	<b>I Ma</b> son	

PMO mission: To deliver a secure, collaborative and agile workplace to advance the FBI mission

Federal Bureau of Investigation 935 Pennsylvania Ave, NW Suite 8368 Washington, DC 20535



From:		
Sent:	Friday, June 30, 2017 1:48 PM	
To:		b6 b7
Subject:	Articles	

Hello all,

See article from Washington Business Journal. It is under our subscription so it is pasted below:

The federal government's search for a new FBI headquarters somewhere in the D.C. region was dealt a potentially major blow Thursday, when a House subcommittee voted to rescind \$200 million in funding for the \$2.5 billion project.

Congress set aside \$200 million for the General Services Administration as partial funding for the project in its 2017 budget fix, an amount that some supporters said at the time was just a down payment for full funding in the next budget year. But the House version of that 2018 budget, voted on Thursday by the financial services and general government subcommittee of the House Appropriations Committee, would rescind those funds and leave the project in limbo for at least one more budget cycle.

The GSA, which is overseeing the planned consolidation, has said it will not proceed until it has received full funding for the project. The House budget picks up on the spending plan laid out by the Trump administration in May, which included no funding for the project.

The project would consolidate the FBI and its headquarters staff from multiple locations, including its main headquarters in downtown D.C., to a new site in Greenbelt, Landover or Springfield.

The subcommittee opted not to include additional funds for the project because of its current status, according to a committee aide. The Trump administration did not propose funds for the FBI project in its fiscal year 2018 budget request, and has not informed the committee of a plan to move forward on a construction strategy, the aide said. Since there is no known plan to execute a building contract and the funds appropriated to the GSA are insufficient to advance the project, the committee will revisit the effort in its entirety in a future fiscal year.

The vote comes as a blow to project supporters including Prince George's County Executive Rushern Baker, who recently announced plans to run for governor in Maryland. Two of the three sites being considered, Greenbelt and Landover, are in Prince George's, and Baker recently wrote a letter to the acting head of the GSA urging him to move forward with the project without further delay.

Reps. Steny Hoyer, D-Md., and Anthony Brown, D-Md., issued a statement after the vote calling it "reprehensible



that House Republicans are playing politics" by rescinding the funding.

"House Republicans must stop delaying this project," their statement read in part. "A new, fully consolidated FBI headquarters is important for the safety and security of our nation, as well as the economic development of Prince George's County and the state of Maryland. As this process moves forward, we urge our House Republican colleagues to fully fund the consolidated headquarters project."

Daniel J. Sernovitz covers commercial real estate, multifamily housing, architecture and construction.

Another article from Baltimore Sun below:

http://www.baltimoresun.com/news/maryland/politics/bs-md-congress-fbi-cut-20170629-story.html

Happy 4<sup>th</sup> of July weekend!



FBI Headquarters Consolidation Program Management Office



PMO mission: To deliver a secure, collaborative and agile workplace to advance the FBI mission

Federal Bureau of Investigation 935 Pennsylvania Ave, NW Suite 8368 Washington, DC 20535



b6 -1 b7C -1 b7E -1

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From:	570
Sent: Friday, July 14, 2017 5:00 PM	
To:	
Subject: RE: This it?	
Have not found the script but here is another article with more info: https://therealdeal.com/2017/02/01/tim-horne-acting-head-of-gsa-has-some-very-serious-decisions-to-make/	
Thanks,	
	b6 -1 b7C -
From: Sent: Friday, July 14, 2017 9:26 AM To Subject: RE: This it?	b7 <b>E</b> −
Thks!!	
v/r	
	b6 -1 b7C - b7E -
	Die -
FBI Headquarters Consolidation Program Management Office	
From: Sent: Friday, July 14, 2017 8:20 AM To: Subject: This it?	b6 -1 b7C - b7E -
https://federalnewsradio.com/facilities-construction/2017/07/gsa-acting-administrator-pledges-help-in-finding-fbi-a-new-home-defends-trump-hotel-lease/	

FBI Headquarters Consolidation Program Management Office

PMO mission: To deliver a secure, collaborative and agile workplace to advance the FBI mission

Federal Bureau of Investigation 935 Pennsylvania Ave, NW Suite 8368 Washington, DC 20535



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From:	
Sent: Wednesday, August 2, 2017 4:14 PM	
To:	
Subject: RE:	
Thanks.	
v/r	
FBI Headquarters Consolidation Program Management Office	ъ6 -1, 2 ъ7с -1
FBI HQ Consolidation	b7E −1
From:	
Sent: Wednesday, August 02, 2017 3:33 PM To:	
Subject: Re:	
Just FYI	
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Jones Lang LaSaile	
<b>JLL</b>	
From:	b6 -2, 3
Sent: Wednesday, August 02, 2017 1:49 PM  To:(Cardin) @cardin.senate.gov>	
Subject: RE: FBI	

Concept A: Employ a two building design solution. One would be owned (using monies in hand today) the other leased. The leased building would be on Govt. land (Govt. is presumed to have bought the selected site, again using monies in hand today) but ground leased to the developer. At end of the ground lease term, the Govt. is in full



ownership. Remember, they are leasing half of Hdqts. right now as this is written.

Concept B: Commit to lease but retain purchase options exercisable at various points in the projects' life and dependent on the availability of approps., Hoover sale proceeds, etc.

- 1. Construction Start
- 2. Construction completion
- 3. Every 5 years of the initial lease term
- 4. End of initial lease term

Conceivably concepts A & B could be blended.

Concept C: After 50 years of serial operating leases, the Government can buy the whole thing (or whatever part it doesn't already own) for a dollar. This presumes having leased the building in the entirety from day one.

Now, these would require vision, forceful advocacy and action bias inside Exec. Branch. Another discussion.

	be
From:    Ocardin.senate.gov  Sent: Wednesday, August 02, 2017 12:57 PM	
To:  Subject: RE: FBI  How to do this?	3
which allows for eventual ownership but begins with some interim leasing as budget limitations require (numerous ways to do this).	
Office of Senator Ben Cardin 509 Hart Senate Office Building Washington, DC 20510	
From: Dam.iii.com Sent: Wednesday, August 02, 2017 12:55 PM	



The only way, with any certainty, to salvage some of what's been done and to get to a solution anytime soon:

- 1.) New FBI Director needs to get to Chief of Staff Kelly and fight for it (talking points abound).
- 2.) Select the site, upfront.
- 3.) Run a design build development competition, on that selected site, which allows for eventual ownership but begins with some interim leasing as budget limitations require (numerous ways to do this).

Anything else will likely yield a replay of what we saw this AM.





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		emai
From: Sent: Monday, January 29, 2018 2:16 PM		

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Subject: Article

Hello all,

See below the exclusive article from WBJ: GSA may keep FBI headquarters at current site.

A new plan for the FBI headquarters is emerging: The General Services Administration appears to be leaning toward keeping the agency at the site of the J. Edgar Hoover Building on Pennsylvania Avenue.

The GSA is said to have endorsed the current location, across the street from the Trump International Hotel, as its preferred alternative, two sources familiar with the agency's thinking said. Today is the deadline for the GSA to submit a detailed plan to the Senate's Committee on Environment and Public Works on how it expects to restart the search for a new headquarters. The agency scrapped the five-year long search started under the Obama administration last summer.

The GSA declined to comment but said a statement could be forthcoming.

# Year in Review 2017: FBI headquarters search nixed GSA directed to address how it will finance new FBI headquarters

The decision would be a huge blow to Prince George's and Fairfax counties, home of the three finalists for the new headquarters before the search was cancelled. And while it would keep FBI employees within the city limits, it would also end the city's hope to redevelop the high-profile block.

The Senate had asked the GSA to say how it will pay for the 2.1 million-square-foot requirement, whether it will lease the new facility, own it, or a hybrid of the two, and how it can ensure the project's completion. The federal government already owns the Hoover site, which houses a crumbling and widely derided 2.8 million-square-foot building completed in 1974.

It's unclear whether the GSA's recommendation would call for redevelopment of the aging Brutalist structure or substantial renovations, and where employees would be housed while the site is being redeveloped or substantially renovated. It's also not clear how the site could be reconfigured to contain the FBI's 11,000 headquarters staff, now spread over multiple locations across the region, and designed to meet federal building

security requirements.

The notion was met with incredulity by several real estate sources I've spoken with, who say the prospect presents several major challenges, all of which led the federal government to reject the notion of renovating or redeveloping in favor of a new headquarters to be built elsewhere. A 2006 site study determined partially redeveloping part of the Hoover building, at a cost in 2006 dollars of between \$850 million and \$1.1 billion, or redeveloping the site at a cost of between \$853 million to \$1.4 billion.

The GSA had narrowed the number of possible sites to a short list of three, Greenbelt and Landover in Prince George's County and Springfield in Fairfax County, prior to its decision to cancel that effort. The move also delivers a blow to the District, which had hoped the real estate that has been home to the FBI's deteriorating headquarters replaced with something more aesthetically pleasing and enlivening for the Pennsylvania Avenue corridor.

Few observers expected the GSA would opt to keep the FBI at its current site, since it had rejected that option years ago.

Have a great Monday,

**HQ Program Management Office** 



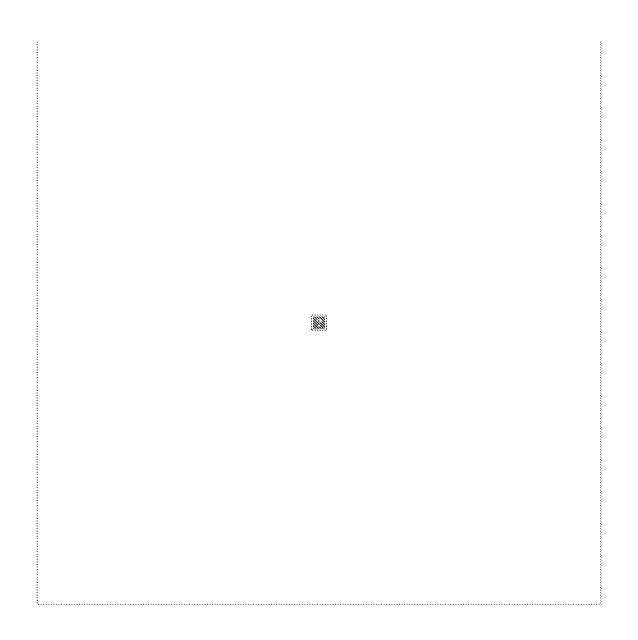
Federal Bureau of Investigation 935 Pennsylvania Ave, NW Suite 8368 Washington, DC 20535



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From: Sent: To: Subject:	Friday, August 3, 2018 8:35 AM  FW: [MARKETING] Would Trump's Proposed Federal Capital Revolving Fund Boost Federal Infrastructure Projects?	
May be of interest? FYI		
Coffee soon?		
best		
		b6 -1 b7C -1 b7E -1
Sent: Thursday, August To:	ews=ncppp.org@mail75.atl11.rsgsv.net] <b>On Behalf Of</b> NCPPP t 02, 2018 4:45 PM Would Trump's Proposed Federal Capital Revolving Fund Boost Federal Infrastructure	

View this email in your browser



### August 2, 2018

# Would Trump's Proposed Federal Capital Revolving Fund Boost Large Federal Infrastructure Projects & Would P3s Have a Role?

Earlier this year, President Trump called for the establishment of a \$10 billion revolving fund, which would be used to finance large federal civilian real property projects. Such a fund could help to blunt the impact of the Office of Management and Budget (OMB) <u>scoring rules</u> on these projects. (The OMB scoring rules generally require agencies to have sufficient discretionary budget authority to fund the *entire amount* of a capital project in year one, although exceptions exist for projects funded through the General Services Administration's Federal Buildings Fund that qualify as "operating leases."). In a recent article posted in Covington & Burling's <u>inside Government</u>

Contracts blog, attorneys Peter Terenzio, Justin Ganderson and Sandy Hoe

discuss the significance of the fund and raise a number of important questions.

This proposed funding mechanism, which is known as the Federal Capital Revolving Fund or the Federal Capital Financing Fund, would permit agencies for budgeting purposes to separate certain real property capital investments from their operating expenses, which is similar to what state and local governments do. Agencies would essentially borrow from the revolving fund to pay for the entire cost of acquiring a capital asset and then repay the fund in interest-free, annual installments from their discretionary budgets. This structure would allow agencies to avoid seeing the entire amount of the project scored against their discretionary budgets in the first year.

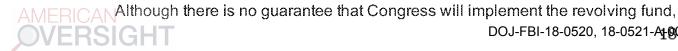
Although the proposed revolving fund would provide a way for agencies to pay for certain civilian real property projects, Terenzio, Ganderson and Hoe raise a few questions and offer several observations about the fund.

For example, the Covington attorneys note that under the proposed framework, OMB "appears to have positioned itself as a gatekeeper" to the fund, but has "not identified the criteria that would be used to 'review' an agency's potential project" to determine whether it should be able to tap into the fund. And "if the criteria are too restrictive then otherwise meritorious projects could go unfunded."

The White House's proposal also stipulates that, although the fund will be capitalized at the outset through \$10 billion in mandatory appropriations, only \$2 billion in outlays can be made in any one year. Terenzio, Ganderson and Hoe observe that many federal projects are likely to be far more costly, and this spending cap could cause agencies to develop projects that do not fully meet near- or long-term needs.

Given the apparent annual cap on the fund, Terenzio, Ganderson and Hoe ask whether the revolving fund could be supplemented through an agency's discretionary funding in year one. They argue that such a "hybrid" funding approach "could provide agencies with more flexibility to meet long-term real estate needs and could help facilitate larger projects."

The authors also ask whether private financing could be used to supplement the revolving fund, possibly through the establishment of public-private partnerships, and comment that P3s are "increasingly being considered by state and local governments, and even the federal government, to expand the fiscal base on which these governmental entities provide services to their constituents."



Terenzio, Ganderson and Hoe conclude in their article that if Congress fails to do so, "agencies will be forced to continue to address their real property infrastructure needs under the constraints that flow from the current OMB scoring rules."

Finally, when we asked the authors whether there had been any notable developments since they published their article, they commented that OMB Director Mick Mulvaney sent a <u>letter</u> on July 9 to Senator Richard Shelby (R-AL), the chairman of the Senate Committee on Appropriations, to reiterate the importance of the fund and to indicate that the Trump Administration previously "transmitted legislative language on June 12, 2018 and looks forward to working with the Congress to enact the [Federal Capital Revolving Fund] proposal." Mulvaney had sent a <u>letter</u> that included an expression of support for the revolving fund to Representative Rodney Frelinghuysen (R-NJ), the chairman of the U.S. House of Representatives Committee on Appropriations in June 2018.

P3 Digest is a publication of the National Council of Public-Private-Partnerships. If you have news of interest to the P3 community, contact NCPPP Editorial Director Barbara Bryant at <a href="https://doi.org/10.1007/jbc.2009.079">https://doi.org/10.1007/jbc.2009.079</a>.



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b7E -1

### Haley, Richard L. (FD) (FBI)

From: Haley, Richard L. (FD) (FBI)

**Sent:** Tuesday, March 27, 2018 11:14 AM

To: Wray, Christopher (DO) (FBI)

Cc: Bowdich, David L. (DO) (FBI); Abbate, Paul M. (DO) (FBI); Harmon, Zachary J. (DO)

b6 -1 b7C -1

**Subject:** FY 2018 Budget Talking Points

Attachments: Director TPs - Charlotte\_OKC (004).docx

Hi Sir - per your request, attached are talking points on the recently passed FY 2018 budget for your trip to Charlotte and Oklahoma City. Let me know if you have any questions. Thanks Rich



From:

Sent: Tuesday, February 13, 2018 9:26 AM

To: Haley, Richard L. (FD) (FBI)

**Subject:** Cat's out of the bag

# In abrupt shift, federal government proposes keeping FBI downtown - House Minority Whip Steny H. Hoyer (D-Md.) called the decision "inconceivable."

By Jonathan O'Connell Washington Post | February 12 at 3:09 PM



The Federal Bureau of Investigation headquarters stands in Washington, D.C. (T.J. Kirkpatrick/Bloomberg)

After more than a decade of pressing Congress for funding to build a new campus in the Washington suburbs, the FBI is now proposing that it keep some of its employees exactly where they are — on Pennsylvania Avenue in downtown D.C. — and moving 2,300 out of the Washington area altogether, to Alabama, Idaho and West Virginia.

The proposal is a dramatic about-face from the stance the government took under presidents George W. Bush and Barack Obama. For years the General Services Administration, which oversees federal real estate, had insisted to lawmakers and the public that the FBI required a suburban Washington campus where it could consolidate 11,000 FBI personnel in a modern and secure facility.

Instead, on Monday the Trump administration proposed keeping about 8,300 FBI headquarters staff in the Washington area, split between a new headquarters to be built in place of the aging J. Edgar Hoover Building and Quantico, Va., home to the bureau's training academy.

President Trump called on governors to get permits to support his infrastructure plan on Feb. 12. "Every member of Congress should support" this plan, he said.

Another 2,300 headquarters staff would move to new facilities around the country. Pocatello, Idaho would receive data center and administrative staff. Clarksburg, West Va. would receive criminal justice services, data center and biometrics employees. Huntsville, Ala. would receive explosive analytics workers and staff.



Assistant Attorney General Lee Lofthus told reporters at a press briefing that \$2.175 billion from the administration's infrastructure budget would be added to FBI funds previously set aside for the project. He said the total \$3.3 billion would afford "a modern and secure building" across the street from the Department of Justice headquarters but that there is no timeline available yet.

The new money is part of the administration's infrastructure package, but still has to be approved by Congress. "This is an important part of the president's infrastructure building and folks are pleased that we can have money for the FBI Building," Lofthus said. Despite President Trump's repeated calls to "drain the swamp," the decision still stunned FBI experts and members of Congress. The GSA and FBI spent several years, thousands of hours of staff time and millions of dollars securing approvals for sites in Greenbelt and Landover, in the Maryland suburbs, and in Springfield, Va.

Redeveloping the Hoover Building — located a block from Trump's luxury D.C. hotel — would have returned some of the District's most valuable real estate to its tax base and brought new housing, offices and retail to Pennsylvania Avenue. Instead, in a <u>23-page report</u> to the Senate Committee on Environment and Public Works, obtained by The Washington Post, the GSA calls for a "nationally-focused consolidation plan." [Read President Trump's FBI headquarters plan]

### House Minority Whip Steny H. Hoyer (D-Md.) called the decision "inconceivable."

"This sudden and unexpected decision by the Trump Administration raises serious questions about what or who could have motivated such a decision. Why the Trump Administration would so suddenly forgo years of study that led to careful recommendations — not to mention the millions of dollars spent in the effort to move the Bureau's headquarters — is beyond astounding, and quite frankly, extremely alarming," he said in a statement. He called for Congress to reject the plan. For more than a decade, there has been widespread agreement that the Hoover Building needs to be replaced. Netting hangs on the Ninth Street facade to prevent broken concrete from hitting passersby 160 feet down on the sidewalk below. The building falls well short of many security requirements put in place after the Sept. 11 attacks.

Within the federal government, some have argued that the FBI should stay where it is to make sure the agency is still in close and constant contact with the Justice Department — because putting more physical distance between the two agencies could give the FBI more leeway than it should have when conducting important investigations, according to people familiar with the discussions. That argument, however, is based on a particular view of the politics of federal bureaucracy — that moving the FBI out to a suburban area could give elected officials less understanding and control of what the FBI is doing.

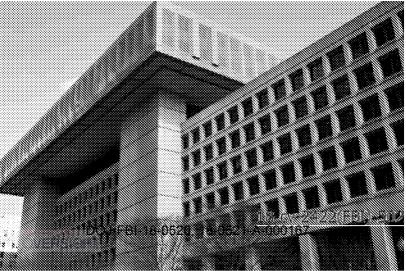
Experts said the government's expectations of cost savings weren't likely to come true based on unrealistic expectations on the administration's part about how little its plan will cost. "It ignores multiple hundred-million-dollar costs in order to inaccurately and shockingly say that building in place is the cheapest option," said one expert who has studied the project for years but who was not authorized to speak publicly about it. "Five years ago, the GSA rightly said building in place was the most expensive option."

When the GSA <u>canceled</u> the previous plan, in July, it cited the need for appropriations as the reason. But the new plan calls for seeking \$2.2 billion in appropriations. "It completely contradicts their July analysis," the expert said. Spokespersons for the GSA and FBI did not immediately return requests for comment.

Staff reporters Sari Horwitz and Devlin Barrett contributed.









Federal Bureau of Investigation

Washington, D.C. 20535

August 31, 2020

MR. AUSTIN R. EVERS SUITE B255 1030 15<sup>TH</sup> STREET NW WASHINGTON, D.C. 20005-150

> Civil Action No.: 18-cv-02419 American Oversight v GSA et al.

FOIPA Request No.:1415572-0 and 1415575-0 Subject: FBI Headquarters Consolidation Project

Meetings

Dear Mr. Evers:

The enclosed documents were reviewed under the Freedom of Information/Privacy Acts (FOIPA), Title 5, United States Code, Section 552/552a. Below you will find checked boxes under applicable statutes for the exemptions asserted to protect information exempt from disclosure. The appropriate exemptions are noted on the processed pages next to redacted information. In addition, a deleted page information sheet was inserted to indicate where pages were withheld entirely pursuant to applicable exemptions. An Explanation of Exemptions is enclosed to further explain justification for withheld information.

Section 552			Section 552a	
	(b)(1)	(b)(7)(A)	(d)(5)	
	(b)(2)	(b)(7)(B)	□ (j)(2)	
	(b)(3)	(b)(7)(C)	☐ (k)(1)	
		(b)(7)(D)	☐ (k)(2)	
		<b>☑</b> (b)(7)(E)	☐ (k)(3)	
		(b)(7)(F)	(k)(4)	
	(b)(4)	(b)(8)	(k)(5)	
~	(b)(5)	(b)(9)	☐ (k)(6)	
~	(b)(6)		☐ (k)(7)	
31	pages were reviewed and 1 page is	s being released.		
Please see the paragraphs below for relevant information specific to your request and the enclosed FBI FOIPA Addendum for standard responses applicable to all requests.				
V	Document(s) were located which originated with, or contained information concerning, other Government Agency (ies) [OGA].			
	This information has been referred to the OGA(s) for review and direct response to you.  We are consulting with another agency. The FBI will correspond with you regarding this information when the consultation is completed.			



Please refer to the enclosed FBI FOIPA Addendum for additional standard responses applicable to your request. "Part 1" of the Addendum includes standard responses that apply to all requests. "Part 2" includes additional standard responses that apply to all requests for records about yourself or any third party individuals. "Part 3" includes general information about FBI records that you may find useful. Also enclosed is our Explanation of Exemptions.

Although your request is in litigation, we are required by law to provide you the following information:

If you are not satisfied with the Federal Bureau of Investigation's determination in response to this request, you may administratively appeal by writing to the Director, Office of Information Policy (OIP), United States Department of Justice, 441 G Street, NW, 6th Floor, Washington, D.C. 20530, or you may submit an appeal through OIP's FOIA STAR portal by creating an account following the instructions on OIP's website: <a href="https://www.justice.gov/oip/submit-and-track-request-or-appeal">https://www.justice.gov/oip/submit-and-track-request-or-appeal</a>. Your appeal must be postmarked or electronically transmitted within ninety (90) days of the date of my response to your request. If you submit your appeal by mail, both the letter and the envelope should be clearly marked "Freedom of Information Act Appeal." Please cite the FOIPA Request Number assigned to your request so it may be easily identified.

You may seek dispute resolution services by contacting the Office of Government Information Services (OGIS). The contact information for OGIS is as follows: Office of Government Information Services, National Archives and Records Administration, 8601 Adelphi Road-OGIS, College Park, Maryland 20740-6001, e-mail at <a href="mailto:ogis@nara.gov">ogis@nara.gov</a>; telephone at 202-741-5770; toll free at 1-877-684-6448; or facsimile at 202-741-5769. Alternatively, you may contact the FBI's FOIA Public Liaison by emailing <a href="mailto:foipaquestions@fbi.gov">foipaquestions@fbi.gov</a>. If you submit your dispute resolution correspondence by email, the subject heading should clearly state "Dispute Resolution Services." Please also cite the FOIPA Request Number assigned to your request so it may be easily identified.

Please direct any further inquiries about this case to the Attorney representing the Government in this matter. Please use the FOIPA Request Number and/or Civil Action Number in all correspondence or inquiries concerning your request.

V

See additional information which follows.

Sincerely,

Michael G. Seidel Section Chief Record/Information Dissemination Section

Information Management Division

Enclosure(s)

In response to your Freedom of Information Act (FOIA) request, enclosed is a processed copy of non-exempt portions of Bates Stamped documents, 18-cv-2419(FBI)-39 through 18-cv-2419(FBI)-69. The enclosed documents represent the second interim release of information responsive to your request. This material is being provided to you at no charge.



### FBI FOIPA Addendum

As referenced in our letter responding to your Freedom of Information/Privacy Acts (FOIPA) request, the FBI FOIPA Addendum provides information applicable to your request. Part 1 of the Addendum includes standard responses that apply to all requests. Part 2 includes standard responses that apply to requests for records about individuals to the extent your request seeks the listed information. Part 3 includes general information about FBI records, searches, and programs.

### Part 1: The standard responses below apply to all requests:

- (i) **5 U.S.C. § 552(c).** Congress excluded three categories of law enforcement and national security records from the requirements of the FOIPA [5 U.S.C. § 552(c)]. FBI responses are limited to those records subject to the requirements of the FOIPA. Additional information about the FBI and the FOIPA can be found on the www.fbi.gov/foia website.
- (ii) Intelligence Records. To the extent your request seeks records of intelligence sources, methods, or activities, the FBI can neither confirm nor deny the existence of records pursuant to FOIA exemptions (b)(1), (b)(3), and as applicable to requests for records about individuals, PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(1), (b)(3), and (j)(2)]. The mere acknowledgment of the existence or nonexistence of such records is itself a classified fact protected by FOIA exemption (b)(1) and/or would reveal intelligence sources, methods, or activities protected by exemption (b)(3) [50 USC § 3024(i)(1)]. This is a standard response and should not be read to indicate that any such records do or do not exist.

### Part 2: The standard responses below apply to all requests for records on individuals:

- (i) Requests for Records about any Individual—Watch Lists. The FBI can neither confirm nor deny the existence of any individual's name on a watch list pursuant to FOIA exemption (b)(7)(E) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (j)(2)]. This is a standard response and should not be read to indicate that watch list records do or do not exist.
- (ii) Requests for Records about any Individual—Witness Security Program Records. The FBI can neither confirm nor deny the existence of records which could identify any participant in the Witness Security Program pursuant to FOIA exemption (b)(3) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(3), 18 U.S.C. 3521, and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.
- (iii) Requests for Records for Incarcerated Individuals. The FBI can neither confirm nor deny the existence of records which could reasonably be expected to endanger the life or physical safety of any incarcerated individual pursuant to FOIA exemptions (b)(7)(E), (b)(7)(F), and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (b)(7)(F), and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.

### Part 3: General Information:

- (i) Record Searches. The Record/Information Dissemination Section (RIDS) searches for reasonably described records by searching systems or locations where responsive records would reasonably be found. A standard search normally consists of a search for main files in the Central Records System (CRS), an extensive system of records consisting of applicant, investigative, intelligence, personnel, administrative, and general files compiled by the FBI per its law enforcement, intelligence, and administrative functions. The CRS spans the entire FBI organization, comprising records of FBI Headquarters, FBI Field Offices, and FBI Legal Attaché Offices (Legats) worldwide; Electronic Surveillance (ELSUR) records are included in the CRS. Unless specifically requested, a standard search does not include references, administrative records of previous FOIPA requests, or civil litigation files. For additional information about our record searches, visit www.fbi.gov/services/information-management/foipa/requesting-fbi-records.
- (ii) **FBI Records.** Founded in 1908, the FBI carries out a dual law enforcement and national security mission. As part of this dual mission, the FBI creates and maintains records on various subjects; however, the FBI does not maintain records on every person, subject, or entity.
- (iii) Requests for Criminal History Records or Rap Sheets. The Criminal Justice Information Services (CJIS) Division provides Identity History Summary Checks often referred to as a criminal history record or rap sheet. These criminal history records are not the same as material in an investigative "FBI file." An Identity History Summary Check is a listing of information taken from fingerprint cards and documents submitted to the FBI in connection with arrests, federal employment, naturalization, or military service. For a fee, individuals can request a copy of their Identity History Summary Check. Forms and directions can be accessed at <a href="https://www.fbi.gov/about-us/cjis/identity-history-summary-checks">www.fbi.gov/about-us/cjis/identity-history-summary-checks</a>. Additionally, requests can be submitted electronically at <a href="https://www.edo.cjis.gov">www.edo.cjis.gov</a>. For additional information, please contact CJIS directly at (304) 625-5590.
- (iv) **National Name Check Program (NNCP).** The mission of NNCP is to analyze and report information in response to name check requests received from federal agencies, for the purpose of protecting the United States from foreign and domestic threats to national security. Please be advised that this is a service provided to other federal agencies. Private Citizens cannot request a name check.



### EXPLANATION OF EXEMPTIONS

### SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552

- (b)(1) (A) specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy and (B) are in fact properly classified to such Executive order;
- (b)(2) related solely to the internal personnel rules and practices of an agency;
- (b)(3) specifically exempted from disclosure by statute (other than section 552b of this title), provided that such statute (A) requires that the matters be withheld from the public in such a manner as to leave no discretion on issue, or (B) establishes particular criteria for withholding or refers to particular types of matters to be withheld;
- (b)(4) trade secrets and commercial or financial information obtained from a person and privileged or confidential;
- (b)(5) inter-agency or intra-agency memorandums or letters which would not be available by law to a party other than an agency in litigation with the agency;
- (b)(6) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy;
- (b)(7) records or information compiled for law enforcement purposes, but only to the extent that the production of such law enforcement records or information (A) could reasonably be expected to interfere with enforcement proceedings, (B) would deprive a person of a right to a fair trial or an impartial adjudication, (C) could reasonably be expected to constitute an unwarranted invasion of personal privacy, (D) could reasonably be expected to disclose the identity of confidential source, including a State, local, or foreign agency or authority or any private institution which furnished information on a confidential basis, and, in the case of record or information compiled by a criminal law enforcement authority in the course of a criminal investigation, or by an agency conducting a lawful national security intelligence investigation, information furnished by a confidential source, (E) would disclose techniques and procedures for law enforcement investigations or prosecutions, or would disclose guidelines for law enforcement investigations or prosecutions if such disclosure could reasonably be expected to risk circumvention of the law, or (F) could reasonably be expected to endanger the life or physical safety of any individual;
- (b)(8) contained in or related to examination, operating, or condition reports prepared by, on behalf of, or for the use of an agency responsible for the regulation or supervision of financial institutions; or
- (b)(9) geological and geophysical information and data, including maps, concerning wells.

### SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552a

- (d)(5) information compiled in reasonable anticipation of a civil action proceeding;
- (j)(2) material reporting investigative efforts pertaining to the enforcement of criminal law including efforts to prevent, control, or reduce crime or apprehend criminals;
- (k)(1) information which is currently and properly classified pursuant to an Executive order in the interest of the national defense or foreign policy, for example, information involving intelligence sources or methods;
- (k)(2) investigatory material compiled for law enforcement purposes, other than criminal, which did not result in loss of a right, benefit or privilege under Federal programs, or which would identify a source who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(3) material maintained in connection with providing protective services to the President of the United States or any other individual pursuant to the authority of Title 18, United States Code, Section 3056;
- (k)(4) required by statute to be maintained and used solely as statistical records;
- (k)(5) investigatory material compiled solely for the purpose of determining suitability, eligibility, or qualifications for Federal civilian employment or for access to classified information, the disclosure of which would reveal the identity of the person who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(6) testing or examination material used to determine individual qualifications for appointment or promotion in Federal Government service the release of which would compromise the testing or examination process;
- (k)(7) material used to determine potential for promotion in the armed services, the disclosure of which would reveal the identity of the person who furnished the material pursuant to a promise that his/her identity would be held in confidence.

FBI/DOJ



January 24, 2018	ATE AT SECTION OF THE
Wednesday	
8:00 AM - 8:15 AM	FISAs and Reading Time Room 7062
8:30 AM - 9:15 AM	Morning Operational Update Briefings Room 7062
9:30 AM - 10:30 AM	AG/OGA Brief DOJ, Room 6100
10:15 AM - 10:30 AM	Travel Time
10:30 AM - 11:00 AM	Prep for Homeland Session
11:00 AM - 12:00 PM	POTUS Meeting re: New HQ Other Participants: DAG, GSA Administrator, OMB Director
12:00 PM - 1:00 PM	Lunch w/EAD Skule Room 7062
1:00 PM - 2:00 PM	OTD Briefing w/Director Room 7162
3:00 PM - 4:00 PM	Weekly SAC SVTC & Executives Meeting DD Conference Room 7042
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5:30 PM - 6:30 PM	Desk Time / Schedule Review	

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1/23/2018 6:05 PM

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Federal Bureau of Investigation

Washington, D.C. 20535

July 31, 2020

AUSTIN EVERS AMERICAN OVERSIGHT SUITE B255 1030 15TH STREET NW WASHINGTON, DC 20005-1503

Civil Action No.: 1:18-cv-02422

American Oversight v. Federal Bureau of

**Investigation** 

FOIPA Request No.: 1415577-000 and 1415579-000

Subject: Communications Regarding FBI

Section 552a

Headquarters Consolidation

### Dear Mr. Evers:

The enclosed documents were reviewed under the Freedom of Information/Privacy Acts (FOIPA), Title 5, United States Code, Section 552/552a. Below you will find checked boxes under applicable statutes for the exemptions asserted to protect information exempt from disclosure. The appropriate exemptions are noted on the processed pages next to redacted information. In addition, a deleted page information sheet was inserted to indicate where pages were withheld entirely pursuant to applicable exemptions. An Explanation of Exemptions is enclosed to further explain justification for withheld information.

Section 552

when the consultation is completed.

□ (b)(1)	(b)(7)(A)	(d)(5)							
(b)(2)	(b)(7)(B)	(j)(2)							
(b)(3)	✓ (b)(7)(C)	☐ (k)(1)							
	☐ (b)(7)(D)	☐ (k)(2)							
	<u>✓</u> (b)(7)(E)	(k)(3)							
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<b>☑</b> (b)(5)	(b)(9)	(k)(6)							
<b>☑</b> (b)(6)		☐ (k)(7)							
527 page(s) were reviewed and 1	3 page(s) are being released								
Please see the paragraphs below Addendum for standard responses	•	ific to your request and the enclosed FBI							
Document(s) were located which originated with, or contained information concerning, other Government Agency (ies) [OGA].									
☐ This information has been referred to the OGA(s) for review and direct response to you.									

We are consulting with another agency. The FBI will correspond with you regarding this information



**FOIPA** 

Please refer to the enclosed FBI FOIPA Addendum for additional standard responses applicable to your request. "Part 1" of the Addendum includes standard responses that apply to all requests. "Part 2" includes additional standard responses that apply to all requests for records about yourself or any third party individuals. "Part 3" includes general information about FBI records that you may find useful. Also enclosed is our Explanation of Exemptions.

Although your request is in litigation, we are required by law to provide you the following information:

If you are not satisfied with the Federal Bureau of Investigation's determination in response to this request, you may administratively appeal by writing to the Director, Office of Information Policy (OIP), United States Department of Justice, 441 G Street, NW, 6th Floor, Washington, D.C. 20530, or you may submit an appeal through OIP's FOIA STAR portal by creating an account following the instructions on OIP's website: <a href="https://www.justice.gov/oip/submit-and-track-request-or-appeal">https://www.justice.gov/oip/submit-and-track-request-or-appeal</a>. Your appeal must be postmarked or electronically transmitted within ninety (90) days of the date of my response to your request. If you submit your appeal by mail, both the letter and the envelope should be clearly marked "Freedom of Information Act Appeal." Please cite the FOIPA Request Number assigned to your request so it may be easily identified.

You may seek dispute resolution services by contacting the Office of Government Information Services (OGIS). The contact information for OGIS is as follows: Office of Government Information Services, National Archives and Records Administration, 8601 Adelphi Road-OGIS, College Park, Maryland 20740-6001, e-mail at <a href="mailto:ogis@nara.gov">ogis@nara.gov</a>; telephone at 202-741-5770; toll free at 1-877-684-6448; or facsimile at 202-741-5769. Alternatively, you may contact the FBI's FOIA Public Liaison by emailing <a href="mailto:foipaquestions@fbi.gov">foipaquestions@fbi.gov</a>. If you submit your dispute resolution correspondence by email, the subject heading should clearly state "Dispute Resolution Services." Please also cite the FOIPA Request Number assigned to your request so it may be easily identified.

Please direct any further inquiries about this case to the Attorney representing the Government in this matter. Please use the FOIPA Request Number and/or Civil Action Number in all correspondence or inquiries concerning your request.

✓

See additional information which follows.

Sincerely,

Michael G. Seidel
Section Chief
Record/Information
Dissemination Section

Information Management Division

Enclosure(s)

In response to your Freedom of Information Act (FOIA) request, enclosed is a processed copy of non-exempt portions of Bates Stamped documents, 18-cv-2422(FBI)-914 through 18-cv-2422(FBI)-1440. The enclosed documents represent the fourth interim release of information responsive to your request. This material is being provided to you at no charge.



## FBI FOIPA Addendum

As referenced in our letter responding to your Freedom of Information/Privacy Acts (FOIPA) request, the FBI FOIPA Addendum provides information applicable to your request. Part 1 of the Addendum includes standard responses that apply to all requests. Part 2 includes standard responses that apply to requests for records about individuals to the extent your request seeks the listed information. Part 3 includes general information about FBI records, searches, and programs.

# Part 1: The standard responses below apply to all requests:

- (i) **5 U.S.C. § 552(c).** Congress excluded three categories of law enforcement and national security records from the requirements of the FOIPA [5 U.S.C. § 552(c)]. FBI responses are limited to those records subject to the requirements of the FOIPA. Additional information about the FBI and the FOIPA can be found on the www.fbi.gov/foia website.
- (ii) Intelligence Records. To the extent your request seeks records of intelligence sources, methods, or activities, the FBI can neither confirm nor deny the existence of records pursuant to FOIA exemptions (b)(1), (b)(3), and as applicable to requests for records about individuals, PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(1), (b)(3), and (j)(2)]. The mere acknowledgment of the existence or nonexistence of such records is itself a classified fact protected by FOIA exemption (b)(1) and/or would reveal intelligence sources, methods, or activities protected by exemption (b)(3) [50 USC § 3024(i)(1)]. This is a standard response and should not be read to indicate that any such records do or do not exist.

## Part 2: The standard responses below apply to all requests for records on individuals:

- (i) Requests for Records about any Individual—Watch Lists. The FBI can neither confirm nor deny the existence of any individual's name on a watch list pursuant to FOIA exemption (b)(7)(E) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (j)(2)]. This is a standard response and should not be read to indicate that watch list records do or do not exist.
- (ii) Requests for Records about any Individual—Witness Security Program Records. The FBI can neither confirm nor deny the existence of records which could identify any participant in the Witness Security Program pursuant to FOIA exemption (b)(3) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(3), 18 U.S.C. 3521, and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.
- (iii) Requests for Records for Incarcerated Individuals. The FBI can neither confirm nor deny the existence of records which could reasonably be expected to endanger the life or physical safety of any incarcerated individual pursuant to FOIA exemptions (b)(7)(E), (b)(7)(F), and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (b)(7)(F), and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.

## Part 3: General Information:

- (i) Record Searches. The Record/Information Dissemination Section (RIDS) searches for reasonably described records by searching systems or locations where responsive records would reasonably be found. A standard search normally consists of a search for main files in the Central Records System (CRS), an extensive system of records consisting of applicant, investigative, intelligence, personnel, administrative, and general files compiled by the FBI per its law enforcement, intelligence, and administrative functions. The CRS spans the entire FBI organization, comprising records of FBI Headquarters, FBI Field Offices, and FBI Legal Attaché Offices (Legats) worldwide; Electronic Surveillance (ELSUR) records are included in the CRS. Unless specifically requested, a standard search does not include references, administrative records of previous FOIPA requests, or civil litigation files. For additional information about our record searches, visit www.fbi.gov/services/information-management/foipa/requesting-fbi-records.
- (ii) **FBI Records.** Founded in 1908, the FBI carries out a dual law enforcement and national security mission. As part of this dual mission, the FBI creates and maintains records on various subjects; however, the FBI does not maintain records on every person, subject, or entity.
- (iii) Requests for Criminal History Records or Rap Sheets. The Criminal Justice Information Services (CJIS) Division provides Identity History Summary Checks often referred to as a criminal history record or rap sheet. These criminal history records are not the same as material in an investigative "FBI file." An Identity History Summary Check is a listing of information taken from fingerprint cards and documents submitted to the FBI in connection with arrests, federal employment, naturalization, or military service. For a fee, individuals can request a copy of their Identity History Summary Check. Forms and directions can be accessed at <a href="https://www.fbi.gov/about-us/cjis/identity-history-summary-checks">www.fbi.gov/about-us/cjis/identity-history-summary-checks</a>. Additionally, requests can be submitted electronically at <a href="https://www.edo.cjis.gov">www.edo.cjis.gov</a>. For additional information, please contact CJIS directly at (304) 625-5590.
- (iv) National Name Check Program (NNCP). The mission of NNCP is to analyze and report information in response to name check requests received from federal agencies, for the purpose of protecting the United States from foreign and domestic threats to national security. Please be advised that this is a service provided to other federal agencies. Private Citizens cannot request a name check.



## EXPLANATION OF EXEMPTIONS

## SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552

- (b)(1) (A) specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy and (B) are in fact properly classified to such Executive order;
- (b)(2) related solely to the internal personnel rules and practices of an agency;
- (b)(3) specifically exempted from disclosure by statute (other than section 552b of this title), provided that such statute (A) requires that the matters be withheld from the public in such a manner as to leave no discretion on issue, or (B) establishes particular criteria for withholding or refers to particular types of matters to be withheld;
- (b)(4) trade secrets and commercial or financial information obtained from a person and privileged or confidential;
- (b)(5) inter-agency or intra-agency memorandums or letters which would not be available by law to a party other than an agency in litigation with the agency;
- (b)(6) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy;
- (b)(7) records or information compiled for law enforcement purposes, but only to the extent that the production of such law enforcement records or information (A) could reasonably be expected to interfere with enforcement proceedings, (B) would deprive a person of a right to a fair trial or an impartial adjudication, (C) could reasonably be expected to constitute an unwarranted invasion of personal privacy, (D) could reasonably be expected to disclose the identity of confidential source, including a State, local, or foreign agency or authority or any private institution which furnished information on a confidential basis, and, in the case of record or information compiled by a criminal law enforcement authority in the course of a criminal investigation, or by an agency conducting a lawful national security intelligence investigation, information furnished by a confidential source, (E) would disclose techniques and procedures for law enforcement investigations or prosecutions, or would disclose guidelines for law enforcement investigations or prosecutions if such disclosure could reasonably be expected to risk circumvention of the law, or (F) could reasonably be expected to endanger the life or physical safety of any individual;
- (b)(8) contained in or related to examination, operating, or condition reports prepared by, on behalf of, or for the use of an agency responsible for the regulation or supervision of financial institutions; or
- (b)(9) geological and geophysical information and data, including maps, concerning wells.

## SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552a

- (d)(5) information compiled in reasonable anticipation of a civil action proceeding;
- (j)(2) material reporting investigative efforts pertaining to the enforcement of criminal law including efforts to prevent, control, or reduce crime or apprehend criminals;
- (k)(1) information which is currently and properly classified pursuant to an Executive order in the interest of the national defense or foreign policy, for example, information involving intelligence sources or methods;
- (k)(2) investigatory material compiled for law enforcement purposes, other than criminal, which did not result in loss of a right, benefit or privilege under Federal programs, or which would identify a source who furnished information pursuant to a promise that his/her identity would be held in confidence:
- (k)(3) material maintained in connection with providing protective services to the President of the United States or any other individual pursuant to the authority of Title 18, United States Code, Section 3056;
- (k)(4) required by statute to be maintained and used solely as statistical records;
- (k)(5) investigatory material compiled solely for the purpose of determining suitability, eligibility, or qualifications for Federal civilian employment or for access to classified information, the disclosure of which would reveal the identity of the person who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(6) testing or examination material used to determine individual qualifications for appointment or promotion in Federal Government service the release of which would compromise the testing or examination process;
- (k)(7) material used to determine potential for promotion in the armed services, the disclosure of which would reveal the identity of the person who furnished the material pursuant to a promise that his/her identity would be held in confidence.

FBI/DOJ



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FEDERAL BUREAU OF INVESTIGATION



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From:	
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**Sent:** Friday, June 30, 2017 1:50 PM

To: Grant, Douglas S. (FD) (FBI); Haley, Richard L. (FD) (FBI);

Young, Andrew N. (FLSD) (FBI)

**Subject:** Articles

Hello all,

See article from Washington Business Journal. It is under our subscription so it is pasted below:

The federal government's search for a new FBI headquarters somewhere in the D.C. region was dealt a potentially major blow Thursday, when a House subcommittee voted to rescind \$200 million in funding for the \$2.5 billion project.

Congress set aside \$200 million for the General Services Administration as partial funding for the project in its 2017 budget fix, an amount that some supporters said at the time was just a down payment for full funding in the next budget year. But the House version of that 2018 budget, voted on Thursday by the financial services and general government subcommittee of the House Appropriations Committee, would rescind those funds and leave the project in limbo for at least one more budget cycle.

The GSA, which is overseeing the planned consolidation, has said it will not proceed until it has received full funding for the project. The House budget picks up on the spending plan laid out by the Trump administration in May, which included no funding for the project.

The project would consolidate the FBI and its headquarters staff from multiple locations, including its main headquarters in downtown D.C., to a new site in Greenbelt, Landover or Springfield.

The subcommittee opted not to include additional funds for the project because of its current status, according to a committee aide. The Trump administration did not propose funds for the FBI project in its fiscal year 2018 budget request, and has not informed the committee of a plan to move forward on a construction strategy, the aide said. Since there is no known plan to execute a building contract and the funds appropriated to the GSA are insufficient to advance the project, the committee will revisit the effort in its entirety in a future fiscal year.

The vote comes as a blow to project supporters including Prince George's County Executive Rushern Baker, who recently announced plans to run for governor in Maryland. Two of the three sites being considered, Greenbelt and Landover, are in Prince George's, and Baker recently wrote a letter to the acting head of the GSA urging him to move forward with the project without further delay.

Reps. Steny Hoyer, D-Md., and Anthony Brown, D-Md., issued a statement after the vote calling it "reprehensible that House Republicans are playing politics" by rescinding the funding.

"House Republicans must stop delaying this project," their statement read in part. "A new, fully consolidated FBI headquarters is important for the safety and security of our nation, as well as the economic development of Prince George's County and the state of Maryland. As this process moves forward, we urge our House Republican colleagues to fully fund the consolidated headquarters project."

Daniel J. Sernovitz covers commercial real estate, multifamily housing, architecture and construction.



# Another article from Baltimore Sun below:

http://www.baltimoresun.com/news/maryland/politics/bs-ind-congress-fbi-cut-20170629-story.html

Happy 4 <sup>th</sup> of July weekend!	
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FBI Headquarters Consolidation Program Management Office



PMO mission: To deliver a secure, callaborative and agile workplace to advance the FBI mission

Federal Bureau of Investigation 935 Pennsylvania Ave, NV Suite Washington, OC 20535



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	Haley, Richard L. (FD) (FBI)	
Cc:	Reynolds, Mark H. (FD) (FBI)	
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(FD) (FBI)		
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Original message From: Date: 8/23/17 12:13 AM (GMT-06:00) To: Subject: AG_FY_2019_Request has attached the following document:	b6 - 1 b7C - 1 b7E - 1
AG FY 2019 Request	

Groogle Inc. 1900 Amphiltheatre Pancaray, Mountain View, CA 94043, USA

You have received this email because someone shared a document with you from Google Doos.



From:

Sent: Tuesday, September 5, 2017 7:41 AM

To: Haley, Richard L. (FD) (FBI)

**Subject:** I cut and pasted article to make sure you could read

## WSJ article:

The sudden July decision to cancel a multimillion-dollar search for a new Federal Bureau of Investigation headquarters has baffled lawmakers and raised doubts among developers about seeking government business.

The FBI has sought for more than a decade to move from the old J. Edgar Hoover Building and build a new, more secure headquarters in the Washington suburbs. Officials seemed poised to pick a developer when the General Services Administration, which oversees federal real estate, said in July that it decided in consultation with the FBI to cancel the search.

The GSA said it pulled the plug because of a shortfall in funds Congress had appropriated for the project, but others who followed the project have raised doubts. "I personally don't think we know the real reason why they terminated that contract because the explanations don't really add up," Maryland Democratic Sen. Ben Cardin said in an interview.

The GSA and the FBI had requested \$1.4 billion in funds for the project in the 2017 budget, said Michael Geiber last month, then acting commissioner of GSA's Public Buildings Service. Congress set aside \$523 million in May, leaving a shortfall of \$882 million, Mr. Gelber said at a hearing by the Senate Committee on Environment and Public Works on Aug. 2. Mr. Cardin, whose state was a potential home to the new FBI headquarters, said at the Senate hearing that a congressional appropriations committee had pledged to address the funding shortfall in coming years.

A GSA spokesman said in a statement that "moving forward with this procurement absent full funding puts the Government at risk for cost escalations and further devaluation of the J. Edgar Hoover Building." The FBI and GSA jointly decided to cancel the project, Richard Haley, assistant director of the FBI's Finance Division, said at the Senate hearing.

The GSA had proposed to pay for the new headquarters in part by swapping the Hoover building with a contractor chosen for the job. The contractor would redevelop the prized site on Washington's Pennsylvania Avenue after building a new FBI campus in suburban Washington.

Several teams of developers—which included such large developers as Silverstein Properties, <u>Vornado Realty Trust</u> and Lerner Enterprises—had spent millions of dollars preparing bids, estimated people familiar with the project. The cancellation of one of the biggest government projects in recent years has left some warning about long-term damage. "It probably makes people think twice before bidding on another large, complicated project," said Garth Beall, manager at Renard Development, which had secured the right to acquire and develop a potential site for the project. Mr. Beall said the firm had spent over \$5 million and approximately seven years trying to attract the FBI to Greenbelt, Md.

President Donald Trump has ties to some New York developers involved in the search. The president named Steven Roth, chairman and chief executive of Vornado, to the <u>recently disbanded</u> President's Advisory Council on Infrastructure. The Trump Organization <u>holds 30% stakes</u> in two office buildings controlled by Vornado: at 1290 Sixth Avenue in Manhattan and 555 California Street in San Francisco. Mr. Trump has known Larry Silverstein, chairman of Silverstein Properties, for years.

"I think developers will remain interested, but they're certainly going to be more suspicious knowing what happened in the past," said Sen. Cardin. His state of Maryland is home to two of the three proposed sites for the new, approximately 11,000-employee headquarters, in Greenbelt and Landover. The third option was in Springfield, in suburban Virginia.

For now, the GSA is working with the FBI to meet the bureau's short-term needs for leased spaces around Washington and to evaluate other options to procure a new headquarters, Mr. Gelber said at the recent Senate hearing Sen. John Barrasso (R., WY.), said the Senate Committee on Environment and Public Works, which he heads,



would likely hold another hearing before the end of the year.

The GSA has spent approximately \$20 million on the project, Mr. Gelber said.

Because the FBI's current headquarters isn't big enough to house all employees, the GSA currently uses costly short-term leases for some FBI headquarters employees, scattered in about a dozen Washington-area locations. The government could save tens of millions in annual lease payments by moving the FBI to a larger headquarters, Mr. Haley said at the Senate hearing.

Meantime, the headquarters building is in such bad condition that netting hangs along the facade so that falling concrete chunks don't hit passersby on the sidewalk.

One former federal official who worked on the project said the administration may have decided that scrapping the existing plan could be a way to buy time as the new Trump administration takes stock of its responsibilities at the GSA.

But local officials involved in the process say they remain unclear what happened—and what happens now. Jeff McKay, supervisor of Fairfax County, where the Virginia site is located, said: "I have no explanation for why, out of nowhere, you just pull the plug." He added, "I think it damages GSA's future ability to work with the private sector." —Ted Mann contributed to this article.

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Federal Bureau of Investigation	
935 Pennsylvania Ave, NW	
333 Femilisylvama Ave, MVV	



Suite

Washington, DC 20535

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From: Sent: To: Cc:		o6 - 1 o7C - 1
Subject:	GSA Senior Exec Tour Wednesday	
Rich,		
	A is bringing a small army to the building tour on Wednesday. The names and titles of those below. We have begun putting together the agenda and tour route and will brief you tomorro	wc
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From: Sent: To:	Wednesday, October 25, 2017 2:31 PM Haley, Richard L. (FD) (FBI); Young, Andrew N. (FLSD) (FBI); (FBI); Grant, Douglas;	b6 - 1 b7С - 1
Subject: Attachments:	GSA's JEH Tour - Tour Route and Agenda Internal FBI Notes-Tour Route - GSA JEH Tour 102517.docx; GSA JEH Tour 102517 - Meeting Agenda.docx	
Good Afternoor	n,	
• Interna	ched documents for GSA's JEH Tour this afternoon: If FBI Notes and Tour Route ig Agenda	
We will be mee	eting GSA at 3:30 in front of the Visitor Center. We will conduct an exterior tour first before moving i	inside.
Please let me kr	now if any edits are required. Thanks.	
		b6 - 1



b7C - 1 b7E - 1

# MEETING AGENDA 10/25/17 5:00PM - 5:30 PM, JEH 6013

GISA .			
Altendees:			
			b6 - 3
F81	Richard L. Haley	Chief Financial Officer, Assistant Director – Finance and Facilities Division	
. v. Attendees: ,	Andy Young	Deputy Assistant Director – Finance and Facilities Division	
w211 th 11 11 11 11 11 11 11 11 11 11 11 11 11			b6 - 1
•	Doug Grant	Section Chief, National Capitol Region Section	b7C - 1
		Assistant Section Chief, National Capitol Region Section	
		Unit Chief, HQ Program Management Office	
		Unit Chief, Facilities Operations Unit	
		Senior Project Advisor	

Hems:

- JEH Tour
- JEH Sustainment Investments
- New FBI HQ 120 day plan to Congress



Tour Roule and FBI Internal Talking Points 10/25/17 3:30PM - 5:30 PM

GSA				
Altendees:				
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W 14. 2	Richard L. Haley	Chief Financial Officer, Assistant Director – Finance and Facilities I	 Division	
F81			214121011	
Affendees:	Andy Young	Deputy Assistant Director – Finance and Facilities Division		
	Doug Grant	Section Chief, National Capitol Region Section		
		Assistant Section Chief, National Capitol Region Section		_b6 - 1
		Unit Chief, HQ Program Management Office		_ъ7с - 1
		Unit Chief, Facilities Operations Unit		
Activity:				
second second				
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•		b6 - 1 <b></b> b7C - 1
From:		
Sent:	Tuesday, January 9, 2018 4:42 PM	
To:	Haley, Richard L. (FD) (FBI)	
Cc:		
Subject:	Draft Docs for Tomorrow's Dir Meeting	
Attachments:	1-10-18 Director Update v1.pptx; Appendix A v2.pptx; Appendix B.pptx	
Rich,		
•	uments together to help guide the discussion tomorrow with the Director. Not sure what his evening but I will be around if you'd like to discuss. I'll be in transit until 6:15 but a after that.	
$\neg$		



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FEDERAL BUREAU OF INVESTIGATION
FOI/PA
DELETED PAGE INFORMATION SHEET
Civil Action# 18-cv-02422
Total Deleted Page(s) = 410
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From:		
Sent:	Wednesday, February 7, 2018 8:12 AM	
To:	Halev. Richard L. (FD) (FBI):	
	Grant, Douglas S. (FD) (F8I); Young,	Andrew N. (FLSD)
	(FBI)	
Cc:		
Subject:	Slide Deck - Alt Version	b6 - 1, 3
Attachments:	EPW Presentation_20180206_v1.pdf	b7C - 1
•	ion attached is the latest attempt to clear OMB. Please note that we are so	till holding the





Federal Bureau of Investigation

Washington, D.C. 20535

August 31, 2020

AUSTIN EVERS AMERICAN OVERSIGHT SUITE B255 1030 15TH STREET NW WASHINGTON, DC 20005-1503

Civil Action No.: 1:18-cv-02422

American Oversight v. Federal Bureau of

**Investigation** 

FOIPA Request No.: 1415577-000 and 1415579-000

Subject: Communications Regarding FBI

Section 552a

 $\square$  (d)(5)

Headquarters Consolidation

## Dear Mr. Evers:

☐ (b)(1)

The enclosed documents were reviewed under the Freedom of Information/Privacy Acts (FOIPA), Title 5, United States Code, Section 552/552a. Below you will find checked boxes under applicable statutes for the exemptions asserted to protect information exempt from disclosure. The appropriate exemptions are noted on the processed pages next to redacted information. In addition, a deleted page information sheet was inserted to indicate where pages were withheld entirely pursuant to applicable exemptions. An Explanation of Exemptions is enclosed to further explain justification for withheld information.

□ (b)(7)(A)

Section 552

when the consultation is completed.

L (b)	/( ' <i>)</i>		(u)(u)
☐ (b)	)(2)	(b)(7)(B)	☐ (j)(2)
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		<b>▽</b> (b)(7)(E)	(k)(3)
		(b)(7)(F)	☐ (k)(4)
(b)	)(4)	(b)(8)	(k)(5)
<b>☑</b> (b)	)(5)	(b)(9)	☐ (k)(6)
<b>▼</b> (b)	)(6)		☐ (k)(7)
505 page(s) were reviewed and 1 page(s) are being released.  Please see the paragraphs below for relevant information specific to your request and the enclosed FBI			
FOIPA Addendum for standard responses applicable to all requests.			
Document(s) were located which originated with, or contained information concerning, other Government Agency (ies) [OGA].			
This information has been referred to the OGA(s) for review and direct response to you.  We are consulting with another agency. The FBI will correspond with you regarding this information			



Please refer to the enclosed FBI FOIPA Addendum for additional standard responses applicable to your request. "Part 1" of the Addendum includes standard responses that apply to all requests. "Part 2" includes additional standard responses that apply to all requests for records about yourself or any third party individuals. "Part 3" includes general information about FBI records that you may find useful. Also enclosed is our Explanation of Exemptions.

Although your request is in litigation, we are required by law to provide you the following information:

If you are not satisfied with the Federal Bureau of Investigation's determination in response to this request, you may administratively appeal by writing to the Director, Office of Information Policy (OIP), United States Department of Justice, 441 G Street, NW, 6th Floor, Washington, D.C. 20530, or you may submit an appeal through OIP's FOIA STAR portal by creating an account following the instructions on OIP's website: <a href="https://www.justice.gov/oip/submit-and-track-request-or-appeal">https://www.justice.gov/oip/submit-and-track-request-or-appeal</a>. Your appeal must be postmarked or electronically transmitted within ninety (90) days of the date of my response to your request. If you submit your appeal by mail, both the letter and the envelope should be clearly marked "Freedom of Information Act Appeal." Please cite the FOIPA Request Number assigned to your request so it may be easily identified.

You may seek dispute resolution services by contacting the Office of Government Information Services (OGIS). The contact information for OGIS is as follows: Office of Government Information Services, National Archives and Records Administration, 8601 Adelphi Road-OGIS, College Park, Maryland 20740-6001, e-mail at <a href="mailto:ogis@nara.gov">ogis@nara.gov</a>; telephone at 202-741-5770; toll free at 1-877-684-6448; or facsimile at 202-741-5769. Alternatively, you may contact the FBI's FOIA Public Liaison by emailing <a href="mailto:foipaquestions@fbi.gov">foipaquestions@fbi.gov</a>. If you submit your dispute resolution correspondence by email, the subject heading should clearly state "Dispute Resolution Services." Please also cite the FOIPA Request Number assigned to your request so it may be easily identified.

Please direct any further inquiries about this case to the Attorney representing the Government in this matter. Please use the FOIPA Request Number and/or Civil Action Number in all correspondence or inquiries concerning your request.

✓

See additional information which follows.

Sincerely.

Michael G. Seidel Section Chief Record/Information Dissemination Section

Information Management Division

Enclosure(s)

In response to your Freedom of Information Act (FOIA) request, enclosed is a processed copy of non-exempt portions of Bates Stamped documents, 18-cv-2422(FBI)-1441 through 18-cv-2422(FBI)-1945. The enclosed documents represent the fifth interim release of information responsive to your request. This material is being provided to you at no charge.



## FBI FOIPA Addendum

As referenced in our letter responding to your Freedom of Information/Privacy Acts (FOIPA) request, the FBI FOIPA Addendum provides information applicable to your request. Part 1 of the Addendum includes standard responses that apply to all requests. Part 2 includes standard responses that apply to requests for records about individuals to the extent your request seeks the listed information. Part 3 includes general information about FBI records, searches, and programs.

# Part 1: The standard responses below apply to all requests:

- (i) **5 U.S.C. § 552(c).** Congress excluded three categories of law enforcement and national security records from the requirements of the FOIPA [5 U.S.C. § 552(c)]. FBI responses are limited to those records subject to the requirements of the FOIPA. Additional information about the FBI and the FOIPA can be found on the www.fbi.gov/foia website.
- (ii) Intelligence Records. To the extent your request seeks records of intelligence sources, methods, or activities, the FBI can neither confirm nor deny the existence of records pursuant to FOIA exemptions (b)(1), (b)(3), and as applicable to requests for records about individuals, PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(1), (b)(3), and (j)(2)]. The mere acknowledgment of the existence or nonexistence of such records is itself a classified fact protected by FOIA exemption (b)(1) and/or would reveal intelligence sources, methods, or activities protected by exemption (b)(3) [50 USC § 3024(i)(1)]. This is a standard response and should not be read to indicate that any such records do or do not exist.

## Part 2: The standard responses below apply to all requests for records on individuals:

- (i) Requests for Records about any Individual—Watch Lists. The FBI can neither confirm nor deny the existence of any individual's name on a watch list pursuant to FOIA exemption (b)(7)(E) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (j)(2)]. This is a standard response and should not be read to indicate that watch list records do or do not exist.
- (ii) Requests for Records about any Individual—Witness Security Program Records. The FBI can neither confirm nor deny the existence of records which could identify any participant in the Witness Security Program pursuant to FOIA exemption (b)(3) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(3), 18 U.S.C. 3521, and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.
- (iii) Requests for Records for Incarcerated Individuals. The FBI can neither confirm nor deny the existence of records which could reasonably be expected to endanger the life or physical safety of any incarcerated individual pursuant to FOIA exemptions (b)(7)(E), (b)(7)(F), and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (b)(7)(F), and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.

## Part 3: General Information:

- (i) Record Searches. The Record/Information Dissemination Section (RIDS) searches for reasonably described records by searching systems or locations where responsive records would reasonably be found. A standard search normally consists of a search for main files in the Central Records System (CRS), an extensive system of records consisting of applicant, investigative, intelligence, personnel, administrative, and general files compiled by the FBI per its law enforcement, intelligence, and administrative functions. The CRS spans the entire FBI organization, comprising records of FBI Headquarters, FBI Field Offices, and FBI Legal Attaché Offices (Legats) worldwide; Electronic Surveillance (ELSUR) records are included in the CRS. Unless specifically requested, a standard search does not include references, administrative records of previous FOIPA requests, or civil litigation files. For additional information about our record searches, visit www.fbi.gov/services/information-management/foipa/requesting-fbi-records.
- (ii) **FBI Records.** Founded in 1908, the FBI carries out a dual law enforcement and national security mission. As part of this dual mission, the FBI creates and maintains records on various subjects; however, the FBI does not maintain records on every person, subject, or entity.
- (iii) Requests for Criminal History Records or Rap Sheets. The Criminal Justice Information Services (CJIS) Division provides Identity History Summary Checks often referred to as a criminal history record or rap sheet. These criminal history records are not the same as material in an investigative "FBI file." An Identity History Summary Check is a listing of information taken from fingerprint cards and documents submitted to the FBI in connection with arrests, federal employment, naturalization, or military service. For a fee, individuals can request a copy of their Identity History Summary Check. Forms and directions can be accessed at <a href="https://www.fbi.gov/about-us/cjis/identity-history-summary-checks">www.fbi.gov/about-us/cjis/identity-history-summary-checks</a>. Additionally, requests can be submitted electronically at <a href="https://www.edo.cjis.gov">www.edo.cjis.gov</a>. For additional information, please contact CJIS directly at (304) 625-5590.
- (iv) **National Name Check Program (NNCP).** The mission of NNCP is to analyze and report information in response to name check requests received from federal agencies, for the purpose of protecting the United States from foreign and domestic threats to national security. Please be advised that this is a service provided to other federal agencies. Private Citizens cannot request a name check.



## EXPLANATION OF EXEMPTIONS

## SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552

- (b)(1) (A) specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy and (B) are in fact properly classified to such Executive order;
- (b)(2) related solely to the internal personnel rules and practices of an agency;
- (b)(3) specifically exempted from disclosure by statute (other than section 552b of this title), provided that such statute (A) requires that the matters be withheld from the public in such a manner as to leave no discretion on issue, or (B) establishes particular criteria for withholding or refers to particular types of matters to be withheld;
- (b)(4) trade secrets and commercial or financial information obtained from a person and privileged or confidential;
- (b)(5) inter-agency or intra-agency memorandums or letters which would not be available by law to a party other than an agency in litigation with the agency;
- (b)(6) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy;
- (b)(7) records or information compiled for law enforcement purposes, but only to the extent that the production of such law enforcement records or information (A) could reasonably be expected to interfere with enforcement proceedings, (B) would deprive a person of a right to a fair trial or an impartial adjudication, (C) could reasonably be expected to constitute an unwarranted invasion of personal privacy, (D) could reasonably be expected to disclose the identity of confidential source, including a State, local, or foreign agency or authority or any private institution which furnished information on a confidential basis, and, in the case of record or information compiled by a criminal law enforcement authority in the course of a criminal investigation, or by an agency conducting a lawful national security intelligence investigation, information furnished by a confidential source, (E) would disclose techniques and procedures for law enforcement investigations or prosecutions or prosecutions, or would disclose guidelines for law enforcement investigations or prosecutions if such disclosure could reasonably be expected to risk circumvention of the law, or (F) could reasonably be expected to endanger the life or physical safety of any individual;
- (b)(8) contained in or related to examination, operating, or condition reports prepared by, on behalf of, or for the use of an agency responsible for the regulation or supervision of financial institutions; or
- (b)(9) geological and geophysical information and data, including maps, concerning wells.

## SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552a

- (d)(5) information compiled in reasonable anticipation of a civil action proceeding;
- (j)(2) material reporting investigative efforts pertaining to the enforcement of criminal law including efforts to prevent, control, or reduce crime or apprehend criminals;
- (k)(1) information which is currently and properly classified pursuant to an Executive order in the interest of the national defense or foreign policy, for example, information involving intelligence sources or methods;
- (k)(2) investigatory material compiled for law enforcement purposes, other than criminal, which did not result in loss of a right, benefit or privilege under Federal programs, or which would identify a source who furnished information pursuant to a promise that his/her identity would be held in confidence:
- (k)(3) material maintained in connection with providing protective services to the President of the United States or any other individual pursuant to the authority of Title 18, United States Code, Section 3056;
- (k)(4) required by statute to be maintained and used solely as statistical records;
- (k)(5) investigatory material compiled solely for the purpose of determining suitability, eligibility, or qualifications for Federal civilian employment or for access to classified information, the disclosure of which would reveal the identity of the person who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(6) testing or examination material used to determine individual qualifications for appointment or promotion in Federal Government service the release of which would compromise the testing or examination process;
- (k)(7) material used to determine potential for promotion in the armed services, the disclosure of which would reveal the identity of the person who furnished the material pursuant to a promise that his/her identity would be held in confidence.

FBI/DOJ



FOI/PA DELETED PAGE INFORMATION SHEET Civil Action# 18-cv-02422 Total Deleted Page(s) = 504Page 1 ~ Referral/Consult; Page 2 ~ Referral/Consult; Page 3 ~ Referral/Consult; Page 4 ~ Referral/Consult; Page 5 ~ Referral/Consult; Page 6 ~ Referral/Consult; Page 7 ~ Referral/Consult; Page 8 ~ Referral/Consult; Page 9 ~ Referral/Consult; Page 10 ~ Referral/Consult; Page 11 ~ Referral/Consult; Page 12 ~ Referral/Consult; Page 13 ~ Referral/Consult; Page 14 ~ Referral/Consult; Page 15 ~ Referral/Consult; Page 16 ~ Referral/Consult; Page 17 ~ Referral/Consult; Page 18 ~ Referral/Consult; Page 19 ~ Referral/Consult; Page 20 ~ Referral/Consult; Page 21 ~ Referral/Consult; Page 22 ~ Referral/Consult; Page 23 ~ Referral/Consult; Page 24 ~ Referral/Consult; Page 25 ~ Referral/Consult; Page 26 ~ Referral/Consult; Page 27 ~ Referral/Consult; Page 28 ~ Referral/Consult; Page 29 ~ Referral/Consult; Page 30 ~ Referral/Consult; Page 31 ~ Referral/Consult; Page 32 ~ Referral/Consult; Page 33 ~ Referral/Consult; Page 34 ~ Referral/Consult; Page 35 ~ Referral/Consult; Page 36 ~ Referral/Consult; Page 37 ~ Referral/Consult; Page 38 ~ Referral/Consult; Page 39 ~ Referral/Consult; Page 40 ~ Referral/Consult; Page 41 ~ Referral/Consult; Page 42 ~ Referral/Consult; Page 43 ~ Referral/Consult; Page 44 ~ Referral/Consult; Page 45 ~ Referral/Consult; Page 46 ~ Referral/Consult; Page 47 ~ Referral/Consult; Page 48 ~ Referral/Consult;

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Federal Bureau of Investigation

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Washington, D.C. 20535

October 30, 2020

AUSTIN EVERS AMERICAN OVERSIGHT SUITE B255 1030 15TH STREET NW WASHINGTON, DC 20005-1503

Civil Action No.: 1:18-cv-02422

American Oversight v. Federal Bureau of

Investigation

FOIPA Request No.: 1415577-000 and 1415579-000

Subject: Communications Regarding FBI

Section 552a

Headquarters Consolidation

#### Dear Mr. Evers:

The enclosed documents were reviewed under the Freedom of Information/Privacy Acts (FOIPA), Title 5, United States Code, Section 552/552a. Below you will find checked boxes under applicable statutes for the exemptions asserted to protect information exempt from disclosure. The appropriate exemptions are noted on the processed pages next to redacted information. In addition, a deleted page information sheet was inserted to indicate where pages were withheld entirely pursuant to applicable exemptions. An Explanation of Exemptions is enclosed to further explain justification for withheld information.

Section 552

(b)(1)	(b)(7)(A)	(d)(5)	
(b)(2)	☐ (b)(7)(B)	☐ (j)(2)	
(b)(3)	<b>☑</b> (b)(7)(C)	☐ (k)(1)	
	☐ (b)(7)(D)	☐ (k)(2)	
	<u>✓</u> (b)(7)(E)	☐ (k)(3)	
	[b)(7)(F)	☐ (k)(4)	
(b)(4)	(b)(8)	☐ (k)(5)	
<b>(</b> b)(5)	(b)(9)	(k)(6)	
<b>▼</b> (b)(6)		☐ (k)(7)	
539 pages were reviewed and	36 pages are being released.		
Please see the paragraphs be Addendum for standard respons		ecific to your request and the e	enclosed FBI
Document(s) were located Government Agency (ies)		ained information concerning,	other
	another agency. The FBI wi	review and direct response to Il correspond with you regardin	



**FOIPA** 

Please refer to the enclosed FBI FOIPA Addendum for additional standard responses applicable to your request. "Part 1" of the Addendum includes standard responses that apply to all requests. "Part 2" includes additional standard responses that apply to all requests for records about yourself or any third party individuals. "Part 3" includes general information about FBI records that you may find useful. Also enclosed is our Explanation of Exemptions.

Although your request is in litigation, we are required by law to provide you the following information:

If you are not satisfied with the Federal Bureau of Investigation's determination in response to this request, you may administratively appeal by writing to the Director, Office of Information Policy (OIP), United States Department of Justice, 441 G Street, NW, 6th Floor, Washington, D.C. 20530, or you may submit an appeal through OIP's FOIA STAR portal by creating an account following the instructions on OIP's website: <a href="https://www.justice.gov/oip/submit-and-track-request-or-appeal">https://www.justice.gov/oip/submit-and-track-request-or-appeal</a>. Your appeal must be postmarked or electronically transmitted within ninety (90) days of the date of my response to your request. If you submit your appeal by mail, both the letter and the envelope should be clearly marked "Freedom of Information Act Appeal." Please cite the FOIPA Request Number assigned to your request so it may be easily identified.

You may seek dispute resolution services by contacting the Office of Government Information Services (OGIS). The contact information for OGIS is as follows: Office of Government Information Services, National Archives and Records Administration, 8601 Adelphi Road-OGIS, College Park, Maryland 20740-6001, e-mail at <a href="mailto:ogis@nara.gov">ogis@nara.gov</a>; telephone at 202-741-5770; toll free at 1-877-684-6448; or facsimile at 202-741-5769. Alternatively, you may contact the FBI's FOIA Public Liaison by emailing <a href="mailto:foipaquestions@fbi.gov">foipaquestions@fbi.gov</a>. If you submit your dispute resolution correspondence by email, the subject heading should clearly state "Dispute Resolution Services." Please also cite the FOIPA Request Number assigned to your request so it may be easily identified.

Please direct any further inquiries about this case to the Attorney representing the Government in this matter. Please use the FOIPA Request Number and/or Civil Action Number in all correspondence or inquiries concerning your request.

✓

See additional information which follows.

Sincerely.

Michael G. Seidel Section Chief Record/Information Dissemination Section

Information Management Division

Enclosure(s)

In response to your Freedom of Information Act (FOIA) request, enclosed is a processed copy of non-exempt portions of Bates Stamped documents, 18-cv-2422(FBI)-2642 through 18-cv-2422(FBI)-3180. The enclosed documents represent the seventh interim release of information responsive to your request. This material is being provided to you at no charge.



#### FBI FOIPA Addendum

As referenced in our letter responding to your Freedom of Information/Privacy Acts (FOIPA) request, the FBI FOIPA Addendum provides information applicable to your request. Part 1 of the Addendum includes standard responses that apply to all requests. Part 2 includes standard responses that apply to requests for records about individuals to the extent your request seeks the listed information. Part 3 includes general information about FBI records, searches, and programs.

# Part 1: The standard responses below apply to all requests:

- (i) **5 U.S.C. § 552(c).** Congress excluded three categories of law enforcement and national security records from the requirements of the FOIPA [5 U.S.C. § 552(c)]. FBI responses are limited to those records subject to the requirements of the FOIPA. Additional information about the FBI and the FOIPA can be found on the www.fbi.gov/foia website.
- (ii) Intelligence Records. To the extent your request seeks records of intelligence sources, methods, or activities, the FBI can neither confirm nor deny the existence of records pursuant to FOIA exemptions (b)(1), (b)(3), and as applicable to requests for records about individuals, PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(1), (b)(3), and (j)(2)]. The mere acknowledgment of the existence or nonexistence of such records is itself a classified fact protected by FOIA exemption (b)(1) and/or would reveal intelligence sources, methods, or activities protected by exemption (b)(3) [50 USC § 3024(i)(1)]. This is a standard response and should not be read to indicate that any such records do or do not exist.

# Part 2: The standard responses below apply to all requests for records on individuals:

- (i) Requests for Records about any Individual—Watch Lists. The FBI can neither confirm nor deny the existence of any individual's name on a watch list pursuant to FOIA exemption (b)(7)(E) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (j)(2)]. This is a standard response and should not be read to indicate that watch list records do or do not exist.
- (ii) Requests for Records about any Individual—Witness Security Program Records. The FBI can neither confirm nor deny the existence of records which could identify any participant in the Witness Security Program pursuant to FOIA exemption (b)(3) and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(3), 18 U.S.C. 3521, and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.
- (iii) Requests for Records for Incarcerated Individuals. The FBI can neither confirm nor deny the existence of records which could reasonably be expected to endanger the life or physical safety of any incarcerated individual pursuant to FOIA exemptions (b)(7)(E), (b)(7)(F), and PA exemption (j)(2) [5 U.S.C. §§ 552/552a (b)(7)(E), (b)(7)(F), and (j)(2)]. This is a standard response and should not be read to indicate that such records do or do not exist.

## Part 3: General Information:

- (i) Record Searches. The Record/Information Dissemination Section (RIDS) searches for reasonably described records by searching systems or locations where responsive records would reasonably be found. A standard search normally consists of a search for main files in the Central Records System (CRS), an extensive system of records consisting of applicant, investigative, intelligence, personnel, administrative, and general files compiled by the FBI per its law enforcement, intelligence, and administrative functions. The CRS spans the entire FBI organization, comprising records of FBI Headquarters, FBI Field Offices, and FBI Legal Attaché Offices (Legats) worldwide; Electronic Surveillance (ELSUR) records are included in the CRS. Unless specifically requested, a standard search does not include references, administrative records of previous FOIPA requests, or civil litigation files. For additional information about our record searches, visit www.fbi.gov/services/information-management/foipa/requesting-fbi-records.
- (ii) **FBI Records.** Founded in 1908, the FBI carries out a dual law enforcement and national security mission. As part of this dual mission, the FBI creates and maintains records on various subjects; however, the FBI does not maintain records on every person, subject, or entity.
- (iii) Requests for Criminal History Records or Rap Sheets. The Criminal Justice Information Services (CJIS) Division provides Identity History Summary Checks often referred to as a criminal history record or rap sheet. These criminal history records are not the same as material in an investigative "FBI file." An Identity History Summary Check is a listing of information taken from fingerprint cards and documents submitted to the FBI in connection with arrests, federal employment, naturalization, or military service. For a fee, individuals can request a copy of their Identity History Summary Check. Forms and directions can be accessed at <a href="https://www.fbi.gov/about-us/cjis/identity-history-summary-checks">www.fbi.gov/about-us/cjis/identity-history-summary-checks</a>. Additionally, requests can be submitted electronically at <a href="https://www.edo.cjis.gov">www.edo.cjis.gov</a>. For additional information, please contact CJIS directly at (304) 625-5590.
- (iv) **National Name Check Program (NNCP).** The mission of NNCP is to analyze and report information in response to name check requests received from federal agencies, for the purpose of protecting the United States from foreign and domestic threats to national security. Please be advised that this is a service provided to other federal agencies. Private Citizens cannot request a name check.



#### EXPLANATION OF EXEMPTIONS

## SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552

- (b)(1) (A) specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy and (B) are in fact properly classified to such Executive order;
- (b)(2) related solely to the internal personnel rules and practices of an agency;
- (b)(3) specifically exempted from disclosure by statute (other than section 552b of this title), provided that such statute (A) requires that the matters be withheld from the public in such a manner as to leave no discretion on issue, or (B) establishes particular criteria for withholding or refers to particular types of matters to be withheld;
- (b)(4) trade secrets and commercial or financial information obtained from a person and privileged or confidential;
- (b)(5) inter-agency or intra-agency memorandums or letters which would not be available by law to a party other than an agency in litigation with the agency;
- (b)(6) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy;
- (b)(7) records or information compiled for law enforcement purposes, but only to the extent that the production of such law enforcement records or information (A) could reasonably be expected to interfere with enforcement proceedings, (B) would deprive a person of a right to a fair trial or an impartial adjudication, (C) could reasonably be expected to constitute an unwarranted invasion of personal privacy, (D) could reasonably be expected to disclose the identity of confidential source, including a State, local, or foreign agency or authority or any private institution which furnished information on a confidential basis, and, in the case of record or information compiled by a criminal law enforcement authority in the course of a criminal investigation, or by an agency conducting a lawful national security intelligence investigation, information furnished by a confidential source, (E) would disclose techniques and procedures for law enforcement investigations or prosecutions, or would disclose guidelines for law enforcement investigations or prosecutions if such disclosure could reasonably be expected to risk circumvention of the law, or (F) could reasonably be expected to endanger the life or physical safety of any individual;
- (b)(8) contained in or related to examination, operating, or condition reports prepared by, on behalf of, or for the use of an agency responsible for the regulation or supervision of financial institutions; or
- (b)(9) geological and geophysical information and data, including maps, concerning wells.

## SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552a

- (d)(5) information compiled in reasonable anticipation of a civil action proceeding;
- (j)(2) material reporting investigative efforts pertaining to the enforcement of criminal law including efforts to prevent, control, or reduce crime or apprehend criminals;
- (k)(1) information which is currently and properly classified pursuant to an Executive order in the interest of the national defense or foreign policy, for example, information involving intelligence sources or methods;
- (k)(2) investigatory material compiled for law enforcement purposes, other than criminal, which did not result in loss of a right, benefit or privilege under Federal programs, or which would identify a source who furnished information pursuant to a promise that his/her identity would be held in confidence:
- (k)(3) material maintained in connection with providing protective services to the President of the United States or any other individual pursuant to the authority of Title 18, United States Code, Section 3056;
- (k)(4) required by statute to be maintained and used solely as statistical records;
- (k)(5) investigatory material compiled solely for the purpose of determining suitability, eligibility, or qualifications for Federal civilian employment or for access to classified information, the disclosure of which would reveal the identity of the person who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(6) testing or examination material used to determine individual qualifications for appointment or promotion in Federal Government service the release of which would compromise the testing or examination process;
- (k)(7) material used to determine potential for promotion in the armed services, the disclosure of which would reveal the identity of the person who furnished the material pursuant to a promise that his/her identity would be held in confidence.

FBI/DOJ



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FEDERAL BUREAU OF INVESTIGATION
FOI/PA
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Page 529 \sim b5 - 1; b7E - 5;
Page 530 \sim b5 - 1; b7E - 5;
Page 531 ~ b5 - 1; b7E - 5;
Page 532 \sim b5 - 1; b7E - 5;
Page 533 \sim b5 - 1; b7E - 5;
Page 534 \sim b5 - 1; b7E - 5;
Page 535 \sim b5 - 1; b7E - 5;
Page 536 \sim b5 - 1; b7E - 5;
Page 537 \sim b5 - 1; b7E - 5;
Page 538 \sim b5 - 1; b7E - 5;
Page 539 ~ b5 - 1; b7E - 5;
Page 540 \sim b5 - 1; b7E - 5;
Page 541 \sim b5 - 1; b7E - 5;
Page 542 \sim b5 - 1; b7E - 5;
Page 543 \sim b5 - 1; b7E - 5;
Page 544 \sim b5 - 1; b7E - 5;
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# 



	(FD) (FBI)	b6 - 1
From:	(FD) (FBI)	b7C -
Sent:	Friday, February 16, 2018 3:46 PM	
То:	Haley, Richard L. (FD) (FBI); (FD) (FBI);	(FD)
Cc:	(FBI); Grant, Douglas S. (FD) (FBI)  (FD) (FBI)	
Subject:	Questions from GSA	
Subject.	Questions from dom	
My counterpar	at GSA just sent me the questions below, which he believes will be aske	
		ъ7с -
		b5 - :
		b6 - 1
		b7C - 1



From:	Haley, Richard L. (FD) (FBI)	b6 -
Sent:	Friday, February 16, 2018 3:59 PM	<b>b</b> 7C ⋅
То:	(FD) (FBI); (FD) (FBI); (FD) (FBI);	FD)
Cc:	(FD) (FBI)	
Subject:	Re: Questions from GSA	
These are good	thx	
-		
Original	message	
From	message	b6 - 1
	9:45 AM (GMT+12 <u>:00)</u>	b7C - 1
To: "Haley, Rich	nard L. (FD) (FBI)" (FD) (FBI)"	b7E - 1
	Grant, Douglas S. (FD) (F	BI)"
Cc:		
Subject: Questi	ons from GSA	
	at GSA just sent me the questions below, which he believes will be asked on Wednesday.	b6 - 1
	at 65% just selfe the questions below, which he believes will be asked on weatherady.	b7C - 1
		b5 - 1

DOJ-FBI-18-0520, 18-0521<del>[</del>80<del>0</del>00**24**22(FBI)-2892

	b5	5 - 1
		7
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		- 1
Federal Bureau of Investigation	b7E	C - 1 E - 1
		-



	(FD) (FBI)	
From:	(FD) (FBI)	b6 - 1 b7C - 1
Sent: To:	Tuesday, February 20, 2018 8:02 AM  (FD) (FBI); Haley, Richard L. (FD) (FBI);	(FD) (FBI);
	(FD) (FBI)	
Cc: Subject:	(FD) (FBI); Grant, Douglas S. (FD) (FBI)  RE: GSA Murder Board	
From: Sent: Tuesday, Februa	FD) (FBI) ary 20, 2018 7:42 AM	b6 - 1 b7С - 1
To: Haley, Richard L. (	ED) (ERI <b>)</b>	
Cc: Douglas S. (FD) (FBI) Subject: GSA Murder	Board	Grant, b6 - 1, 3
Hey Rich,		b7C - 1 b7E - 1
	om 11-12 today and wanted to see if you would be able to sneak ou? If not, they can try to rearrange some things but would prefer the 1 t you think.	



	(FD) (FBI)	
From: Sent: To: Cc: Subject:	(FD) (FBI)  Tuesday, February 20, 2018 8:11 AM  (FD) (FBI); Haley, Richard L. (FD) (FBI)  (FD) (FBI)  (FD) (FBI); Grant, Douglas S. (FD) (FBI)  RE: GSA Murder Board - Prep Questions	ъ6 - 1 ъ7с - 1 (FD) (FBI);
Attachments:  All,  As discussed, attache	HQ Murder Board Prep - EPW Briefing.xlsx  d are the for the EPW Briefing prep.	b5 - 1 b6 - 1 b7C - 1
To: Haley, Richard L. (  Cc:  Douglas S. (FD) (FBI)  Subject: GSA Murder  Hey Rich,  is only free from	Board  om 11-12 today and wanted to see if you would be able to sneak ? If not, they can try to rearrange some things but would prefer the	•
	•	



	(FD) (FBI)	
From:	(FD) (FBI)	b6 - 1 b7C - 1
Sent:	Tuesday, February 20, 2018 10:50 AM	
To:	(FD) (FBI); Haley, Richard L. (FD) (FBI)	(FD) (FBI);
	(FD) (FBI)	
Cc:	(FD) (FBI); Grant, Douglas S. (FD) (FBI); Grant, I	Douglas S. (FD)
	(FBI)	
Subject:	RE: GSA Murder Board - Prep Questions	
Attachments:	HQ Briefings_QA_2.22.2018.xlsx	b5 - 1 b6 - 1, 3 b7C - 1
No, GSA does not ha	ve the full list yet, feel free to forward to Attached are	
<del></del>		
From	(FD) (FBI)	
	uary 20, 2018 10:04 AM	
То	Haley, Richard L. (FD) (FBI)	
Cc	Grant, Douglas S. (FD) (FBI)	
Subject: RE: GSA Mu	rder Board - Prep Questions	b6 - 1, b7C - 1 b7E - 1
Quick question – did	you send these to GSA as well? If not, should I send them toso that	is prepared to
discuss these as well	as the others that GSA over?	
Thanksl		
		b6 - 1
Federal Bureau of Inv	vestigation	b7C - 1 b7E - 1
From:	FD) (FBI)	
	uary 20, 2018 8:11 AM	
То:	Haley, Richard L. (FD) (FBI)	
Cc:	Grant, Douglas S. (FD) (FBI)	
Subject: RE: GSA Mu	rder Board - Prep Questions	
All,		

	b6 - 1
	b7C - 1
From:(FD) (FBI)	b7E - 1
<b>Sent:</b> Tuesday, February 20, 2 <u>018 7:42 AM</u>	
To: Haley, Richard L. (FD) (FBI)	
Cc:	Grant,
Douglas S. (FD) (FBI)	-
Subject: GSA Murder Board	
Hey Rich,	
is only free from 11-12 today and wanted to see if you would be able to sneak out of your site at 11 for a call? If not, they can try to rearrange some things but would prefer the 11-12 op	
Lat ma know what you think	
•	b6 - 1, 3 b7C - 1



	(FD) (FBI)	
From: Sent:	(FD) (FBI) Tuesday, February 20, 2018 10:52 AM	b6 - 1 b7С - 1
То:	(FD) (FBI); Haley, Richard L. (FD) (FBI) (FD) (FBI)	D) (FBI);
Cc: Subject:	FD) (FBI); Grant, Douglas S. (FD) (FBI)  Murder Board - Security 1-Pager	
Attachments:	Security Considerations_Demo_Rebuild_v3.docx	
	, – – –	
Rich,		b5 - 1
As discussed—attach briefing.	ned is a draft of the we discussed on Friday in preparation for tomorr	ow's EPW
unemig.		
		b6 - 1 b7C - 1
From: Tuesday Febru	FD) (FBI) uary 20, 2018 10:04 AM	b7E - 1
To:	Haley, Richard L. (FD) (FBI)	
Cc:	Grant, Douglas S. (FD) (FBI)	
	irder Board - Prep Questions	
Hey		
· · · · · · · · · · · · · · · · · · ·	you send these to GSA as well? If not, should I send them to so that is p as the others that GSA over?	repared to
Thanks!		b6 - 1, 3
		b7C - 1
		b7E - 1
Federal Bureau of Inv	<u>vest</u> igation	
From: Sent: Tuesday, Febru	(FD) (FBI) uary 20, 2018 8:11 AM	
To:	Haley, Richard L. (FD) (FBI)	
Cc:	Grant, Douglas S. (FD) (FBI)	
	urder Board - Prep Questions	b6 - 1 b7C - 1
		b7E - 1



All,

As discussed, attached are the	for the EPW Briefing prep.	- 1
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	b7E -	_
From:(FD) (FBI)		
<b>Sent:</b> Tuesday, February 20, 2 <u>018 7:42 A</u>	Л	
To: Haley, Richard L. (FD) (FBI)		
Cc	Grant,	
Douglas S. (FD) (FBI)		
Subject: GSA Murder Board		
Hey Rich,	b6 - 1, b7C - 1	3
	nd wanted to see if you would be able to sneak out of your off- cry to rearrange some things but would prefer the 11-12 option.	



	(FD) (FBI)	
From:	1	o6 - 1 o7C - 1
Sent:	Tuesday, February 20, 2018 5:05 PM	
To:	Haley, Richard L. (FD) (FBI)	
Cc:	Grant, Douglas S. (FD) (FBI); (FD) (F	BI);
	(FD) (CON	I)
Subject:	Documents for tomorrow's Staff Briefing	
Attachments:	HQ Briefings_QA_2.22.2018.xlsx; Overview of USF RSF GSF For Current Program 021418.xlsx; FBI HQ Hill Briefing Roadmap 2-20-18.docx	
Rich,		
Documents attached discuss.	for tomorrow's prep for the EPW staff briefing. We will be by in the morning to	
		b6 - 1 b7C - 1



From: To: Subject:	(OGC) (FBI) Re: New HQ - need to chat ASAP	b6 - 1 b7C - 1 b7E - 1
I heard. About	potus meeting?	
•		
Original	message	
From: Date: 2/27/18 1 To: "Haley, Rich	12:56 PM (GMT-05:00) hard L. (FD) (FBI)' Q - need to chat ASAP	b6 - 1 b7C - 1 b7E - 1



	(OGC) (FBI)	
From: Sent: To: Subject:	(OGC) (FBI) Tuesday, February 27, 2018 1:09 PM Haley, Richard L. (FD) (FBI) RE: New HQ - need to chat ASAP	b6 - 1 b7C - 1
Chief Fiscal and Contr Office of the Ge Federal Bureau of  Confidentiality S This message is a The message, alc intended recipier	neral Counsel of Investigation	f you are not the dissemination (unless
То	HQ - need to chat ASAP	b6 -1 b7C -: b7E -:
To: "Haley, Rich Subject: New Ho	message 2:56 PM (GMT-05:00) nard L. (FD) (FBI)' Q - need to chat ASAP  ny tomorrow. Got call from GSA GC calling my GC.	b6 - 1, 3 b7C - 1 b7E - 1

Chief	
Fiscal and Contract Law Unit	
Office of the General Counsel	
<u>Federal Bureau</u> of Investigation	

b6 - 1 b7C - 1 b7E - 1

Confidentiality Sta	atement:
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otherwise required by law). Please notify the sender of the error by a separate e-mail or by calling



	FD) (FBI)	
From:	(FD) (FBI) b7C	- 1 : - 1
Sent:	Wednesday, February 28, 2018 2:55 PM	
To:	(FD) (FBI); (FD) (FBI); Haley, Richard L. (FD) (FBI); (FD) (FBI)	
Subject:	RE: Baltimore Sun Article	

Article from CQ.

CQ NEWS £85, 28, 201

# Senators Rebuke GSA, FBI Over Handling of FBI Headquarters



The FBI headquarters building in downtown Washington. (Tom Williams/CQ Roll Call)

Republican and Democratic senators on Wednesday blasted the General Services Administration and the FBI over costs, press leaks and changes in security requirements in its redrawn plan for a new FBI headquarters.

Senate Environment and Public Works Chairman <u>John Barrasso</u> complained at a hearing that senators learned of the GSA's abrupt cancellation of a previous FBI plan last year through press reports rather than from the agencies. He also cited the missed deadlines on that plan, which had been more than a decade in the making.

The GSA unwelled in early February's \$3.5 billion proposal for an FBI besiduariers in Washington. CSA had planned to consolidate more than a dozen FBI offices in the D.C. area into an office campus in Maryland or Virginia. The two states were competing to become home to the project, but the Trump administration dropped that proposal less fully.

"The federal government has already spent over \$20 million and 13 years planning for an FBI headquarters," Barrasso said. "The revised plan starts the process from scratch."

GSA had also said two years ago that it could pay for the new campus largely from funds from a swap in which a developer would get the prime real estate occupied by the J. Edgar Hoover Building on Pennsylvania Avenue and build the new facility. It also involved around \$1 billion in appropriations. The expectations of a multi-billion dollar benefit from the deal eroded in recent years and the GSA now estimates

that it would have included costs of \$3.6 billion.

"This committee didn't have the full costs before," said Dan Mathews, commissioner of the GSA Public Building Service.

Barasso called it "disturbing" that he had never seen the newly released \$3.6 billion estimated cost for campus consolidation project. "They aren't costs the committee has ever seen before," he said.

Sen. Benjamin L. Cardin, D-Md., said the property swap was the idea of the Obama administration.

"We didn't like it," he said, but noted that the suggestion that the full costs weren't known before was a bad defense. He said building in Virginia or Maryland would still cost less than the new proposal.

"We gave you more money than you asked for," he said. "We should be breaking ground today in Virginia or Maryland."

Senators said the GSA and FBI had previously said the bureau needed a large suburban campus to provide security benefits, including more distance from its perimeter than at the downtown Hoover building, a remote truck inspection facility and a detached visitor center.

The FBI had told senators that "there is no adequate way" to protect the Hoover building from an attack because of its street front façade, Cardin said.

"A 300-foot setback is intuitively better than a 75-foot setback," acknowledged Richard L. Haley II, assistant director of the FBI Finance Division. "There are other ways of getting to some of those security outputs."

The current plan not only would demolish the Hoover building and construct a new headquarters on the same site for 8,300 employees, but would also move 2,300 Washington area FBI employees to Alabama, West Virginia and Idaho. The campus proposal would have housed all 10,600 area employees.

Besides questioning previous costs of the old proposal, the decision to move 2,300 employees to other facilities made construction on the existing Hoover site not only more feasible, but preferable, Mathews said.

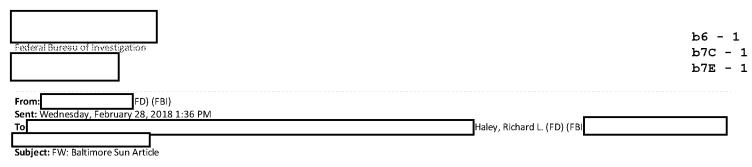
The FBI and GSA had asked for, but had not received, \$882 million in funding and that financing shortfall made it difficult to proceed with the proposed swap plan with a developer. "The legal and operational risks were simply too great," Matthews said.

Moving more personnel to other locations will be a boon to the FBI's operations, Haley said.

"We strongly believe that a multi-headquarter set of sites will enhance our resiliency and operational effectiveness," he said.

Senators also complained about the proposal the agencies had sent the committee two weeks ago, both because it had been due in November and because it was, according to ranking member Thomas R. Carper of Delaware, "a 22-page PowerPoint."

It will be "closer to the August recess" before GSA expects to have a detailed prospectus to release for the new proposal, Mathews said. The administration told Congress that it <u>would use part</u> — \$2.2 billion — of the added nondefense discretionary spending allowed for fiscal 2018 from the bipartisan budget deal for a new FBI building.



FYI.

http://www.baltimoresun.com/news/maryland/politics/os-md-fbi-trumo-20180228-story.html



b6	_	3

From:

Sent: Thursday, March 1, 2018 1:21 PM

To:

Haley, Richard L. (FD) (FBI)

Subject:

RE: I am enjoying your EPW testimony

First, despite extensive badgering by the Maryland delegation, you stayed on script and were not drawn out. That is very tough to do.

Second, this pursuit by the Maryland delegation of President Trump as the bogeyman behind this decision will not fly with Republicans, meaning they can't win.

Third, I thought you were conspicuously honorable in not throwing under the bus the woman whose monomaniacal pursuit of a new FBI Xanadu—her personal dream—was the reason you were getting slapped around by all questioners.

Fourth, (avoiding saying I told you so about the money, the land swap, and the location), I thought the resiliency argument was a clever little extra.

Finally, I would scrub that 8,000+ in HQ number very hard. Every extra agent or support or contractor you can add to resiliency locations adds savings and creates more room for growth in the new building.

***************************************	
From: Haley, Richard L. (FD) (FBI)	ъ6 -
Sent: Thursday, March 01, 2018 1:12 PM	<u></u> b7E -
та	

**Subject:** Re: I am enjoying your EPW testimony

Seriously? What was your take?



Original message		b6 - 3
From:		b7E - 1
Date: 3/1/18 12:48 PM (GMT-05:00)	<u> </u>	
To: "Haley, Richard L. (FD) (FBI)"	"Haley, Richard L. (FD) (FBI)"	
Subject: I am enjoying your EPW testimony		



	(FD) (FBI)	
From: Sent: To:	(FD) (FBI) Thursday, March 1, 2018 1:28 PM Haley, Richard L. (FD) (FBI) (FD) (FBI)	b6 - 1 b7C - 1
Subject:	RE: I am enjoying your EPW testimony	
Hove III 6	Great observations!!	ъ6 – 3
Federal Bureau (	of Investigation	b6 - 1 b7C - 1 b7E - 1
	chard L. (FD) (FBI) . March 01, 2018 1:25 PM	
To:	am enjoying your EPW testimony	
·	, , , ,	
•		
Original	l message	
From Date: 3/1/18 1:: To: "Haley, Ric	20 PM (GMT-05:00) chard L. (FD) (FBI)'	b6 - 3 b7E - 1
Subject: RE: I a	am enjoying your EPW testimony	

First, despite extensive badgering by the Maryland delegation, you stayed on script and were not drawn out. That is very tough to do.

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From: Haley, Richard L. (FD) (FBI	b6 - 3
Sent: Thursday, March 01, 2018 1:12 PM	b7E - 1
Ta	
Subject: Re: I am enjoying your EPW testimony	
Seriously? What was your take?	
-	
Original message	b6 - 3
From:	b7E - 1
Date: 3/1/18 12:48 PM (GMT-05:00)	
To: "Haley, Richard L. (FD) (FBI)" "Haley, Richard L.	chard L. (FD) (FBI)"
Subject: I am enjoying your EPW testimony	



	eg	
From:		b6 - 3, 4
Sent:	Thursday, March 1, 2018 1:30 PM	
To:	Haley, Richard L. (FD) (FBI)	
Subject:	RE: I am enjoying your EPW testimony	
-		
<b>TT</b> 7 11 '	1 1 111 1.	1 , C
Well, sinc	e you are going to be huddled in some swing sp	pace lean-to for
the next 5	years and I will be washed out of by the I	Democratic
tsunami ir	n November, maybe we can do some sort of hol	bo road show
for someo	ody. Maybe in W. Va. Best decided ov	er a glass of
wine.		
		b6 - 3
• • • • • • • • • • • • • • • • • • • •	hard L. (FD) (FBI) March 01, 2018 1:24 PM	b7E - 1
To	Widter 61, 2010 1.24 FW	
Subject: Re: I am	n enjoying your EPW testimony	
Thanks You a	lways have a worldly perspectivewhen do we get to work together ag	rain?
Thams. Tou u	imays have a worldry perspectivewhen do we get to work together ag	,wiii.
Original	message	
From:		
Date: 3/1/18 1:2	20 PM (GMT-05:00)	
To: "Haley, Ric	chard L. (FD) (FBI)'	b6 - 3 b7E -
Subject: RE: I a	am enjoying your EPW testimony	2.2

First, despite extensive badgering by the Maryland delegation, you stayed on script and were not drawn out. That is very tough to do.

Second, this pursuit by the Maryland delegation of President Trump as the bogeyman behind this decision will not fly with Republicans, meaning they can't win.

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Finally, I would scrub that 8,000+ in HQ number very hard. Every extra agent or support or contractor you can add to resiliency locations adds savings and creates more room for growth in the new building.

From: Haley, Richard L. (FD) (FBI)		b6 - 3
<b>Sent:</b> Thursday, March 01, 2018 1:12 PM		b7E - 1
То		
Subject: Re: I am enjoying your EPW testimony		
Seriously? What was your take?		
-		
Original message		1.6
From:		b6 - 3 b7E - 1
Date: 3/1/18 12:48 PM (GMT-05:00)		
To: "Haley, Richard L. (FD) (FBI)"	"Haley, Richard L. (FD) (FBI)"	
Subject: I am enjoying your EPW testimony		



From:		b6 - 1
Sent:	Wednesday, March 14, 2018 4:16 PM	b7C - 1
To:	Haley, Richard L. (FD) (FBI)	7
Subject:	GSA's IG to investigate Trump administration's sudden change in FBI plans	headquarters

# GSA's IG to investigate Trump administration's sudden change in FBI headquarters plans



The General Services Administration's inspector general will investigate the Trump administration's sudden reversal on plans for a new FBI headquarters building.

"My office will review GSA's decision-making process for the revised FBI Headquarters Consolidation project," GSA Inspector General Carol Ochoa wrote in a letter to Rep. Gerry Connolly (D-Va.) on Wednesday. "The scope of our review will include whether the revised plan properly accounts for the full costs and security requirements of the project."

Last month, Connolly, a leading Democrat on the House Oversight and Government Reform Committee, called on GSA's IG to look into why the agency and the FBI recently abandoned a decade-long plan to move the FBI to a consolidated campus in suburban Maryland or Virginia.

Instead, both agencies now plan to demolish the crumbling J. Edgar Hoover building in downtown Washington, D.C., and build a new headquarters building in its place. The new plan diverges from the FBI's vision of a consolidated campus in the national region, and would instead relocate more than 2,000 FBI employees to new agency facilities in West Virginia, Alabama and Idaho.



Connolly requested an IG investigation in February after he said he received insufficient explanations from GSA Administrator Emily Murphy and Public Buildings Service Commissioner Dan Mathews during a subcommittee hearing on the issue.

"I am pleased Inspector General Ochoa has launched a review of the GSA's FBI headquarters decision," Connolly said in a statement Thursday. "It was deeply troubling that at our Oversight and Government Committee hearing GSA leaders were unable or unwilling to answer very basic questions about the abrupt change in scope, security requirements, and costs of this project. The public deserves answers, and I am hopeful the Inspector General will get to the bottom of this," Connolly said."



		<b></b> b6 - 1
From: Sent: To: Subject:	Thursday, March 15, 2018 8:27 PM Haley, Richard L. (FD) (FBI) Fwd: Google Alert - FBI HQ Consolidation	ъ7C - :
Sent from m	ny iPhone	b6 - 1 b7C - 1 b7E - 1
	arded message:	
Date: To:	Google Alerts <googlealerts-noreply@google.com> March 15, 2018 at 8:20:18 PM EDT  ct: Google Alert - FBI HQ Consolidation</googlealerts-noreply@google.com>	
4	FBI HQ Consolidation As-In-In-In-In-In-In-In-In-In-In-In-In-In-	
) 1	GSA IG to Investigate Revised FBI HQ Consolidation Plan ExecutiveGov The General Services Administration's inspector general will review GSA's decision to change its plans for the consolidation of the FBI's headquarters. GSA IG Carol Ochoa wrote Tuesday in a letter to Rep. Gerald Connolly (D-Virginia) that her office will look into GSA's decision-making process for the	·

## GSA's IG to investigate Trump administration's sudden change in F81 headquarters plans

FederalNewsRadio.com

The General Services Administration's inspector general will investigate the Trump administration's sudden reversal on plans for a new FBI headquarters building. "My office will review GSA's decision-making process for the revised **FBI Headquarters Consolidation** project," GSA Inspector General Carol ...



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		b6 - 1
om:		b6 - 1 b7C - 1
ent:	Friday, March 16, 2018 9:49 AM	
): 	Haley, Richard L. (FD) (FBI)	
bject:	Fwd: Google Alert - FBI Headquarters project	
uple articles		
te: Fri, Mar 16, 20	<googlealerts-noreply@google.com></googlealerts-noreply@google.com>	b6 −: b7С ·
COLINEAUC Daily update + Mi NEWS	uarters project	
GSA's IG to in headquarters FederalNewsRadi	·	
reversal on plans f	ces Administration's inspector general will investigate the Trump administration's sudden or a new <b>FBI headquarters</b> building. "My office will review GSA's decision-making ised <b>FBI Headquarters</b> Consolidation <b>project</b> ," GSA Inspector General Carol	
GSA inspector gen Full Coverage	eral to review FBI HQ decision - Washington Business Journal	
	ag os irreievaru	
GSA Inspector	General Launches Investigation Of FSI HQ Decision	
keep the <b>FBI head</b>	ces Administration's inspector General will review the agency's controversial decision to quarters at the J were unable or unwilling to answer very basic questions about the cope, security requirements, and costs of this <b>project</b> ," Connolly said in a	
GSA IG to investiga Full Coverage	de Revised F8) HQ Consolidation Plan - ExecutiveGov	
	ag as imetevant	



	e's developer to seek other users for what could have been the FBI's
Greenbelt hor	
Washington Busin	
•	ust off the Capital Beltway's Greenbelt exit, had been on the short list for a new FBI
=	fore the General Services Administration scrapped that search in favor "Certainly if it
	nd, I'll continue to watch it, but the <b>project</b> is ready to go for something.".
	Aag as inelevant
WEB	
Connolly Ann	ounces Inspector General to Review <b>FBI Headquarters</b> Decision 🥏
Gerry Connolly	
n a letter to Conn	olly, Inspector General Ochoa wrote, "My office will review GSA's decision making process
	Headquarters Consolidation project. The scope of our review will include whether the
	erly accounts for the full costs and security requirements of the project.".
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	lag an implevent
GSA's IG to in	vestigate Trump administration's sudden change in FBI
neadquarters	s pians
Serry Connolly	
•	e General Services Administration's inspector general will investigate the Trump
administration's st	udden reversal on plans for a new FBI headquarters building. "My office will review GSA's
decision-making p	process for the revised FBI Headquarters Consolidation project," GSA Inspector
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#### Haley, Richard L. (FD) (FBI)

Haley, Richard L. (FD) (FBI)	
Tuesday, March 27, 2018 7:27 PM	
(DO) (FBI)	
FW: FY 2018 Budget Talking Points	b6 - 1
Director TPs - Charlotte_OKC (004).docx	b7C - 1
e them. R  2 L. (FD) (FBI) n 27, 2018 11:14 AM r (DO) (FBI) L. (DO) (FBI) Abbate, Paul M. (DO) (FBI) DO) (FBI)	b6 - 1 b7C - 1 b7E - 1
	Tuesday, March 27, 2018 7:27 PM  (DO) (FBI)  FW: FY 2018 Budget Talking Points  Director TPs - Charlotte_OKC (004).docx  to the Boss earlier today. I assume he received them ok, but heard you were with a them. R  2  L. (FD) (FBI)  27, 2018 11:14 AM  r (DO) (FBI)

Hi Sir - per your request, attached are talking points on the recently passed FY 2018 budget for your trip to Charlotte and Oklahoma City. Let me know if you have any questions. Thanks Rich



From:		b6 - 1 b7C - 1
Sent:	Wednesday, April 4, 2018 1:58 AM	
To:	Haley, Richard L. (FD) (FBI)	
Subject:	Re: How did meetings go?	
First day went f executive,	and I talked after dinner; he is thinking McKinsey  We had a good opening in the morning from a Number of the interviews with TD folks; one TD employee was asking about the decision to	b6 - 2
I spent some ti mostly to go ov		b5 - : r b6 - :
On Tue, Apr 3,	2018 at 10:28 PM, Haley, Richard L. (FD) (FBI) wrote:	b6 - 1 b7C - 1 b7E - 1



	b6 −1 b7C −1
From:	
Sent: Thursday, April 5, 2018 4:39 PM	
To: Haley, Richard L. (FD) (FBI)	
Subject: Re: How did meetings go?	
Cat herding over.	b5 - 1 b6 - 2
Overall a good and positive visit. I think we exceeded the expectations of	
Got some feedback on	
Spoke with SAC Johnnie Cooper and Public Affairs rep on street names and their initia reaction was very positive. Will follow that up with email.	b5 - 1 b6 - 2
Sent from my iPhone	6 - 1 7C - 1 7E - 1
First day went fine, no hiccups.  and I talked after dinner; he is thinking McKinse  We had a good opening in the  morning from a NASA executive,	b5 - 1 b6 - 2
I stepped in to the tail end of the interviews with TD folks; one TD employee was asking about his opening comments about the decision to	] 1 b5 - 1
	b6 - 2
I spent some time with diversity team, including the McKinsey kids, after the NASA speaker mostly to go over	b5 - 1
	b6 - 2
1ERICAN	
VERSIGHT DOJ-FBI-18-0520, 18-0521 <del>18</del> 0@002	<b>422(FBI)-299</b> 9

	b5 - 1 b6 - 1
	b7C - 1 b7E - 1
On Tue, Apr 3, 2018 at 10:28 PM, Haley, Richard L. (FD) (FBI) wrote:	



### Tyson, Jill C. (DO) (OGA)

From.	Typen Hill C (DO) (OCA)	
From:	Tyson, Jill C. (DO) (OGA)	
Sent:	Tuesday, May 15, 2018 8:10 PM	
To:	Haley, Richard L. (FD) (FBI); (FD) (FBI)	b6 - 1
Cc:	(DO) (FBI)	b7C - 1
Subject:	FBIHQ	
Attachments:	FBIHQ short TPs - 5.15.2018.docx	
Happy to take your	edits. Please see the brackets/highlights for you guys to clarify language. Thanks	
Jill C. Tyson		
Acting Assistant Dir	ector	
Office of Congressi	onal Affairs	
Federal Bureau of I	nvestigation	
		b7E - 1



	(FD) (FBI)	
From:	(FD) (FBI)	
Sent:	Tuesday, May 15, 2018 8:27 PM	b6 - 1 b7C - 1
To:	Tyson, Jill C. (DO) (OGA); Haley, Richard L. (FD) (FBI)	
Cc:	(DO) (FBI)	
Subject:	RE: FBIHQ	
Attachments:	FBIHQ short TPs - 5.15.2018.docx	
Thanks Jill! We fill	ed in the brackets/highlights (see attached).	
		b6 - 1
		b7C - 1 b7E - 1
Todorol Duranu of	Investigation	
Federal Bureau of	Investigation	
Original Mess	age	
From: Tyson, Jill C		
	y 15, 2018 8:10 PM	
To: Haley, Richard	(FD) (FBI)	 b6 - 1
Subject: FBIHQ		ъ7С -
		b7E -
Happy to take you	r edits. Please see the brackets/highlights for you guys to clarify language. Than	ks
Jill C. Tyson		
Acting Assistant D		
Office of Congress Federal Bureau of		
reactal Barcad Of		1 =-
		<b>ኤ7</b> ፫ _



#### Haley, Richard L. (FD) (FBI)

Haley, Richard L. (FD) (FBI) From: Sent: Sunday, May 20, 2018 2:43 PM To: Rich's personal Subject: Fwd: Google Alert - FBI new headquarters ----- Original message -----From: Date: 5/20/18 9:09 AM (GMT-05:00) To: "Haley, Richard L. (FD) (FBI)" Subject: Fwd: Google Alert - FBI new headquarters b6 - 1 b7C - 1 b7E - 1 Sent from my iPhone Begin forwarded message: From: Google Alerts <googlealerts-noreply@google.com> Date: May 20, 2018 at 9:07:20 AM EDT To b6 - 1 b7C - 1 Subject: Google Alert - FBI new headquarters FBI new headquarters Daily update + May 20, 2018 NEWS Democrats should choose Rushern Baker for Maryland governor Washington Post

Revealing Tellin	or Anthony Weiner's. r Details			
Time apparent timeso	•			
<b>New</b> York City Police	obtained a search warrant o	n his laptop, iPad,	and It was	
McCabe who led a sr	iall group at <b>FBI headquart</b>	ers on the Clinton		

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	(DO) (CON)	_
From:	(DO) (CON) b6	_
Sent:	Thursday, May 24, 2018 7:28 PM	
То:	Otto, Caroline F. (DO) (FBI) (CV) (FBI); Temin, Hayden S. (DO) (FBI); Haley, Richard L. (FD) (FBI); Schlendorf, David W. (HRD) (FBI); Young, Andrew N. (FLSD) (FBI) (FD) (FBI); (DO) (FBI); Strzok, Peter P. (HRD) (FBI)	
Cc:	b6 - 1, b7C - 1	2
Subject:	Final Director docs for pre-read	
Attachments:	20180525 Director Pre-Read Memo_vF.docx; 20180525_Director Briefing Pre-Read Appendix vF.pptx; 20180525_Director Briefing Pre-Read Main Doc vF.pptx	
	inal unclassified versions of the Director pre-read documents in advance of the June 1 is going to him tomorrow morning and to the DD, ADD, and EADs before the end of the	
Thanks,	b6 - 1 b7С -	1

