



COMMONWEALTH of VIRGINIA

February 3, 2023

The Honorable Robin Carnahan
Administrator
General Services Administration
1800 F Street, NW
Washington, DC 20405

Mr. Christopher Wray
Director
Federal Bureau of Investigation
935 Pennsylvania Avenue, NW
Washington, DC 20535

Dear Administrator Carnahan and Director Wray:

As GSA leadership prepares to hold consultations with relevant stakeholders to further evaluate each of the three sites for the FBI Suburban Headquarters, we write to reaffirm the Commonwealth of Virginia's firm commitment to this transformational project. The Virginia team has a shared sense of mission, and we believe we have submitted a comprehensive and compelling proposal. As such, we look forward to a robust analysis of the critical attributes outlined by the site selection panel and a fact-based decision by the Administrator.

Since the initial 2011 resolution of the Committee on Environment and Public Works, the FY 2017 GSA prospectus, and the interagency and public deliberations that have occurred throughout this process, the core project needs and site selection considerations have emphasized FBI mission requirements, transportation access, site development flexibility, and acquisition and development costs. Over more than a decade, the specifics of these requirements have been refined to reflect the dynamic, current, and future needs of the FBI. In September 2022, GSA and the FBI also recognized the importance of advancing equity in underserved communities, as well as promoting sustainable siting, by adding these considerations as criteria to the site selection process.

The Springfield site presents the government with a comprehensive and holistic candidate location to house the FBI, as it performs strongly across all criteria. Springfield would provide the men and women of the FBI with a location that best enables them to meet their critical law enforcement and national security missions, allow GSA to execute that according to best practices in public real estate acquisitions, and provide the government with a strong and exciting opportunity to meet its community investment goals.

We write today to highlight Springfield and Virginia’s significant advantages within each criterion set forth in the GSA Site Selection Plan.

Criteria #1: FBI Mission Requirement¹

- 1.a: Proximity of the Site to the FBI Academy Quantico*
- 1.b: Proximity of the Site to Non-Consolidating Operationally Significant FBI/NCR Real Estate Assets*
- 1.c: Proximity of the Site to the Headquarters of the U.S. Department of Justice (DOJ)*

The Springfield site is the optimal location to unite Bureau employees across the NCR and increase collaboration, with the closest proximity to Quantico and a number of other FBI and operationally significant agency real estate assets already located throughout Northern Virginia. Collocating these personnel with upgraded IT and improved infrastructure would advance investigations, and allow for the quickest response time for first responders in multi-agency scenarios.

As a critical component of our nation’s law enforcement and security missions, strong support of FBI mission requirements is of utmost importance when determining where to locate a consolidated FBI headquarters. Springfield offers the FBI the most advantageous site and provides the greatest opportunity to consolidate into one suburban headquarters, thus furthering the FBI’s mission to protect the American people and uphold the Constitution of the United States. The GSA Springfield site offers superior advantages in serving both the FBI mission and its personnel – in part given its proximity to key assets Quantico and the Department of Justice.

	Greenbelt Distance (Miles)	Landover Distance (Miles)	Springfield Distance (Miles)
Quantico (including FBI National Academy and FBI National Crime Lab)	54	51	27
U.S. Department of Justice	14	12	13

In choosing Springfield, the FBI will also leverage strategic proximity to other key FBI, law enforcement, and national security assets in Northern Virginia including the FBI Northern Virginia Resident Agency, the FBI Central Records Complex, the Liberty Crossing campus, Fort Belvoir Davison Army Airfield, CIA headquarters at Langley, TSA headquarters adjacent to the GSA Springfield site, the Department of Defense and a range of other federal assets.

The Springfield site is centrally located within a 30-mile driving distance of a significant number of FBI and other operationally significant law enforcement and national security real estate assets. Virginia’s advantage in terms of driving distances translates to decreased commutes and commute-related emissions for personnel traveling between these assets, relative to the other sites. In choosing the GSA Springfield site, the FBI Suburban Headquarters will best position the men and women of

¹ GSA notes that “subcriteria are of equal importance, but not separately weighted”

the FBI to meet their critical national security and law enforcement missions.

Criteria #2: Transportation Access

- 2.a.: Walking Distance from the Site to a Station on the Metrorail System Operated by the Washington Metropolitan Area Transit Authority*
- 2.b.: Walking Distance from the Site to Virginia Railway Express (VRE) or the Maryland Area Regional Commuter (MARC)*
- 2.c.: Accessibility to Major Bus Line Stop(s)*
- 2.d.: Site's Proximity to the Nearest Commercial Airport*

The Springfield site sits at the nexus of a robust, multimodal transportation network. The site is a short walk from the Franconia-Springfield Metro Station, which is also home to VRE rail and a Fairfax Connector bus hub. Virginia has made more than \$15 billion in fully-funded and planned, or already completed, multimodal improvements that will directly benefit workers at a Springfield FBI Suburban Headquarters location, allowing for easier, more regular transit options and accessibility. Considering daily transportation needs of the workforce, and the swift response needed during a national security emergency, when every minute and every mile counts, Springfield is the best option.

Metro

As the main business center in southern Fairfax County, Springfield is a vibrant community that supports multimodal transportation access for workers and accessibility for those with disabilities or health conditions. The eastern property boundary of the Springfield site is just over a 5-minute walk from the Franconia-Springfield Metro Station. The walking path between the Springfield site and the Metro / VRE station will be fully ADA-compliant and accessible.

The Washington Metropolitan Area Transit Authority (WMATA)-operated system has completed strategic and pivotal investments to increase Metrorail capacity to carry 35,000 additional passengers per hour during peak times, create new opportunities for Metrobus to bypass traffic congestion, make bus service 50% faster, and make improvements to close to 30 routes within the Metrobus network. The Springfield site's close proximity to public transit and shorter commute times for most FBI employees supports a lower environmental impact of the project.

Virginia Railway Express (VRE)

VRE commuter trains carry roughly 20,000 passengers daily from the outer suburban communities to Alexandria, Crystal City, Franconia-Springfield, and downtown Washington, D.C. The Franconia-Springfield Station is just over a 5-minute walk to the east entrance of the site. Through strategic partnerships with CSX and Norfolk Southern, the Transforming Rail in Virginia program will invest roughly \$4 billion to implement foundational improvements in the rail corridors to support reliability and expanded passenger service by 2030. These investments include upgrades to the existing Franconia-Springfield VRE Commuter Rail Station, more than 15 additional roundtrip trains in the regional commuter train routes, and expanded VRE service along the I-95 corridor, with 15-minute intervals during peak periods. For commuters in Northern Virginia, these investments mean greater

train capacity, more frequent commuter and state-supported Amtrak service, and operational reliability for the region.

Bus Transit

The Fairfax Connector, the largest local bus system in Virginia, operates roughly 20 routes from a hub at the Franconia-Springfield Station. This hub is just over a 5-minute walk from the Springfield site. Plans are currently in place to soon add service from the hub to Burke Centre, George Mason University, Central Fairfax, and the Fairfax County Government Center. The County is currently conducting a study to inform future transit improvements in the area for route optimization to improve the span of service, provide mode direct connections, shorten travel time, increase access to transit, and maintain bus stop coverage to more locations.

Commercial Airports

The Springfield site also provides unique access to two major commercial airports within the Washington, D.C. Metro region: Ronald Reagan Washington National Airport (DCA) and Dulles International Airport (IAD). Together, these airports offer nonstop service to roughly 250 domestic and international markets. DCA recently completed Project Journey, a \$1 billion capital improvement program to construct a new 14-gate concourse, two new security checkpoints, a new express drop-off, and enhanced garage facilities offering greater convenience and service to travelers. Similarly, the Dulles Metro Station opened in November 2022, completing a 23-mile extension of the region’s Metro system. The Springfield site provides the FBI unparalleled transportation access to both of these major commercial airports.

<i>Commercial Airport</i>	Greenbelt Distance (Miles)	Landover Distance (Miles)	Springfield Distance (Miles)
Ronald Reagan Washington National (DCA)	18	15	11
Washington Dulles International (IAD)	35	40	25
Baltimore/Washington International Thurgood Marshall (BWI)	21	26	45

Criteria #3: Site Development Flexibility

3.a: Site Area and Site Geometry

3.b: Earliest Time the Government could Commence Construction Activities

Virginia has vast experience working with large-scale economic development projects and complex timelines, as evidenced by headquarters projects for Amazon HQ2, Capital One, Hilton, Nestlé, and Volkswagen. As GSA and the FBI identify the project’s preferred construction timeline, the state and local team will work to match the agency’s timeline. Currently under the ownership of the Federal government, the Springfield site offers superior flexibility, and construction activities on and around the site could commence immediately. In addition, critical partnership with Dominion Energy’s Threat Response and Analysis Center supports infrastructure resilience.

As the only site under consideration that is federally owned by GSA, the Springfield site offers the greatest development flexibility to the FBI. The rectangular, 58-acre site is zoned I-4 (Industrial medium intensity) which allows for maximum workability for current and future growth opportunities including office and scientific research, development, and training use. The Springfield site offers the FBI optionality, including accommodating a future cyber campus on site. To help the project maintain schedule, Fairfax County provides a dedicated liaison to work with local government to expedite permitting and construction activities. Finally, as detailed in information previously provided to GSA, if Springfield were selected the Virginia state- and local-level teams would work to match site construction to the government's preferred timeline.

In addition, as the utility provider of the Springfield site, Dominion Energy is deeply invested in industry-leading safeguards to ensure the reliable delivery of electricity to all customers, especially the Intelligence Community elements located within the Commonwealth's grid. Dominion has implemented a robust, layered, perpetually evolving cybersecurity and physical security converged program, regularly cited as the gold standard by the FBI and DHS-CISA. Dominion maintains close, real-time collaboration and partnership with the Federal government, helping to strengthen and defend the Commonwealth's electric grid.

Dominion's Threat Response and Analysis Center shares real-time data with DHS-CISA's Cyber Sentry platform, the first partnership of its kind in the energy sector. Because of its reputation as a leader in security and grid resilience, in December 2021, the FBI's Cyber Division requested Dominion's partnership on a public service announcement highlighting the criticality of defending our nation's critical infrastructure.

Criteria #4: Promoting sustainable siting and advancing equity

- *Advancing racial equity and support for underserved communities through the Federal Government*
- *Promoting sustainable locations for Federal facilities and strengthening the vitality and livability of the communities in which Federal facilities are located*

Selecting the Springfield site would represent a strong commitment to advancing equity in underserved communities. Springfield and the surrounding areas are home to a highly diverse community, which faces a unique range of challenges. In Springfield, the government has an opportunity to significantly expand economic opportunity and growth to a highly diverse and vulnerable area. The Northern Virginia region has a strong track-record of ensuring diverse communities benefit from transformational economic opportunities – a track record that will be critical in seeing this project through and ensuring its impacts are felt in the community. Additionally, Virginia's commitment to environmental stewardship and sustainable siting is evidenced through statewide progress in significant carbon emissions reductions, and focus on the development of innovative, sustainable technologies.

Advancing Equity

Virginians share the belief that equal opportunity is the bedrock of our democracy, and our diversity is

one of the Commonwealth's greatest strengths. Indeed, Virginia is unique in its creation of a cabinet-level Diversity, Opportunity, and Inclusion office, which identifies and promotes entrepreneurship and economic opportunity for all Virginians. A Northern Virginia headquarters location will open economic development and advance opportunity for all citizens in the region.

The FBI has identified the importance of growing a workforce that better reflects America. According to its Chief Diversity Officer, "Our intentional efforts to diversify are crucial to creating an inclusive workforce and keeping the American public safe through effective and efficient investigations." The FBI in recent years has further invested in efforts to recruit and retain a diverse workforce – both for the benefit of that workforce, and of the communities that the FBI serves.

Northern Virginia is rich in racial, ethnic, religious, and international diversity. It is home to large populations of Black, Asian, Hispanic, and Native American people, among others – roughly 1.5 million non-white or Hispanic residents in total. Since 2000, Northern Virginia's Asian and Hispanic or Latino communities have seen significant growth, and represent the region's fastest growing groups. In addition, nearly 30 percent of residents are foreign-born, which is double the national average – Fairfax County specifically ranks 22nd nationwide among jurisdictions with foreign-born population. There are more than 600 religious congregations in Fairfax County, which is home to more Buddhist, Hindu, Jewish, Mormon, and Muslim congregations than anywhere else in the Commonwealth.

The Springfield area, which itself is a majority-minority community, and the surrounding communities located in the Eastern parts of Fairfax and Prince William Counties and Western parts of Alexandria, are incredibly diverse and face unique challenges. Local governments and regional governing bodies have identified areas near the Springfield site as areas of vulnerability based on key indicators, including high concentrations of low-income occupations, low rates of educational attainment and health insurance, and lower rates of English-speaking proficiency, among others. In Springfield, a language other than English is spoken in close to 55 percent of homes, and 40 percent of the population is foreign-born. The immediate area within a five-mile radius of the Springfield site includes more than 27,600 residents living at less than 125% of the federal poverty level, 19,000 residents with less than a high-school diploma, 29,200 residents without health insurance, and nearly 7,500 households with limited English-speaking proficiency.

The benefits of a Virginia FBI headquarters would not be confined strictly to Springfield, and would certainly impact neighboring communities and jurisdictions. This includes communities like Dale City, which has close to 75 percent minority population, and one-third of its residents have a Bachelor's degree or higher. This includes communities like Dumfries and Hybla Valley, where the median household incomes were between \$55,000 and \$75,000 in recent years, and who see poverty rates between 15 and 20 percent. This includes communities like Alexandria City, where in the public school system more than 50 percent of students speak a language other than English at home, and the most frequent among those students being Spanish, Amharic, and Arabic. And this includes communities like Annandale, Woodbridge, and Woodlawn, where a language other than English is spoken in upwards of 60 percent of homes, and close to one-fifth of the population is without health insurance.

These communities are strong communities that contribute to the vibrancy and backbone of the region, but also face unique challenges and vulnerabilities that oftentimes go overlooked when the Northern Virginia region is spoken of as one homogenous bloc. These communities, plus many others in Fairfax and Prince William counties – both of which are home to majority-minority populations – would all stand to greatly benefit from the federal investment and jobs that the FBI headquarters would represent.

Fairfax County has taken a proactive approach to addressing racial and economic disparities and strengthening the livability of its communities. Through its One Fairfax plan, the county aims to advance the development of diverse communities by unlocking the potential of every resident in every area of the county. While the Springfield area will continue to face steep challenges, the community has also demonstrated an ability to equitably deliver public services to all sectors of the population and create opportunities for upward mobility. According to data from the Opportunity Atlas project, individuals growing up in Fairfax County households with incomes in the 25th percentile earned \$5,200 more annually in adulthood than the national median income for individuals from similar households nationwide.

With investments like these, Fairfax County has been able to foster a strong climate for minority entrepreneurs and business owners – it is home to the largest number of minority-owned businesses in the Commonwealth, and has nearly double the national average of minority-owned employers. These minority-owned firms represent roughly one-third of all county payroll businesses.

Communities in Northern Virginia have a demonstrated track record of coordinated, equity- focused local planning and development, ensuring that surrounding communities can remain resilient and grow stronger in the face of change. The recent Amazon HQ2 project demonstrates the region's commitment to harnessing new economic opportunities as a force for opportunity and growth for all Virginians. With great demand for affordable housing in the region, Amazon, Northern Virginia localities, and the Virginia Housing Development Authority committed to developing a framework for funding and developing more affordable housing options in the region as an integral part of the development plan. A similar range of groups and stakeholders would come together for the FBI relocation.

Sustainable Siting

Virginia's commitment to affordable, reliable, and increasingly clean energy, has been nationally recognized and outlined in Virginia's Energy Plan. From hydroelectricity to nuclear energy, the Commonwealth has been home to some of the nation's greatest energy innovations. Building on this legacy, Virginia pursues a balanced approach that harnesses nuclear, natural gas, renewables, and new energy sources to satisfy the increasing energy needs of the Commonwealth. This approach ensures that Virginia families and businesses have access to reliable, affordable, and clean energy. In fact, from 2010-2020, the Energy Information Administration reports that Virginia reduced carbon dioxide emissions by 43%.

With significant numbers of NCR FBI employees living in Virginia, the decision for a consolidated headquarters in Springfield would lower average commute times and commute-related emissions.

The region's population already embraces and uses sustainable transit options, with Virginia ranking as the top state in the mid-Atlantic for bicycle friendliness. Additionally, Fairfax County is in the process of converting its school bus fleet, one of the largest in the state, to electric buses, as well as piloting an autonomous shuttle program in the Mosaic District before expanding it to other major employment hubs. Easier access to public transit will also enhance the sustainability of Virginia's proposed site for the headquarters location.

Virginia has also been recognized for its high concentration of LEED-certified and sustainable buildings, as well as livable communities. According to the U.S. Green Building Coalition, 95 projects in Virginia totaling 16.3 million square feet achieved LEED certification in 2022. As another example, in June of 2022, LEGO announced its commitment to build a billion-dollar, carbon-neutral manufacturing facility in Virginia. 100% of its day-to-day energy needs will be matched by renewable energy generated by an onsite solar park, speaking to the favorability and flexibility of Virginia's energy-regulatory landscape, and the ability to create energy-delivery processes suited to a variety of sustainability goals.

Criteria #5: Cost

5.a: Cost to Acquire Site

5.b: Cost to Prepare Site

Virginia offers the only site owned by GSA, providing significant cost savings on land acquisition and a reduced timeline to construction.

As previously noted, because the Springfield site is the only federally owned property, its selection would present an opportunity for significant cost savings for the Federal government. Additionally, and related to site preparation costs, Virginia has put forward a robust funding package to address infrastructure at and around the site. Details of this package, which represents partnership at both the State and local levels, were provided to GSA in a previous submission by Virginia, and help to further reduce the cost of the Springfield site – making its selection a fiscally responsible one for taxpayers.

In conclusion, Virginia's proposal for a consolidated suburban FBI headquarters offers a reliable partnership, exceeding the site selection criteria across all categories. The optimized GSA Springfield site provides:

- 1. Superior proximity to law enforcement and national security-related agency assets, furthering the agency's mission;**
- 2. An accessible, robust transportation and public transit network with additional planned improvements to support the FBI headquarters operation;**
- 3. Significant site development flexibility as the only federally owned site under consideration, with a commitment to expediting any permitting and construction processes;**
- 4. A strong foundation for advancing equity in local communities and promoting sustainable siting;**

5. A substantial cost benefit, with Virginia's strong commitment to making this a responsible choice for the taxpayer.

The Commonwealth is eager to welcome the FBI to a new suburban headquarters in Springfield, Virginia. Thank you for your consideration.

Sincerely,



Honorable Glenn Youngkin
Governor
Commonwealth of Virginia



Honorable Mark R. Warner
Member
United States Senate



Honorable Timothy M. Kaine
Member
United States Senate



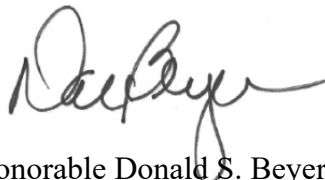
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