AGENDA STAFF REPORT

Control: 26001878

MEETING DATE:	11/17/2026
LEGAL ENTITY TAKING ACTION:	Board of Supervisors
BOARD OF SUPERVISORS DISTRICT(S):	District 2
SUBMITTING AGENCY/DEPARTMENT:	County Executive Office
DEPARTMENT CONTACT PERSON(S):	Thomas Miller, 714-834-6019 Brian Bauer, 714-834-5663

SUBJECT: Approve Resolutions and Request for Qualifications for Civic Center Development

CEO CONCUR	**COUNTY COUNSEL REVIEW**	**CLERK OF THE BOARD**
Concur	Approve resolution to form	DISCUSSION 3 Votes Board Majority

Budgeted: N/A	**Current Year Cost:** N/A	**Annual Cost:** N/A
Staffing Impact: No		**Sole Source:** No
Current Fiscal Year Revenue: N/A	**Funding Source:** N/A	**County Audit in Last 3 years:** No
Levine Act Review Completed? N/A		

Prior Board Action: 10/22/2024 #23, 4/25/2017 #40

RECOMMENDED ACTION(S):

1. Adopt a Resolution, finding that approximately 15.8 acres of County-owned property located within and adjacent to the County Civic Center Campus in the City of Santa Ana, is exempt surplus land, pursuant to Government Code Sections 54221, *et seq*., and applicable California Department of Housing and Community Development guidelines.

2. Adopt a Resolution authorizing the release of a Request for Qualifications for a multi-phased, mixed-use public-private partnership that include both public facility and private development components, with a mandatory residential component that includes affordable residential units, and making findings pursuant to Government Code Section 25515, *et seq*., for development of County of Orange-owned property located within and adjacent to County Civic Center Campus in the City of Santa Ana.

SUMMARY:

Adoption of the Resolutions, making Surplus Land Act findings, and authorizing the release of a Request for Qualifications for development of County of Orange-owned property located within and adjacent to the County of Orange Civic Center Campus in the City of Santa Ana will facilitate the modernization and efficient delivery of public facilities through a multi-phased, mixed-use project that includes residential development, including affordable housing, and promotes economic growth through job creation and community-serving uses.

BACKGROUND INFORMATION:
The County of Orange Civic Center (Civic Center) is a key location for various County of Orange (County) departments and a central hub for service delivery across multiple departments, including public protection agencies. Its strategic location provides convenient access for both County staff and residents to essential administrative and public services.

On April 25, 2017, the Board of Supervisors (Board) adopted the original Civic Center Facilities Strategic Plan (FSP), establishing a long-term framework to modernize County facilities within the Civic Center. The FSP emphasized improving service delivery by grouping related functions, enhancing operational efficiency through departmental adjacencies, reducing energy costs via the Central Utilities Facility, and optimizing space utilization to lower long-term operating and maintenance expenses. Implementation of the FSP included renovating or replacing aging facilities and consolidating County operations in a more strategic manner.

Phase One of the original FSP, completed in 2020, involved demolishing Building 16 and an adjacent parking lot to construct the County Administration South building at 601 N. Ross Street. This six-story, 240,000-square-foot facility features a publicly accessible One-Stop-Shop that provides immediate access to key County services and records, including the OC Clerk-Recorder, OC Public Works, and the OC Treasurer-Tax Collector. The building also includes a 7,200-square-foot conference and event center, and two levels of subterranean parking. Phase Two, completed in 2022, included the demolition of three existing buildings and the construction of the County Administration North building at 400 Civic Center Drive, which now houses the Board, the County Executive Office, the Health Care Agency, and the Clerk of the Board, along with a new Board hearing room.

Civic Center Facilities Strategic Plan Update
While these improvements have modernized key facilities, reduced deferred maintenance, and enhanced service delivery, several properties remain outdated and no longer align with the County's current operational and service delivery needs. Recognizing that the original FSP no longer reflected current needs, the County initiated an evaluation of the remaining facilities to identify departments appropriate for relocation to the Civic Center, and to plan subsequent phases that maximize operational efficiency and public service delivery. This work included reviewing remaining development phases, evaluating several Civic Center properties for future use, and appraising key sites such as 401 and 445 Civic Center Drive. The work also included assessing the space and operational needs of County agencies, including Health Care Agency (HCA), Auditor-Controller (AC), Social Services Agency (SSA), Child Support Services (CSS), Probation, and OC Public Works, by identifying revenue-generating opportunities to support future phases, relocation, and updating the Workplace Design Guidelines to reflect post-COVID standards and current best practices.

On October 22, 2024, the Board approved the updated Civic Center FSP, which outlines the Goals and Objectives, and potential next phases of the development, which includes the properties identified in this Request for Qualifications (RFQ), and establishes a framework for addressing County facilities through this RFQ and future solicitations. While the proposed phases provide guidance for the development of County facilities and potential revenue-generating uses, they are not prescriptive. The County remains focused on ensuring the delivery of necessary public facilities while allowing respondents to propose optimal approaches for other components. Consistent with this approach, the 2024 Civic Center FSP identifies three potential phases for development of 23 County-owned parcels located within and adjacent to the Civic Center. The Properties and Phases are described in more detail in the following section.

Properties
The Properties, listed below, total approximately 15.8 acres across three blocks. These blocks are generally bounded by West 10th Street to the north, North Broadway and North Bush Street to the east, West 5th Street to the south, and North Ross Street to the west (Properties).

1. Properties North of W. Civic Center Drive (Northern Block)
   a. 445 W. Civic Center Drive – Civic Center Garage Complex
   b. 423 & 433 W. Civic Center Drive – Former OC Clerk Recorder Office Building with associated parking
   c. 401 W. Civic Center Drive – Former OC District Attorney's Building with associated parking

2. Properties North of Main Street
   a. 909 N. Main – Probation Building with associated parking
   b. 1015 & 1055 N. Main – CSS with associated parking

3. Property South of W. Santa Ana Blvd (Southern Block)
   a. 405 W. 5th Street & 301 W. 5th Street - HCA Administrative Office Building, including the former Orange County Transportation Authority ("OCTA") Bus Terminal and Transit Tower Parking Structure

Phases
While the Civic Center FSP provides the County's needs related to public facilities, the phases contained therein and the non-County uses identified are not binding upon respondents, and respondents are free to propose their own phasing and development plans.

1. Phase One proposed demolishing the structures at 445 W. Civic Center Drive (Civic Center Garage), 401 W. Civic Center Drive, and 433 W. Civic Center Drive to build a new facility with subterranean parking that could house AC and SSA, along with potential multifamily housing.

2. Phase Two proposed demolishing the structure at 909 N. Main, presenting the opportunity to relocate CSS and Probation into a new office building and accompanied garage, while exploring housing options at 1015–1055 N. Main or, alternatively, converting 909 N. Main to housing, after Probation relocates.

3. Phase Three proposed relocating HCA from 405 W. 5th Street (Transit Tower) for the adaptive reuse of the Transit Tower for residential or commercial purposes. The County no longer anticipates relocating parking from Lot 10 (Santa Ana Blvd. & Broadway) to nearby parking facilities to construct a new office building.

Through this RFQ, the County Executive Office Real Estate (CEO Real Estate) is seeking Statements of Qualifications (SOQ) from qualified and experienced development teams, each led by a Master Developer, to identify and shortlist the most qualified teams for advancement to a subsequent Request for Proposals (RFP) phase to pursue a potential public-private partnership (P3) with the County. This solicitation will advance the County's efforts to redevelop County-owned properties in and around the Civic Center with modern, efficient, and sustainable facilities that enhance public access, operational performance, and fiscal outcomes.

Compliance with Surplus Land Act
The Surplus Land Act (SLA), codified in Government Code Sections 54220 *et seq*., establishes procedures governing the disposition of surplus land by local agencies, including counties. The SLA also provides statutory exemptions for specified types of projects and dispositions, including certain residential and mixed-use developments that include commercial and residential uses. The County plans to utilize an exemption under the SLA, specifically Government Code Section 54221(f)(1)(H). This exemption applies to the disposition of surplus land for the development consistent with the affordability requirements on sites consisting of two or more adjacent or non-adjacent parcels totaling more than 10 acres. The proposed development area, encompassing approximately 15.8 acres, qualifies for this exemption.

The California Department of Housing and Community Development (HCD) has reviewed and approved the County's use of this exemption, which requires the residential component of the project to include specified affordable housing. The County has worked closely with HCD to ensure compliance with all applicable requirements and to obtain the necessary approvals. Consequently, CEO Real Estate requests the Board adopt a Resolution declaring the Property "exempt surplus land" pursuant to Government Code Section 54221(f)(1)(H).

Public-Private Partnership Authority
Government Code Sections 25515, *et seq.* authorize counties to develop county-owned property through a joint venture with private entities for certain enumerated uses, including revenue-generating uses. Section 25515.1 further permits counties to lease their real property for these purposes and to participate as a principal party in such development, including contracting for the management, operation, or leasing the property for these same purposes.

In accordance with Government Code Section 25515.1(b)(1) and (2), the Board must determine that the sale, lease, lease with option to purchase, development, or other contract will result in economic benefits to the County. In addition, Government Code Section 25515.2 (a) and (b), require the Board to adopt an ordinance, authorizing any sale, lease, development, or contract agreement pursuant to these provisions at a public hearing prior to the Board's approval of the option and lease agreement with the selected proposer.

The County has determined that the development of the Property through a P3 will deliver significant public and economic benefits, including the delivery of public facilities, creation of affordable housing, job creation, community integration, and long-term fiscal growth. Therefore, CEO Real Estate is requesting the Board adopt the attached Resolution making certain findings pursuant to Government Code Sections 25515 *et seq*., and authorize the Chief Real Estate Officer, or designee, to issue the RFQ.

Next Steps
Following the adoption of both Resolutions, the County will release the RFQ to solicit SOQs from qualified development teams, with the intent to identify and shortlist the most qualified and experienced respondents to advance to a subsequent RFP phase for a P3 with the County. The RFP will solicit proposals for the planning, designing, entitling, financing, construction, and operation of a mixed-use development that includes public facilities and a mandatory residential component. In compliance with Government Code Section 25515.2(c), CEO Real Estate will return to the Board for approval prior to release of the RFP.

Summary of Board Requests
CEO Real Estate requests the Board adopt the attached Resolution declaring the Property as "exempt surplus land" pursuant to Government Code Section 54221(f)(1)(H), in compliance with the SLA. CEO Real Estate further requests that the Board adopt the attached Resolution making the required findings pursuant to Government Code Sections 25515, *et seq*., and authorize the Chief Real Estate Officer, or designee, to issue the RFQ for the solicitation of SOQs from qualified development teams.

CEQA COMPLIANCE:
This action is not a project within the meaning of CEQA Guidelines Section 15378 and is therefore not subject to CEQA, since it does not have the potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. The approval of this agenda item does not commit the County to a definite course of action, in regard to a project, since it includes adoption of a Resolution declaring agency use and exempt surplus land, and issues an RFP for the selection of a Development Team to plan, design, entitle, finance, construct, and operate a mixed-use development with a mandatory residential component. This proposed activity is therefore not subject to CEQA. Any future action connected to this approval that constitutes a project will be reviewed for compliance with CEQA.

FINANCIAL IMPACT:
N/A

STAFFING IMPACT:
N/A

REVIEWING AGENCIES/DEPARTMENTS:
N/A

ATTACHMENTS:
Attachment A – Goals and Objectives for Civic Center FSP
Attachment B– Property Map
Attachment C – Resolution – Exempt Surplus Property
Attachment D - Resolution - RFQ for Public-Private Partnership
Attachment E - California Government Code Section 54221
Attachment F - California Government Code Section 25515