



AGENDA STAFF REPORT

Control: 26001626

MEETING DATE: 10/27/2026
LEGAL ENTITY TAKING ACTION: Board of Supervisors
BOARD OF SUPERVISORS DISTRICT(S): District 2
SUBMITTING AGENCY/DEPARTMENT: OC Public Works
DEPARTMENT CONTACT PERSON(S): Kevin Onuma, 714-647-3939
Daniel Hernandez, 714-645-7001

SUBJECT: Approve Progressive Design-Build and Management Contracts for Juvenile Hall

CEO CONCUR

Concur

COUNTY COUNSEL REVIEW

Approve agreement to form

CLERK OF THE BOARD

DISCUSSION

3 Votes Board Majority

Budgeted: Yes

Current Year Cost: See Financial
Impact Section

Annual Cost: See Financial
Impact Section

Staffing Impact: No

Current Fiscal Year

Funding Source: Fund 15D: 100%

Sole Source: No

Revenue: N/A

Levine Act Review

Completed? Yes

Prior Board Action: N/A

**County Audit in Last 3
years:** No

RECOMMENDED ACTION(S):

1. Authorize the Director of OC Public Works or designee to execute a contract with Balfour Beatty Construction, LLC for Progressive Design-Build Services for the Juvenile Hall Redevelopment Phase II Project, effective upon Board of Supervisors approval or execution of all necessary signatures, whichever occurs later, authorizing an initial Stage 1 Design and Preconstruction Services amount not to exceed \$13,941,874 and establishing an overall contract amount not to exceed \$132,826,735, to be completed within 1,156 calendar days of the effective date of the Stage 1 Notice to Proceed. No Stage 2 Construction Services shall commence without subsequent approval by the Board of Supervisors.
2. Authorize the Director of OC Public Works or designee to execute a contract with Vanir Construction Management, Inc., for Construction Management Services for the Juvenile Hall Redevelopment Phase II Project, effective upon Board of Supervisors approval or execution of all necessary signatures, whichever occurs later, for a three-year term in an amount not to exceed \$4,164,775.

SUMMARY:

Approval of the contracts for Progressive Design-Build and Construction Management Services for the Juvenile Hall Redevelopment Phase II Project will authorize Stage 1 design, preconstruction services and associated construction management services for the planned redevelopment of the existing Juvenile Hall campus.

BACKGROUND INFORMATION:

Juvenile Hall is located at 331 The City Drive South in the city of Orange. The Juvenile Hall Redevelopment Phase II Project (Project) represents the next step in the County of Orange's (County) long-term plan to modernize and apply established industry best practices, including rehabilitative programs and a therapeutic physical design within the Orange County Probation Department (Probation) facility. The Project will replace aging infrastructure, with modern, purpose-built facilities that reflect the current evidence supported practices in juvenile detention, supervision, care, education and rehabilitation.

This Agenda Staff Report (ASR) presents two contracts for the Project for Board of Supervisors (Board) consideration. The first contract, with Balfour Beatty Construction LLC (Balfour), is for Design and Construction Services. The second contract, with Vanir Construction Management, Inc. (Vanir), is for Construction Management Services. The contracts are presented together because both support implementation of the Project.

In 2021, the County Executive Office and the Orange County Criminal Justice Coordinating Council, in alignment with the objectives of the County's OC Cares initiative, made a strategic decision to redevelop the Juvenile Hall Campus.

The Project includes spaces for library services, educational and vocational programs, long-term housing, supportive programming space, independent living units and improvements to outdoor recreation areas. The Project also includes demolition of existing buildings, secure fencing, landscape and hardscape, relocation of existing secure video monitoring systems, significant site redevelopment and infrastructure improvements. The new facilities will maintain connectivity to the existing Juvenile Hall systems and the broader campus infrastructure while incorporating design features intended to enhance safety, access to natural light, outdoor areas and trauma-informed spaces. The design emphasizes a campus atmosphere more reminiscent of a modern college or high school than a correctional facility.

This Project aligns with the County's commitment to improving public infrastructure, operational efficiency and rehabilitation outcomes for youth through innovative design and sustainable development practices.

Progressive Design-Build (PDB) is a project delivery method in which the County selects a design-build entity before the final design and construction price is established. During Stage 1, the design-build entity works collaboratively with the County to develop the design, evaluate constructability, refine the project schedule and establish cost estimates. The County and design-build entity then negotiate a Guaranteed Maximum Price (GMP) for Stage 2 Construction Services. This approach allows construction expertise and cost information to be incorporated into the design before the final construction scope and price are established.

The procurement process for the recommended contracts was initiated and completed in accordance with the requirements of the 2024 Contract Policy Manual (CPM), including evaluation, selection and contract negotiations. Section 3.5-112 of the 2026 CPM, approved by the Board on February 24, 2026, subsequently established revised procedures, which were updated in July 2026. Because the procurement process was substantially completed prior to adoption of the revised requirements, approval of the negotiated contracts

will allow OC Public Works to proceed without reinitiating the solicitation process while remaining consistent with the intent of the 2026 CPM.

The Project will be implemented in two stages. Stage 1 consists of design and preconstruction services, during which Balfour will work with the County to advance the design, evaluate constructability, refine the Project schedule and develop a GMP for Stage 2 Construction Services. During Stage 1, the County will also review the previously adopted Initial Study/Mitigated Negative Declaration (IS/MND) in light of the updated design to confirm whether additional environmental review is required. If any further environmental review is needed, it will be completed during Stage 1. Following the completion of the required environmental review, if any, and development of the Stage 2 GMP, OC Public Works will return to the Board for authorization to proceed with Stage 2 Construction Services. No Stage 2 Construction Services will commence until the Board has considered and approved the applicable CEQA documentation and authorized Stage 2 to proceed.

On January 21, 2026, OC Public Works issued a Request for Qualifications (RFQ) for PDB Services for the Project. The RFQ was advertised in several industry publications and on the County's online bid system. Three proposals were received and deemed responsive. The evaluation panel, composed of members from OC Public Works, Probation and Lionakis, evaluated the proposals in accordance with the criteria established in the RFQ. See Attachment D for the Solicitation Results. The Orange County Preference Policy (OCP) is not applicable to this contract award. The resulting scores are as follows:

<u>Contractor</u>	<u>Score</u>
Balfour Beatty Construction LLC	23,672
Pinner Construction Co., Inc.	18,652
Snyder Langston	11,768

On January 21, 2026, OC Public Works issued an RFQ for Construction Management Services for the Project. The RFQ was advertised in several industry publications and on the County's online bid system. Five proposals were received and deemed responsive. The evaluation panel, composed of members from OC Public Works, Probation and Lionakis, evaluated the proposals in accordance with the criteria established in the RFQ. See Attachment E for the Solicitation Results. The OCP is not applicable to this contract award. The resulting scores are as follows:

<u>Contractor</u>	<u>Score</u>
Vanir Construction Management, Inc.	4,592
Safework, Inc	4,113
Wildan Engineering	3,894
Azimuth Zero, Inc	1,649
TynanGroup	1,578

OC Public Works recommends the Board approve Contract MA-036-27010154 with Balfour, which establishes an initial Stage 1 amount not to exceed \$13,941,874, consisting of \$13,546,602 for design and preconstruction services and a \$395,272 site investigation allowance. The contract establishes an overall amount not to exceed \$132,826,735 for Stage 1 and potential Stage 2 Construction Services. Stage 2 GMP will be developed and negotiated during Stage 1. Approval of the contract at this time will authorize Stage 1 Design and Preconstruction Services but will not authorize commencement of Stage 2 Construction Services. OC Public Works will return to the Board for authorization to proceed with Stage 2 following

completion of the required environmental review. If the County and Balfour are unable to reach agreement on an acceptable Stage 2 GMP, the County is not obligated to proceed with Stage 2 construction under the contract.

OC Public Works also recommends the Board approve Contract MA-036-27010153 with Vanir for Construction Management Services for the Project, in an amount not to exceed \$4,164,775. Vanir will provide construction management services in support of Stage 1 and, subject to subsequent Board authorization of Stage 2, Construction Phase Services, required third-party testing and inspection, and commissioning.

The contractors' license numbers were verified as current and active through the California Contractors State License Board database on July 28, 2026. Copies of the verifications are on file.

OC Public Works has conducted due diligence on the contractors. Reference checks were satisfactory and completed regarding similar projects. Copies of reference checks are on file. An analysis was completed to verify the Contracts provide the County with persons specially trained, experienced, expert and competent to perform the specialized services in accordance with the law.

The contracts with Balfour and Vanir include subcontractors. See Attachment C for Contract Summary Forms.

Compliance with CEQA: This action is for award of contracts related to PDB and Construction Management Services for preconstruction activities, and is not a project within the meaning of the 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. Final Initial Study/Mitigated Negative Declaration No. PP-24-0174 for the OC Youth Transition Center Juvenile Hall Replacement Project (Juvenile Hall Redevelopment) was previously adopted on January 28, 2025, and project design refinements will be reviewed for compliance with CEQA prior to approval of project construction-related actions.

FINANCIAL IMPACT:

Appropriations for the proposed contracts are included in Fund 15D, Countywide Capital Projects Non General Fund, FY 2026-27 Budget and will be included in the budgeting process for future years.

The anticipated expenditures for the total not-to-exceed amounts of the two contracts are summarized below. Construction is anticipated to begin in FY 2027-28. Projected expenditures for FY 2027-28 through FY 2029-30 include anticipated Stage 2 Construction Services, which will not commence until the Board has considered and approved the applicable CEQA documentation, if any, and authorized Stage 2 to proceed.

Fiscal Year	Cost for Progressive Design Build Services (MA-036-27010154)	Cost for Construction Management Services (MA-036-27010153)	Annual Cost
FY 2026-27	\$10,703,375	\$689,755	\$11,393,130
FY 2027-28	\$46,230,472	\$1,865,094	\$48,095,566
FY 2028-29	\$62,980,171	\$1,609,926	\$64,590,097
FY 2029-30	\$12,912,717		\$12,912,717
Total	\$132,826,735	\$4,164,775	\$136,991,510

The proposed contract with Balfour includes provisions allowing the county to terminate the contract, in whole or in part, upon not less than 30 days' written notice for convenience and by written notice for cause. The proposed contract with Vanir includes provisions allowing the County to terminate upon 10 days' written notice for cause and upon not less than seven calendar days' written notice for convenience without penalty to the County.

STAFFING IMPACT:

N/A

REVIEWING AGENCIES/DEPARTMENTS:

OC Probation

ATTACHMENTS:

Attachment A - Contract MA-036-27010154 with Balfour Beatty Construction, LLC

Attachment B - Contract MA-036-27010153 with Vanir Construction Management, Inc.

Attachment C - Contract Summary Forms

Attachment D - Solicitation Results for Design and Construction Services

Attachment E - Solicitation Results for Construction Management Services