




**August 13, 2025**

**To:** Finance and Administration Committee

**From:** Darrell E. Johnson, Chief Executive Officer 

**Subject:** Consultant Selection for Program Management and Construction Management Services for Improvements to Orange County Transportation Authority's Headquarters Property

### **Overview**

On April 14, 2025, the Orange County Transportation Authority Board of Directors authorized the release of a request for proposals to retain a consultant to provide program management and construction management services for improvements to the Orange County Transportation Authority's headquarters property. Board of Directors' approval is requested for the selection of a firm to perform the required work.

### **Recommendations**

- A. Approve the selection of Griffin Structures, Inc., as the firm to provide program management and construction management services for improvements to the Orange County Transportation Authority's headquarters property.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-5-3977 between the Orange County Transportation Authority and Griffin Structures, Inc., to provide program management and construction management services for improvements to the Orange County Transportation Authority's headquarters property.

### **Discussion**

On August 12, 2024, the Orange County Transportation Authority's (OCTA) Board of Directors (Board) approved the purchase of the property located at 2677 North Main Street, Santa Ana, to serve as the new headquarters property for OCTA. The acquisition plan presented to the Board for the purchase of the

property also included the need to make improvements within the office building and to construct a new boardroom/conference facility (Project).

On October 25, 2024, OCTA closed escrow on the purchase of the property. In order to meet the business needs of OCTA, improvements will need to be made within the office building, which will house OCTA's administrative staff and tenants, and a new boardroom/conference room facility will need to be constructed to house OCTA's Board and committee meetings, as well as serve as the conference center for OCTA's administrative staff. During the acquisition process of the property, high-level floor plan layouts for the office building were developed as well as a high-level site plan for the boardroom/conference room facility.

On January 13, 2025, the Board approved the release of a request for proposals (RFP) for the preparation of plans, specifications, and estimates for improvements to OCTA's new headquarters property. OCTA is seeking a qualified firm to provide program management and construction management services to support and manage the Project, including providing technical expertise related to materials testing, quality assurance, surveying, safety oversight, environmental monitoring, building commissioning and inspection services.

### ***Procurement Approach***

This procurement was handled in accordance with the OCTA Board-approved procedures for architectural and engineering (A&E) services that conform to both state and federal laws. Proposals are evaluated and ranked in accordance with the qualifications of the firm, staffing and project organization, as well as work plan. As this is an A&E procurement, price is not an evaluation criterion pursuant to state and federal laws. An evaluation of the proposals was conducted based on overall qualifications to develop a competitive range of offerors. The highest-ranked firm is requested to submit a cost proposal, and the final agreement is negotiated. Should negotiations fail with the highest-ranked firm, a cost proposal will be solicited from the second-ranked firm in accordance with Board-approved procurement policies.

On April 14, 2025, the Board authorized the release of RFP 5-3977 which was electronically issued on CAMM NET. The RFP was advertised on April 14 and April 21, 2025, in a newspaper of general circulation. A pre-proposal conference was held on April 22, 2025, with 21 attendees representing 13 firms. Three addenda were issued to make available the pre-proposal conference registration

sheets, provide responses to questions received, and handle administrative issues related to the RFP.

On May 12, 2025, four proposals were received. An evaluation committee consisting of members from OCTA’s Contracts Administration and Materials Management, Capital Project Delivery, Facilities Engineering, and General Services departments met to review the submitted proposals. The proposals were evaluated utilizing the following Board-approved evaluation criteria and weightings:

- |                                     |            |
|-------------------------------------|------------|
| • Qualifications of the Firm        | 20 percent |
| • Staffing and Project Organization | 40 percent |
| • Work Plan                         | 40 percent |

In developing the criteria and weightings, several factors were considered. The firms’ qualifications and experience in performing relevant work of similar scope, size, and complexity are important to the success of the Project. Staffing and project organization was assigned a weight of 40 percent as the qualifications of the project manager and other key task leaders are critical to understanding the project requirements and to the timely delivery and successful performance of the work. An equal level of importance is assigned to the work plan, as the technical approach to the Project is critical to the successful performance of the Project.

The evaluation committee reviewed all proposals based on the evaluation criteria and found two firms most qualified to perform the required services. The most qualified firms are listed below in alphabetical order:

Firm and Location

Griffin Structures, Inc. (Griffin)  
Headquarters: Irvine, California  
Project Office: Irvine, California

Jacobs Project Management Co. (Jacobs)  
Headquarters: Dallas, Texas  
Project Office: Irvine, California

On June 12, 2025, the evaluation committee interviewed the two short-listed firms. The interviews consisted of a presentation allowing each team to present its qualifications, highlight its proposal, and respond to evaluation committee questions. Each firm also discussed its staffing plan, work plan, and perceived

project challenges. Each firm was asked questions specific to each firm's proposal regarding its team's approach to the requirements of the scope of work (SOW), management of the Project, experience with similar projects, and its approach to executing the proposed work plan.

Based on the evaluation of the written proposals and information obtained during the interviews, the evaluation committee recommends Griffin as the top-ranked firm to provide program and construction management services for improvements to OCTA's new headquarters property. Griffin received the higher ranking due to its recent experience with projects of similar scope and scale and overall approach to performing the required services. The firm presented a qualified team, demonstrated a clear understanding of the project requirements, and presented a comprehensive work plan addressing key issues critical to the success of the Project.

The following is a summary of the proposal evaluation results.

#### Qualifications of the Firm

Both firms are well established with recent, relevant experience and are qualified to perform the services. Positive references were received for both firms.

Founded in 1981, Griffin is a program, project, and construction management firm that has performed work within the County of Orange for more than 44 years. Griffin employs over 51 employees with its corporate office located in the City of Irvine. Griffin has experience with projects of comparable size and scope, serving as the developer, program, and construction manager for the County of Orange Administration North and South project at the Civic Center in the City of Santa Ana. Prior experience includes construction management of numerous new buildings, building conversions, and building reuse projects. The City of Santa Ana's Main Library Renovation and Restoration Project and the Peralta Oaks North Public Safety and Administration Building Renovation Project included similar project features, including public safety, communications, office space, lobby/reception area, parking lot improvements, and a boardroom. These projects closely mirror the needs of OCTA and include features, such as a boardroom with public accessibility, a public plaza to connect buildings, an administrative office building, and a conference center. Additionally, these projects were completed within the City of Santa Ana with Griffin noting its familiarity with local authorities having jurisdiction (AHJ) and their regulatory requirements. Griffin also served as the owner's representative and program and construction manager for SchoolsFirst Federal Credit Union's new headquarters facility, the City of Eastvale's Civic Center, and the Orange County Employees

Retirement System headquarters building. In its proposal, Griffin noted the relevancy of their past projects by highlighting key features that align with OCTA's SOW. During the interview, Griffin effectively answered questions by drawing from its lessons learned and highlighted how its experience positions the firm to navigate this Project with efficiency and foresight.

Griffin proposed utilizing seven subconsultants providing inspections, peer reviews, geotechnical, surveying, utility, biological and historical monitoring services, and commissioning. Griffin detailed its prior experience and strong relationship with its subconsultants during the interview.

Jacobs was established in 1947 and provides program management, project management, construction management, and A&E services for building and transportation projects. Jacobs has over 42,000 employees with over 400 offices worldwide with a local office in the City of Irvine. The firm noted its work with the Children's Hospital of Orange County (CHOC), serving as their program and construction management team for the Bill Holmes Tower & Enterprise Master Plan project. Work for this project included construction of a new building in addition to smaller demolition and renovation projects. Jacobs noted its proximity to OCTA's new headquarters building in the City of Santa Ana and familiarity with local AHJs. Other projects include the City of Hope Cancer Treatment Campus, Hoag Hospital's Sun Campus Expansion, and facility improvements for the Long Beach Unified School District (LBUSD). Jacobs' proposal presented recent experience; however, during the interview the team's responses focused primarily on only the construction management aspects of the Project.

Jacobs proposed to utilize four subconsultants providing inspection services, soil and materials testing, Native American monitoring services, and utility locating services, and detailed its prior experience working with the proposed subconsultants.

#### **Staffing and Project Organization**

Both firms proposed a qualified team of key personnel with sufficient availability.

Griffin presented a well-rounded and cohesive team with relevant tenant improvement and building experience. The proposed project manager (PM) has over 40 years of experience in all project phases, including pre-construction, design management, and construction. The PM led Griffin's team on the County of Orange Administration North and South project at the Civic Center in the City of Santa Ana, and has delivered administrative headquarters projects for AT&T, Unisys, Oakley, and others. Griffin's organizational structure included utilizing

the experience and insight of their Chief Executive Officer and President for overall team guidance and maximizing delivery of the Project. The proposed construction manager/resident engineer (CM/RE) is an engineer-in-training (EIT) with a strong background in a variety of capital improvements for medical centers. To fulfill the professional engineer licensing requirement, an additional CM/RE with experience as a plan checker, who is licensed as a professional engineer, will provide oversight throughout the initial design process. The proposed assistant resident engineer (ARE) has 20 years of experience in a variety of public works projects. During the interview, all members of the Griffin team participated in their areas of expertise during the presentation and responded well to evaluators' questions. When directly asked about their role and overall approach to managing the project with the County of Orange, the PM discussed a structured approach to project delivery, emphasizing a "no surprises" philosophy, leveraging virtual models, and utilizing cost estimates throughout the various project phases to ensure a successful project outcome.

Jacobs proposed a qualified team with defined roles and a clear staffing matrix. Jacobs' proposed PM recently joined the firm with 30 years of experience, most recently providing construction management support for the CHOC project. The proposed CM/RE has over 26 years of experience, recently completing a similar project for the Facebook Campus headquarters. The proposed ARE is an EIT with ten years of experience and worked on the LBUSD project. During the interview, all of the Jacobs team members participated in their areas of expertise during the presentation and responded well to evaluators' questions. While Jacobs' staff is qualified, during the interview specifically, staff provided responses that focused on the construction management aspect of the work and did not encompass broader program management responsibilities. The situation-specific examples they discussed lacked relevancy to the Project and did not appear to encompass specific experience with the challenges of the Project.

#### Work Plan

Both firms demonstrated an understanding of the SOW and adequately discussed its approach to the Project.

Griffin presented a comprehensive work plan that demonstrated an understanding of the project requirements, constraints, challenges, and risks. The work plan emphasized the development of a strategic project management plan to ensure clarity of project objectives and to define the team communication strategy, document control methodology, change management, and schedule oversight. Griffin highlighted its public sector experience, particularly in its

stakeholder coordinator strategy which focused on delivering clear communication and coordination with the relevant AHJs. The firm detailed a phasing plan for site improvements and provided a clear discussion of how the firm would address the specific project elements. The work plan demonstrated a thoughtful approach to OCTA's needs addressing key considerations, such as disruption mitigation, site logistics, long-lead equipment procurement, and prevention of schedule delays and cost overruns. During the interview, the team provided detailed responses drawing from its previous experience to answer questions regarding mitigation of design gaps, technology and information systems during construction, and its approach to the construction bidding phase. The team provided feasible solutions that included utilization of a contractor pre-qualification process during the contract bidding phase, identifying the differing needs of boardroom and conference room technology requirements, and its approach to ensuring the final design meets the owner's requirements. Jacobs' written work plan was thorough and tailored to OCTA's requirements. The work plan included its approach to completing the tasks in the SOW with an in-depth discussion of the development of the construction management plan. Jacobs discussed utilizing the construction management plan to guide the project and included elements, such as team structure, site safety measures, project constructability and construction management responsibilities. The work plan included a risk register with a discussion of key project issues and potential solutions demonstrating the team's well thought out approach to the Project. While Jacobs' team offered comprehensive responses during the interview related to the project's construction management responsibilities, the firm did not adequately address the program management aspects of the Project, an area in which OCTA requires substantial support.

#### Procurement Summary

Based on the evaluation of the written proposals, team qualifications, and information obtained during the interviews, the evaluation committee recommends the selection of Griffin as the top-ranked firm to provide program management and construction management services for improvements to OCTA's new headquarters property.

#### Fiscal Impact

The Project is included in OCTA's Fiscal Year 2025-26 Budget, Capital Programs Division, Account No. 1293-9085-HQ001-HQ4, and is funded with Local Transportation funds.

***Summary***

Staff requests Board of Directors' authorization for the Chief Executive Officer to negotiate and execute Agreement No. C-5-3977 with Griffin Structures, Inc., as the firm to provide program management and construction management services for improvements to the Orange County Transportation Authority's new headquarters property.

***Attachments***

- A. Review of Proposals, RFP 5-3977, Program Management and Construction Management Services for Improvements to Orange County Transportation Authority's Headquarters Property
- B. Proposal Evaluation Criteria Matrix (Short-Listed Firms), RFP 5-3977, Program Management and Construction Management Services for Improvements to Orange County Transportation Authority's Headquarters Property
- C. Contract History for the Past Two Years, RFP 5-3977, Program Management and Construction Management Services for Improvements to Orange County Transportation Authority's Headquarters Property

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