



# Administrative Report

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N.1., File # 26-0765

Meeting Date: 7/7/2026

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**To:** MAYOR AND CITY COUNCIL  
**From:** LUKE SMUDE, ASSISTANT TO THE CITY MANAGER

## **TITLE**

DISCUSSION AND POSSIBLE ACTION REGARDING APPROVAL OF AN AGREEMENT WITH SWINERTON BUILDERS FOR PROGRESSIVE DESIGN-BUILD SERVICES FOR PHASE 1 OF THE MEASURE FP FIRE STATIONS 1 AND 2 SUBPROJECT, FOR A CONTRACT AMOUNT NOT TO EXCEED \$1,664,815 AND THE TERM JULY 7, 2026 TO JANUARY 25, 2027

DISCUSSION AND POSSIBLE ACTION REGARDING APPROVAL OF AN AGREEMENT WITH SWINERTON BUILDERS FOR PROGRESSIVE DESIGN-BUILD SERVICES FOR PHASE 1 OF THE MEASURE FP, POLICE FACILITIES SUBPROJECT, FOR A CONTRACT AMOUNT NOT TO EXCEED \$1,906,592 AND THE TERM JULY 7, 2026 TO FEBRUARY 14, 2027

## **EXECUTIVE SUMMARY**

On December 2, 2025, staff presented the City Council with an overview of the completed Strategic Planning Phase for implementation of Measure FP, the \$93,350,000 general obligation bond measure approved by Redondo Beach voters on November 5, 2024, to replace and rehabilitate the City's public safety facilities. At that time, Council directed staff to utilize the progressive design build (PDB) process to complete the projects and initiate a competitive selection process to select the most qualified design build firm(s). PDB is an innovative project delivery method that utilizes a two-phased approach to collaboratively design and deliver complex projects.

On January 20, 2026, Council approved an Amendment to the Agreement for Project Services with Griffin Structures, Inc. to continue to serve as the City's owner's representative, program manager, and technical advisor in the advancement of the PDB procurement process and also approved the associated Request for Qualifications/Proposals (RFQ/Ps) that were released on January 29, 2026.

RFQ/P #2526-PW002 was focused solely on the reconstruction of Fire Stations No. 1 and No. 2 (Fire) Subproject and received seven proposals, while RFQ/P #2526-PW003 was focused exclusively on the transformation of Police Facilities (Police) Subproject and received six proposals. Three progressive design-build firms submitted proposals for both subprojects.

An internal evaluation committee comprised of staff from the City Manager's Office and the Fire, Police, and Public Works Departments selected the four highest-rated firms for each of the subprojects to participate in an on-site panel/oral interview process during the week of April 20, 2026, and thereafter, the three highest-ranked firms were contacted to submit a best and final offer (BAFO).

Ultimately, Swinerton Builders, Inc. (Swinerton) obtained the highest score for each subproject based on their team's key personnel, organizational structure, relevant experience with similar public safety infrastructure projects in Southern California, past performance, specialized expertise, collaborative working relationship demonstrated in the interview process, project understanding, overall approach, and "best value" offered.

Approval of the recommended agreements authorizes only Phase 1 preconstruction and design development services. Upon completion of Phase 1, Swinerton will submit a Guaranteed Maximum Price (GMP) proposal for Phase 2 construction services. Staff will evaluate the proposed GMP, scope, schedule, and associated risks and return to City Council with a separate recommendation regarding authorization to proceed with Phase 2 construction.

## **BACKGROUND**

### **Progressive Design-Build (PDB) Method**

Under California Public Contract Code, Division 2, Part 3, Chapter 4.1- Local Agency Progressive Design Build Contracting, cities now have broad authority to utilize PDB based on best value proposals rather than low price being the sole factor for award. This form of project delivery engages a single design-build entity (DBE) early in the project's lifecycle and separates the contract for design and construction services into two distinct phases.

During Phase 1, which comprises pre-construction and design development services, the PDB team utilizes the City's functional requirements and programmatic space needs to advance design, validate scope, and confirm existing site and utility conditions. This phase also encompasses cost modeling, constructability reviews, and schedule refinement. Additionally, the PDB team prepares a detailed, phased operational continuity plan that ensures uninterrupted emergency response operations during construction. This includes coordination of temporary site improvements to support modular facilities and associated equipment, which will be procured directly by the City.

As Phase 1 advances, the City will work with the design consultants and the general contractor to refine the project design, move it forward toward a final scope and schedule, and better mitigate known risks. This methodology also helps to reduce overall project costs by establishing, refining, and reaching agreement on a GMP before proceeding to Phase 2, a contractual step in this process which will be brought to Council for consideration of approval at a later date.

### **Procurement Process**

RFQ/P #2526-PW002 - Progressive Design-Build (PDB) Services for the City's Bond Measure (FP) Project to Reconstruct Fire Stations 1 & 2 and RFQ/P #2526-PW003 - Progressive Design-Build (PDB) Services for the City's Bond Measure (FP) Project to Rebuild the Police Department Headquarters and Renovate the Police Annex Facility were released on January 29, 2026 via the City's online vendor portal, OpenGov, and distributed to more than one-hundred vendors. Three subsequent addenda were released for each of the RFQ/Ps to address the total of 51 questions that were received prior to the extended submittal deadline of March 25, 2026.

For the Fire Subproject, the City received a total of seven proposals from (in alphabetical order) the following firms: Bernards Bros., Inc. & Gensler; Erickson-Hall Construction Co. & KWC Architecture + Design; Kemp Bros. Construction, Inc. & AECOM; Morillo Construction Inc. & Arcadis Inc.; Pinner Construction Co., Inc. & COAR Design Group; Swinerton Builders & LPA Design Studios; and Tilden-

Coil Constructors Inc. & Acton Architecture.

For the Police Subproject, the City received a total of six proposals from (in alphabetical order) the following firms: Bernards Bros., Inc. & Gensler; Clark Construction & Gruen Associates; Kemp Bros. Construction, Inc. & AECOM; Swinerton Builders & LPA Design Studios; The PENTA Building Group & PGAL Architects; and Turner Construction Company & AC Martin.

Across the two RFQ/Ps, three firms submitted for both subprojects. In alphabetical order, they are: Bernards Bros., Inc. & Gensler; Kemp Bros. Construction, Inc. & AECOM; and Swinerton Builders & LPA Design Studios.

An Evaluation Committee comprised of staff from the City Manager's Office and the Fire, Police, and Public Works Departments evaluated the proposals over the course of several weeks and ranked the teams' submissions based on relevant public safety facility experience; qualifications of key personnel; DBE team integration; project understanding and technical approach; cost control methodology; schedule and phasing strategy; PDB experience; safety record and quality management; financial capacity; and best overall value to the City. Griffin Structures helped to shape and inform City staff in this process but did not serve as a voting member of the Evaluation Committee.

Following the review of the written proposals, the Evaluation Committee selected the four highest-rated firms for each of the subprojects to participate in an in-person panel/oral interview process during the week of April 20, 2026. In coordination with Griffin Structures, the City designed the interview process to include a presentation from the firm, questions from the Evaluation Committee, and a charette exercise. The charette exercise challenged the presenters to collaborate in real time to demonstrate their ability to react to a realistic project challenge and deliver a valuable design solution for the City. Jim McClaren from McClaren, Wilson & Lawrie, Inc. also served as a non-voting public safety expert for the Police interviews.

Subsequently, the City requested BAFOs from the three highest-rated firms to provide any necessary refinements to fee proposals, assumptions, general conditions, contingencies, and other terms included in their proposals by May 4, 2026. It is important to note that, while not the sole factor, cost competitiveness remained a significant consideration throughout the procurement process.

While the City utilized a best-value selection methodology consistent with California PDB statutes, the firms advancing to the interview and BAFO stages generally represented the lower range of proposed fees received. As a result, the final evaluation focused on distinguishing between highly qualified and competitively priced teams based on technical merit, project approach, relevant experience, and overall value to the City.

#### Recommended Selection

Based upon the totality of qualifications, technical approach, interview performance, and pricing, staff determined the proposal and BAFO submitted by Swinerton Builders and LPA Design Studios team (Swinerton + LPA, with Swinerton serving as the primary contracting entity) provides the best value for delivering the Measure FP Project across both subprojects.

While Swinerton was not the lowest-cost proposer for either subproject, the firm's proposed fees remained within the lower range of all proposals received and were determined to be highly

competitive and within the anticipated budget. Following review of the written proposals, interview performance, charette exercise, and BAFO submissions, Swinerton consistently distinguished itself through its demonstrated understanding of the City's objectives, extensive experience delivering comparable public safety facilities, collaborative project culture, and proven ability to manage cost, schedule, and quality outcomes.

This determination was based on the following key factors:

- Demonstrated success delivering complex public safety facilities throughout California, with a particular emphasis on the Southern California region and in coastal communities;
- Strong integration between the general contractor, architect, engineers, and specialty consultants;
- Highly experienced local project team with extensive PDB experience;
- Competitive and transparent fee structure, including strong cost estimating and a disciplined budget management approach;
- Collaborative project culture aligned with the City's objectives, particularly with the ability to leverage two teams integrated in a defined leadership structure for both subprojects; and
- Proven record of schedule performance, project delivery, and construction quality.

In conjunction with the Swinerton + LPA team, the City will utilize the PDB delivery method to focus on several key goals:

- Early Cost Certainty: Real-time cost estimating throughout design that helps to identify budget challenges before construction documents are completed;
- Collaborative Scope Refinement: City staff, public safety personnel, designers, and builders work together to align project scope with operational needs and available funding;
- Reduced Change Orders: Constructability reviews and contractor involvement during design reduce unforeseen conditions and redesign that would otherwise arise during construction;
- Accelerated Delivery: Design and preconstruction activities occur concurrently, condensing the overall project schedule;
- Better Budget Alignment: Continuous cost validation allows the City to prioritize critical public safety functions and maximize use of Measure FP bond proceeds; and
- Transparent GMP Development: Price is developed through an open-book process, providing visibility into costs before authorization of Phase 2 construction.

#### Contract Documents & Performance Compliance

The Progressive Design-Build Agreement and General Conditions of Contract were based in large part on the Design-Build Institute of America (DBIA) Contract Documents No. 355 and 544, along with modifications and adaptations utilized in recent PDB contracts issued by the cities of Burbank and Fresno, and the Orange County Mosquito and Vector Control District. The final City versions were reviewed by legal counsel from Richards, Watson & Gershon to ensure compliance with PDB procurement statutes under the California Public Contract Code.

The key elements of the contract documents for each of the subprojects are as follows:

#### Reconstruction of Fire Stations 1 & 2 Subproject

- Fire Station No. 1: 401 S. Broadway; Temporary FS1: City Hall staff parking lot
- Fire Station No. 2: 2400 Grant Ave.; Temporary FS2: Corner of Inglewood & Grant Avenues
- Phase 1: Summer 2026 thru Fall/End of 2026
  - Anticipated contract price for Phase 1 services: \$1,664,815
  - Key elements: design and concept review, pre-construction services and constructability reviews, and GMP development/negotiation.
  - 100% Schematic Design (SD) within 120 calendar days of date of commencement.
  - 100% Design Development (DD) and Phase 2 Price Proposal submittal within 230 calendar days of date of commencement.
- GMP Agreement & Notice to Proceed to Phase 2: Start of 2027
- Phase 2: Early 2027 thru Summer/Fall 2028

#### Rebuild of Police Headquarters and Renovation of Police Annex Facility Subproject

- Main Station/Headquarters: 401 Diamond St.; Temp. HQ: City Hall staff parking lot or Annex
- Annex Facility: 200 N. Pacific Coast Hwy via Long-term lease with RBUSD; Temp. Annex not anticipated
- Phase 1: Summer 2026 thru Fall/End of 2026
  - Anticipated contract price for Phase 1 services: \$1,906,592
  - Key elements: design and concept review, pre-construction services and constructability reviews, and GMP development/negotiation.
  - 100% Schematic Design (SD) within 140 calendar days of date of commencement.
  - 100% Design Development (DD) and Phase 2 Price Proposal submittal within 250 calendar days of date of commencement.
- GMP Agreement & Notice to Proceed to Phase 2: Start of 2027
- Phase 2: Early 2027 thru Summer/Fall 2029

Given the PDB delivery model and associated phasing relies on prompt design comment turnaround, priority scheduling of regulatory processes, and meeting key planning milestones, it will be critical for staff across various City Departments to be involved early to determine likely workload impacts and to forecast the resources needed to assist with Project implementation.

#### Bond Issuance and Citizens' Oversight Committee

The City intends to issue the voter approved general obligation (GO) Bonds in an amount not to exceed \$93,350,000, for the purpose and intent set forth in Ordinance No. 327-24, in the Fall of 2026. The Council approved an agreement with Public Resources Advisory Group (PRAG) on March 18, 2025 to serve as the City's municipal advisor for the issuance of the bonds.

As part of the process, the City will establish a citizens' oversight committee to ensure that Bond proceeds are expended only for the purposes described in the measure approved by the voters (Ordinance No. 327-24, Section 12(viii)) and once the bonds are issued. The Measure FP Oversight Committee shall be formed as a temporary advisory committee of the City and shall automatically terminate and disband concurrently with the Committee's submission of the final Annual Report, which reflects the final accounting of the expenditure of all Measure FP Bond proceeds.

In the upcoming months, staff will present a Committee framework to the Council for consideration. Staff anticipates recommending that the Committee consist of at least five members who are appointed and approved by the City Council from a list of candidates submitting applications. To be a

qualified, individuals must be at least 18 years of age and reside in the City of Redondo Beach, and each member shall serve a term of four years commencing on the date of the first meeting of the Committee, unless project completion allows for earlier termination. Once approved, staff will notify the public of the opportunity through its customary channels and accept applications from prospective Committee members.

#### Progressive Design Build Agreements

Approval of the PDB Agreements with Swinerton will enable the City to advance Measure FP and proceed with Phase 1, during which Project requirements, design solutions, cost estimates, schedules, and construction strategies will be fully validated and refined. Phase 1 services will provide the City with the information necessary to establish the GMP through an open-book negotiating process prior to contracting for Phase 2 services.

Importantly, this phased approach provides the City with maximum flexibility and financial oversight while reducing Project risk before construction commitments are made. Approval of these agreements does not authorize construction; rather, it authorizes the City to proceed with Phase 1 services to further develop the design, validate project scope, refine cost estimates, and negotiate a GMP. Following successful completion of Phase 1 and negotiation of a GMP acceptable to the City, staff will return to City Council with a separate Phase 2 agreement for construction services for consideration of approval.

#### **COORDINATION**

This item was coordinated by the City Manager's Office with the City Treasurer's Office and the Community Development, Financial Services, Fire, Police, and Public Works Departments. The City Attorney's Office, in coordination with legal counsel from Richards, Watson & Gershon, reviewed and provided input on the Progressive Design-Build Agreement and General Conditions of Contract.

#### **FISCAL IMPACT**

As part of the FY 2025-26 Budget adoption process, Council approved \$422,800 in "Measure FP up-front spending" prior to bond issuance. The Council also approved a Reimbursement Resolution on March 18, 2025, which will allow the City to reimburse eligible project expenses incurred prior to the City's bond issuance with bond proceeds. Unspent funds from this initial allocation, currently sitting near \$50,000, will carry forward to FY 2026-27.

Council appropriated the remaining available bond funds of \$92.9 million with the first year of the 2027-2031 Capital Improvement Program. Funds necessary to bridge project management work between now and bond issuance will be charged to the accounts established for the two Measure FP Projects (Rebuild PD Headquarters and Renovate Annex and Reconstruct Fire Stations 1 and 2, respectively). Staff will evaluate spending and identify any need to modify the advancement of project funds as part of the FY 2026-27 mid-year Budget review process.

#### **APPROVED BY:**

*Mike Witzansky, City Manager*

#### **ATTACHMENTS**

- Agmt - Progressive Design-Build Agreement with Swinerton Builders to complete Fire Subproject as a Part of Measure FP Implementation

- Agmt - Progressive Design-Build Agreement with Swinerton Builders to complete Police Subproject as a Part of Measure FP Implementation
- Insurance - Swinerton Builders