



County Executive Office

Memorandum

March 18, 2026

To: Clerk of the Board of Supervisors

From: Michelle Aguirre, County Executive Officer

Signed by:
Michelle Aguirre
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Subject: Supplemental Request According to Board Rule 21

CLERK OF THE BOARD
COUNTY OF ORANGE
BOARD OF SUPERVISORS

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The County Executive Office is requesting a Supplemental Agenda Staff Report for the March 24, 2026, Board Hearing.

Agency: Sheriff-Coroner

Subject: Adopt Resolution and Approve License and accept Building Donation from Orange County Sheriff's Advisory Council

Districts: District 2

Reason Item is Supplemental:

Approval of the license agreement and acceptance of the donation of architectural and engineering plans, permit processing, labor, materials and construction of a modular tactical training building from the Orange County Sheriff's Advisory Council will provide additional training facilities for Sheriff-Coroner Department's Deputies who may respond to crisis situations in a multitude of settings. The Agenda Staff Report and attachment were finalized after the filing deadline to the Clerk of the Board.

Justification: The Sheriff-Coroner Department is requesting this item be placed on the March 24, 2026, Board agenda since the planning process and construction will be extensive.

Concur:

Doug Chaffee

Doug Chaffee, Chair of the Board of Supervisors

cc: Board of Supervisors
County Executive Office
County Counsel



SUPPLEMENTAL AGENDA ITEM AGENDA STAFF REPORT

MEETING DATE: 3/24/2026
LEGAL ENTITY TAKING ACTION: Board of Supervisors
BOARD OF SUPERVISORS DISTRICT(S): District 2
SUBMITTING AGENCY/DEPARTMENT: Sheriff-Coroner Department
DEPARTMENT HEAD REVIEW: *B. W.*
Department Head Signature
DEPARTMENT CONTACT PERSON(S): Brian Wayt (714) 647-1803
 Melissa Rios (714) 834-7559

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 CLERK OF THE BOARD
 COUNTY OF ORANGE
 BOARD OF SUPERVISORS

SUBJECT: Adopt Resolution and Approve License and accept Building Donation from Orange County Sheriff's Advisory Council

CEO CONCUR	COUNTY COUNSEL REVIEW	CLERK OF THE BOARD
Signed by: <u><i>Michelle Aguirre</i></u> <small>7C8E38E3345C4E4</small> <i>CEO Signature</i>	Approved Agreement(s) and Resolution(s) <u><i>Jeffrey Storch</i></u> <i>County Counsel Signature</i>	Discussion 3 Votes Board Majority

Budgeted: N/A **Current Year Cost:** N/A **Annual Cost:** N/A

Staffing Impact: No **# of Positions:** N/A **Sole Source:** N/A

Current Fiscal Year Revenue: N/A

Funding Source: See Financial Impact Section **County Audit in last 3 years** No

Levine Act Review Completed: Yes

Prior Board Action: 6/23/2020 #46, 7/16/2019 #8

RECOMMENDED ACTION(S)

1. Find that the project is categorically exempt from the California Environmental Quality Act (CEQA), Class 32 (New Construction or Conversion of Small Structures) pursuant to CEQA Guidelines Section 15303.
2. Accept modified terms of a donation of architectural and engineering plans, contract management, permit processing, labor, materials and construction of a modular tactical training building adjacent to the Sandra Hutchens Regional Law Enforcement Training Center, with an estimated value not to exceed \$15 million, from Orange County Sheriff's Advisory Council for the Sheriff-Coroner Department's Training Division, subject to the County's review and approval of all plans and specifications and compliance with County policy, including County contract terms and conditions for similar projects.

3. Find that the County may forgo the competitive bidding process for the construction of improvements on County-owned property located adjacent to the Sandra Hutchens Regional Law Enforcement Training Center for a modular tactical training building because the process would not result in an economic advantage for the County.
4. Adopt the Resolution making certain findings pursuant to Government Code 26227 related to the approval of a license with Orange County Sheriff's Advisory Council for construction of a modular tactical training building on County-owned property located adjacent to the Sandra Hutchens Regional Law Enforcement Training Center for training purposes.
5. Authorize the Chief Real Estate Officer or designee to sign the license agreement, in substantially the same form as attached, and any and all necessary documents related to the construction of improvements on County-owned property as set forth in the license, including exercising the option term, executing subsequent amendments or documents that do not materially alter the terms or financial obligations to the County, and performing all activities specified under the terms of the license, as approved by County Counsel.

SUMMARY:

Approval of the license agreement and acceptance of the donation of architectural and engineering plans, permit processing, labor, materials and construction of a modular tactical training building from the Orange County Sheriff's Advisory Council will provide additional training facilities for Sheriff-Coroner Department's Deputies who may respond to crisis situations in a multitude of settings.

BACKGROUND INFORMATION:

The Sheriff-Coroner Department (Sheriff) operates Laser Village, a state-of-the-art firearms training complex situated at Sheriff's Sandra Hutchens Regional Law Enforcement Training Center. At this facility, Sheriff provides its officers with hands-on training to effectively address a variety of crisis scenarios. As an increase of active shooters at schools, churches and other locations grow more prevalent, the Orange County Sheriff's Advisory Council (OCSAC) desires to donate architectural and engineering plans, permit processing, materials and construction of a modular tactical training building to allow training of officers in various scenarios and settings. The new training building will be adjacent to Laser Village and will be better able to offer advanced peace officer active shooting training.

The OCSAC was formed in 1979 as a California non-profit corporation for the purpose of supporting local law enforcement. The mission of OCSAC is to "support the law enforcement community of Orange County when the necessary funds needed to support their missions are restricted or limited." In the 40 years since OCSAC was founded, over \$7 million has been contributed for a safer Orange County. Approximately 450 business and community leaders are members of the OCSAC.

On July 16, 2019, the Board of Supervisors (Board) accepted a donation from the OCSAC to construct a school training structure (approximately 5,000 square feet [sf]) and a church training structure (approximately 2,000 sf). The estimated cost of the labor and construction for both buildings was valued at approximately \$984,000. The donation also included engineering and architectural planning, as well as permit processing, estimated at a total value of approximately \$16,000. Thus the Board accepted a donation

in an estimated total value of \$1 million from the OCSAC. Since that time, in consultation with Sheriff, the nature of the structure that OCSAC wishes to donate to the County and its value has changed.

On June 23, 2020, the Board accepted modified terms of the above-described donation, with an increased value of up to \$5 million, as follows.

1. Construction of a two-story modular tactical training building (approximately 7,000 sf with a footprint of 3,500 sf) with six different training environments that can be configured and re-configured in a multitude of ways to allow Sheriff's personnel to create innumerable training scenarios within a single structure. The structure is planned to include a heating/ventilation/air conditioning system; water for fire suppression only (no bathrooms); and electrical to support variable lighting, a ceiling mount CCTV and recording system.
2. Engineering and architectural planning for the above-described building, as well as the cost of necessary permits.
3. Administration (e.g., contract development and management) and labor costs necessary to construct the modular tactical training building at no cost to the County.

Scope of Project

Sheriff now requests the Board approval for an amended donation from the OCSAC as described and approved in 2020, but at a new estimated value of up to \$15 million. The original \$5 million estimate was a conceptual number prior to any project specifications or project design. Once the project was bid out, \$15 million was the revised amount, including contingencies. This donation from the OCSAC will allow Sheriff to provide additional training for its officers who may respond to crisis situations at any number of locations, such as a church, a school, office building, etc. The modular nature of the structure will allow actual locations of crises to be re-created to precise dimensions. The lighting system planned for the building will allow Sheriff to replicate various lighting scenarios. Sheriff will be responsible for the maintenance and repairs of the structure.

The estimated construction budget is approximately \$15 million, as set forth in Attachment A, and has a 12-month construction period. OCSAC's delivery of the project saves the County these direct construction costs. Through the effective delivery by OCSAC, the County will realize an entire avoidance of construction costs. Under normal circumstances, the County would follow the public works competitive bidding processes found in the Public Contract Code when procuring construction services. Generally, competitive bidding is mandatory when required by statute. The purpose of the public bidding statutes is to "guard against favoritism, improvidence, extravagance, fraud and corruption; to prevent the waste of public funds and to obtain the best economic result for the public." *Graydon v. Pasadena Redevelopment Agency*, 104 Cal.App.3d 631, 636 (1980). "One exception is where the nature of the subject of the contract is such that competitive proposals would be unavailing or would not produce an advantage, and the advertisement for competitive bid would thus be undesirable, impractical, or impossible." *Id.* Here the proposed construction for the modular tactical building will be done pursuant to the license with OCSAC, a nonprofit whose purpose supports local law enforcement. OCSAC was able to leverage its status to obtain monetary donations and funding for these services. Given the cost avoidance to the County, competitive bidding of this project would not result in any advantage to the County or the public.

Sheriff's staff will ensure that all appropriate permits are obtained by OCSAC and will oversee the construction project, consulting with County Counsel, OC Public Works and CEO Real Estate as necessary.

Licensing Agreement

Sheriff's staff has worked closely with OCSAC and County Counsel on an acceptable license agreement, with terms and conditions including indemnification and insurance requirements provided in Attachment A. Pursuant to the terms of the license, the County will license the property to OCSAC, allowing OCSAC's general contractor to construct the improvements for the modular tactical training building on County's property, which will be donated to the County upon completion. The primary license term is two years or upon receipt of a Certificate of Occupancy, whichever occurs first. The license also includes an option to extend the term for one additional year, to complete improvements, if necessary. In consideration of the public benefit afforded by the project and the donation of the improvements upon completion, the annual fee for the license is \$0.00.

The findings in the attached resolution (Attachment B), pursuant to Government Code Section 26227, permit the approval of the license at zero cost and allows the Board to dedicate County resources to the support of the project. During the license term, construction and operating costs will be paid by OCSAC.

Sheriff requests that the Board approve the license agreement and accept the donation of architectural and engineering plans, contract management, permit processing, labor, materials and construction of a modular tactical training facility, with an estimated value up to \$15 million, from the OCSAC. The donation will be subject to the County's review and approval of all improvements, plans and specifications and compliance with County policies, including County contract terms and conditions for similar projects.

Compliance with CEQA: The proposed project is categorically exempt (Class 3) from the provisions of CEQA pursuant to CEQA Guidelines Section 15303, because the exemption provides for the construction a new facilities or structures and installation of small new equipment.

FINANCIAL IMPACT:

The donation will result in no negative financial impact to the County. The Sheriff-Coroner Department will be responsible for the maintenance and repair costs of the structures, once built.

STAFFING IMPACT:

N/A

REVIEWING AGENCIES:

ATTACHMENT(S):

Attachment A - License
Attachment B – Draft Resolution
Attachment C – Government Code 26227