



## **REQUEST FOR PROPOSAL**

### **CITY OF LAGUNA BEACH** **HISTORIC RESOURCES INVENTORY UPDATE**

*October 19, 2012*

Important Dates:

Proposal Due Date .....December 3, 2012  
Selection Interviews.....January 4, 2013  
Award of Agreement.....January 18, 2013  
Project Agreement Start Date: .....February 4, 2013  
Project Completion .....September 6, 2013

Contact:

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The City of Laguna Beach (“City”) is requesting proposals (RFP) from qualified consultants to perform an inventory update of the City’s Historic Resource Inventory. The work shall be conducted in phases (detailed under ‘Scope of Work’). All proposals are due by December 3, 2012 at 5:00 p.m.

### **LAGUNA BEACH HISTORIC PRESERVATION BACKGROUND**

“Since the 1920’s and the real flowering of Laguna Beach, there has always been a strong recognition of Laguna Beach as a village scale community in a unique setting complemented by human scale housing. Since the 20’s citizens and local government have tried earnestly to preserve the village scale and quality of Laguna, . . .” (Citation: *Laguna Beach Historic Survey Final Report*. Prepared by the Environmental Coalition of Orange County, Inc., 1981.)

During the period from July 15, 1980 to July 15, 1981 a historic survey was performed by Heritage Orange County, Inc., with the assistance of a City Council-appointed Historic Survey Advisory Board. This survey identified a total of 852 pre-1940 homes and structures within the City. The survey rated homes and structures into three categories. The Historic Resources Inventory served as a source of documented information about the City’s historic resources from which the Historic Resources Element of the Laguna Beach General Plan was prepared and adopted by City Council on October 6, 1981 (Resolution 81.115). The number one implementation goal of the Historic Resource Element was to develop and adopt a Historic Preservation Ordinance in order to preserve and protect the cultural heritage of Laguna Beach.

On December 21, 1982, the City Council adopted Resolution 82.111, which formally recognized the 1981 Historic Resources Inventory “as a listing of the best representative examples of historically significant architecture within the City of Laguna Beach.” The Inventory found that about 25% of the structures dated from prior to 1940 still retained their original architectural integrity, but that the majority of the structures had a difference between the size and architectural quality of the original buildings. Due to the changes over time the team responsible for the survey instituted a classification system. **Exceptional** (E-rated) buildings were those with outstanding historic architectural integrity and were excellent architectural examples. **Key** (K-rated) buildings had very good historical architectural integrity and were fine period examples. **Contributive** (C-rated) buildings were those that contributed to the overall character and history of a neighborhood but may “not be unique in and of themselves.”

On August 15, 1989, the City Council adopted the Historic Preservation Ordinance (Ordinance 1179 – Municipal Code Chapter 25.45). This Ordinance established a “voluntary” Historic Register, which was available to owners of historic structures identified on the Historic Resources Inventory, and now also includes historic structures listed in the South Laguna Specific Plan. The Ordinance recognizes the Historic Resources Inventory and its classification system. The Ordinance provides incentives to owners of structures on the Historic Register to maintain, preserve and improve their historic properties. This Ordinance requires Design Review Board approval for proposed construction, exterior alteration, enlargement or demolition of a building or structure listed on the City’s Historic Register. The Ordinance also establishes the Heritage Committee in an advisory role on matters pertaining to historic preservation as specified in the Ordinance.

When a proposed project might adversely affect a historical resource, the California Environmental Quality Act (CEQA) requires the City carefully consider the possible impacts before proceeding (Public Resources Code Sections 21084 and 21084.1). Revisions to CEQA made in 1992, particularly Chapter 1075 of the Statutes of 1992, highlight the importance of evaluating possible impacts upon historic resources.

CEQA applies to discretionary projects and equates a substantial adverse change in the significance of a historical resource with a significant effect on the environment (Section 21084.1). "Substantial adverse change" is defined as demolition, destruction, relocation or alteration activities that would impair historical significance (Section 5020.1).

This effectively requires preparation of a mitigated Negative Declaration or an Environmental Impact Report (EIR) whenever a project may adversely impact historical resources. Current CEQA law provides that an EIR must be prepared whenever it can be fairly argued, on the basis of substantial evidence in the administrative record, that a project may have a significant effect on a historical resource (*Guidelines* Section 15064). A mitigated Negative Declaration may be used where all potentially significant effects can be mitigated to a level of insignificance (Section 21080). For example, a mitigated Negative Declaration may be adopted for a project that meets the Secretary of Interior's Standards for Rehabilitation and local historic preservation regulations, and so will not adversely affect the resource.

This presents the City with two key questions which it must address in sequence. First, does a significant historical resource exist? Absent a historical resource, the agency may proceed as usual and, depending upon the circumstances, may be able to apply a CEQA exemption to the project. Second, where a significant historical resource does exist, will the proposed project result in a substantial adverse change such that the qualities that make the resource significant are impaired or lost? This question is usually answered through preparation of an initial study for the project.

The Mills Act was adopted in 1976 by the State Legislature to establish an alternative method for determining assessment values for historic properties. The Act authorizes cities to enter into 10-year contracts (minimum) with owners of qualified historic structures that agree to comply with certain preservation restrictions and receive property tax reductions. The property owner may then use the money made available from a reduced tax bill to maintain and/or rehabilitate the historic structures.

In September 1993, the City Council approved the use of the Mills Act as an incentive for the preservation of historic structures (E-rated structures). In 2006, the City amended Mills Act eligibility to include "K"-rated structures. Periodic inspections of the properties are made by staff to ensure contract compliance.

On November 21, 1995, the City Council amended the Historic Preservation Ordinance (Ordinance 1309) to revise the parking incentives for Historic Register listed buildings.

On January 10, 2006, the City Council amended the Historic Preservation Ordinance (Ordinance 1458) and amended/updated the City's Historic Resources Element of the General Plan (Resolution 06.006). The amended Ordinance requires Design Review Board approval for proposed demolition of a building or structure listed on the City's Historic Resources Inventory.

Over the years the above listed documents satisfied the basic need to guide historic resource development and preservation in the City. Today, however, the Historic Resource Inventory is outdated and must be updated for compliance with CEQA and consistency with the Secretary of Interior's Standards for the Treatment of Historic Properties and the California Office of Historic Preservation's (OHP's) Instructions for Recording Historical Resources.

## **PROJECT OBJECTIVES**

1. Evaluate the current status of properties listed on the City's Historic Resources Inventory and determine if these properties retain enough historic integrity to remain eligible for listing.

2. Analyze whether there are any geographic or thematic groupings of properties that would comprise a potential historic district(s), particularly in the older sections of the City. If so, identify which properties within these areas are eligible as contributors to the potential district(s).
3. Identify properties, if any that are eligible for listing as individual local landmarks, or for the California Register of Historical Resources or the National Register of Historic Places.
4. Identify properties, if any that are no longer eligible for local listing due to alterations or demolition. Identify which properties remain eligible despite alterations.
5. Evaluate the E-K-C Classification System used in the 1982 Historic Resource Inventory and determine if it should be altered or retained.

### **SCOPE OF WORK**

The project area is the total area within the City limits of Laguna Beach. There are approximately 852 properties listed on the City's Inventory and approximately 188 of those properties have been placed on the City's Historic Register.

The approach to the survey update shall be based upon current professional methodology standards and procedures developed by the California Office of Historic Preservation and National Park Service (National Register Bulletin 24. Guidelines for Local Surveys: A Basis for Preservation Planning. Washington, D.C., National Park Service, U.S. Department of the Interior, 1985; and the California Office of Historic Preservation's "Instructions for Recording Historic Resources, 1995.").

**Kick-Off Meeting.** The City will arrange a public outreach meeting with the selected consultant and the Heritage Committee that includes individual notification of all Historic Inventory property owners.

**Conduct Historical Research.** Research the history of Laguna Beach. Sources include the Laguna Beach Public Library history files, Laguna Beach Historical Society archives, published books and pamphlets, historic maps and photographs, previous surveys, studies and General Plan Elements, including the City's Historic Resources Element, City and County property records and online research. Evaluate the City's existing Historic Resource Inventory. Determine which, if any, identified sites are listed in the California Historical Resources Information System (CHRIS). This research shall form the basis from which a developed/updated Historic Context Statement shall be prepared and utilized in considering and evaluating the City's existing historic resources.

**Update Historic Context Statement.** This research conducted in task 2 shall form the basis from which a developed/updated Historic Context Statement shall be prepared and utilized in considering and evaluating the City's existing historic resources.

**Fieldwork.** Perform a "reconnaissance" survey of the properties currently listed on the City's Historic Resource Inventory. Properties shall be observed, recorded and photographed by the consultant from the public right-of-way utilizing a City approved field survey form. The obtained information shall be used to evaluate material and architectural integrity. Verify preliminary evaluations with on-site field work and corroborate other property-specific data.

**Data Management.** Compile the results of the reconnaissance survey and property specific research into a database for sorting and analysis.

**Analysis.** Conduct an analysis of the data in conjunction with the developed historic context statement. Factors in the analysis should include historic integrity, architectural style, neighborhood cohesion and relationships to larger development patterns in an area. Prepare a preliminary determination of significance for each property based upon all of the data collected. Evaluation will be based on National Register, California Register and local criteria. Prepare groupings of properties and analyze any geographic or thematic relationships. Assign preliminary California Resource Status Codes to all relevant properties.

**Update Meeting.** The City will arrange a public meeting with the City's Heritage Committee that includes individual notification of all Historic Inventory property owners to review data and analysis prior to final evaluation and documentation.

**Final Evaluation and Documentation.** Assign a final evaluation of significance for each of the properties based on all of the previous steps and assign a final California Resource Status Code. The consultant will document all of the properties surveyed on State of California Department of Parks and Recreation (DPR) 523A - Primary Record forms. For "valuable" (criteria to be determined in conjunction with City staff and the Heritage Committee) historic resource properties document on DPR 523B - Building Structure and Object Record forms. All photographs shall be a City-approved color digital format (deliverable). Finalize the database (deliverable) and complete the inventory of Laguna Beach's historic resources with DPR data recorded in the California Historical Resources Information System (CHRIS) (verification).

Prepare a report (deliverable) that includes:

- An executive summary.
- An updated Historic Context Statement - a narrative on Laguna Beach's historic properties within the City's historic and architectural context.
- Project methodology.
- A summary of the City's existing historic resource preservation framework (survey and evaluation history, General Plan and zoning ordinance).
- Survey results and findings.
- Definitions.
- Conclusions and recommendations on both Laguna Beach historic resource preservation framework changes (such as recommended changes to the Historic Preservation Ordinance), as well as properties determined to be eligible for the National Register of Historic Places and/or the California Register of Historic Register. (It is assumed that all final properties listed on the updated Historic Resource Inventory would be eligible to be on the City's Historic Register.)

**Wrap Up Meeting.** The City Council will review the Historic Resources Inventory Update and adopt the revised document. All Historic Inventory property owners will be individually notified of this meeting.

## **LIMITATIONS**

1. All reports and pertinent data and/or materials shall be the sole property of the City of Laguna Beach and may not be used or reproduced in any form without the explicit written permission of the City.
2. This RFP does not commit the City to award a contract, to pay any costs incurred in the preparation of the proposal response to this request, or to produce or contract for services or supplies. The City reserves the right to accept or reject any or all proposals received as a result of this RFP, to negotiate with any qualified source, or to cancel in part or in its entirety, this RFP, if it is in the best interest of the City to do so. The City may require the selected proposer to participate in negotiations and to submit such price, technical or other revisions of their proposals as may result from negotiations.
3. The City has the authority to terminate its contract with the consultant at any time during the period of the study, if it is found by the City that the consultant's performance is not satisfactory.
4. All proposers are hereby notified that, during any prospective performance, consultant must agree to provide Equal Employment Opportunity and shall not discriminate against any employee or applicant for employment because of race, religion, color, sex, age, marital status, national origin, sexual orientation or HIV positive findings. Such actions shall include, but are not limited to, the following: employment, upgrading, demotion or transfer; recruitment or recruitment advertising; layoff or termination; rate of pay, or other forms of compensation; and selection for training, including apprenticeship.

In the event of consultant's noncompliance with the non-discrimination provisions of the prospective contract, the City shall impose such contract sanctions as it may determine to be appropriate including, but not limited to, withholding of payments to consultant under the contract until consultant complies and/or cancellations, terminations, or suspension of the contract, in whole or in part.

## **ORGANIZATION OF PROPOSAL**

Consultants submitting proposals are required to adhere to the following format in their proposals:

1. Letter of transmittal.
2. A description explaining consultant's understanding of City's needs related to this project, as outlined in Scope of Work.
3. A description and cost estimate of any additional data required.
4. Background and experience, including resumes of key staff involved and brief summary of examples of similar completed project scopes.
5. A description of consultant's capabilities and ability to complete study.
6. Detailed description of approach to be taken in addressing proposed Scope of Work, including project schedule showing start and completion dates of all major tasks.
7. Description of consulting team, including subcontractors, if any, consultant staffing plan, and management plan to be used to produce study. A statement that the consultant will maintain the staff indicated on the team, including the overall project manager, unless provided for in writing and authorized by the City of Laguna Beach.
8. A cost estimate for each task and all services included in this proposal, including all billing rates. The cost should include attending three public hearings - two Heritage Committee meetings and one City Council meeting.
9. The priority of this update and funding available is to focus on properties currently on the 1982 Historic Resource Inventory that have not been placed on the City's Historic Register. City

records indicate that approximately 3,800 structures have reached 50 years of age since the prior Historic Resources Inventory was conducted in 1982. As an option, please provide a cost estimate to provide a windshield survey of those properties to determine if any properties may have historic integrity.

10. Commitment to negotiate in good faith a Professional Services Agreement for preparation of the Historic Resource Inventory Update, and provide a not-to-exceed compensation total for expenses, including reimbursables.

#### **MATERIALS AVAILABLE**

Proposing consultants are encouraged to utilize materials available from the City's Community Development website (<http://www.lagunabeachcity.net/cityhall/cd/default.asp>) for background information

#### **FILING AND SELECTION PROCESS**

The selection process will involve an evaluation of qualifications and experience of consultants through a process developed by the City to narrow the total number of interested parties to a short list of consultants. These consultants may be interviewed, with one consultant being recommended for selection by the City Council. A professional services agreement will be consummated with the selected consultant.

The City reserves the right to disqualify submittals based on insufficient response to this Request for Proposals. The City also reserves the right to negotiate specific requirements and costs.

Five (5) copies of the complete Proposal containing all pertinent information required, must be **received by 5:00 p.m., Monday, December 3, 2012**, and should be addressed to:

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