



# Request for Proposals

## City of Mesa Historic Preservation Zoning Ordinance and Design Guidelines for Historic Districts

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**NOTE:** The City of Mesa will proceed with the issuance of the Request for Proposals herein and plans to award the contract as indicated in the schedule below. Please refer to the attached document, the City of Mesa's "Interim Citizen Participation and Review Policy" for information regarding COVID-19 protocol.

### Introduction

The City of Mesa, Arizona seeks proposals from qualified professionals to assist in the review and evaluation of its Historic Preservation Zoning Ordinance and revision of architectural design guidelines for properties listed on the National Register of Historic Places and the local Mesa Register historic districts and landmarked properties. The goal of the project is to; (1) review and recommend adjustments to the City's zoning ordinance with well thought best practices for historic preservation ordinances from Cities across the Country; (2) create a user-friendly design guidelines document, in keeping with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, that can be easily interpreted and understood by City staff, policy makers, and the public alike. The document should be highly customized to the City of Mesa, and include substantial content covering the design and architecture present in each specific historic district.

### Overview

The City of Mesa, Arizona, is sited on the land of the Hohokam Native Americans, who constructed the original canal system and brought water and agriculture to the Salt River Valley. Settlers arrived in the area in 1877, when a group of Mormon pioneers arrived in the Lehi area and constructed Fort Utah near the present-day intersection of Lehi and Horne Roads. In 1878, a second group of pioneers arrived and registered the square mile of the original townsite that would grow to become modern-day Mesa. Having grown to 200 residents, the City of Mesa was incorporated in 1883. By 1930, the City's area and population began to notably increase, along with the advent of modern indoor air conditioning. Following World War II, Mesa's large expanses of affordable land created an ideal context for large single-family subdivisions, many of which remain intact to this day.

Historic Preservation in Mesa began in 1984 with the commissioning of a reconnaissance study of the City's historic architectural resources. Mesa was recognized by the State of Arizona as a Certified Local Government in 1995, which saw the creation of a zoning ordinance, a Historic Preservation Board, and a City Historic Preservation Office.



The City of Mesa Zoning Ordinance currently includes several sections regulating historic preservation practices. The text of these sections largely dates to the inception of Mesa as a Certified Local Government in the early 1990s and is in need of evaluation for likely adjustments and updates, as well as recommendations for preparation and preservation of post-World War II neighborhoods and potential commercial properties that may be eligible for national or local historic district or landmark designation.

Mesa's current design guidelines, *Historic Homes of Mesa: An Architectural and Preservation Guide* was adopted in 1996 and most recently amended in 2001. It was a comprehensive endeavor for its time but focused highly on pre-World War II resources and is not specific to each historic district. Since the *Guide*, Mesa has added several new historic districts, many of which are populated with post-war resources. Now outdated, the *Guide* necessitates 21<sup>st</sup> century updates and should reflect modern historic preservation goals and practices. The final product will be an architectural design guideline manual which will be utilized by the City of Mesa Historic Preservation Office, policy makers, the Mesa Historic Preservation Board, and property owners throughout Mesa, in review of applications for Certificates of Appropriateness and Historic Landmark designations.

The citizens of Mesa approved the City's current Mesa 2040 General Plan in 2014. Within the Plan, several policies and strategies are articulated to guide the goals of the City's historic preservation programs, as well as the functions of the Historic Preservation Office:

***Historic Preservation Policy 1:*** Continue to support the historic preservation program as an important tool to help maintain Mesa neighborhoods and preserve our past.

***Historic Preservation Policy 2:*** Create conservation districts in qualified areas of Mesa, to preserve historic features and amenities and to serve as a lead-in to historic district creation where appropriate.

***Historic Preservation Strategy 1:*** Foster better connections between residents and their neighborhoods by recording local histories and making them available for public perusal.

***Historic Preservation Strategy 2:*** Consistently and fairly administer the historic preservation program to ensure compliance with standards in adopted historic districts.

***Historic Preservation Strategy 3:*** Conduct educational outreach efforts that inform residents in both existing districts and potential new districts about the importance of preserving Mesa's historic structures and neighborhoods as physical vestiges of the past.

Recommendations for the new architectural design guidelines and Zoning Ordinance amendments must remain in keeping with the General Plan as outlined above.

To date, Mesa is home to seven National Register Historic Districts, six of which also have local designation, and twenty-seven individually listed properties on the local register, many of which are National Register-listed or eligible. In addition, Mesa has one "Heritage Neighborhood," a special local designation for neighborhoods with strong cultural character and cohesion, but that may lack traditional architectural integrity.



A thorough and deep understanding of each of Mesa’s distinct historic districts is essential to the successful recommendation of zoning ordinance amendments and composition of overall, district-specific architectural design guidelines (in no order):

1. **Temple Historic District:** Constructed around the Mesa, Arizona Mormon Temple, the Temple District is comprised mainly of small prewar cottages and Minimal Traditional homes. The boundaries of the district were recently amended to accommodate for several demolitions at the western end of the district. Its period of significance is 1910-1949. (National Register and Mesa Register listed 2000-2001)
2. **Evergreen Historic District:** Evergreen demonstrates a shift in the approach to the residential subdivision process that allowed Mesa to grow beyond the original townsite boundaries. Evergreen includes Craftsman, Southwestern Revival, Minimal Traditional, and Ranch-style houses. Its period of significance is 1910-1948. (National Register and Mesa Register listed 1999)
3. **Robson Historic District:** Found within the original Mesa City Townsite, the Robson District demonstrates the shift from early large, garden blocks into smaller, more densely populated suburban lots. This was accomplished through multiple lot splits rather than the subdivision process, which lead to irregular lot sizes and unique architectural character. Its period of significance is 1911-1959. (National Register and Mesa Register listed 2003)
4. **Glenwood-Wilbur Historic District:** Also found within the original Townsite limits, Glenwood-Wilbur is composed of three residential subdivisions platted between 1919 and 1922. Due to the wide streets and large lot sizes, some properties in the district allow for a rural feeling, while other blocks lend themselves to a traditional suburban character. Its period of significance is 1888-1948. (National Register and Mesa Register listed 1999)
5. **West Second Street Historic District:** The oldest historic district in Mesa, the West Second Street district is home to a diverse array of property types, sizes, and ages. It illustrates the growth of the Townsite in the early-to-mid twentieth century into a cohesive neighborhood of middle-to-upper class families. Its period of significance is 1883-1948. (National Register and Mesa Register listed 1999)
6. **Fraser Fields Historic District:** A superb example of post-WWII custom Ranch-style residential development, Fraser Fields is characterized by its circuitous street pattern and high-quality construction. It represents the first major subdivision in Mesa to reflect the growing trend for middle-class Mesans to migrate from the city’s center. Its period of significance is 1946-1962. (National Register listed 2010).
7. **West-Side Clark Addition Historic District:** West-Side Clark represents the first westward leap beyond the original Mesa City Townsite and reflects the suburban planning approaches and architectural styles common in the Salt River Valley from the 1930s through the late 1950s for middle-income single-family housing. Its period of significance is 1930 to 1958. (National Register and Mesa Register listed 2010)



8. **Washington-Escobedo Heritage Neighborhood:** Mesa’s only current “Heritage Neighborhood” is characterized by its roots during a time of racial segregation in Mesa, which led to the creation of a close-knit African-American community. Its school, activity center, and five churches all played a significant role in the development of Washington-Escobedo. Homes are typically small, one-story dwellings; the neighborhood was awarded its “heritage” designation due to inadequate conventional architectural integrity but palpable and important community and cultural traditions. Its period of significance is 1910 to 1980. As Washington-Escobedo was created by decree of the Mesa City Council, historic design guidelines and zoning ordinances also apply to the Heritage Neighborhood.

A 2004 study titled *Mesa Postwar Modern Single-Family Subdivision Development, 1946-1973*, was conducted to better understand the future of Mesa’s historic districts and their architectural styles. The study articulated many potential historic districts, which should be taken into consideration when composing the new architectural design guidelines. The recommended design guidelines must also include standards for post-war neighborhoods in Mesa, as well as potential commercial properties that may be eligible for national or local historic property or landmark designations.

## Scope of Services

The project will consist of work as follows:

- A. The consultant will be expected to recommend likely revisions to the existing Historic Preservation sections of the Mesa Zoning Ordinance with best practices from similar-sized cities across the Country.
  1. The text of the current historic preservation ordinance will be thoroughly examined, and the consultant will consult with City of Mesa staff to understand the efficacy of the current ordinance.
  2. The consultant will conduct outreach to the community and necessary stakeholders regarding the efficacy of the current historic preservation ordinance and solicit their suggestions for improvements.
  3. The consultant will work with City staff to explore possible revisions to the Mesa Historic Preservation Zoning Ordinance, and will collaborate with staff to draft these revisions.
  4. The consultant is expected to participate in Historic Preservation Board, Planning and Zoning Board, and City Council meetings as necessary to make presentations and answer questions. This has the potential to include attendance at several meetings for each different board or Council.
  5. The consultant will ultimately present the revised zoning ordinance to the Mesa City Council for adoption.
- B. The consultant will be expected to revise the existing architectural design guidelines found in *Historic Homes of Mesa: An Architectural and Preservation Guide* and compose customized architectural



design guidelines specific to each of Mesa's historic districts. The revised architectural design guidelines manual shall include the following:

1. Introductory information including: table of contents, district identification information (including district location, boundaries, etc.), and an executive summary (including acknowledgements, explanation of the importance of protecting each district, why the guidelines are in place, and how to use the manual).
2. Explanation of the historic preservation process in Mesa, the Historic Preservation Board, Certificates of Appropriateness application and review process, application forms, appeals process, and other procedures or regulations, as applicable.
3. A brief history of each historic district, including its historical development, significant properties, unusual information, and designated period of significance.
4. Identification of the character-defining features of each district, including but not limited to: road patterns, lot configurations, building-to-building and to-site relationships, building types and styles, building materials, features, and details, landscape features, and streetscape features. Identification should include photographs of representative examples taken from each district.
5. Guidelines for treatment of historic properties and cultural landscapes including but not limited to: maintenance, alterations, additions, and appropriate treatment of historic fabric. Recommendations should follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and should be based on the identified historic, character-defining features of each district.
6. Information regarding appropriate treatment of Mesa's historic commercial and industrial properties, including guidance for the preservation, rehabilitation, and potential façade improvement/restoration of Mesa's historic-age commercial downtown. Include an investigation of downtown's historic properties and their potential for future preservation efforts. Guidelines for assisting historic commercial property owners with renovation or rehabilitation should also be included.
7. Clear, detailed guidelines for new construction in historic districts or within a historic landmark overlay, including but not limited to: acceptable locations, siting, orientation, setbacks, size, height, relationship to existing buildings, materials, and design of various features such as fenestration, roofs, etc. Guidelines for new construction should be based on identified preservation goals developed for each district through a public participation process. While new construction should be compatible with and complement existing historic resources, it does not need, nor should it, aim to replicate existing buildings or character-defining features.
8. Guidelines for demolition, neglect of properties, relocating buildings, and cleaning graffiti from historic structures.



9. Guidelines for landscape plans and construction activities including but not limited to: streetscape improvements, utilities, significant cultural landscape features and their preservation, fences, retaining walls, parking, paving materials, driveways, and lot sizes.
  10. Resources and references, including but not limited to: glossary of terms, the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, and associated guidance materials such as Preservation Briefs, local historic district regulations, and other applicable laws and regulations, applicable forms and applications, lists of available resources with contact information, and a comprehensive bibliography.
- C. The design guidelines should be highly illustrative and include professional renderings and diagrams to explicate content, including but not limited to: building types and styles, character-defining features, landscape features, appropriate alterations and additions, appropriate new construction, dos and don'ts, and other content. In addition, current photographs from each historic district shall be used to support guidelines and illustrations.
  - D. The consultant is expected to pay special consideration to Mesa's residential, commercial, and industrial post-war resources. Though several current historic districts are composed of post-war homes, there are many more undesignated post-war neighborhoods that stretch from west to east Mesa. It is crucial to develop clear and easy-to-use guidelines for the preservation of post-war resources, as many of these neighborhoods are beginning to experience significant alterations. Mesa also includes intact post-war commercial buildings, shopping centers, and industrial resources that should be considered within the scope of the design guidelines.
  - E. The consultant will be expected to work closely with the Mesa Historic Preservation Office and other City staff in the development of the guidelines.
  - F. The consultant, with the Mesa Historic Preservation Office, will organize and facilitate a community outreach meeting in which all residents of a historic district, and any other interested Mesa residents, are invited to attend and participate. This meeting will be scheduled with the assistance of the City of Mesa to ensure the time and location is as accessible as possible. The consultant will also organize and facilitate a meeting or meetings with stakeholders in the community and persons representing historic preservation groups or interests. These meetings will serve to understand community concerns and solicit feedback for the zoning ordinance and design guidelines. \*According to the schedule and timeline for community outreach, please refer to the attached "Interim Citizen Participation and Review Policy."
  - G. The consultant shall expect several rounds of revisions, in which City Staff is presented with a draft deliverable. Following each deliverable, a comment matrix or track changes will be provided to the consultant and a follow-up meeting or call to answer any questions.
  - H. The consultant will provide deliverables to staff in Microsoft Word, InDesign, pdf, or other formats as requested. Include live hyperlinks to cross-references and other information as directed by staff. High-resolution digital formats will be provided for each illustration.



## Available Resources

The consultant is required to work closely with the City Planning Division in the development of the guidelines. The City staff will provide guidance and information as necessary. The following planning documents and historical surveys are among those that will be made available to the consultant:

- *Historic Homes of Mesa: An Architectural and Preservation Guide*, 1996/2001
- National Register Nomination forms for each Mesa historic district
- Arizona State Historic Preservation Office survey forms for each historic district and others, as applicable
- *Mesa Postwar Modern Single-Family Subdivision Development, 1946-1973*, 2004
- City of Mesa Zoning Ordinance and applicable historic preservation sections
- The Mesa 2040 General Plan and applicable historic preservation sections
- *A Historic Resource Reconnaissance Survey of Pre-1955 Development in the City of Mesa, Arizona*, 1999
- City of Mesa Historic Preservation Plan, 2002
- Mesa Historic Preservation Plan, 1989
- City of Mesa Original Townsite Historic Building Survey, 1993
- City of Mesa Historical Survey, 1984

## Fees and Expenses

In conjunction with a grant from the State of Arizona Historic Preservation Office, the allocated budget for the project herein is \$50,000.00.

The consultant shall submit estimated costs and a proposed fee statement, including a spreadsheet indicating the basis for the costs for each component of the scope of services. Provide the dollar value of the work of the consultant and all sub-consultants, including the percentage of work to be completed by a sub-consultant. Provide hourly rate schedules by personnel, reimbursable expenses, and the proposed number of hours budgeted for each member of the consultant firm or team.

Proposed fees will be used as an indication of the level of services to be provided. The City of Mesa will not select professional services on a low-bid basis, although the cost of work will be considered in the selection process. The City reserves the right to negotiate final fees and scope of services with the selected consultant.

## Submission Requirements

The response to this Request for Proposals should follow the suggested content outline below. The submittal document should be of sufficient detail to effectively present the consultants' proposal and responses to the items requested; there is no specified length, however, proposals will not be judged by the volume of material and therefore should be as concise as possible without sacrificing clarity.



Completion of this project without local staff will be highly challenging, costly to the consultant, and is not recommended. It is the intent of the City of Mesa to hire one agency to complete Phase I and Phase II of the project. However, if qualified applicants are not available, Mesa may hire two separate consultants for each Phase. Teaming is encouraged.

The submission should include the following information, in the following order:

1. Cover letter, tailored specifically to address this project, that briefly introduces the consultant and any proposed subconsultants.
2. Formal introduction to firm and any subconsultants.
3. Firm information, background, location, and history. If consultant team location differs from firm location, please clarify as such in this section.
4. Firm qualifications and experience. The applicant should provide the following:
  - a. A brief explanation as to why this consulting team is best able to complete the project, including a description of any unique qualities, expertise, or experience the firm and individuals may bring to the project.
  - b. A summary of the applicant's relevant experience.
  - c. Names, qualifications, and resumes of all individuals who will be directly involved in the project. Resumes should not exceed two pages.
  - d. Consultant firms must demonstrate at least three projects of similar scope successfully executed by the firm and with personnel still currently employed by the company who are included in the team for the subject project. Selections from these three project deliverables should be included in an appendix.
  - e. Three references for similar projects completed for public or government agencies, with key contacts, email addresses, and phone numbers.
5. A proposed detailed work plan, indicating the specific project approach and steps to be taken by the consultant to complete the scope of work, and a detailed timeline for each step. The work plan will address each component of the scope of services in detail, and will include task definitions, methodology, milestones, and project schedule. Include methods to manage the project and communicate with Mesa staff and the public as the project progresses.
6. A detailed description of proposed deliverables, including photographs, renderings, documents, data sets, etc.



## Proposed Schedule

The following schedule is based on city staff projections. Applicants must submit their own project schedule based on their abilities and availabilities.

<u>DATE</u>	<u>TASK</u>
APRIL 15, 2020	REQUEST FOR PROPOSALS ISSUED
MAY 07, 2020	REQUEST FOR PROPOSAL RESPONSES DUE TO CITY STAFF
MAY 07-MAY 15, 2020	VIRTUAL APPLICANT INTERVIEWS AND SELECTION
MAY 16, 2020	PROJECT TEAM KICK OFF VIRTUAL MEETING WITH CONSULTANT AND CITY STAFF
MAY 2020	IDENTIFY CHALLENGES AND WEAKNESSES IN HP ORDINANCE
JUNE 02, 2020	INTRODUCE CONSULTANT TO HISTORIC PRESERVATION BOARD
JUNE-JULY 2020	STAKEHOLDER/PUBLIC OUTREACH AND CONVERSATIONS
JULY 13, 2020	PRESENT PROPOSED OUTLINES FOR ZONING ORDINANCE AND DESIGN GUIDELINES TO CITY STAFF
AUGUST 04, 2020	DISCUSS OUTREACH RESULTS AND DELIVERABLE OUTLINES WITH HISTORIC PRESERVATION BOARD
AUGUST 12, 2020	DISCUSS OUTREACH RESULTS AND DELIVERABLE OUTLINES WITH PLANNING AND ZONING BOARD
AUGUST 24, 2020	75% ZONING ORDINANCE DRAFT DUE TO CITY STAFF PRELIMINARY DESIGN GUIDELINES DRAFT DUE TO CITY STAFF
SEPTEMBER 01, 2020	PRESENT DRAFT ZONING ORDINANCE TO HISTORIC PRESERVATION BOARD
SEPTEMBER 09, 2020	PRESENT DRAFT ZONING ORDINANCE TO PLANNING AND ZONING BOARD
SEPTEMBER 15, 2020	100% ZONING ORDINANCE DRAFT DUE TO CITY STAFF DESIGN GUIDELINES PROGRESS DRAFT DUE TO CITY STAFF



<u>DATE</u>	<u>TASK</u>
OCTOBER 2020	PRESENT FINAL ZONING ORDINANCE TO HISTORIC PRESERVATION BOARD, PLANNING AND ZONING BOARD, AND MESA CITY COUNCIL
NOVEMBER 2020	100% DESIGN GUIDELINES DRAFT DUE TO CITY STAFF
DECEMBER 2020	FINALIZE DESIGN GUIDELINES
JANUARY-FEBRUARY 2021	PRESENT DESIGN GUIDELINES TO HISTORIC PRESERVATION BOARD AND PLANNING AND ZONING BOARD FOR RECOMMENDATION
FEBRUARY 2021	PRESENT DESIGN GUIDELINES TO MESA CITY COUNCIL

## Submittal Instructions

Completed responses to this request for proposals must be submitted and timestamped by 6pm on May 07, 2020 (MST). Please email submissions to:

Arianna Urban, M.S. HP

Historic Preservation Coordinator

City of Mesa Historic Preservation Office

[arianna.urban@mesaaz.gov](mailto:arianna.urban@mesaaz.gov).

Please do not send hard copies in the US Mail, only electronic submittals will be accepted, in .pdf format.

## Interim Citizen Participation and Review Policy



Date: April 1, 2020  
From: Christine Zielonka, Development Services Director CZ/NA  
Nana Appiah, Planning Director  
CC: Kari Kent, Assistant City Manager  
Margaret Robertson, Assistant City Attorney  
Charlotte McDermott, Assistant City Attorney  
Re: Citizen Participation Process/Neighborhood Meeting for Land Use Applications

On March 17, 2020 Mayor Giles signed an Emergency Proclamation in response to the Coronavirus pandemic. The City of Mesa's goal is to continue to provide City services while carefully protecting the safety and well-being of residents and employees.

The City of Mesa will continue to accept and review development and land use applications. In adherence with the proclamation, the City will use alternative means of public outreach to inform residents of land use applications in place of traditional in-person neighborhood meetings. All other requirements for public notification outlined in the City's zoning ordinance and State Statute remain in effect.

Effective April 1, 2020, the City of Mesa will allow land use applicants to use alternative methods such as ZOOM, telephonic platforms, video conferencing platforms or other similar methods to comply with the neighborhood meeting requirement in the City's Citizen Participation process. The notice for the neighborhood meeting or alternative form of meeting shall include City staff and applicant contact information and provide an opportunity for the public to comment via email, phone, or US. Mail. Additionally, the land use applicant shall send out the notice at least 35 calendar days prior to holding the first public hearing meeting for the project. This will provide ample time for residents to review and comment on the project prior to the public hearing.

Land use applicants will still be required to comply with all other provisions of Mesa's Citizen Participation Process including, but not limited to, providing a written Citizen Participation Report on the results of the input they receive from the public review at least 10 City business days prior to the first scheduled public hearing. The report must include a summary of the citizen concerns, issues and problems expressed during the citizen participation process, and how these have been addressed through changes or stipulations to the project.

Additionally, land use applicants must still adhere to, and comply with, all applicable state laws and City of Mesa codes, including but not limited to, the public notice requirements in Section 11-67-5 of the Mesa Zoning Ordinance and A.R.S. § 9-462.04.

The public can continue to request, directly from the Planning Division staff or the project applicant, detailed project information including a project narrative, maps, draft documents and project plans. Anyone who cannot access electronic documents can request hard copies from City staff.

Once the emergency proclamation is officially withdrawn, the City will require applicants to resume the standard citizen participation process of holding in-person neighborhood meetings for certain project.