

**Request for Proposals – for Historical Consultant
for Historic Hill District Survey Project
by Historic Saint Paul & City of Saint Paul Heritage Preservation Commission**

Overview

24 August 2016

The City of Saint Paul's Heritage Preservation Commission (HPC) and Historic Saint Paul (HSP) are jointly sponsoring the Historic Hill District Survey Project. The HPC and HSP are accepting proposals from qualified consultants to complete an Intensive Survey and re-survey of those portions of the Historic Hill state and National Register districts over which the local Heritage Preservation Commission has no review authority. The Saint Paul HPC is staffed by preservation planners in the city's Department of Planning and Economic Development (PED). Historic Saint Paul is a non-profit organization that works to preserve and promote the cultural heritage, character, and vitality of Saint Paul neighborhoods.

1. Project Summary

This survey and re-survey project, henceforth referred to as the "survey", will update and expand on existing survey information for approximately 1,800 properties located in the National Register and state Historic Hill historic districts that are not under HPC jurisdiction as part of the City of Saint Paul's Historic Hill Heritage Preservation District.

Project components include:

1. Reviewing existing relevant historic contexts and developing them further if necessary.
2. Conducting a field survey of the project area and preparing an updated physical description and inventory form for each property including a significance statement and classification of contributing/non-contributing status.
3. Updating the significance statement and reevaluating the period of significance for the National Register district and, for the state district, creating a significance statement and period of significance as no nomination form exists.
4. Making recommendations for further National Register and local designations of surveyed properties per established criteria.

All work performed shall be consistent with the National Park Service's Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation as Amended and Annotated (https://www.nps.gov/history/local-law/arch_stnds_0.htm) by qualified professionals meeting the Secretary of the Interior's Professional Qualification Standards (36 CFR 61, Appendix A) and shall conform to *National Register Bulletin 24: Guidelines for Local Surveys* and Minnesota SHPO's *Guidelines for History/Architecture Projects in Minnesota* (October 2010).

2. Project Details

Project Duration: November 2016 – July/August 2017

Proposal Deadline: September 21, 2016

Anticipated Date of Contract: November 7, 2016 (possibly earlier)

Budget: Consultant costs, including mileage and direct expenses, shall not exceed \$150,000.

3. Project Background

In 1971, the Historic Hill District was designated as a state historic district; little to no documentation exists nor is there a nomination form. A portion of the state historic district was listed in the National Register of Historic Places in 1976. The National Register district was found to have significance in the area of architecture and the nomination form may be found [here](#). Part of the area was also designated by the city as a local heritage preservation district in 1980 and that district was expanded in 1985, 1988, and 1991.

Minnesota law requires that an EAW (environmental assessment worksheet) be completed before the city may issue any permits for the destruction, in whole or part, and the moving of certain historic properties ([Minnesota Statutes 116D.04](#) and [Minnesota Rule 4410.4300 Subp. 31](#)). This requirement applies to properties which are listed in the State and/or National Registers of Historic Places. Listed properties may include individual sites, districts (grouping of properties), objects, and even landscapes. The mandatory EAW requirement applies to approximately 1,800 properties in Saint Paul, primarily located in the state and National Register Historic Hill districts. Because these districts were designated in the 1970s, classifications of contributing and non-contributing were not assigned. Re-survey of these properties is needed to provide updated information and a contributing/non-contributing classification.

This project has been financed in part with funds provided by the State of Minnesota from the Arts and Cultural Heritage Fund through the Minnesota Historical Society. ***The selected consultant's work must conform to all requirements and specifications of these funds.***

4. Project Area and Survey Design

The project area, as mentioned, is those parts of the state and National Register Historic Hill districts which are not part of the City of Saint Paul's locally designated Historic Hill Heritage Preservation District. The areas included in this survey project are those in tan, pink, and yellow on the map linked [here](#). PED Preservation staff will provide the consultant with a list of the addresses and property identification numbers for each property in the survey area (also linked [here](#)). The map indicates that 13 parcels are located in the National Register district only, 1,204 parcels are located in the state district only, and 567 parcels are located in both the state and national districts.

After a contract is awarded, the Principal Investigator must prepare a research design before the project can be initiated. The research design should define the objectives of the proposed work, provide a brief description of the methods to be used, and present a short description of the expected results. The research design must be approved by SHPO before work can proceed.

The following considerations should be incorporated into the proposal:

A. Research and Reassessment of Existing Data

The consultant will be responsible for archival and other background research, prior to fieldwork, including review of all pertinent context studies, site files, previous resource surveys, and potential historic resources in the City of Saint Paul's preservation files. Additional local repositories including but

not limited to the Saint Paul Collection at the downtown public library and the Ramsey County Historical Society should be utilized for resources such as historic photographs and for the reassessment of historic contexts prior to beginning fieldwork. Appropriate information from the Minnesota State Historic Preservation Office site files for the survey area should also be incorporated into the project. Archival research should address specific issues and topics identified in the research design. Existing historic contexts should be carefully examined and selected; if necessary, they should be augmented by the consultant.

The consultant will have access to the City of Saint Paul's existing site files, Geographic Information Systems (GIS) layer files, context studies, and permit index cards (electronic). The consultant will need to estimate time and costs associated with obtaining historic building permits from Ramsey County Historical Society (RCHS) and 1983 St. Paul/Ramsey County Historic Sites Survey inventory forms from RCHS or SHPO.

Existing historic contexts include the Minnesota statewide context Urban Centers: 1870 – 1940, as well as local context studies developed by the City of Saint Paul in 2001:

- [Pioneer Houses: 1854-1880](#)
- [Residential Real Estate Development: 1880-1950](#)
- [Neighborhood Commercial Centers: 1874-1960](#)
- [Churches, Synagogues, and Religious Buildings: 1849-1950](#)
- [Transportation Corridors: 1857-1950](#)
- [Downtown Saint Paul: 1849-1975](#)
- [Neighborhoods at the Edge of the Walking City](#) (HSP & HPC, 2011)

Additional historic contexts and themes recommended in the city's heritage preservation plan that might be considered in the evaluation of the Hill District are:

- Saint Paul Parks, Parkways and Cultural Landscapes
- Post-WWII Development, Modernism and Historic Preservation
- Immigrant and Ethnic Communities
- Other resource types warranting further exploration and inclusion in a context study: multiple housing units, schools, fire houses, early gas stations, automobile dealerships, and industrial buildings

For reference, the Historic Preservation Chapter of the City of Saint Paul Comprehensive Plan may be viewed [here](#). The legal description of the state Historic Hill District may be found in Minnesota Statutes Section 138.73, Subd. 23 [here](#).

B. Database and Technology

The process for data collection and processing for this survey will use a combination of Esri's ArcGIS Online and ArcGIS Desktop platforms, in combination with Microsoft Office and mobile technology. The city has a database on ArcGIS servers which field teams can tap into by using the ArcGIS Collector app on mobile devices. The consultant will be given guest access to the city's ArcGIS account and Collector

app but will be expected to provide their own devices. The field teams will be able to view, edit, add, and update existing building inventory records and add photos in real time in the field and sync back to the primary database on the ArcGIS servers. Once the field survey is complete, the data can be downloaded and processed on the city's Access database. The database automatically produces property inventory forms from the data collected in the field. The consultant will be expected to coordinate with city staff once field work is complete to export collected data into spreadsheets and automatically generated inventory forms.

C. Significance and Integrity

In considering significance and recommendations for local designation of any area, place, building, structure or similar object, the following criteria from the City of Saint Paul's Legislative Code (Sec. 73.05) apply:

1. Its character, interest or value as part of the development, heritage or cultural characteristics of the City of Saint Paul, State of Minnesota, or the United States.
2. Its location as a site of a significant historic event.
3. Its identification with a person or persons who significantly contributed to the culture and development of the City of Saint Paul.
4. Its embodiment of distinguishing characteristics of an architectural or engineering type or specimen.
5. Its identification as the work of an architect, engineer, or master builder whose individual work has influenced the development of the City of Saint Paul.
6. Its embodiment of elements of architectural or engineering design, detail, materials or craftsmanship which represent a significant architectural or engineering innovation.
7. Its unique location or singular physical characteristic representing an established and familiar visual feature of a neighborhood, community or the City of Saint Paul.

Properties considered significant should also meet at least one of the four National Register criteria for eligibility. Further information is available in the National Register of Historic Places Bulletin, *How to Apply the National Register Criteria for Evaluation* (1990, revised 2002).

Resources that have integrity but are less than 50 years old should be evaluated in accordance with National Register Criteria Exception G (properties that have achieved significance within the past 50 years). The Saint Paul preservation ordinance does not restrict potential significance by age.

D. Community Process

An Advisory Committee comprised of four staff of HSP and the HPC plus representatives of the HSP board, the HPC, and Summit Hill Association's preservation subcommittee will meet periodically with the selected consultant to provide input and feedback. The consultant will provide reports to the committee to monitor progress in accordance with the project schedule, review work products related to key milestones, and provide other information relevant to the project. Committee members will act as liaisons and provide information to stakeholders. It is anticipated that the advisory committee will meet with the consultant at the beginning, middle, and end of the project.

The consultant will facilitate two public community meetings, held in the project area, at the beginning and conclusion of the project to inform and educate community members about the survey project, its purpose and objectives, what it will and will not entail, and, at its conclusion, the project’s findings and recommendations.

The consultant will work with the Advisory Committee to plan the meetings. Portions of the project area fall in three district council planning districts: Summit Hill (D16), Summit-University (D8), and Union Park (D13).

5. Timeline

Request for proposal posted	August 24, 2016
Deadline for written questions	September 7
Responses to questions	By September 14
Deadline for proposals	September 21
Interviews (if conducted)	September 27
Consultant selection	September 28
SHPO review of procurement process	By October 31
Pre-contract meeting	November 2 (or earlier)
Contract completed	November 7* (or earlier)
Deadline for submitting final report with all deliverables (no extension possible)	June 23, 2017
SHPO review of final report	June 30 – July 31
Edits to final report, if necessary	July & August
Second community meeting	Following completion of final report

NOTES:

- *Consultant must be able to commence work on the project – at least an initial meeting – within 10 days of signing contract.
- The project’s research design must be approved by SHPO before work can proceed.
- The work plan must include up to 30 days for SHPO review and comment, prior to finalization, of A) draft statements of significance and a sample of completed inventory forms, and B) a draft of the context study or context statement. SHPO review of these items may occur simultaneously and fieldwork may proceed during this review.
- The work plan must also include a project status report when at least 75 percent of each aspect of the project is completed.

6. Deliverables

The final product is an Intensive Survey of the mapped area of the state and National Register Historic Hill historic districts in Saint Paul.

The final product must conform to *National Register Bulletin 24: Guidelines for Local Surveys*, to the Secretary of the Interior’s Standards and Guidelines for reporting identification results (see *Federal Register* pages 44721-44723), and to the standards and guidelines specified in the October 2010 *Guidelines for History/Architecture Projects in Minnesota* published by the State Historic

Preservation Office (SHPO) which can be found online at:

http://www.mnhs.org/shpo/survey/docs_pdfs/HistoryArchitectureSurveyManualOctober2010.pdf.

Intermediate deliverables that will be due as the survey is conducted are, in order:

- A. Draft new and revised statements of significance for the state and National Register districts and at least 18 to 36 sample inventory forms completed by the consultant for review and comment.
- B. Draft of a context statement, for review and comment by SHPO, that examines and incorporates the context study (studies) used, modified and/or developed by the consultant.
- C. A brief project status report when at least 75 percent of each aspect of the project is completed, with advance notice of report of one month.

The survey will meet the following requirements:

- A. Property Address Files.** Each property, including buildings, outbuildings, structures, objects, sites, and landscapes, will have an electronic address file containing:
 - An inventory form
 - Current photograph(s)
And, as available:
 - Historical photographs
 - Permit index card, historical building permits, and 1983 Historic Sites Survey inventory form
 - Any other previous inventory forms (e.g., from creation of National Register district)
 - All archival and supporting research and documentation
- B. Digital Photography Specifications.** Digital images taken for all surveyed properties should have a minimum resolution of 300 dpi. Preferred formats are JPEG or TIFF and, if possible, images should be taken when trees are leafless. The following information must be provided:
Creator: Organization or person primarily responsible for the image
Subject: StreetNumberStreetNamePhotoNumber (i.e. 176ArundelSt1)
File Format: JPEG or TIFF
Date: Date of image
- C. Inventory Forms and Computer Database.** All forms will be typed and numbered according to the established SHPO numbering system (for Saint Paul the number system is RA-SPC-xxxx; see Appendix E of SHPO Guidelines). The consultant will use the database provided by PED. All survey information must be incorporated into the inventory forms. This can be done in the field if the consultant so chooses. The consultant will coordinate with city staff to have field data and research uploaded to the database and export auto-populated inventory forms.

Each form will contain an original photograph of the property taken in the field, a property identification number (PIN), and township/range/section information. Data from current SHPO inventory forms for Saint Paul should be incorporated into the inventory forms prepared by the

city. Data from city historic property files must also be incorporated. Forms will be filled out completely. UTM coordinates are also required.

Each form will contain a significance statement and classification of contributing/non-contributing status. "Relate information about each resource, such as date, function, associations, information potential, and physical characteristics, to the significance of the overall property to determine whether or not the resource contributes." (NPS Bulletin 16a)

Survey information shall be provided in the following formats: two printed copies of all forms, electronic copies of all forms in searchable .pdf format, and an Excel database with sortable fields that includes all data from the inventory forms.

- D. Maps.** Provide three printed copies and one electronic version of a map indicating each and all properties surveyed. Contributing and non-contributing resources and identified contexts and themes within the survey area, such as building dates, architects, development, etc., should be mapped. GIS files should also be provided.
- E. Final report.** The report should evaluate properties within the project area with respect to applicable historic contexts, the Secretary of the Interior's Standards for Evaluation, the criteria for NRHP designation, and local heritage preservation designation eligibility. A statement providing the total number of properties inventoried and the total acreage surveyed must be included in the abstract or summary.

The report will include and incorporate historic context/research information about the area surveyed. It shall include sections that describe historically significant events, land use patterns, architectural styles, and people of this area. The format and content of the final report will be further determined and approved in consultation with the Advisory Committee. Twelve bound copies, two unbound copies, and an electronic copy will be submitted. Bound copies should be bound with a GBC binding. The final report will be public information that will be distributed electronically to project partners and community organizations.

The report shall include components identified in National Register Bulletin 24 and the SHPO manual including but not limited to:

1. Abstract or management summary. Include a description of the project's location and purpose, a summary of the work accomplished, products of the research, any recommendations, and the depository of the products.
2. Research design and survey methodology. Summarize the objectives and methods used to execute the research program. Include in this section 1) a summary of the research objectives; 2) project personnel and how the project was conducted, including a description of the project area, the types of properties documented, and the criteria for coverage; and 3) any modifications to the original research design. The formal research design prepared at the beginning of the project should be placed in an appendix at the end of the report.

3. A historic context statement, as an appendix if appropriate, that examines and synthesizes the historic context(s) and themes utilized, modified, or developed. Include a narrative description of the history of development of the survey area and its significance and summarize archival research. Attach new or modified historic contexts.

The consultant during the project will examine existing historic contexts and determine if one or more new, revised, or augmented contexts are necessary to understand and evaluate the history and significance of the study area and properties within it. The consultant will then, if necessary, prepare those contexts or revisions, and/or develop historic themes related to the development of the study area, and create from all of this a historic context statement. The historic context or context statement will provide a differentiation of what is inside and outside of the districts, examine themes, and describe the significance of what is inside the districts.

4. An updated statement of significance for the surveyed area of the National Register district and a new statement of significance for the surveyed area of the state district, including a reevaluation of the periods of significance for both districts.
5. List of properties with completed inventory forms that also identifies which properties were re-surveyed (include as an appendix).
6. Eligibility recommendations. An evaluation of National Register eligibility for properties located in the state district and of local heritage preservation eligibility for all properties, with a conclusion that supports the statement of significance for the district and area(s) of significance.
7. Illustrations of significant resources, using maps and photographs.
8. A discussion of the visual and physical interrelationship among environmental features, large and small, manmade and natural. Discussion of the visual effect of new buildings juxtaposed with older ones; pivotal structures with less-important neighbors; and the relationship of buildings to open spaces. Discussion of natural features such as rivers, bluffs, and hills which define an area's character; also other elements such as vistas and views, paths, focal points, edges and landmarks, signs, graphics, landscaping, pavement, lighting, infrastructure, and street furniture. Discussion of pertinent social and cultural characteristics.
9. Historical photographs of the neighborhood, surroundings, individual buildings, and significant historical figures or events that substantiate the conclusions of the report.
10. Recommendations for further research. This section should contain recommendations of research needs, a list of properties that should be researched in greater depth, threats to resources, priorities for future work, preservation-related recommendations, and suggestions for educational uses of the survey material.
11. Annotated bibliography of the most important historical sources.

7. **Assumptions and Agreements**

- A. All written content, illustrations, photographs, and documents submitted as part of this project will become public information and will be used by partner organizations for additional research, potential designation, publicity, and advocacy efforts. A copy of the completed final report will be submitted by HSP to the State Historic Preservation Office for evaluation and in partial fulfillment of the grant funding that it provided for this project.
- B. The consultant will be responsible for providing all aspects of project management for the project's completion. Tasks include all scheduling, communication, and coordination required to complete the scope. HSP and HPC staff will have monthly phone calls with the consultant to discuss project progress and address issues. HSP and HPC staff will be available to the consultant throughout the project.

8. **Required Information**

Technical Proposal: Proposals must contain a description of deliverables, proof of insurance, and the following:

- A. **Work Plan and Methodology.** Include an overview of the project and a fully developed proposal for the work program. Describe what conventions will be used for surveying properties within the project area, how the survey will be conducted, how historic integrity and historic significance will be determined in a systematic way across the project area, what thresholds and benchmarks will be utilized, and how decision-making throughout the project will be documented. Include these distinct, separate components (and also include in the budget): Development of context statement; Statements of significance for state and national districts; Fieldwork; Determination of contributing/non-contributing status with respect to National Register Criterion for Evaluation C; Determination of contributing/non-contributing status with respect to Criteria A, B, and D; and Recommendations for local and national designation eligibility.
- B. **Timeline.** Include a project timeline that reflects the items described in sections 5/Timeline and 6/Deliverables above, with a start date and the major tasks to be completed.
- C. **Staffing.** Include names, experience, and qualifications/resumes of all individuals who will work on the project. Consultants must meet the Secretary of the Interior's Professional Standards. Note how tasks will be completed and by whom, including interaction with HSP and HPC staff. If proposing to undertake the project as part of a team of consultants, include how the team will be organized and operate, the team composition and rationale for selection, and name of team leader.
- D. **Work Samples.** Include relevant work samples that conform to the Secretary of Interior's Standards and Guidelines for Identification and for Evaluation and to the standards and guidelines in the Minnesota State Historic Preservation Office's *Guidelines for History/Architecture Projects in Minnesota*.

- E. **Budget.** Include an all-inclusive fee for services identified in the proposal, including travel, lodging, materials, and other associated expenses. The budget should have an itemized cost breakdown of each proposed activity, including project components identified in the Work Plan and Methodology, with project hours for each member and a description for each line item.
- F. **References:** Include contact information (address, telephone, and email) for three professional references along with the date and a brief description of the project(s).

9. Submit proposals via email and direct questions to:

Aaron Rubenstein, Program Coordinator
Historic Saint Paul
75 5th Street West #400
Saint Paul, MN 55102
arubenstein@historicsaintpaul.org
651.222.3049

Proposals must be submitted by 4:00 PM on September 21, 2016.

Questions may be submitted via email by September 7 and responses will be sent by September 14 to all consultants to which the RFP was sent.

Late or incomplete proposals will not be considered. The contractor or an authorized member of the team must sign the proposal. Prices and terms of the proposal must be valid for the duration of the contract.

10. Basis for Award of Contract

A contract will be awarded based on the proposals submitted and the following criteria:

- Cost and proposed budget
- Quality, completeness, and clarity of proposal and methodology, including submitted materials, work plan, timeliness of schedule to complete project, and demonstrated capacity to complete project successfully by June 23, 2017
- Demonstrated understanding of the project and requirements; organization, management, and technical approach to the project
- Demonstrated experience with similar projects
- Proficiency with technologies required to collect, report, and map survey data
- Work samples that are similar in scope to this survey project and consistent with the Secretary of Interior's Standards and Guidelines for Identification and for Evaluation and with the standards and guidelines in the Minnesota State Historic Preservation Office's *Guidelines for History/Architecture Projects in Minnesota*
- Staff qualifications and experience and Secretary of Interior's Professional Qualification Standards
- References

Historic Saint Paul and PED staff will review all proposals and select the consultant. Finalists may be contacted for an interview.

Limitation. This RFP does not commit HSP to award a contract or to pay costs incurred by bidder in the preparation of a proposal to this RFP. HSP may accept other than the lowest bid. HSP reserves the right to reject any or all proposals because of non-responsiveness to RFP requirements, insufficient funds, evidence of unfair bidding procedures, financial insolvency of bidder, or if, in the opinion of HSP's Executive Director, the best interests of the program will not be served.

Attachment:

Saint Paul HPC inventory form