



Environment and Natural Resources Trust Fund

2026 Request for Proposal

General Information

Proposal ID: 2026-334

Proposal Title: Scandia Cemetery Shoreline Restoration Project

Project Manager Information

Name: Rachel Gregg

Organization: St. Louis County

Office Telephone: (218) 312-8174

Email: greggr@stlouiscountymn.gov

Project Basic Information

Project Summary: Shoreline restoration project within Scandia Cemetery property consisting of a concrete retaining wall and nature-based stabilization methods to prevent continual grave exposure and combat Lake Superior extreme weather events.

ENRTF Funds Requested: \$2,550,000

Proposed Project Completion: December 31, 2028

LCCMR Funding Category: Resiliency (A)

Project Location

What is the best scale for describing where your work will take place?

Region(s): NE

What is the best scale to describe the area impacted by your work?

Region(s): NE

When will the work impact occur?

During the Project

Narrative

Describe the opportunity or problem your proposal seeks to address. Include any relevant background information.

In August of 2024, St. Louis County was made aware that the Scandia Cemetery, located in Duluth, MN, reported erosion problems along the Lake Superior shoreline that exposed grave sites. The Scandia Cemetery, a private cemetery established in 1881, is located on London Road and is adjacent to the Historic Glensheen Mansion Estate. A Cemetery Board controls and operates Scandia Cemetery and has no financial means to resolve the erosion issues on its own.

Although St. Louis County has no legal obligation or responsibility over private cemeteries, the county recognizes that the continued exposure of human remains presents an ethical and environmental dilemma that requires action and a permanent solution. With the shoreline soil exposed to Lake Superior weather events and stormwater runoff, erosion and further retreat and degradation of the property will occur which the project site cannot afford. If a 'No Action' alternative is followed, Scandia Cemetery will indefinitely require routine monitoring, collection and housing of human remains, identification research, and notification to family lineage. The proximity to a major tourist attraction, the Glensheen Mansion, that hosts thousands of visitors annually adds to the project's urgency.

What is your proposed solution to the problem or opportunity discussed above? Introduce us to the work you are seeking funding to do. You will be asked to expand on this proposed solution in Activities & Milestones.

St. Louis County proposes to be the project lead and shall administer completion of design, permitting, easement acquisition, and construction of a permanent concrete retaining wall for Scandia Cemetery property. The concrete retaining wall alternative provides minimal excavation needs and will be backfilled behind the structure. Large riprap will be placed at the retaining wall beginning and end and at the face for scour protection. A regrading and riprap face alternative was considered, but this would require more excavation impacts and relocation of grave plots, also known as disinterment, along the shoreline edge.

The proposed project is critical to permanently stabilize approximately 300 feet of shoreline, repair erosion, discontinue the continual exposure of human remains, and to create a resilient solution to counteract the extreme weather events and normal wave action of Lake Superior. The County has previous construction experience along Lake Superior shores and recently designed, permitted, and successfully constructed two wayside rests with concrete retaining walls in years 2020 and 2021. The County will acquire permanent and temporary easements to complete the construction and perform future operation and maintenance needs of the retaining wall. The County will be the designated owner of the proposed structure.

What are the specific project outcomes as they relate to the public purpose of protection, conservation, preservation, and enhancement of the state's natural resources?

The project will provide a permanent shoreline protection alternative, will cease the property loss of the historic 1881 Scandinavian Cemetery, will discontinue the exposure of human remains, will prevent erosion and retreat of approximately 300 feet of shoreline, and shall provide a resilient hardened infrastructure to counteract Lake Superior's extreme weather events and climate change. The economic consequences of a 'No Action' alternative will require regular site inspections, disinterment plan for grave relocations, collection and housing of human remains, and increased property management efforts to address vegetation failures such as tree loss resulting from eroded soil support.

Activities and Milestones

Activity 1: ENRTF Funds Available, Project to Begin

Activity Budget: \$2,550,000

Activity Description:

LCCMR estimates that on July 1, 2026, money from the Environment and Natural Resources Trust Fund (ENRTF) becomes available for expenditure, and projects with an approved work plan may begin. The county proposes to use the ENRTF funds for design, permitting, easement acquisition, and construction. If the county is awarded Emerging Issues Account funds for the preliminary design, right-of-way acquisition, and permitting, the overall project schedule could be accelerated by one year.

Please see the below milestones and supporting detailed project schedule located within the Attachments of this RFP.

Activity Milestones:

Description	Approximate Completion Date
Design Consultant RFP and Agreement	July 31, 2026
Prelim Plan (30% Design)	November 30, 2026
Environmental Review & Permitting	February 28, 2027
Easement Acquisition	March 31, 2027
Final Plan for Construction (100% Design)	April 30, 2027
Construction Contract Award	June 30, 2027
Project Construction Start	July 31, 2027
Project Construction Completion	July 31, 2028
Project Documentation Review & Closeout	December 31, 2028

Long-Term Implementation and Funding

Describe how the results will be implemented and how any ongoing effort will be funded. If not already addressed as part of the project, how will findings, results, and products developed be implemented after project completion? If additional work is needed, how will this work be funded?

After project completion, St. Louis County will be the designated owner and operator of the reinforced concrete retaining wall along the Lake Superior shoreline. The Cemetery Board will remain as property owner and operators of the Scandia Cemetery property. The County will have a permanent easement corridor for future access, inspections, and maintenance needs of the retaining wall. Anticipated future maintenance may consist of repositioning of riprap, vegetation maintenance, and/or minor concrete repairs. These efforts will be funded with county funding.

Project Manager and Organization Qualifications

Project Manager Name: Rachel Gregg

Job Title: Bridge Engineer / Project Manager

Provide description of the project manager's qualifications to manage the proposed project.

As the Bridge Engineer for St. Louis County Public Works, I have managed the Bridge Department staff, structure inventory, bridge replacement program, and construction management for the past six (6) years. The County's bridge inventory consists of 608 state recognized bridge structures that require routine safety inspections and reporting per State of Minnesota and Federal Highway requirements. The routine bridge inspections performed drives the replacement or rehab needs and are programmed into the County five (5) year Capital Improvement Plan (CIP). It is the Bridge Engineer's responsibility to deliver each project to construction and seek supplemental funding sources from State Aid, Federal Highway (FHWA), and other funding opportunities such as the LCCMR account. In the past six (6) years, I have delivered 76 projects to construction and final closeout. Each project has its unique set of needs when assessing environmental impacts and permitting, right-of-way acquisition, preliminary design, federal processes, State Aid plan reviews, project letting and award, and construction. In 2019, the St. Louis County Bridge Department successfully received a Competitive Highway Bridge Program (CHBP) federal grant award for \$10.3M to replace 21 bridge structures (17 County, 4 MnDOT). The CHBP program construction occurred throughout 2022 - 2024 and is currently in the final closeout process. Our County has vast experience with delivery of all types of transportation related and specialty projects, such as the work proposed for the Scandia Cemetery in the City of Duluth and along the shoreline of Lake Superior.

Organization: St. Louis County

Organization Description:

The mission of St. Louis County is to promote health and safety, ensure sound infrastructure, embrace our natural resources, and support an environment where communities prosper. St. Louis County Public Works will lead the proposed Scandia Cemetery Shoreline Restoration Project through design and construction. The Public Works Department is responsible for the maintenance and snow removal of over 3,000 miles of County-State Aid Highways (CSAH), County Roads, and Unorganized Township Roads. During the 2024 construction season, St. Louis County invested \$70 million in its roads and bridges that were funded from a combination of Local Tax Levy, State Aid, Federal Highway funds, along with revenue from the County's Transportation Sales Tax (TST).

Budget Summary

Category / Name	Subcategory or Type	Description	Purpose	Gen. Ineligible	% Benefits	# FTE	Classified Staff?	\$ Amount
Personnel								
County Project Manager		Manages the overall project, ensures project is on schedule, and performs Construction Admin during construction phase.			0%	0.54		\$20,000
County ROW Agent		Shall complete the permanent and temporary easement acquisitions to facilitate construction of the project.			0%	0.05		\$4,000
County Construction Inspector		Inspector during construction phase of the project. Inspector to provide construction staking, material testing, and item documentation.			0%	0.25		\$19,000
County Environmental Engineer		Obtains environmental permits to complete project construction such as DNR, US Army Corps, and NPDES.			0%	0.03		\$3,000
							Sub Total	\$46,000
Contracts and Services								
Design Consultant	Service Contract	St. Louis County to hire one or more consultants for engineering services consisting of preliminary design, geotechnical exploration, historical/cultural review, assist with environmental permitting, provide Special Provisions and final plan for construction. Consultants to be hired by Request for Proposal (RFP) process.				1.25		\$225,000
Construction Contractor	Service Contract	St. Louis County to hire a Contractor for field construction and completion work. Contractor to have their own agreements with subcontractors and suppliers as required to complete the project. Contractor construction costs to include 20 percent (20%) contingency for anticipated overruns and/or inflation for materials.				24		\$2,226,607
Archeology, Section 106 Review	Service Contract	For the project to be in compliance with the Minnesota Historic Sites Act, Minnesota Field Archaeology Act, and the Private Cemeteries Act, the County shall hire a certified consultant to perform an archaeological reconnaissance survey of the site and				0.25		\$20,000

		coordinate with MnDOT Cultural Resource Unit (CRU).						
							Sub Total	\$2,471,607
Equipment, Tools, and Supplies								
							Sub Total	-
Capital Expenditures								
							Sub Total	-
Acquisitions and Stewardship								
	Other Acquisition	0.92 Parcels: 3 0.06						\$32,393
							Sub Total	\$32,393
Travel In Minnesota								
							Sub Total	-
Travel Outside Minnesota								
							Sub Total	-
Printing and Publication								
							Sub Total	-
Other Expenses								
							Sub Total	-
							Grand Total	\$2,550,000

Classified Staff or Generally Ineligible Expenses

Category/Name	Subcategory or Type	Description	Justification Ineligible Expense or Classified Staff Request
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Non ENRTF Funds

Category	Specific Source	Use	Status	Amount
State				
			State Sub Total	-
Non-State				
			Non State Sub Total	-
			Funds Total	-

Total Project Cost: \$2,550,000

This amount accurately reflects total project cost?

Yes

Acquisition and Restoration

Parcel List

Name	County	Site Significance	Activity	Acres	Miles	Estimated Cost	Type of Landowner	Easement or Title Holder	Status of Work
Parcel ID: 010-1370-07170	St. Louis	Private landowner to the west. Temporary easement required to construct access road on Scandia Cemetery property.	Easement - Other	0.26	0	\$16,774	Private	Temporary Easement	Has Not Begun
Parcel ID: 010-1370-07230	St. Louis	Glensheen Mansion Estate located to the east. A portion of the retaining wall to terminate on the shoreline of this property.	Easement - Other	0.01	0.01	\$721	Private	Temporary Easement	Has Not Begun
Parcel ID: 010-1370-07230	St. Louis	Glensheen Mansion Estate located to the east. A portion of the retaining wall to terminate on the shoreline of this property.	Easement - Other	0.04	0.01	\$14,898	Private	Permanent Easement	Has Not Begun
Parcel ID: 010-1370-07820	St. Louis	Scandinavian Cemetery, project site for shoreline restoration along Lake Superior	Easement - Other	0.18	0.06	-	Private	Temporary Easement	Has Not Begun
Parcel ID: 010-1370-07820	St. Louis	Scandinavian Cemetery, project site for shoreline restoration along Lake Superior	Easement - Other	0.43	0.06	-	Private	Permanent Easement	Has Not Begun
Totals				0.92	0.14	\$32,393			

Easement (Other) Acquisition

1. Describe the selection process for identifying and including proposed parcels on the parcel list, including an explanation of the criteria and decision-making process used to rank and prioritize parcels.

The need for Permanent and Temporary Easements are highly driven by construction limits. These limits are the anticipated working boundary the contractor will need for staging of equipment, supplies, access to the site, and areas of the work including fill/excavation limits. It is anticipated that three (3) parcels and the existing Permanent Easement of London Road will be affected.

2. List all adopted state, regional, or local natural resource plans in which the lands included in the parcel list are identified for the acquisition purposes you propose. Include the URL to the plan if one is available.

N/A

3. For any parcels acquired in fee title, a restoration and management plan must be prepared. Summarize the components and expected outcomes of restoration and management plans for parcels acquired by your organization, how these plans are kept on file by your organization, and overall strategies for long-term plan implementation, including how long-term maintenance and management needs of the parcel will be financed into the future.

During construction, the county will have a separate contract with the project's contractor. Within the contract are Special Provisions that state completion deadlines and management of vegetation. The contract will not be closed out until vegetation is established, which will apply to all three (3) parcels. After project completion, St. Louis County will be the designated owner and operator of the reinforced concrete retaining wall along the Lake Superior shoreline. The county will have a Permanent Easement corridor for future access, inspections, and maintenance needs of the retaining wall. Anticipated future maintenance may consist of repositioning of riprap, vegetation maintenance, and/or minor concrete repairs. These efforts will be funded by county funding.

4. For each parcel to be conveyed to a State of Minnesota entity (e.g., DNR) after purchase, provide a statement confirming that county board approval will be obtained.

N/A

5. If applicable (see M.S. 116P.17), provide a statement confirming that written approval from the DNR Commissioner will be obtained 10 business days prior to any final acquisition transaction.

N/A

Attachments

Required Attachments

Map

File: [56632c46-749.pdf](#)

Alternate Text for Map

The attached 'Map' document is a 10-page PDF showing the Scandia Cemetery plat boundary, grave plot/block layout, surveyed erosion boundary line, the proposed easement acquisition areas needed (Permanent and Temporary Easements), and location and information on the proposed reinforced concrete retaining wall....

Financial Capacity

Title	File
St. Louis County Audit Opinion Report (2023)	37bcd22-a7e.pdf
St. Louis County Single Audit Report (2023)	49110ec1-2de.pdf
Annual Comprehensive Financial Report (2023)	bcf48891-399.pdf

Board Resolution or Letter

Title	File
County Board Authorization Letter	878b1662-679.pdf

Supplemental Attachments

Capital Project Questionnaire, Budget Supplements, Support Letter, Photos, Media, Other

Title	File
Detailed Project Schedule	049601bf-8f2.pdf
Engineers Estimate for Construction	0a93a8fc-90e.pdf
Prelim Easement Acquisition Exhibit	88a806f4-7c3.pdf
Site Phtotos	eba1881b-2e0.pdf

Administrative Use

Does your project include restoration or acquisition of land rights?

Yes: Easement (Other) Acquisition,

Do you understand that travel expenses are only approved if they follow the "Commissioner's Plan" promulgated by the Commissioner of Management of Budget or, for University of Minnesota projects, the University of Minnesota plan?

N/A

Does your project have potential for royalties, copyrights, patents, sale of products and assets, or revenue generation?

No

Do you understand and acknowledge IP and revenue-return and sharing requirements in 116P.10?

N/A

Do you wish to request reinvestment of any revenues into your project instead of returning revenue to the ENRTF?

N/A

Does your project include original, hypothesis-driven research?

No

Does the organization have a fiscal agent for this project?

Yes, St. Louis County

Does your project include the pre-design, design, construction, or renovation of a building, trail, campground, or other fixed capital asset costing \$10,000 or more or large-scale stream or wetland restoration?

No

Is the purpose of the acquisition for construction of a building(s), trail, campground, or other fixed capital asset costing \$10,000 or more or large-scale stream or wetland restoration, either now or in the future?

No

Do you propose using an appropriation from the Environment and Natural Resources Trust Fund to conduct a project that provides children's services (as defined in Minnesota Statutes section 299C.61 Subd.7 as "the provision of care, treatment, education, training, instruction, or recreation to children")?

No

Provide the name(s) and organization(s) of additional individuals assisting in the completion of this proposal:

Jim Foldesi (County Public Works Director), Matt Hemmila (County Deputy Public Works Director), Jon Siiter (LHB Corporation)

Do you understand that a named service contract does not constitute a funder-designated subrecipient or approval of a sole-source contract? In other words, a service contract entity is only approved if it has been selected according to the contracting rules identified in state law and policy for organizations that receive ENRTF funds through direct appropriations, or in the DNR's reimbursement manual for non-state organizations. These rules may include competitive bidding and prevailing wage requirements

Yes, I understand