



# Environment and Natural Resources Trust Fund

2027 Request for Proposal

## General Information

**Proposal ID:** 2027-160

**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:** Construct a shoreline stabilization project for the Scandia Cemetery property to cease the uncovering of graves and exposure of human remains, prevent sediment erosion, and combat Lake Superior's weather events.

**ENRTF Funds Requested:** \$1,726,000

**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, Minnesota, reported erosion problems that exposed grave sites and deposited human bone fragments onto the beachfront of Lake Superior. 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. 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. In addition, approximately 300-feet of shoreline will continue to erode and deposit sediment and nutrient runoff directly into Lake Superior.

### **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 shoreline restoration project for Scandia Cemetery property. To date, the shoreline alternatives identified fall into two categories: (1) Construction of a reinforced concrete retaining wall, and (2) Shoreline retreat and use of nature-based solutions. During the preliminary engineering phase, the county will complete a site feasibility study to determine the best shoreline alternative considering constructability, long-term performance, environmental benefits, cost, and future maintenance. Alternative (1) consisting of a reinforced retaining wall is the county's preference considering minimizing project excavation limits and proximity of grave plots.

The County will be the designated owner of the completed shoreline restoration alternative. Preliminary engineering, design, permitting, and easement acquisition is to be completed by the county prior to expenditure of ENRTF funds (July 1, 2027). The county is seeking FY 2027 ENRTF funds to complete construction of the project. Project costs and engineer's estimate is associated with Alternative (1), a concrete retaining wall. A final plan set and special provisions for construction is estimated to be available by March 1, 2027. Construction of the project to begin fall of 2027.

### **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 to cease property loss of the historic 1881 Scandinavian Cemetery, discontinue the exposure of graves and human remains, will prevent erosion and nutrient loading of approximately 300-feet of shoreline, and shall provide a resilient shoreline 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 relocation of graves, and collection and housing of human remains. Additionally, increased property management efforts to address vegetation failures such as tree loss resulting from eroded shoreline soils.

## Activities and Milestones

### Activity 1: Project Construction

**Activity Budget:** \$1,652,000

**Activity Description:**

St. Louis County is requesting \$1,726,000 in FY 2027 ENRTF funds to advance the construction timeline of this locally significant project. An estimated \$1,652,000 is to be used towards hiring one (1) contractor, known as the Prime Contractor, to construction the project. The Prime Contractor shall be awarded by the county's low-bidder solicitation process. The Prime Contractor may have subconsultants and suppliers to complete portions of the work such as erosion control, traffic control, and supplying project materials.

The Scandia Cemetery Shoreline Restoration Project can be ready for bidding within 1-month of LCCMR approval and fund expenditure that is estimated to be on or after July 1, 2027. The preliminary engineering, design, plan and specification work required to bring the project to bidding and construction is currently underway and is anticipated to be completed by March 1, 2027. The preliminary engineering and design work is not considered as eligible project costs for this 2027 ENRTF solicitation.

See the Supplemental Attachments section for detailed project schedule.

Consultation with State Historic Preservation Office (SHPO) shall commence during the preliminary engineering phase. SHPO coordination and consultation are not considered as eligible project costs for this 2027 ENRTF solicitation.

**Activity Milestones:**

Description	Approximate Completion Date
All Construction Funds Legally Secured	July 31, 2027
Construction Project Public Advertisement	August 31, 2027
Construction Contractor Award	September 30, 2027
Construction Begins - Staking, Mobilization, and Site Preparation	November 30, 2027
Winter Suspension (No Work)	December 31, 2027
Construct Concrete Retaining Wall	May 31, 2028
Backfilling, Grading, Placement of Riprap	July 31, 2028
Construction Substantially Complete	August 31, 2028
Vegetation Maintenance and Punch List Items	September 30, 2028
Signage Installed with ENRTF Language or Logo	September 30, 2028
Project Complete - Open for Intended Use	October 31, 2028

### Activity 2: Project Construction Administration

**Activity Budget:** \$74,000

**Activity Description:**

St. Louis County is requesting \$74,000 in FY 2027 ENRTF funds for construction administration and inspection for the project. The county shall manage the project and provide experienced staff to complete construction inspection, surveying, and material testing services. Construction administration also includes County Project Engineer hours for field, office, and close-out of the project.

**Activity Milestones:**

<b>Description</b>	<b>Approximate Completion Date</b>
Project Management & Inspection Begins	November 30, 2027
Field Inspections Complete	October 31, 2028
Project Close-Out Complete	December 31, 2028

## Project Partners and Collaborators

Name	Organization	Role	Receiving Funds
Jon Siiter, P.E.	LHB Corporation	LHB is the lead consultant performing engineering and design services to deliver the project to construction. Services include shoreline restoration evaluation, site feasibility study, prelim engineering, final design and plan for construction. LHB will assist the county in ROW acquisition, environmental permitting, SHPO consultation, and bidding.	No
Kyle Warmuth, P.E.	Braun Intertec	Braun Intertec is a subconsultant in the preliminary engineering design phase of the project. Kyle serves as the project manager for geotechnical exploration and reporting for the proposed foundation and slope stabilization design recommendations. Subsurface soil information is required to complete design of the project.	No
Ryan Hostak	Tetra Tech	Tetra Tech is a subconsultant in the preliminary engineering design phase of the project. Tetra Tech will complete a hydraulics and wave analysis report and recommendations for the scoped shoreline alternatives. The report will provide performance measures and potential lake effects involving energy dissipation and nearby property impacts.	No
Charlie Bell, P.E.	Northland Constructors of Duluth	Northland is a subconsultant in the preliminary design phase of the project, providing extensive local heavy-highway contractor knowledge and will provide commentary to project constructability, equipment access, and sequencing to minimize obstructions during the construction phase.	No
Mike Mayou	City of Duluth	Mike is a City Councilor for City of Duluth of which the project resides in. The city shall assist St. Louis County with communication efforts, zoning ordinance design considerations, and provide project support.	No
Alexandra Zachwieja, Ph.D.	University of Minnesota Duluth (UMD) Medical School	Alexandra and her Biological Anthropologist and Climate Change Researcher group is aiding the project by completing a survey and record review of the Scandia Cemetery property. UMD is completing this review to determine grave plot locations and persons. Report will identify graves that are in close proximity to project impacts.	No
Erik Larson	UMD - Glensheen Mansion	Erik is a UMD Engineering Services Supervisor and aids in the property management for the adjacent Historic Glensheen Mansion property. Erik and staff have provided input to the project aesthetics and commentary to mitigate project impacts that may affect the Glensheen property.	No

## Dissemination

**Describe your plans for dissemination, presentation, documentation, or sharing of data, results, samples, physical collections, and other products and how they will follow ENRTF Acknowledgement Requirements and Guidelines.**

Upon work plan approval and allocation of ENRTF funds, St. Louis County will utilize social media platforms (Facebook, X, Instagram) to announce to the community of successful award for the construction of the Scandia Cemetery Shoreline Restoration Project. The county will utilize social media to share the project's history, construction timeline, and completion. Community engagement with social media platforms allows the county to tell the project story in ways that words alone cannot such by using photos, videos and live updates.

Local news outlets have contacted St. Louis County specifically about the Scandia Cemetery erosion issues and questioned how the city and/or county plans to resolve the exposure of graves and human remains. The county will continue to speak to the local press and provide project updates to better serve the community. The proposed Scandia Cemetery project aims to preserve and conserve a cultural and historical place that is important to locals and non-regional families that have ancestors resting there. Please see the Supplemental Attachments section further in this proposal for local media news releases about Scandia Cemetery.

St. Louis County appreciates the sharing of knowledge through peer exchange, trainings, and conference events. The county would be willing to share our project experience relating to design, permitting, fund seeking, and construction if granted the opportunity. A project as unique as this with site constraints, shoreline construction, controversial potential, historic preservation, and nearby graves sites provides a good opportunity to share the experience from beginning to end.

Once the shoreline restoration project is constructed, monitoring its performance and sharing its documented benefits to environmental groups such as Minnesota Department of Natural Resources (MnDNR), Minnesota Board of Water & Soil Resources (BWSR), Great Lakes Commission, and other groups can help support future similar projects along coastal shorelines in the region. A project outcome, to have a documented shoreline resiliency project that is successfully combating flooding, erosion, and extreme weather events of Lake Superior.

## 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?**

Upon project completion, St. Louis County will be the designated owner and operator of the shoreline restoration alternative. The Cemetery Board will remain as property owner and operator of the Scandia Cemetery property. Cemetery access shall remain open to the public to use for burial purposes and contribute to the well-being of the community and the preservation of history. The county will have a permanent easement corridor for future access, inspections, and maintenance needs. Anticipated future maintenance may consist of repositioning of riprap, vegetation maintenance, and/or minor concrete repairs. These maintenance efforts will be funded with county local dollars.

## Project Manager and Organization Qualifications

**Project Manager Name:** Rachel Gregg

**Job Title:** Professional Engineer

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

As a Professional Engineer for St. Louis County Public Works' Bridge Department, I currently manage the Bridge Department staff consisting of two (2) supervisors and seven (7) technicians. I oversee the county five (5) year Capital Improvement Plan (CIP) specifically for span-bridges and large culverts located on county, township, and unorganized township routes. The county's bridge inventory consists of 608 state recognized bridge structures that require routine safety inspections and reporting. The routine bridge inspections performed drives replacement or repair needs that are programmed into the CIP. In addition to bridge projects, the Bridge Department tackles specialty projects such as slope stabilization along lakes and rivers, retaining walls, and water control structures.

It is my responsibility to deliver each project in the CIP to construction. In the past seven (7) years, 81 projects have been delivered to construction and final closeout. The county strives to obtain supplemental funding sources to aid in construction projects, such as Federal Highway (FHWA) grants and opportunities such as the LCCMR ENRTF Account. 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. Construction for the CHBP Program was completed by spring of 2025 and is currently in processing for final closeout.

**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 2025 construction season, St. Louis County invested \$44.7 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
<b>Personnel</b>								
County Project Engineer		The County Project Engineer manages the project by directing field staff who are inspecting the project and communicates with the prime contractor. During construction the County Project Engineer will perform regular site visits, ensure compliance with State specifications, and handle compensation negotiations as necessary.			24%	0.3		\$20,000
County Inspector		The County Inspector is a certified technician who will be onsite during all field construction activities. The County Inspector is responsible to document the work performed and quantify materials placed for payment. Documentation efforts include photographs, survey staking, material sampling, and routine checks to ensure compliance with the construction plan.			24%	0.9		\$35,000
County Survey Technician		The County Survey Technician is a trained technician who will periodically visit the project site to provide construction staking. Construction staking needs consist of cut/fill extents, centerline alignment of a structure, ROW and TE easement boundaries, and slope grades. It is estimated a Survey Technician will be needed twice weekly during active construction. A survey crew typically operates with 2 or more technicians. For this project, the estimate is for two (2) technicians required.			24%	0.48		\$16,000
County Lab Technician		The County Lab Technician will primarily be in the county lab facility completing material testing for the project. Testing needs will include gradations of granular materials, concrete strength tests, and formally documenting test results. Material testing will ensure project supplied materials and means of placement are in compliance with current State specifications.			24%	0.12		\$3,000
							<b>Sub Total</b>	<b>\$74,000</b>
<b>Contracts and Services</b>								

Prime Contractor	Service Contract	St. Louis County shall hire one (1) contractor known as the Prime Contractor who will be awarded low bidder solicitation. The Prime Contractor will facilitate construction of the project and may hire multiple subconsultants and suppliers. Total cost includes contingencies (5%) and inflation at mid-point of construction (14.99%).				10.8		\$1,652,000
							<b>Sub Total</b>	<b>\$1,652,000</b>
<b>Equipment, Tools, and Supplies</b>								
							<b>Sub Total</b>	-
<b>Capital Equipment</b>								
							<b>Sub Total</b>	-
<b>Acquisitions and Stewardship</b>								
							<b>Sub Total</b>	-
<b>Travel In Minnesota</b>								
							<b>Sub Total</b>	-
<b>Travel Outside Minnesota</b>								
							<b>Sub Total</b>	-
<b>Printing and Publication</b>								
							<b>Sub Total</b>	-
<b>Other Expenses</b>								
							<b>Sub Total</b>	-
							<b>Grand Total</b>	<b>\$1,726,000</b>



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
<b>State</b>				
			<b>State Sub Total</b>	-
<b>Non-State</b>				
Cash	<p>St. Louis County intends to fund the 25 percent (%) project match using local funds from its local levy. For year 2026 levy, the portion supported by taxpayers amounts to \$202,669,428. Approximately 1.5 percent (%), or \$304,004,142 is allocated for capital investments for infrastructure.</p> <p>Cost participation from the City of Duluth may occur and would assist the project match. Funding assistance from the city will be determined at a future date.</p>	St. Louis County is committed to providing the necessary 25 percent (%) cost contribution for this project and any necessary cost share or potential cost overruns.	Potential	\$575,000
			<b>Non State Sub Total</b>	<b>\$575,000</b>
			<b>Funds Total</b>	<b>\$575,000</b>

**Total Project Cost: \$2,301,000**

**This amount accurately reflects total project cost?**

Yes

## Attachments

### Required Attachments

#### *Visual Component*

File: [7c2c21ee-319.pdf](#)

#### *Alternate Text for Visual Component*

Scandia Cemetery is located within the City of Duluth, Minnesota, and along the shoreline of Lake Superior. The project is also adjacent to the Historic Glensheen Mansion located at 3320 London Rd, Duluth, MN....

#### *Financial Capacity*

Title	File
2024 Annual Comprehensive Financial Report	<a href="#">e7d0928e-98c.pdf</a>
2024 Audit Results Letter - St. Louis County	<a href="#">ad813874-4bc.pdf</a>
2024 Audit Opinion Report - St. Louis County	<a href="#">3fa547f7-358.pdf</a>

#### *Board Resolution or Letter*

Title	File
County Board Resolution	<a href="#">4cd27eb7-803.pdf</a>

### Supplemental Attachments

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

Title	File
Capital Construction Questionnaire	<a href="#">e4dba87d-5de.pdf</a>
Detailed Project Schedule	<a href="#">39cecbca-92f.pdf</a>
Detailed Engineer's Estimate	<a href="#">583ab4d0-a37.pdf</a>
Capital Construction Budget Addendum	<a href="#">f51e9736-f88.pdf</a>
Media News	<a href="#">5c466790-66b.pdf</a>
Site Photos	<a href="#">1c735948-221.pdf</a>
Project Overview & Prelim Design Layout	<a href="#">62cce5c7-e19.pdf</a>

## Administrative Use

**Does your project include restoration or acquisition of land rights?**

No

**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?**

No

**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?**

Yes

**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:**

James T. Foldesi, P.E. (St. Louis County Public Works), Matt Hemmila, P.E. (St. Louis County Public Works)

**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