EXAMPLE SCOPE OF WORK – INTENSIVE-LEVEL ARCHITECTURAL SURVEY

Project Summary

The City proposes to hire a professional preservation consultant to complete an intensive-level architectural survey of the Irvington neighborhood, bounded roughly by Madison Avenue to the east, Franklin Boulevard to the north, Washington Avenue to the west, and the former Red and Golden Railroad to the south (see Boundary Map, Figure 1). Previously identified for further investigation as part of a community-wide reconnaissance survey undertaken by the City in 2010, the Irvington neighborhood is comprised of approximately 600 parcels totaling 580 acres. Based on previously collected data and parcel records, approximately 85% of properties (510 properties) were constructed prior to 1975; the remainder (15% or 90 properties) were constructed post-1975. This survey will enhance the City’s ability to make informed planning decisions about the future of this neighborhood—and potential future preservation strategies—in the face of encroaching development pressure as further described below. The survey will also provide the opportunity to build upon recent efforts by the City to engage property owners and other community stakeholders in this quadrant of the city in discussions related to long-term revitalization plans and the role of preservation in those activities.

Project Need and Goals

The Irvington neighborhood is a fragile historic resource that reflects the growth of the industrial-based economy of the late nineteenth and early twentieth centuries, which spurred an influx of immigrant workers that supported nearby manufacturing hubs. These workers largely settled in the Irvington neighborhood, which quickly became a center of cultural activity on the periphery of the city center. By 1920, the neighborhood was home to the largest immigrant population in the city. Population increase in turn drove the establishment of community infrastructure such as a small commercial node and churches, which further cemented the distinctive identity of the community. While the industrial ventures that once sustained the neighborhood are mere ghosts of the landscape, the Irvington neighborhood remains as a critical component of the city’s industrial and ethnic heritage.

The Irvington neighborhood has a compelling story to tell but has often been overlooked as an area of intrinsic value as part of past community planning and development activities. The result is that, today, the cultural identity and fabric of the Irvington neighborhood is at risk. Over the last 20 years, the integrity of the community has been challenged, particularly as a result of zoning changes that have led to an influx of new mixed-use residential and residential multi-family units, which allow for higher-density occupation and stand in stark contrast to the modest one-story dwellings that have historically characterized the area. Furthermore, redevelopment of both vacant and previously occupied lots is increasingly encroaching on the core of the community, particularly to the north and east. Large projects outside of the neighborhood but along its borders have created additional interest in this area, which has the potential to have a substantial impact on the neighborhood. While developers are currently investigating their options, members of the community are increasingly challenging redevelopment of the area and seeking a means to protect its character. Residents from the neighborhood strongly support this grant application as evidenced by the attached letters of support.

Given the rate of change in and surrounding the neighborhood, intensive-level survey is critical at this time to help coordinate and facilitate future planning activities before additional resources are lost. The survey will follow up on the results of the City’s 2010 reconnaissance survey, which preliminarily recommended the neighborhood as significant under Criterion A in the areas of Community Planning and Development and Ethnic Heritage but noted that additional investigations were necessary to determine the overall integrity of the neighborhood and the status of individual resources therein. In accordance with SHPO standards, the project will gather sufficient data on each property to make recommendations of eligibility for listing in the National Register of Historic Places (NRHP), both for individual properties and the overall neighborhood (or portions thereof) as a potential historic district. The resulting report and associated materials will be an invaluable resource that will serve as the foundation for City staff and community stakeholders to make informed land use decisions that have the potential to impact the future existence of this neighborhood and to determine potential preservation activities, including but not limited to potential NRHP listings, local historic district designations, and Section 106 reviews. Even beyond the Irvington neighborhood specifically, conversations resulting from
the survey process have the potential to have long-term impacts on future decisions related to redevelopment and revitalization of historic areas in this quadrant of the city.

Summary of Survey Area and Current Conditions

Bounded roughly by Madison Avenue to the east, Franklin Boulevard to the north, Washington Avenue to the south, and the former Red and Golden Railroad to the west (see Boundary Map, Figure 1), the Irvington neighborhood lies at the northern end of the city, approximately 2 miles beyond the downtown core. The neighborhood is comprised of approximately 600 parcels totaling 580 acres. Based on previously collected data and parcel records, approximately 90% of properties (540 properties) were constructed prior to 1975; the remainder (10% or 60 properties) were constructed post-1975. The boundaries of the Irvington neighborhood as defined for the purposes of this survey are consistent with the historical boundaries for the Irvington community as platted in 1882.

The Irvington neighborhood is one of the City’s oldest neighborhoods outside of those situated in downtown, with housing dating primarily between the 1880s and 1920s. Historically an agricultural area with scattered farms and orchards, the partially forested lands had been logged and cleared by 1880. The subsequent extension of the Red and Golden Railroad beyond the northern limits of downtown in 1881 spurred development interest in this quadrant of the city, and, in 1882, the first significant industrial and residential development began in earnest. Nearly concurrent with one another, Randall Irving filed the first residential plat—Irvington—to the east of the railroad while the Reitz Lumber Yard was established to its west. While the prospect of the rail line and industry in this area would lead to additional residential areas, it was the Irvington neighborhood that absorbed the first wave of residents, who came to support the emerging industry. While many residents were native-born Americans from New England, others came from Germany, Ireland, and Denmark and later southern Europe as immigrants flocked to the region’s industry, ultimately resulting in the highest density immigrant population in the city. Intense development continued into the 1900s in Irvington and surrounding areas, spurred by the continued role of the railroad and accompanying industry and the addition of nearby streetcar routes, which provided convenient transportation for laborers. Development continued through the next three decades until activity was curtailed by the Great Depression, which had a profound economic impact on the local community and industrial endeavors that supported many of the people living here. By the early 1950s, the Reitz Lumber Yard and nearby industries such as Grant Millwork Company and Langston Forge were all closed.

Today, much of the neighborhood remains a well-established area characterized by the modest primarily vernacular single-family residences and duplexes that date to the original build-out of the community. While no vestiges of the streetcar line that once connected the neighborhood to the city core remain, the street network is intact, as is the overall spatial arrangement of streetscapes and individual lots. Most residential buildings date to the period of significance, although scattered contemporary apartment complexes are located along the periphery and stretching alongside West 13th Avenue into the interior of the neighborhood. This later development primarily evolved in the late twentieth century as vacant lots were infilled at the edges and as a first wave of demolition removed some historic residences from the landscape. Other non-historic buildings include a collection of commercial buildings at the eastern and southern ends of the neighborhood and scattered infill residences. While the neighborhood has witnessed long period of disinvestment in recent years, many dwellings retain a high degree of integrity despite condition issues. Original materials are prevalent throughout the collection of late 19th- and early 20th-century dwellings, although aluminum and vinyl siding, replacement windows, and other such modifications are persistent elements of the landscape. The photographs included with this application include representative properties in the district and also illustrate the degree of change occurring at the periphery of and nearby the neighborhood. The included map (Figure 1) shows the distribution of the age of buildings in the neighborhood based on assessor data.

Proposed Methodology

The survey project will be carried out in accordance with the standards and guidelines of the National Register Bulletin 24: Guidelines for Local Surveys: A Basis for Preservation Planning and SHPO’s Michigan Above-Ground Survey Manual. The project will be coordinated by the City’s Preservation Officer. She will work closely with the selected consultant and SHPO to ensure that the grant
requirements and purpose of the project are appropriately met. The City anticipates that the project will proceed according to the timeline outlined in the Work Schedule.

1. **RFP and Consultant Selection:** Once a grant agreement is executed with SHPO, the City will begin working on the Request for Proposals (RFP), which will be used to competitively select a consultant who meets the Secretary of the Interior’s Professional Qualification Standards (36 CFR 61) for Architectural Historian and/or Historian and possesses the following: (1) thorough knowledge of and familiarity with late 19th and early 20th century architecture; (2) demonstrated experience in completing primary and secondary research, conducting architectural survey, and writing historic contexts; and (3) familiarity with documenting and evaluating Michigan’s historic resources in accordance with Michigan State Historic Preservation Office (SHPO) standards and guidelines and the National Register Criteria for Evaluation. The City will work closely with SHPO for review and approval of the RFP, as well as selection and approval of the consultant for the survey. The selected consultant will ultimately be responsible for all technical work associated with the project, including conducting research, completing the survey, and preparing the survey report and related materials.

2. **Consultant Kick-Off Meeting and Initial Public Meeting:** At the start of the project, the City, SHPO, and selected consultant will participate in a kick-off meeting to discuss the goals of the project, tasks to be completed, and anticipated timelines. In advance of any survey work, the City and consultant will also coordinate to host a public meeting in or nearby the Irvington neighborhood. Information on the meeting will be sent to property owners in the survey area and advertised on the City’s website, on the community notice board at City Hall, and on social media. The purpose of this meeting will be to introduce the project to property owners and other stakeholders, discuss the proposed methodology and goals of the project, and summarize potential future actions that may result from the survey, depending on the results. This meeting at the outset of the project also will present an ideal opportunity for soliciting input from property owners, particularly those that may have historical information related to their properties or the overall neighborhood.

3. **Archival Research:** The City anticipates the consultant will proceed with archival research following the initial meetings, to include as appropriate, a SHPO file search and a review of published resources such as community histories; archival resources such as development plats, company records, tax records, and city directories; and historical cartographic resources such as Sanborn maps and historical aerials available through repositories such as the Lawton County Public Library, Western State University, and the files of the local historical society. This research will supplement the initial research on the neighborhood that staff previously completed on the neighborhood as part of the 2010 reconnaissance survey and in preparation for this grant application. Such research included researching building construction dates and documenting the history of the development through historical newspaper articles available on Newspapers.com. Given that basic information on the neighborhood has already been collected, the City anticipates that most of the consultant’s research will focus on placing the Irvington neighborhood into the larger context of developmental trends of the period in order to appropriately assess its significance and integrity.

4. **Architectural Inventory and Documentation:** Concurrent with research, the consultant will begin the field survey component. City staff will provide maps, including ArcGIS shapefiles, and addresses for the properties for the consultant to use as their base mapping to enable efficient completion of project work. The field survey will collect baseline information on each property in the survey area, including locational data, architectural characteristics, and historical associations. The collected information will be sufficient for the consultant to prepare a Michigan Architectural Inventory Form for each property in accordance with SHPO standards and to appropriately evaluate the eligibility of each property according to the National Register Criteria for Evaluation. An emphasis will be placed on preparing detailed summaries of architectural character and historical associations for all properties 40 years of age or older while only basic information will be recorded for properties that are less than 40 years of age. Architectural and historical narratives will be completed by digital photographs of each property. At least three photographs—two oblique views and a façade view—will be collected, as feasible, for each
property. In addition, representative streetscape views will be captured throughout the survey area for use in the survey report.

5. **Survey Report:** Upon completion of the research and survey components of the project, the consultant will prepare a survey report meeting the content requirements outlined in SHPO's *Michigan Above-Ground Survey Manual*. Broadly speaking, the report will provide a thorough historical background and contexts for the neighborhood; anticipated themes to be addressed include, at minimum, Architecture, Community Planning and Development, Ethnic Heritage, Industry, and Social History. The historic context presented in the report will be sufficient to evaluate the relative significance of surveyed resources, which will be measured against the NRHP Criteria for Evaluation. The report will also include a thorough discussion of the survey results, including narratives on the overall character and integrity of the neighborhood and prevalent building types and architectural styles. The report will also include final recommendations of National Register eligibility for individual resources and the neighborhood and/or portions thereof, as appropriate. If eligible districts are identified, the consultant will be responsible for recommending contributing and non-contributing status for each individual property within the proposed district boundary. The report will also include a discussion of potential next steps, including, for example, preservation planning concerns and potential preservation actions, such as local historic district designation. Narratives will be complemented by photographs and mapping to fully illustrate the character and integrity of the neighborhood and resources therein. The report will also include a bibliography and appendices, including, for example, a table of surveyed properties and inventory forms for individual properties.

The City anticipates that the consultant will submit components of the survey report and associated materials in four intervals: Deliverable #1, report outline and 10 preliminary inventory forms (25% submittal); Deliverable #2, first draft of the inventory forms and survey report (50% submittal); Deliverable #3, revised draft of the inventory form and survey report (95% submittal); and Deliverable #4, final drafts of all materials (100% submittal). The consultant will be required to address all SHPO comments and corrections at each review phase. The City and consultant will meet with SHPO, as necessary, after submission of the deliverables to discuss the comments prior to making adjustments for the remainder of the work.

6. **Public Meeting:** At the conclusion of the project, the City will work with the consultant to host a final public meeting to present the results of the survey and the consultant’s recommendations. The final survey report and related materials also will be made available on the City’s website and printed copies will be made available at City offices, the Lawton County Library, and the historical society’s reference library.

**Final Deliverables**

Upon completion of the project, the City will provide SHPO with:

- One (1) hardcopy of the final survey report, including mapping and inventory forms; and
- Two (2) sets of CDs/DVDs or flash drives including electronic copies of the survey reports, mapping, and inventory forms, as well as copies of relevant research, historical photographs and cartographic resources, and related data.

**Anticipated Outcomes**

Since completion of the City’s community-wide reconnaissance survey in 2010, little action has been taken to move forward with additional preservation activities due to a combination of limited municipal resources and a culture of indifference. However, as part of recent master planning processes, the City has begun to re-examine its attitude toward historic preservation, particularly as it relates to economic revitalization. With this has come a realization that the City must make significant progress toward moving forward on some of the recommendations put forth in 2010 before substantial components of the city’s historic character are lost through demolition or neglect—the Irvington neighborhood is one such area where time is of the essence. Indeed, previous survey data is now outdated and does not provide a sufficient level of detail on which to make informed decisions. A new survey that accounts for
current conditions and more fully explores the ethnic and cultural heritage of the neighborhood will better equip the City to promote responsible stewardship of resources in this part of the city. This is particularly important as development pressures continue to build.

By updating the inventory of this area, staff can more effectively plan for this portion of the community. The survey data and accompanying report will provide an up-to-date baseline against which the significance and integrity of the neighborhood can be evaluated, thus helping the City to make sound decisions about planning and development activities in this portion of the city, including potential protections such as local historic district designation. Equally important, the survey process provides a ready means for publicizing the importance of our city’s historic character and the benefits of preservation. Through public meetings and other dialogue, the survey will enhance the ability of City staff to have directed conversations with property owners, investors, developers, and others in the Irvington neighborhood and the broader community about the significance of the area and potential ways to recognize and/or protect community identity and character. As previously mentioned, many residents are very proud of their community’s history and have recognized the need for protection. The survey process will further contribute to a well-engaged and informed citizenry and assist property owners in having discussions with community stakeholders.

**Budget and Cost Reasonableness**

In preparing the budget for this project presented in the Project Budget section, the City requested ballpark estimates from three local preservation consulting firms familiar with completing historic resource surveys to gauge approximate costs. Summaries of the estimates received are attached to this proposal. Based on the collected information and the proposed scope of work, the City believes that the budget is appropriate and sufficient to complete the scope of work in an effective and timely manner.