

Consulting Services to Provide a Historic Preservation Treatment and Maintenance Plan for the San Francisco Veterans Affairs Medical Center (SFVAMC)

I. General

Under Section 106 of the National Historic Preservation Act (NHPA), all federal agencies are required to evaluate proposed projects for their potential to adversely affect historic properties, and to find ways to avoid, minimize, or mitigate potential adverse effects.¹ Section 106 regulations define a "historic property" as a district, site, building, structure, or object that is listed in the National Register of Historic Places (NRHP) or that is eligible for inclusion in the NRHP. The campus of the San Francisco Veterans Affairs Medical Center (SFVAMC) includes approximately 18 buildings and structures that were constructed from 1933 to 1934 mostly in the Mayan Art Deco Style. A historic district encompassing 14 of these resources was listed in the NRHP in 2009, and some of the remaining 4 historic resources outside of the district's boundaries may be individually eligible for listing in the NRHP. Located adjacent to the SFVAMC, the Fort Miley Military Reservation (FMMR) also was listed in the NRHP as a Historic District in 1980. Views to and from the SFVAMC Historic District and the FMMR Historic District were considered as part of the Section 106 consultation process.

The development of a Historic Preservation Treatment and Maintenance Plan (HPTMP) will provide guidelines detailing how to interpret the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (<http://www.nps.gov/tps/standards/four-treatments/treatment-guidelines.pdf>) when proposing a project that may affect any of the historic buildings or structures on the SFVAMC campus. Treatment guidelines for sites and landscape elements will be included in a separate Historic Landscape Study (HLS) which is being prepared concurrently with the HPTMP; consequently, the HPTMP does not need to discuss landscape issues, but should cross-reference the HLS. The aim of the HPTMP will be to facilitate a smooth and efficient process for Section 106 consultation when future projects are proposed.

II. Project Background

In order to plan and manage the growth of its campus, SFVAMC routinely prepares Long Range Development Plans (LRDPs). Beginning in 2006, SFVAMC published a series of drafts of an LRDP that proposed work and construction that would have significant adverse effects to the resources within the NRHP-listed SFVAMC Historic District, as well as to the surrounding parklands and the adjacent NRHP-listed FMMR Historic District. Through discussions with consulting parties, the VA worked to minimize some of the adverse effects in subsequent drafts of the LRDP, published in 2012 and 2014. The process of evaluating the impacts to cultural resources and other environmental resources is summarized in the *Environmental Impact Statement (EIS): San Francisco Veterans Affairs Medical Center (SFVAMC) Long Range Development Plan (LRDP)*. Through the consultation process, the VA determined that its mission necessitated some significant expansion projects, while acknowledging their potential to adversely affect historic properties. To mitigate the potential adverse effects proposed in the LRDP, in 2015, the VA entered into a Programmatic Agreement (PA) that will remain

¹ Additional detail regarding the Section 106 consultation process is available online through the Advisory Council on Historic Preservation (ACHP) at <http://www.achp.gov/106summary.html>.

in effect for 15 years. That PA streamlined the process of Section 106 review for some areas with little potential to adversely affect historic resources during the lifetime of the PA, but it maintained a process for Section 106 consultation for resources located within the boundaries of the SFVAMC NRHP-listed Historic District and resources adjoining either the SFVAMC Historic District or the FMMR Historic District, as well as for future projects not listed in the LRDP. The LRDP, and therefore the PA, address only large-scale construction and demolition projects, so other projects, such as operational recurring and non-recurring cyclical, routine, and emergency treatment and maintenance activities, remain subject to standard review under the Section 106 regulations (36 CFR Part 800). These activities include things like painting or refinishing exterior surfaces, repairing or replacing windows and doors, or reconfiguring interior spaces. The 2015 PA further stipulates that mitigation for the adverse effects of the projects included in the LRDP will include the development of an HPTMP. This solicitation is a result of that stipulation. The mitigation stipulations of the PA additionally called for the development of Historic District Design Guidelines, a Historic Landscape Study, and a Public Interpretation Program, all of which are in various stages of development under separate contracts.

This contract to complete a HPTMP is part of the following internal VA timeline for implementation of the requirements of the PA:

- 2015: Finalize the PA regarding the LRDP for SFVAMC (completed)
- 2015: Complete a Work Plan defining services required as part of the preparation of the HPTMP
- 2016: Determine funding for the HPTMP
- 2017: Begin HPTMP work
- 2018: Complete HPTMP

III. Purpose

The U.S. Department of Veterans Affairs requires preparation of an HPTMP for the San Francisco Veterans Medical Center Historic District and its environs. The purpose of the HPTMP is to interpret and apply the *Secretary of the Interior's Standards for the Treatment of Historic Properties* to a variety of common recurrent and non-recurrent maintenance activities and other small-scale projects that may occur at the SFVAMC. The guidelines set forth in the HPTMP will facilitate smooth and efficient completion of the Section 106 consultation process by ensuring that proposed future projects respect the historic and architectural qualities of the SFVAMC Historic District and do not impinge upon the adjacent FMMR Historic District. The guidelines in the HPTMP also should help support the VAMC's missions of providing quality medical care to veterans and conducting innovative research into veterans' health issues, should identify areas of potential conflict between historic preservation and the VAMC's mission, and should propose strategies for conflict resolution.

IV. Government Furnished Information

The following is a list of previously completed documents that will be made available to the contractor:

- *National Register Nomination, Fort Miley Military Reservation (Point Lobos Military Reservation)*, 1980 (<http://pdfhost.focus.nps.gov/docs/NRHP/Text/80000371.pdf>)

- *National Register Nomination, San Francisco Veterans Affairs Medical Center, 2009* (<http://pdfhost.focus.nps.gov/docs/NRHP/Text/05001112.pdf>)
- *National Historic Preservation Act Baseline Documentation: San Francisco Veterans Affairs Medical Center, 2011* (http://www.sanfrancisco.va.gov/docs/01_NHPA_Baseline_Documentation_12-15-2011.pdf)
- *EIS, 2012 Draft, as well as final version currently underway* (<http://www.sanfrancisco.va.gov/planning/EIS.asp>)
- *Fort Miley and the Marine Exchange Lookout: Cultural Landscape Report. Golden Gate National Recreation Area, July 23, 2013*
- *Updated Long Range Development Plan, 2014* (http://www.sanfrancisco.va.gov/docs/Updated_LRDP_2014.pdf)
- *Programmatic Agreement Regarding the Long Range Development Plan for the San Francisco Veterans Affairs Medical Center, 2015*
- *SFVAMC Historic District Design Guidelines, 2015* (sic: in preparation)
- *SFVAMC Historic Landscape Study Work Plan, 2015* (sic: in preparation)
- *SFVAMC Public Interpretation Program Work Plan, 2015* (sic: in preparation)

V. Technical Requirements

- All project deliverables should be consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, as well as relevant National Park Service *Preservation Briefs* and *Interpreting the Standards Bulletins*.
- Preparer's staff must include personnel who meet *Secretary of the Interior's Professional Qualification Standards* in the areas of History and/or Architectural History.
- Preparer must have successfully completed at least one project of similar scope and scale within the past 10 years, or explain satisfactorily why this requirement should be waived.
- Project team must include a qualified architectural conservator who has successfully completed paint analysis on a campus of a similar scale within the past 10 years, or explain satisfactorily why this requirement should be waived.

VI. Scope of Work

The contractor will complete an HPTMP for the SFVAMC campus. The SFVAMC campus encompasses 29 acres, 12 acres of which are listed in the NRHP as a historic district. The SFVAMC Historic District currently includes 14 contributing buildings and structures, all of which were constructed from 1933 to 1934 mostly in a Mayan Art Deco architectural style. The historic district also includes eight non-contributing buildings and structures. The 17 acres outside of the historic district boundaries include approximately 16 buildings and structures as well. Although the majority of these resources were constructed after 1964, four were part of the original building campaign and were constructed from 1933 to 1934 (Buildings 12, 13, 15, and 21). These four buildings are not in the NRHP-listed historic district, but they should be considered to be subject to the provisions of the HPTMP unless the VA documents that they are not eligible for the NRHP in accordance with applicable regulations.

The HPTMP will address proposed future work with the potential to have a physical effect on historic resources – both contributing buildings within the historic district boundaries and possibly NRHP-eligible buildings outside the district boundaries. In addition, the HPTMP will

cross-reference the Historic District Design Guidelines (HDDG) adopted by the VA in 2015, as well as the ongoing HLS. The HDDG discusses the potential for visual impacts within the SFVAMC Historic District, from the surrounding FMMR Historic District, and from a number of significant vantage points in outlying areas. The HLS identifies significant historic landscape features and provides treatment recommendations for each. The HPTMP must be consistent with the [2015] HDDG, as well as with the HLS. The [2015] HDDG may be found at [URL]. Drafts of the HLS will be made available to the preparer for review as part of the preparation of the HTPMP.

The contractor shall provide the following services and complete all items listed within the following Scope of Work:

- A. Project Initiation
 1. Conduct an on-site meeting with SFVAMC staff to discuss project goals, timeline/schedule, and work deliverables.
 2. Complete a letter report that summarizes the on-site meeting and notes any changes to the Scope of Work or project timeline.
- B. Field Documentation, Research, and Analysis
 1. Conduct necessary on-site field documentation and analysis to complete the HPTMP.
 2. Conduct research regarding the historic appearance of buildings and structures, as well as the types of small projects and recurring maintenance that have affected historic resources in the past, and plans for upcoming undertakings that may have the potential to affect historic resources in the future.
 - a. Topics of Research
 - i. Original 1932 construction drawings
 - ii. Historic photographs
 - iii. Chronology of alterations
 - iv. Any references to the historic color palette(s)
 - v. SFVAMC Strategic Capital Improvement Plans (SCIPs) from the past five years that list the types of projects that the VA has undertaken and plans to undertake
 - vi. SFVAMC maintenance plans and schedules that list recurring maintenance activities
 - b. Repositories for Research
 - i. SFVAMC Engineering Office
 - ii. National Archives and Records Administration (NARA), San Bruno (Record Group 15)
 - iii. San Francisco History Center and San Francisco Historical Photograph Collection at the San Francisco Public Library
 3. Conduct Paint Analysis – document the chronology of the historic color scheme(s). Note that paint analysis should sample several patches each in a number of different locations—such as on main wall surfaces, door surrounds, window sashes, and spandrels—in order to determine if a multi-colored scheme historically was present. Paint analysis should be conducted by a qualified and experienced architectural conservator, using the gentlest means possible.

- C. Preliminary Draft HPTMP, to include the following content, at a minimum:
1. Discussion of Objectives
 - a. Maintain high-quality patient service, patient and visitor comfort, convenience, and enjoyment
 - b. Preserve original exterior building fabric
 - c. Manage, and where feasible, restore selected original characteristics obscured by subsequent changes
 - d. Promote efficient decision-making to minimize cost and maximize benefits
 2. Applicability of the HPTMP
 - a. Table listing contributing and non-contributing buildings within the SFVAMC Historic District
 - b. Table listing the buildings within the SFVAMC campus to which the HPTMP guidelines apply
 - c. Map illustrating the location of the resources within the campus to which the HPTMP guidelines apply
 3. Introducing the *Secretary of the Interior's Standards for the Treatment of Historic Properties*
 4. Interpreting the *Secretary's Standards* for the typical elements of a historic building
 - a. Cross-reference the HDDG for standards regarding new infill construction and construction of additions
 - b. Cross-reference the HLS for standards regarding landscape elements
 - c. Exterior stucco walls
 - i. Cleaning
 - ii. Painting
 - iii. Resolving water infiltration issues
 - iv. Repairing damaged stucco
 - d. Exterior terra cotta ornamentation
 - i. Cleaning
 - ii. Removing paint
 - iii. Repairing damaged terra cotta
 - e. Roof repair and modifications
 - f. Window repair and replacement
 - g. Doors and entrances
 - h. Exterior mechanical systems and rooftop appurtenances
 - i. Handicap access modifications
 - j. Selected interior spaces, as identified in the HDDG:
 - i. Identification of spaces
 - ii. Configuration of interior walls
 - iii. Interior wall finishes
 - iv. Interior doors
 - v. Interior fixtures
 - k. Cross-reference Appendix A: Archeological Protocol to be included as part of the Second Draft
 5. Interpreting the *Secretary's Standards* for the unique aspects and character-defining features of specific historic buildings

- a. Illustrated standards and recommendations for each contributing building within the SFVAMC Historic District
 - b. If applicable, illustrated standards and recommendations for each building or structure outside of the historic district boundaries determined to be individually NRHP-eligible
 6. Interpreting the *Secretary's Standards* for proposed future projects
 - a. Projects in the current SCIP
 - b. Projects in current maintenance plans
 7. Implementation Strategy
 - a. Internal VA Review Process
 - i. Who reviews plans for which types of projects (capital projects, non-recurrent maintenance projects, and/or recurrent maintenance projects)?
 - ii. At what points are plans reviewed internally?
 - iii. Who certifies that proposed projects meet the standards in the HPTMP?
 - iv. What is the internal process for resolving conflicts if the proposed project does not meet the standards in the HPTMP?
 - v. How is the internal VA review process logged and shared with the public?
 - b. Section 106 Consultation Processes
 - i. For projects included in the LRDP and associated PA
 - ii. Traditional Section 106 process for other projects
 - c. Alternative Processes
 - i. Pros and cons of an alternative review process
 - ii. Protocol for implementing a PA with an alternative review process
 - iii. Cross-reference example of draft PA, to be included as Appendix B for the Second Draft HPTMP
 8. Bibliography
- D. Second Draft HPTMP
1. All content included in the Preliminary Draft HPTMP, revised and updated to respond to all comments on the VA
 2. Appendices, to be newly drafted
 - a. Appendix A: Archeological Protocol
 - b. Appendix B: Draft PA for Alternative Section 106 Consultation Process
 - i. Role of the HPTMP and the 2015 HDDG in the alternative consultation process
 - ii. Categories of work to be exempted from Section 106 consultation
 - iii. List of non-historic buildings to be exempted from Section 106 consultation
 - iv. Role of the VA internal review process
 - v. Procedures and schedule for internal VA audits
 - vi. Procedures and schedule for external audits
 - vii. Procedures for sharing documentation with the public
- E. Final HPTMP
1. All content included in the Preliminary and Second Drafts of the HPTMP, revised and updated to respond to all comments from the VA
 2. Appendices included in the Second Draft HPTMP, revised and updated to respond to all comments from the VA

VII. Deliverables

A. Format of Deliverables

1. Preliminary Draft HPTMP: Two (2) CDs/DVDs with electronic files in both Adobe PDF and Microsoft Word formats
2. Second Draft HPTMP: Two (2) CDs/DVDs with electronic files in both Adobe PDF and Microsoft Word formats
3. Final HPTMP: Two (2) bound hard copies, as well as two (2) CDs/DVDs with electronic files in both Adobe PDF and Microsoft Word formats, and two (2) sets of CDs/DVDs all field photographs and scanned research materials

B. Timeline for Deliverables

The VA anticipates providing a start date for the project by [March 1, 2017]. The following project timeline will be followed to insure that all deliverables are completed in advance of [August 31, 2018].

Deliverable	Timeline from Start Date	Estimated Date*
Kick-off telephone call with VA	Start date + 14 days	March 15, 2017
On-site meeting with VAMC and initiation of fieldwork and research	Start date + 56 days	April 26, 2017
Submission of Preliminary Draft HPTMP	Start date + 350 days	February 14, 2018
Comments on Preliminary Draft HPTMP provided by VA	Start date + 378 days	March 14, 2018
Submission of Final Draft HPTMP	Start date + 434 days	May 9, 2018
Comments on Final Draft HPTMP provided by VA	Start date + 462 days	June 6, 2018
Submission of Final HPTMP	Start date + 490 days	July 4, 2018
Approval of Final HPTMP by VA	Start date + 518 days	August 1, 2018
<i>Contract Expiration</i>	Start date + 548 days	August 31, 2018

*Assuming a start date of March 1, 2017.

VIII. Requirements for Responses to the Request for Proposal

A. Technical Proposal

1. Team Qualifications
 - a. Narrative description of team's qualifications (1 page)
 - b. Résumés for key team members
2. Proposed Work Plan
3. Past Performance
 - a. Contact information for at least three references.
 - b. Respondent must have successfully completed at least one project of similar scope and scale within the past 10 years, or explain satisfactorily why this requirement should be waived.

B. Cost Proposal

C. Format for the Response

- a. Electronic PDF copy of the Technical Proposal, submitted via the GSA e-buy system
- b. One (1) separate PDF of the Cost Proposal, submitted via the GSA e-buy system