

**CITY OF AUSTIN
PURCHASING OFFICE
SOLICITATION NO. RFP TVN0034
SCOPE OF WORK**

CEMETERY MASTER PLANNING

1. PURPOSE

The City of Austin Parks and Recreation Department (PAR) is seeking responses to this Request for Proposals (RFP) from Firms and Consultants with expertise in cemetery master planning, cultural landscape documentation and preservation, and cemetery and gravestone conservation.

The purpose of this project is to develop a master plan for five historic, municipal cemeteries. The City of Austin's Cemetery Master Plan will provide guidance for the preservation and development of the cemeteries by examining the conditions of the cemeteries, establishing goals for the cemeteries and providing an Implementation Guide to achieve the goals.

NO STAMPED DOCUMENTS ARE REQUIRED FOR THIS PROJECT.

PAR HAS BUDGETED \$130,000.00 FOR THIS PROJECT

2. BACKGROUND

- 2.1 PAR manages five (5) cemeteries, two (2) of which have space available for plot sales. PAR manages all aspects of cemetery management, including operations and maintenance, sales and marketing, and internments.
- 2.2 The Cemetery Master Plan will be coordinated by PAR's Planning and Design Division with support from the Cemetery Division, PAR Forestry and PAR Capital Improvement Planning Division.
- 2.3 The areas to be covered in the Master Plan include the five (5) following City of Austin Municipal Cemeteries:

2.3.1 **AUSTIN MEMORIAL PARK CEMETERY**
2800 Hancock Drive
Austin, TX 78731

Facility Background

- 2.3.1.1 Established in 1927 as a private cemetery, the City of Austin acquired Austin Memorial Park Cemetery in 1941.
- 2.3.1.2 Austin Memorial Park Cemetery is an active municipal cemetery with approximately 30 acres available for future development.
- 2.3.1.3 Austin Memorial Park Cemetery is approximately 86 acres in size and has more than 18,500 burials.
- 2.3.1.4 Austin Memorial Park Cemetery includes the 1928 Caretaker House and Office, a carriage house that is currently used as a maintenance barn and a maintenance yard.
- 2.3.1.5 Austin Memorial Park Cemetery comprises sections for the congregations of Agudas Achim and Temple Beth Shalom.
- 2.3.1.6 The cemetery is designated a Historic Texas Cemetery.

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**2.3.2 EVERGREEN CEMETERY
3304 East 12th Street
Austin, TX 78721**

Facility Background

- 2.3.2.1 Evergreen Cemetery was established in 1926 and has historically been the burial grounds for the surrounding African-American community. Evergreen cemetery is adjacent to and may encompass an earlier cemetery called Highland Cemetery that was established in the late nineteenth century.
- 2.3.2.2 Evergreen Cemetery is an active municipal cemetery with capacity for approximately 300 additional plot sales.
- 2.3.2.3 Evergreen Cemetery is approximately 30 acres in size with more than 12,000 burials.
- 2.3.2.4 Evergreen has a small restroom building.

**2.3.3 OAKWOOD CEMETERY
1601 Navasota Street
Austin, TX 78702**

Facility Background

- 2.3.3.1 Established in 1839, Oakwood Cemetery is the oldest municipal cemetery in Austin.
- 2.3.3.2 Oakwood Cemetery is 40 acres in size, has more than 23,000 burials and has no capacity for additional burials.
- 2.3.3.3 Oakwood Cemetery includes the 1914 Oakwood Chapel.
- 2.3.3.4 Oakwood Cemetery comprises two sections for the congregation of Temple Beth Israel.
- 2.3.3.5 Oakwood Cemetery is designated a City of Austin Historic Landmark, a Historic Texas Cemetery and listed on the National Register of Historic Places.

**2.3.4 OAKWOOD CEMETERY ANNEX
1600 Comal Street
Austin, TX 78702**

Facility Background

- 2.3.4.1 Oakwood Cemetery Annex was established in 1914.
- 2.3.4.2 Oakwood Cemetery Annex is 22 acres in size, has more than 13,000 interments and has no capacity for additional burials
- 2.3.4.3 Oakwood Cemetery Annex includes a 1920s historic restroom building referred to as the "Rest House."
- 2.3.4.4 Oakwood Cemetery Annex is designated a City of Austin Historic Landmark and listed on the National Register of Historic Places.

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2.3.5 **PLUMMERS CEMETERY**
1150 Springdale Road
Austin, TX 78702

Facility Background

- 2.3.5.1 The 8-acre Plummers Cemetery was acquired by the City of Austin in 1957 as part of the purchase of land for Givens Park.
- 2.3.5.2 The predominantly African-American cemetery has ceased to be very active, but remains significant for its historic importance to the community.
- 2.3.5.3 Plummers Cemetery has no capacity for additional burials.

3. SCOPE OF WORK

- 3.1 **Objective:** Contractor shall provide a historic context, conditions assessment and recommendations in a clear, organized public document to guide the preservation, management and development of City of Austin municipal cemeteries. The Plan will incorporate and reflect the input and vision of a diverse group of stakeholders to garner support for the plan and its implementation. **To facilitate this input and vision, the Contractor shall lead a robust public involvement process to guide the development of the Cemetery Master Plan.**

- 3.1.1 The Cemetery Master Plan shall, at a minimum, include the following categories:
Historic, Cultural and Natural Context

- 3.1.1.1 Geospatial Database
- 3.1.1.2 Asset Condition and Assessment
- 3.1.1.3 Site Analysis and Plan
- 3.1.1.4 Preservation and Conservation Policy and Funding
- 3.1.1.5 Development and Expansion
- 3.1.1.6 Public Input Process
- 3.1.1.7 Implementation Guide

- 3.2 **Implementation:** Contractor shall produce narratives, charts, tables, maps, graphics and other deliverables in a clear, orderly layout with table of contents (chapters, tables, charts, maps, and graphics), title pages, chapters, footnotes, endnotes, and appendixes to convey information and data on the following topics:

3.2.1 **History, Cultural & Natural Context**

3.2.1.1 **History**

- 3.2.1.1.1 Historical, cultural and archeological significance of each cemetery. While primary research has been conducted for most of the cemeteries, Contractor should be prepared to ensure that the history of all five cemeteries is equitably documented.
- 3.2.1.1.2 Documentation of the site history of each cemetery.
- 3.2.1.1.3 Overview of cemetery management history.
- 3.2.1.1.4 Context of cemetery development within its area of the City of Austin.
- 3.2.1.1.5 Overview of known historically significant persons buried in each cemetery.

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3.2.1.2 Cultural Context

- 3.2.1.2.1 Explain how each cemetery reflects distinct cemetery types.
- 3.2.1.2.2 Identify the cultural influences on the funereal landscapes, including representative typology for grave markers, curbing, plot cover, fencing and monuments.

3.2.1.3 Natural Context

- 3.2.1.3.1 Physical location.
- 3.2.1.3.2 Significant natural features.
 - 3.2.1.3.2.1 Soils.
 - 3.2.1.3.2.2 Topography, USGS, elevations, watersheds, floodplains, drainage.
 - 3.2.1.3.2.3 Geological features.
 - 3.2.1.3.2.4 Orientation map, road maps.
 - 3.2.1.3.2.5 Flora and fauna.

3.2.2 Geospatial Database: Contractor shall deliver a set of databases, including geodatabases and ASCII text files. The files shall be compatible with ArcGIS version 10 Service Pack 5.

3.2.2.1 Databases shall include at a minimum:

- 3.2.2.1.1 All cemetery perimeter legal boundaries.
- 3.2.2.1.2 Mausoleums
- 3.2.2.1.3 Buildings and facilities.
- 3.2.2.1.4 Above ground infrastructure.
- 3.2.2.1.5 Irrigation lines and equipment.
- 3.2.2.1.6 Roadways and paths. Database shall include material type.

3.2.2.2 All geospatial databases shall:

- 3.2.2.2.1 Be co-registered.
- 3.2.2.2.2 Have identical resolution, no greater than 30 meters per cell if raster based.
- 3.2.2.2.3 Have the same extent.
- 3.2.2.2.4 Have the same projection and datum.
(NAD_1983_StatePlane_Texas_Central_FIPS_4203_Feet
- 3.2.2.2.5 Have complete Metadata.
- 3.2.2.2.6 Be sourced from data produced in 2009 or later (with exceptions approved by the City).

3.2.3 Asset Condition and Assessment: Using existing reports, studies and assessments in conjunction with on-site physical evaluations and field work, Contractor shall:

3.2.3.1 Inventory, assess, map and document the conditions of above-ground features in the five (5) City of Austin Municipal Cemeteries, taking note of the following exceptions:

- 3.2.3.1.1 The scope of this project excludes an assessment of individual gravestones (see 3.2.3.4.1, and Add Alternative #1).

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- 3.2.3.1.2 The scope of this project excludes a conditions assessment of all cemetery buildings. However, the location of buildings and facilities are required to be mapped in ArcGIS (see 3.2.2.1.3) and Contractor shall incorporate existing conditions assessments and cost projections into Implementation Plan (see 3.2.5.9).
- 3.2.3.2 Provide recommendations for the preservation, maintenance, rehabilitation of the asset or facility as noted below:
- 3.2.3.2.1 **Grave Markers:** Contractor shall provide a methodology for assessing gravesites and provide an overall conditions assessment using representative examples of grave typologies (material and style) and representative conditions, with a focus on conditions that present a safety hazard.
- 3.2.3.2.2 **Perimeter Fencing and Gateways:** The Contractor shall evaluate the condition, appropriateness and efficacy of fencing and gateways and shall make recommendations for repair and/or replacement in all five (5) cemeteries.
- 3.2.3.2.3 **Roadways:** The Contractor shall evaluate road material, width and curbing and make recommendations to improve access as well as prevent threats to grave sites that are adjacent to roads.
- 3.2.3.2.4 **Drainage Systems:** Contractor shall identify areas of persistent flooding and areas where storm water poses a threat to cemetery assets. Contractors shall determine if professional engineering services are required, and prioritize accordingly in the Implementation Guide. Contractor shall summarize risks of failure of existing drainage infrastructure with respect to gravesites. Preliminary engineering and stamped drawings **are not** required as a part of the scope of work for this project.
- 3.2.3.2.5 **Irrigation:** While the design of new irrigation system is not part of the scope of this project, the Contractor shall provide an assessment of irrigation systems based on the age and performance. Contractor shall determine what professional services are needed to repair or replace irrigation system. Contractor shall also research opportunities to reduce water consumption or access the city's Reclaimed Water Program.
- 3.2.3.2.6 **Sidewalks and Pedestrian Pathways:** The Contractor shall evaluate the conditions of sidewalks and pedestrian pathways in the cemeteries. Determine if existing sidewalks need repair and replacement and provide treatment recommendations.
- 3.2.4 **Site Analysis & Plan**
- 3.2.4.1 **Spatial Organization:** The Contractor shall provide recommendations to increase operational efficiency through alterations in the siting of maintenance and spoils storage areas. The Contractor shall examine existing and potential nodes for pedestrians-related amenities such as benches and trash receptacles.
- 3.2.4.2 **Circulation and Access:** The Contractor shall provide recommendations to increase operational efficiency, public access, and asset protection through changes to vehicular circulation, parking and pedestrian circulation as well as addressing ADA accessibility issues.
- 3.2.4.3 **Signage and Interpretation:** The Contractor shall provide recommendations for the development of cemetery informational and directional signage, including

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way-finding and marking of cemetery sections. Identify opportunities for visitor kiosks that provide cemetery historical information and maps.

- 3.2.4.4 **Security and Vandalism:** The Contractor shall determine the major threats to cemetery security and identify strategies for the reduction of crime, vandalism and theft. The Contractor shall address theft and security issues with regard to historic iron fencing and other funerary items.
- 3.2.4.5 **Site Furnishings:** The Contractor shall provide recommendations for standards, specifications and siting for appropriate selection of site furnishings such as benches, trash receptacles, flag poles and planters.
- 3.2.4.6 **Landscape:** Considering sustainability issues and the city's desire to reduce water consumption, the Contractor shall provide recommendations to enhance aesthetics, increase operational efficiency and ensure the health of flora and fauna at the cemeteries specific to:
 - 3.2.4.6.1 Preservation and replacement of existing vegetation and the planting of new vegetation in a way that complements the historic character of the cemeteries.
 - 3.2.4.6.2 Identification of best practices with regard to tree care and maintenance, including recommendations for a cyclical maintenance program.
 - 3.2.4.6.3 Maintenance with regard to mowing, edging, and weed-removal to ensure safety of gravestones and monuments.
 - 3.2.4.6.4 Identification of best practices with regard to documenting and protecting plantings, such as bulbs, groundcover, perennials and annuals in public spaces and throughout the cemeteries.
 - 3.2.4.6.5 Recommendations for turf grass that requires less water, but still maintains the historical appearance of the cemeteries.
 - 3.2.4.6.6 Recommendations on best practices with regard to stump removal in areas with nearby graves.
- 3.2.5 **Preservation & Conservation:** The Contractor shall provide the following regarding preservation and conservation:
 - 3.2.5.1 Recommendations for conservation of gravestones, plot coverings, fencing, and curbing using representative samples of typical graves, curbing and fencing.
 - 3.2.5.2 Identify appropriate and acceptable methods of restoration and repair of existing markers, installing markers and/or replacing markers.
 - 3.2.5.3 Recommendations that guide the use of herbicides and pesticides to prevent damage to gravestones and monuments.
 - 3.2.5.4 Recommendations for documenting and handling loose marker fragments.
 - 3.2.5.5 Recommendations for the resetting of gravestones and monuments.
 - 3.2.5.6 Conservation recommendations regarding cleaning gravestones as well as appropriate repair techniques and repair material for gravestones and monuments.
 - 3.2.5.7 Recommendations for repairing of plot curbing and fencing.
 - 3.2.5.8 Recommendations for the maintenance of commemorative features and monuments.
 - 3.2.5.9 Referencing existing condition assessments of cemetery buildings, prioritize building restoration in overall Implementation Plan. As noted in 3.2.3.2, PARD

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will conduct a conditions assessment of cemetery buildings separately and prior to the master planning process.

3.2.6 Policy and Funding

3.2.6.1 Regulations and Laws. The Contractor shall:

- 3.2.6.1.1 Provide an overview of the laws and regulations governing cemetery preservation and management. Include an analysis of how current local, state and federal laws and regulations may affect preservation and maintenance activities in municipal cemeteries.
- 3.2.6.1.2 Identify and summarize the archeological laws and regulations that govern the identification of unmarked graves, cemetery expansion and construction within cemetery boundaries.
- 3.2.6.1.3 Review existing cemetery rules and procedures and make recommendations to ensure that rules support and do not conflict with implementation of the master plan.
- 3.2.6.1.4 Provide recommendations to resolve legal issues related to severely deteriorated grave sites that pose health and safety concerns.
- 3.2.6.1.5 Provide recommendations to guide legal determinations of plot ownership and right of burial.

3.2.6.2 Cemetery Oversight

- 3.2.6.2.1 The Contractor shall review current structure of cemetery oversight by council-appointed Parks and Recreation Board and provide recommendations for organizational improvement and best practices.

3.2.6.3 Emergency Preparedness

- 3.2.6.3.1 The Contractor shall provide recommendations to guide the development of an emergency preparedness plan, including recommended personnel and/or departments necessary to address cemetery emergency situations.

3.2.6.4 Historic Designation

- 3.2.6.4.1 The Contractor shall determine if the cemeteries and/or features within the cemeteries may be eligible for local, state and federal designation. Identify potential designations and explain benefits of designation.

3.2.6.5 Grave Ornamentation, Maintenance, and Rule Compliance

- 3.2.6.5.1 The Contractor shall review the current cemetery rules and procedures and evaluate compliance issues related to grave ornamentation and the installation of unauthorized site furnishings, such as privately-purchased benches. Recommendations shall have consideration for maintenance implications as well as sensitivity towards the needs of cemetery users to memorialize and commemorate loved ones.
- 3.2.6.5.2 The Contractor shall make recommendations to guide the development of a dispute resolution process to be integrated into cemetery policies.

3.2.6.6 Funding & Revenue: The Contractor shall identify and make recommendations regarding:

- 3.2.6.6.1 Existing studies and reports on the stability and viability of current Perpetual Care Fund model of the City of Austin municipal cemeteries. Contractor shall determine if current funding levels are adequate to meet the community's expected standard of care.

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- 3.2.6.6.2 Increased funding and grant opportunities.
- 3.2.6.6.3 Strategies for funding the resetting, due to safety concerns, of small-scale features such as gravestones. Include recommendations for an annual budget for cyclical repairs.

3.2.6.7 Potential Partnerships and Programs: The Contractor shall identify:

- 3.2.6.7.1 Ways to strengthen existing partnerships and establish new partnerships with local organizations.
- 3.2.6.7.2 Activities to be undertaken by volunteer organizations, such as research, inventory, survey projects and docent programs.
- 3.2.6.7.3 Recommendations regarding strategies for fostering a more collaborative and robust volunteer program between PARD and cemetery stakeholder groups.

3.2.6.8 Programming, Use, Recreation, and Heritage Tourism Opportunities: The Contractor shall:

- 3.2.6.8.1 Provide recommendations on developing a robust cemetery heritage tourism program.
- 3.2.6.8.2 Provide recommendations for a process that allows descendants, friends groups and staff to document the history of persons and families buried in the municipal cemeteries.
- 3.2.6.8.3 Provide recommendations about educational and artistic partnerships that may benefit the cemetery.
- 3.2.6.8.4 Provide recommendations about legal and appropriate recreational partnerships that may benefit the cemeteries.

3.2.7 Cemetery Development and Expansion

- 3.2.7.1 **Planting Plan:** The Contractor shall develop a conceptual Planting Plan for each cemetery with recommendations for preferred plant type with soil, sunlight requirements, planting cycle, installation and maintenance requirements. The Planting Plan shall take into consideration the historic vegetation patterns, where they exist, as well as the city's mission to incorporate sustainable landscaping practices.
- 3.2.7.2 **Land Use:** The Contractor shall identify opportunities for greater use of cemetery space, summarizing the archeological and floodplain issues at Austin Memorial Park Cemetery and Evergreen Cemetery and addressing the City's desire to plat additional plots within cemetery boundaries.
- 3.2.7.3 **New Facilities and Features:** Contractor shall:
 - 3.2.7.3.1 Explore the installation of columbarium facilities, cremains gardens, family estate burials and other types of burial options at cemeteries where appropriate, providing conceptual plans for possible locations, probable cost estimates for installation and a probable revenue estimate for sales of columbarium spaces.
 - 3.2.7.3.2 Provide recommendations regarding the appropriateness and process of new monuments or commemorative features in each cemetery.
- 3.2.7.4 **Irrigation:** The Contractor shall provide general recommendations and best practices for the future design of cemetery irrigation systems. Contractor shall provide a probable cost estimate and prioritize in the Implementation Guide.

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- 3.2.8 **Public Input Process:** The Cemetery Master Plan shall reflect the vision and desires of the community and the City's Parks and Recreation Department by providing the following:
- 3.2.8.1 The Contractor shall implement a public planning process involving local stakeholders in the development of the Cemetery Master Plan.
 - 3.2.8.2 The Contractor shall demonstrate experience working with diverse communities and shall use a multitude of outreach tools to reach a broad audience. The list of outreach tools shall be provided for review by the City.
 - 3.2.8.3 The Contractor shall propose a specific number of public meetings, focus groups, and/or presentations to boards and committees.
- 3.2.9 **Implementation Guide:** The Contractor shall provide an Implementation Guide with recommendations for the rehabilitation, preservation, maintenance, financial solvency and expansion of the cemeteries in the form of a prioritized project list that includes, at a minimum, project descriptions and probable cost estimates, potential funding sources, and start and completion dates. The guide shall cover all recommendations, plans, initiatives noted in sections 1.2.1 to 3.2.8.

4. SCHEDULE

- 4.1 The Contractor shall provide a Project Plan and Schedule within ten (10) working days of the Notice to Proceed (NTP). The Project Plan and Schedule shall include milestones and target deliverable dates for approval by the City.
- 4.2 The Contractor shall provide the completed Cemetery Master Plan within twelve (12) months of the Contractor receiving a Notice to Proceed (NTP).

5. DELIVERABLES

- 5.1 The Contractor shall deliver a draft plan for review and comment by PARD and community members. Sections of the draft plan will be shared in advance of the final draft on a monthly basis.
- 5.2 The Contractor shall develop a Communication Plan consisting of a Lines of Communication Matrix. Contractor shall conference call with the PARD project team on a monthly basis for the duration the project.
- 5.3 The Contractor shall provide a Change Control Plan in conjunction with the City's Project Manager.
- 5.4 Deliverables shall include:
 - 5.4.1 Site Investigation Notes and Data Collected
 - 5.4.2 Land Use Study Data
 - 5.4.3 Demographic, Development Data, Projections
 - 5.4.4 Original GIS/CAD Data
 - 5.4.5 Public Meeting Sign-in Sheets, Notes, Photographs
 - 5.4.6 Draft Master Plan Report
 - 5.4.6.1 Five (5) Hard Copies and one (1) Compact Disc with all materials in MS Word and PDF.
 - 5.4.7 Final Master Plan Report

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5.4.7.1 Twenty-Five (5) Hard Copies and one (1) Compact Disc with all materials in MS Word and PDF. Including, but not limited to, methods and procedures used, illustrations, results, planning and management recommendations. Reports shall be provided to City of Austin in electronic format (Microsoft Word or similar software), to include a main document and executive summary.

6. ADDITIONAL SCOPE ALTERNATIVES:

Respondent should provide a separate proposal and budget for the following scope of work above and beyond the base proposal for work noted above.

6.1 **ALTERNATIVE 1:** Contractor shall survey and establish separate geospatial databases to graphically illustrate the location, condition, type, material, all headstone, markers, grave covers, and monuments in the five (5) City of Austin cemeteries. Contractor shall utilize existing volunteer-collected survey data and create attribute fields to capture existing survey data.

6.1.1 Contractor shall plot each grave site in GIS geo-database (approximately 66,500 grave sites) and provide a conditions assessment of each grave site.

6.1.2 Attribute fields shall contain all data known and associated with each individual plot including owner, longitude, latitude, date purchased and sold.

6.2 **ALTERNATIVE 2:** Contractor shall conduct an extensive GIS-based tree survey of five (5) cemeteries and adjacent public right of way, which meets the City of Austin's General Tree Survey Standards as specified in City of Austin Environmental Criteria Manual Section 3.3.0. Trees are defined in City Code Chapter 6-3 as: self-supporting woody perennial plant, excluding a bush or shrub, with a trunk diameter measured at four and one-half feet above grade of:

6.2.1 not less than three inches; or

6.2.2 not less than two inches if planted by or on behalf of the city.

6.2.2.1 Survey is to include all trees that meet this description.

6.2.2.2 Surveyed trees are to be tagged and numbered on site.

6.2.2.3 An International Society of Arboriculture Certified Arborist must oversee data collection.

6.2.2.4 At a minimum, the required field data will include:

6.2.2.4.1 Location - The location of all trees which are to be surveyed should be identified at the center point of the tree trunk at ground level. Sub-meter accuracy GPS coordinates are required. Tree numbers must be recorded in the field data set for each tree.

6.2.2.4.2 Trunk diameter - Trunk diameters shall be measured at 4.5' from grade. The diameter of a multi-trunk tree shall be determined by the total of the diameter of the largest trunk plus ½ the diameter of each additional trunk. Diameter measurements should be accurate to the nearest ½ inch. See guidelines on the City Arborists' website (<http://austintexas.gov/department/city-arborist>) for measuring irregular shaped trees.

6.2.2.4.3 Type - Tree types should be accurate to the species level (e.g., Post Oak, Spanish Oak, Cedar Elm, etc.).

6.2.2.4.4 Condition - Note trees that are dead, dying, or otherwise in critical condition and posing an imminent risk to targets.

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7. REPORTING

- 7.1 Throughout the project, the Professional is required to deliver a Monthly Report to the PARD Project Manager including, but is not limited to,:
 - 7.1.1 Report period
 - 7.1.2 Project Name
 - 7.1.3 Prior period accomplishments
 - 7.1.4 Next period activities
 - 7.1.5 Risks / Issues / Resolution
 - 7.1.6 Schedule update and milestone status
 - 7.1.7 Budget Status (to be provided in MS Excel)

8. CONFIDENTIALITY AGREEMENT

- 8.1 Upon recommendation of contract award and prior to commencement of the work, the City will **require the selected Contractor(s) to execute a Confidentiality Agreement due to competitive** business and technical information that may be provided by City to the Contractor(s).

NO STAMPED DOCUMENTS ARE REQUIRED FOR THIS PROJECT.