

**CITY OF AUSTIN
HISTORIC CEMETERIES
MASTER PLAN**

CITY OF AUSTIN HISTORIC CEMETERIES MASTER PLAN

AUGUST 2015

Prepared for the
CITY OF AUSTIN, TEXAS
Parks and Recreation Department

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Special thanks to the many members of the community who shared their knowledge of their heritage and provided valuable insights and opinions, which were essential to the planning process.

Letter From the Director

The City of Austin Parks and Recreation Department (PARD) manages five historic municipal cemeteries that comprise more than 60,000 burials. We are entrusted by the families and descendants to care for these sacred places, and the cemeteries are indelible and essential parts of the neighborhoods in which they reside.

All across the country, cities are evaluating how best to care for their historic municipal cemeteries. Here in Austin, Texas, we're proud to be on the forefront of tackling the challenges inherently found in historic cemeteries and crafting new initiatives to help us better connect the Austin community to these beloved and important sites.

The Historic Cemeteries Master Plan represents an enormous undertaking by our City. There are few precedents across the country, and therefore, we worked diligently to craft a thoughtful approach to public engagement in order to reach a diverse array of community members.

Outreach for the master plan included five public meetings, a dedicated website, and a print newsletter placed in libraries and senior centers, and posted online. The team also used the city's survey tool, "Speak Up Austin!" to gauge the community's opinion on programming and burial options. The team individually interviewed dozens of stakeholders to ensure that a cross-section of community voices were represented. Signage in the cemeteries notified visitors of every meeting.

The result of these efforts is a Historic Cemeteries Master Plan that will provide our city with an innovative approach to restoration and programming for these historic and sacred landscapes. The City of Austin has never been more invested in our cemeteries. In addition to the development of a master plan, PARD took over direct management of our city cemeteries and now receives support through the city's general fund to provide the level of care expected by our community. Further, the citizens of Austin supported \$2 million in capital funding for our cemeteries in 2012 and our department is working hard to stretch these dollars to ensure we cover needed projects in all of our cemeteries.

The Parks and Recreation Department is proud to support this plan and appreciates the efforts of our community to make it a reality.

Sincerely,

A handwritten signature in black ink, appearing to read "Sara L. Hensley". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Sara L. Hensley, CPRP, Director
Austin Parks and Recreation Department

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March 5, 2015

Mayor Adler and City Council Members
City of Austin
Post Office Box 1088
Austin, TX 78767-8865
Sent via e-mail

Dear Mayor Adler and City Council:

Preservation Austin commends the City of Austin for the recently completed *Historic Cemetery Master Plan* and for the foresight to recognize and protect these very important and often fragile historic resources. Members of Preservation Austin's Historic Preservation Committee have reviewed the *Master Plan* compiled for the Austin Parks and Recreation Department by AmaTerra and others. The public input process was considerable, the cemetery surveys very thorough and overall it was one of the best city planning procedures and master plans in memory.

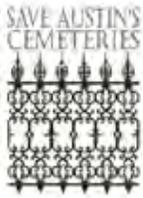
The Master Plan is a first-rate document addressing the wide variety of issues facing historic cemeteries. It confirms some bad news - the loss of 46% of trees at Oakwood Cemetery in the current drought (p. 40), for instance - but offers many solutions for recurring problems and years of deferred maintenance. These solutions are in compliance with *The Secretary of the Interior Standards for Rehabilitation*, the pragmatic standard for the preservation of historic properties and assets compiled by the National Park Service.

The Cemetery Master Plan sets the standard for methods of preservation of City-owned historic assets. We encourage the City of Austin to continue developing similar plans that ensure the care and preservation of historic parks, bridges, libraries and fire stations. Additionally, such plans greatly help in identifying maintenance issues and setting preservation priorities. The City has many extraordinary historic assets like the historic cemeteries, which should continue to be protected while our city grows and changes, allowing for continued public enjoyment.

Thank you for your consideration in this matter.

Sincerely,

Shelly Hemingson
President, Preservation Austin



March 30, 2015

Dear Ms. Hensley,

Save Austin's Cemeteries (SAC) would like to offer our enthusiastic support for the draft *City of Austin Historic Cemeteries Master Plan*. We've long advocated the development of a Cemetery Master Plan for the City of Austin and are pleased that one now exists.

That a Master Plan for Austin's city cemeteries has been developed to any extent is significant in itself. At the very least, the process of developing the draft initiated a huge collection of valuable data about our cemeteries that didn't exist before in a single location. When the Cemetery Master Plan is implemented, we're confident it will ensure that the city cemeteries are responsibly preserved and maintained not only as burial grounds, but also will flourish as cultural landscapes in our community.

We appreciate the Cemetery Master Plan team's generosity in providing information so that everyone understands the issues, many of which are scientific, logistical, and emotional all at the same time. With patience and sensitivity, the team capably managed a lengthy process of soliciting input from cemetery stakeholders and communities, despite harsh and unwarranted criticism and negativity at times. The result will be a Master Plan that balances community concerns and needs, funding and resources, and the demands of the cemeteries themselves as physical environments.

We're honored to have contributed to this process with SAC's own trove of photographs and information, as well as participation of our members and friends in the public involvement process. We eagerly await the final *City of Austin Historic Cemeteries Master Plan*, its recommendations, and ensuing improvements. We look forward to continuing our partnership with the city in helping to preserve and raise awareness of Austin's cemeteries.

Yours respectfully,

Beth Pickett, President
on behalf of
Board of Directors
Save Austin's Cemeteries

cc: Kim McKnight

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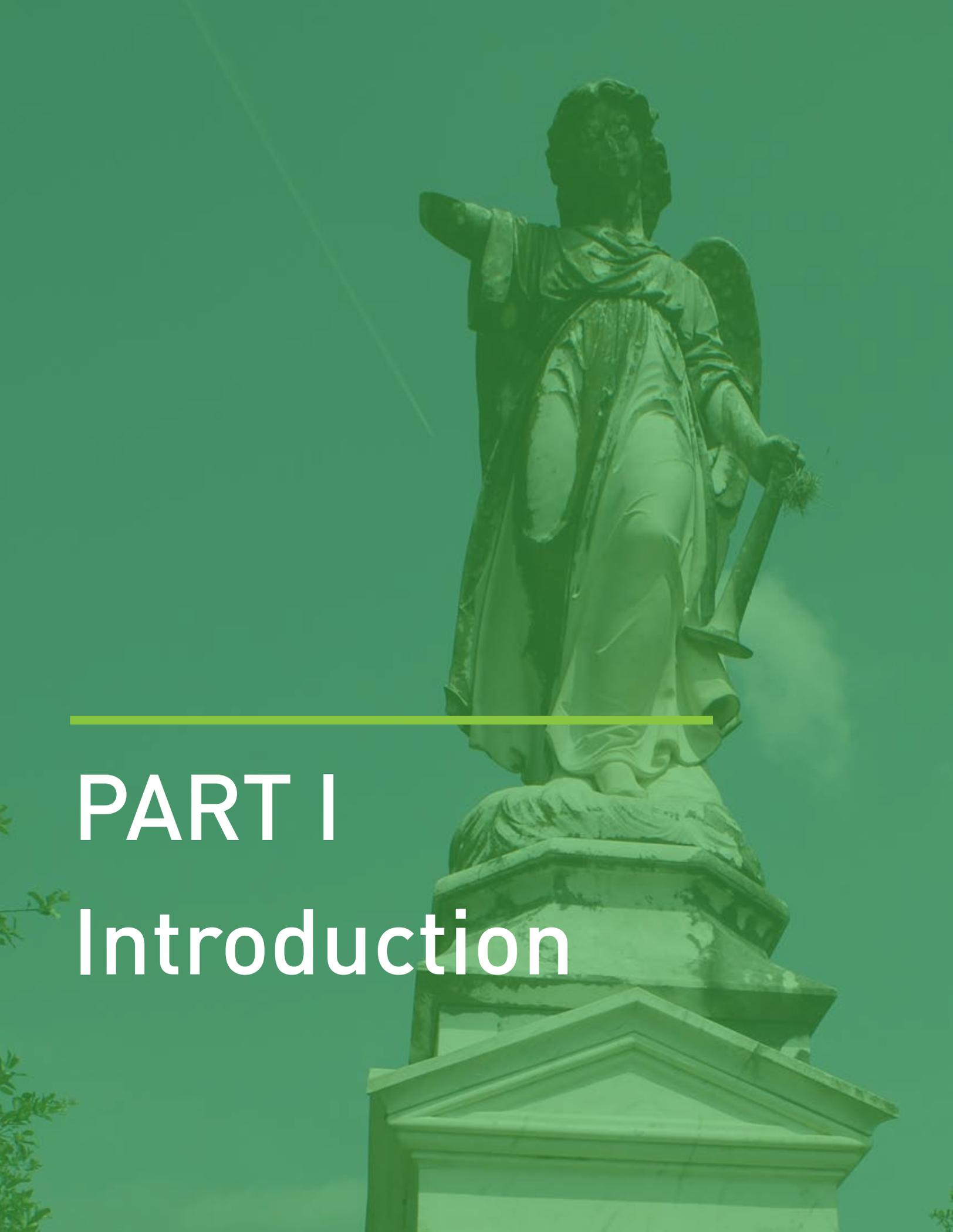
Appendices to this Master Plan are provided as a separate document. They include:

ADDITIONAL RESOURCES

- A** City of Austin Planting Guide
- B** Laws Applying to Cemeteries
- C** Grave Markers
- D** Geospatial Analysis
- E** Tree Survey

COMMUNITY ENGAGEMENT

- F** 2013 Project Scoping Process
- G** Community Meeting #1, April 30, 2014
- H** Community Meeting #2, June 26, 2014
- I** Community Meeting #3, August 23, 2014
- J** Community Meeting #4, November 3, 2014
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- L** Project Website
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- N** City Email Updates
- O** Stakeholder Interviews
- P** SpeakUp Austin! Surveys
- Q** Addendum to Draft Master Plan
- R** Comments from the Community
- S** Summary of Committee, Board, Commission Actions



PART I

Introduction

Chapter 1

Introduction

The City of Austin Historic Cemeteries Master Plan provides a long-term framework for the management and rehabilitation of the five municipally owned cemeteries within the City of Austin, Texas: Oakwood Cemetery, Oakwood Cemetery Annex, Plummers Cemetery, Evergreen Cemetery, and Austin Memorial Park Cemetery. This plan documents how these cemeteries developed over time; examines the current condition of historical, cultural, natural, and built resources within each cemetery; identifies and prioritizes challenges and needs; recommends treatment options; and presents a guide for implementing those recommendations. This plan is designed to evolve over time, as conditions change. Rather than simply prescribing a solution or direction, these guidelines also are intended to help the City address new opportunities or challenges that arise in the future.

The City of Austin Historic Cemeteries Master Plan project represents the culmination of several years of advocacy, community engagement, and professional evaluation and planning. Although other cities have undertaken similar projects for individual cemeteries, this project may be one of the most sweeping cemetery master plans developed to date in the United States, as it encompasses five separate and distinctly different historic cemeteries that were established over the course of nearly a century.

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Background 2

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BACKGROUND

Cities throughout the United States are struggling with issues surrounding historic cemeteries, particularly historic urban cemeteries. The American population is increasingly mobile and less likely to remain rooted in the same community for generations; fewer family members may remain near the cemeteries where their parents, grandparents, and ancestors are buried. At the same time, cremation is quickly becoming a preferred method for the disposition of human remains, and ashes are often kept privately or scattered without a permanent memorial. As a result, many of this nation's oldest cemeteries—both public and privately owned—have been largely abandoned by the communities that they once served. Local governments, faced with limited budgets, understandably find it difficult to prioritize cemetery upkeep when the needs of living residents are pressing and immediate. Faced with such challenges, those who manage and advocate for these historic spaces are re-imagining cemeteries' roles in the community and finding ways to creatively engage citizens.

This project began to take shape in Spring 2013, after the City of Austin resumed active management of its five historic cemeteries. The maintenance of these City-owned cemeteries historically was conducted by a combination of city cemetery staff, community groups, and private individuals. In the 1800s, family members were primarily responsible for the upkeep of graves within the City Cemetery (now known as Oakwood Cemetery), with a sexton on staff to sell lots and handle burials. Changes in American society and the professionalization of cemetery management in the early 1900s resulted in some of those duties being shifted to city staff, as well as community organizations like the Austin Cemetery Association, a women's group that supported beautification activities at Oakwood Cemetery and the adjacent Oakwood Cemetery Annex. It was not until the 1970s that the City became completely responsible for the perpetual care of the five cemeteries then under its control, which by then included Evergreen Cemetery, established by the City in 1926 for citizens in East Austin's African American community, and Austin Memorial Park Cemetery and Plummers Cemetery, both existing cemeteries that the City had acquired in 1941 and 1957, respectively.

In 1990, the City of Austin entered into a contract that outsourced cemetery maintenance and management to InterCare Corporation, Inc., a central Texas firm that began groundskeeping in San Marcos, Texas, cemeteries in 1980 and branched out into cemetery

**“Our death rituals
are changing —
and with them,
the ways we
choose to bury
and remember
our loved ones.”**

**—George Dvorsky
“The Future of Graveyards”**

management. That contract continued, with periodic extensions, through 2012. InterCare provided grounds maintenance, tree maintenance, and burial operations on behalf of the City, including the sales of lots within the cemeteries, recording of deeds of sale with Travis County, and interment activities (gravesite opening and closing, funeral set-up, and the installation of grave liners).

In 2012, the Austin Parks and Recreation Board convened a special working group of board members, including Chair Jane Rivera and members Lynn Osgood and Carol Lee and facilitated by Community Engagement Consultant Larry Schooler, to listen to stakeholders and to help the City better understand the challenges and opportunities that the cemeteries faced.

In Spring 2013, after InterCare and the City of Austin mutually agreed not to renew InterCare's contract, the City of Austin resumed active management of the five cemeteries by the Parks and Recreation Department (PARC). Cora Wright, PARC assistant director, played a key role in the transition of the cemeteries' management from the contractor to PARC, and continued to lead efforts to bring a high degree of professionalism to Cemetery Management Operations. PARC project coordinator and cultural resources specialist Kim McKnight subsequently led an extensive stakeholder outreach and engagement process to outline the scope of work and goals for the development of this master plan. After soliciting bids in Fall 2013, the City selected a team consisting of AmaTerra Environmental, Inc.; John Milner Associates, Inc.; and McDoux Preservation LLC. The City also decided to include a survey of cemetery trees, conducted by AmaTerra and Davey Tree Company, in the project.

PROJECT METHODOLOGY

The Historic Cemeteries Master Plan includes:

- The history of all five city-owned cemeteries
- Inventory and condition assessment of above-ground features
- Preservation and conservation analysis and recommendations
- Site analysis and a conceptual landscape plan for each cemetery
- Going-forward recommendations for addressing policy and funding concerns
- GIS database and maps
- Survey, condition assessment, and recommendations for the treatment of cemetery trees

The project began in early March 2014 and proceeded in phases.

Phase I

The first phase, Research and Fieldwork, was completed during the spring and summer months and consisted of site evaluations, grave marker conditions assessments, tree survey, GIS digitization of existing and historic maps, mapping of existing above-ground resources within each cemetery, and archival research.

GIS Digitization and Mapping

Geographic Information Systems (GIS) is a digital geographic data system that ties non-geographic information to locations on the ground and presents that information on a map. GIS is indispensable for modern municipalities who need ready access to everything from the material, size, and condition of every street lamp in a certain zip code to the text listed on park signs or the effectiveness of modified police patrol activities.

The AmaTerra Environmental team used Global Positioning System (GPS) units to collect the precise position (generally to an accuracy of less than 18 inches), material, condition, and other attributes of all above-ground infrastructure elements within each of the cemeteries. This included roads, buildings, sidewalks and foot paths, mausoleums, signs, irrigation heads, trash cans, and other resources. The data was then standardized to fit accepted data conventions and integrated into the GIS digital mapping system. It is already being used by the City to prioritize maintenance activities.

The geographic data collection effort also included the digitization of 49 historic-age maps and aerial photographs that were previously available only in hard copy or in digital formats that had never been georeferenced (linked to actual on-the-ground coordinates). Scanned at high resolution (400 dots per inch) and digitally stretched to fit real world locations, these georeferenced maps now are readily available to PARD staff and provide quick, accurate access to both modern and historic locational information.

AmaTerra used the data gathered through these efforts to develop several new GIS databases, which have been added to the City's existing GIS system. The new databases are expected to dramatically increase and improve the amount of digital geographic information available to the City for infrastructure location and planning purposes.

See Appendix D for more information about geospatial analysis.

Tree Survey

AmaTerra and Davey Tree Company, working closely with the City's Urban Forestry Department, inventoried all trees within all of the open areas and roughly half of the densely-wooded areas surrounding each of the five historic cemeteries—in total, a collective area of approximately 166 acres of cemetery land. Tree surveyors individually numbered and collected numerous City-prioritized attributes (precise location, size, condition, maintenance priority, etc.) for more than 4,000 trees and 900 dead trees/snags and stumps. This data was then tied to real-world coordinates using GIS and integrated into the City's geodatabase system. This extensive inventory has already been utilized by the Urban Forestry Department as they identify and prioritize tree maintenance within each of the five cemeteries. The data was used to develop the condition assessments and treatment plans included in this document and can be further utilized to better understand factors such as species diversity, evidence of stress, and size as the City undertakes future planning and decision-making regarding cemetery trees.

See Appendix E for more information about the tree survey.

Site Evaluation and Condition Assessment

The landscape architects with John Milner Associates (JMA) undertook a site analysis for the five cemeteries, evaluating each site's spatial organization, such as the placement of pedestrian-related amenities like benches and trash receptacles, and the locations of maintenance and spoils areas; potential access and circulation systems for both vehicles and pedestrians, including compliance with the Americans with Disabilities Act; signage and interpretation; security concerns; site furnishings; and sustainable planting and maintenance practices.

Meanwhile, McDoux Preservation completed a review and assessment of the conditions of grave markers and associated historic and cultural resources in the five cemeteries, documenting the general materials, marker types, designs, general ages, and conditions of markers within each section of each cemetery.

See Appendix C for the full Grave Marker Condition Assessment report.

Historical, Archival, and Other Research

The master plan team collected archival and historical information from the Austin History Center and cemetery offices. The team was fortunate to have the support of and resources provided by Save Austin's Cemeteries, Inc. (SAC), a non-profit "friends of the cemeteries" organization that has advocated for the preservation of these cemeteries since its establishment in 2004. SAC has previously undertaken grave marker conservation, public awareness events and activities, fundraising for the cemeteries, and a significant project to support the restoration of the chapel at Oakwood Cemetery. SAC founder Dale Flatt was particularly helpful to the master plan team in providing volumes of research data that he had collected over the past 10 years.

The Texas Historical Commission (THC) provided information about all five cemeteries, including the Historic Texas Cemetery nominations prepared for Oakwood Cemetery by Dale Flatt and for Austin Memorial Park Cemetery by Sharon Blythe.

McDoux Preservation used that and other information to develop historical narratives of each cemetery's development. McDoux also investigated best practices in cemetery policy and management for Section III: Policy and Funding Recommendations.

Phase II

The data collection effort was followed by data analysis, during late summer/early fall 2014. During this period, the master plan team shared initial findings and preliminary recommendations with PARD staff and members of the public, collecting feedback which was then integrated into the plan.

Toward the end of the master plan project, the team was asked to take over data analysis for a separate but related project, the evaluation and revision of gravesite ornamentation rules and regulations. While a high-level analysis of those rules was included in the original master plan scope of work, PARD had begun a more detailed, expanded exploration of the rules during summer 2014. In December, McDoux Preservation was provided with the data collected by San Antonio firm Smith/Associates Inc. during several public meetings in May and June. McDoux's summary of findings will be included in conjunction with the final master plan.

Phase III

The team then developed its recommendations in the fourth quarter of the year and published a draft master plan in January 2015. Following a public comment period, the draft master plan was revised and brought forward for consideration by City committees, boards, and commissions before final revisions and presentation to City Council.

Throughout the master plan development process, the project team, including PARD project coordinator Kim McKnight, maintained an active dialogue with members of the community through a multi-pronged public engagement campaign that continued the extensive outreach since the City resumed active management of the cemeteries in 2013. Project outreach activities included stakeholder interviews, two community surveys through SpeakUpAustin, a monthly newsletter, weekly updates to a project-specific website, regular updates to the City's Cemeteries website, regular email blasts to a mailing list of several hundred citizens, media releases to local news outlets (including public service announcements on Univision), and five community meetings—roughly one every two months—during the year-long project.

ORGANIZATION OF THE PLAN

The City of Austin Historic Cemeteries Master Plan document is divided into four sections:

- A. Introduction and historical, cultural, and natural contexts
- B. General management guidelines applicable to all five cemeteries
- C. Conditions report and treatment recommendations for each cemetery
- D. Policy and funding recommendations

The extensive appendices to this plan are provided in a separate document.

Chapter 2

Natural, Historical, and Cultural Contexts

The development of each of Austin’s historic cemeteries and, subsequently, their current conditions and recommended treatment approaches, are presented in the following chapters. In order to provide a basis of reference for those discussions, this section presents a description of the natural, historical, and cultural contexts of the cemeteries. This includes the location and natural setting of the cemeteries within the city and region; the historical development of the City of Austin, including its physical and population growth and the geographic distribution of ethnic populations over time; and evolving cultural traditions related to death and burial, which have influenced the different designs, development, and management of Austin’s historic cemeteries.

In order to understand the cemeteries as they exist today, it is critical to understand how they came to be. Austin’s location along the Colorado River and the cemeteries’ place within the city were influenced by natural factors, including topography and vegetation. The historical events that shaped the city also shaped the cemeteries, and the cultural heritages of people who lived and still live in Austin are reflected in the design of the cemeteries and the historic resources within them. All of these factors contribute to *context*—that is, the interrelated conditions within which the cemeteries were established and developed over time.

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LOCATION AND NATURAL SETTING

Austin is located in central Texas, on the east bank of the Colorado River in central Travis County. The city was established at the eastern edge of the Texas Hill Country, a region of approximately 25 counties defined by its location along the Balcones Fault Zone. In this part of the state, uplift movement caused by the slow collision of tectonic plates within the Earth's crust¹ created landforms that include the Edwards Plateau, west of Austin, and to the south and east, the Balcones Escarpment, a plateau that has eroded into sharp peaks and deep valleys. In the mid-1800s, these peaks were described as "mountains" by many who wrote about the area.

Ecoregions

Environmental scientists have classified four levels of different ecological regions across the United States. At the highest level, North America contains 15 Level I ecoregions; most of the State of Texas is within the Great Plains ecoregion, while the far western part of the state is in the North American Deserts, and parts of East and Central Texas are in the Eastern Temperate Forests. Each of these major ecoregions is divided into smaller, more well-defined pieces. While Texas contains a few additional Level II ecoregions, environmental scientists mostly use Level III and Level IV classifications to describe the state's ecology. Texas contains 12 Level III ecoregions, and each of those contain a number of smaller Level IV ecoregions.² These ecoregions influence the type of soils—and by extension, vegetation and habitat—found in the different cemeteries.

The City of Austin straddles the boundary between the Level IV Northern Blackland Prairies and Balcones Canyonlands ecoregions. Austin also contains isolated instances of the Southern Post Oak Savannah ecoregion, characterized by sands and sandy loams on upland sites, with clay or clay loams in the bottomlands. Plummers Cemetery, Evergreen Cemetery, and most of Oakwood Cemetery are characteristically Post Oak Savannah (Figure 1).

The Blackland Prairies ecoregion generally follows a belt of rock that includes Upper Cretaceous chalks, marls, limestones, and shales, which contributed to the development of the heavy black, fertile clay soil found in this area. The Northern Blackland Prairies ecoregion extends more than 300 miles in a southwesterly direction, from close to the state border north of Dallas to encompass the greater San Antonio area. The Northern Blackland Prairies surround a separate Level IV ecoregion, called Floodplains and Low Terraces, which is located along the major rivers, including the Trinity River near Dallas, the Brazos River near Waco, and the Colorado River in Austin.³

Before it was fragmented by human activity, the Northern Blackland Prairies covered a vast expanse of tallgrass prairie that was subject

1. Environmental Protection Agency, "Ecoregions of Texas," ftp://ftp.epa.gov/wed/ecoregions/tx/tx_front.pdf; accessed January 4, 2015.
2. Glenn Griffith, et al., *Ecoregions of Texas* color poster with map, descriptive text, and photographs, (Reston, Virginia: U.S. Geological Survey, 2004).



Figure 1. Ecoregions in the Austin area (AmaTerra Environmental)

to frequent, intense fires, often stopped only by a river or creek break, a change in soils, or a lack of dry fuel to burn. These fires made it difficult for trees to become established and also stimulated the growth of the grasses and flowering plants. As a result, the Northern Blackland Prairies became a favorable environment for large game, such as bison, which added to and helped to break down organic material and also helped spread seed as they walked across the soil. The gently rolling terrain of this ecoregion, with its low hills and shallow depressions in the ground, contained small microhabitats that encouraged a diversity of plants.⁴

Ranching and farming activities in the late 1800s and early 1900s reduced the presence of the tallgrass prairies and water-trapping surface pools, both of which historically helped to prevent soil erosion. As a result, the Blackland Prairies has experienced one of the highest rates of soil loss on cropland in Texas. Farmers in the late 1800s also cleared wooded areas to make way for cotton production. While a few small remnants of prairie vegetation and hay meadows remain intact, modern urban and suburban expansion has diminished the habitats that once supported bison, pronghorn, wolves, greater prairie chickens, and other wildlife.⁵

The Post Oak Savannah ecoregion historically was covered with forests of mostly hardwoods.⁶ Although the Post Oak Savannah was also cleared and farmed, its deep, sandy soils were more appropriate for pasture; today, much of this area is kept in non-native Bermudagrass or Bahaiagrass.

3. Glenn Griffith, et al., *Ecoregions of Texas*, Project Report to Texas Commission on Environmental Quality (December 27, 2007), 4.

4. *Ecoregions of Texas* (2007), 61–63.

5. *Ecoregions of Texas* (2007), 62.

6. *Ecoregions of Texas* (2007), 66.

Austin Memorial Park Cemetery is close to the boundary between the Blackland Prairies and the Balcones Canyonlands. The Balcones Canyonlands ecoregion was formed by tectonic uplift, followed by gradual subsidence during the Miocene epoch, which began approximately 23 million years ago and lasted for about 18 million years. The elevation of this part of central Texas is more than 1,000 feet above the coastal plain. The bedrock in this area is limestone, formed through the repeated flooding and ebbing of an ancient sea, which deposited shells and sediment on this land; as a result, this stone is characterized by an abundance of fossils. It also is easily weathered and eroded, and over time this has created sinkholes, caves, and canyons, which allow surface water to permeate the ground. Over time, that activity created and now recharges the Edwards aquifer.⁷

Critical Environmental Features (CEFs), as defined in the City of Austin Land Development Code (Sec. 25-8-281) are bluffs, canyon rimrocks, caves, faults and fractures, seeps, sinkholes, springs, and wetlands that help to collect water and recharge the Edwards aquifer. Drainage from developed areas must be designed to protect these features from erosion or sedimentation. Through brief observation during the course of the intensive tree survey, no CEFs were observed in any of the five historic cemeteries.

Climate

Austin is located in a humid subtropical climate characterized by hot summers and mild winters, with fewer than 25 days per year when temperatures dip below freezing. Warm, moist air from the Gulf of Mexico encounters higher-altitude air from the Mexican High Plain, creating heavy thunderstorms that are common in late spring and early fall. Rain makes up most of the precipitation in Central Texas and falls throughout the year; if any snow falls, it does not accumulate. Tropical storms from the Gulf of Mexico sometimes reach this area, bringing with them heavy rain and high winds.⁸ Heavy rains can drop as much as 20–38 inches of rain within a 24-hour period—sometimes, but not always, caused by tropical storms or hurricanes moving inland—and can cause serious flooding, property damage, and injury or death. The 1980s and early 1990s were the wettest period in the state's history.

Drought historically has been a serious problem for central Texas, with severe droughts occurring in 1886–1887, 1893, 1908–1911, 1915–1918, 1924–1925, 1933–1935, 1950–1957, 1961–1967, and 1970–1971. More recently, drought conditions have been present, on and off, since 1995. The worst single-year drought in Texas' history occurred in 2011. A lack of precipitation, starting in fall 2010, contributed to the following summer's excessive temperatures; without adequate moisture in the soil to absorb the sun's energy, the land and low-lying air became unusually hot. This quickly became a vicious cycle,

7. *Ecoregions of Texas* (2007), 49.

8. *Soil Survey of Travis County*, U.S. Department of Agriculture Soil Conservation Service, (Washington, DC: U.S. Government Printing Office, 1974), 107.

as the high temperatures caused more surface water to evaporate. Many parts of Texas, in 2011, experienced more than 100 days when the temperatures exceeded 100 degrees. The effect on trees was devastating; while their root systems allow them to tolerate short-term drought, by July, the prolonged dry, hot weather had been ongoing for a year. The dried-out forests were easily consumed by fires that raged throughout the state. According to state climatologist John Nielson-Gammon, the current drought is one of the worst in Texas' history.⁹

Soils and Vegetation

In 1974, a U.S. Department of Agriculture survey of the types of soil in Travis County identified 10 general *soil associations*, or areas where one or more major types of soil are large and distinct enough to be shown on a map. Nine of the 10 associations are comprised mostly of soils that are calcareous and mildly to moderately alkaline, formed by the fossil remnants of ancient sea life, and are characteristic of the Northern Blackland Prairie. Collectively, these nine associations cover 97 percent of Travis County, naturally supporting a mosaic of live oak/Ashe juniper woodlands and midgrass grasslands, tallgrass prairie, and various riparian woodlands. These soils dominate in the north and eastern portions of Oakwood Cemetery, and the entirety of Oakwood Annex Cemetery and Austin Memorial Park Cemetery.

The other three percent of the county is covered by the Travis-Chaney soil association, which consists of deep, acidic, loamy soils, characteristic of the Southern Post Oak Savannah. Although laid down by the ancestral Colorado River, these terrace deposits are found high on the contemporary landscape and often quite a distance from the current river location. Because of their acidity, the soils of this association support different vegetation than the other soil associations, typically a mixture of post oak trees (*Quercus stellata*), blackjack oak (*Quercus marilandica*), and eastern red cedar (*Juniperus virginiana*), with patches of grasslands. The Travis-Chaney Association is home to many plant species that are more commonly found on the sandy acid soils of eastern Texas, rather than the clayey alkaline soils that make up the other 97 percent of Travis County.¹⁰

The Travis-Chaney soil dominates in the southwestern corner of Oakwood Cemetery and the entirety of Evergreen and Plummers Cemeteries. The keystone woody species of the natural vegetation of this soil are all present in these cemeteries: post oak is common throughout; Eastern red cedar is represented by many large trees; and blackjack oak, while relatively rare, is represented at Evergreen Cemetery by what could be the largest individual of the species in the county.¹¹

9. John W. Nielsen-Gammon, *The 2011 Drought: A Briefing Packet for the Texas Legislature*, Office of the State Climatologist, October 2011.

10. *Soil Survey of Travis County*.

11. Memo from botanist William Carr to AmaTerra, June 26, 2014.

These cemeteries offer opportunities to add to our knowledge of the native and adapted flora of the Travis-Chaney Association, and, through careful maintenance, to conserve these relatively rare examples of native vegetation.

Protected Trees

The five historic cemeteries of Austin contain both *heritage trees* and *protected trees*. The City of Austin defines a *heritage tree* as having a diameter of 24 inches or more, measured 4½ feet above natural grade, and one of the following species: Texas ash, bald cypress, American elm, cedar elm, Texas madrone, bigtooth maple, all oaks, pecan, Arizona walnut, and Eastern black walnut.¹² A *protected tree* has a diameter of 19 inches or more. For consistency, tree diameter is measured at chest height, or 4½ feet above natural grade.

There are several heritage trees and many protected trees within the five historic cemeteries. Even dead trees and invasive species are considered protected if they are of these sizes or larger.

Threatened and Endangered Species

The Texas Parks and Wildlife list of threatened, endangered and rare species for Travis County includes 49 species.¹³ Occurrences of several of these listed species have been recorded within a mile of all five of the cemeteries. Habitat for some listed species may occur in the undeveloped areas of Evergreen Cemetery, Plummers Cemetery, or Austin Memorial Park Cemetery.

Further discussion of vegetation and wildlife found in each of the cemeteries is provided in the Existing Conditions section for that cemetery.

12. City of Austin Ordinance 20100204-038.

13. Texas Parks and Wildlife, "Non-Game and Rare Species Program: Federal and State Listed Species," https://tpwd.texas.gov/huntwild/wild/wildlife_diversity/nongame/listed-species/.

DEVELOPMENT OF THE CITY

The land now known as the State of Texas was originally occupied by various tribes and loosely affiliated groups and families of Native Americans. Some of these groups were primarily agricultural; others were nomadic hunters and fishers. Over several centuries, these populations had both amicable and adversarial relationships with each other and with the European and Mexican people who gradually settled in the territory. Native peoples ultimately were decimated by disease, chased from the area by military forces, or simply exterminated. By 1890, virtually no Native presence remained in Texas.¹⁴

The Texas Gulf Coast was explored by both the Spanish and French beginning in 1528, when the survivors of a Spanish expedition, including Álvar Núñez Cabeza de Vaca, were stranded by a storm on an island off Galveston. Cabeza de Vaca became separated from the rest of his party and lived among the coastal tribes for the next six years, before eventually encountering three other survivors and, with them, making his way to Mexico.

Nearly 150 years later, in 1682, the French explorer René-Robert Cavelier, Sieur de la Salle, missed his intended destination at the mouth of the Mississippi River by several hundred miles and landed at Matagorda Bay. La Salle and his expedition established a small outpost called Fort St. Louis on Garcitas Creek, near present-day Victoria, and from there explored the nearby Gulf Coast. The settlement did not last, and La Salle was killed by one of his own men.¹⁵

Despite these setbacks, both the Spanish and French governments made repeated efforts to establish colonies and prevent each other from claiming the territory. After Mexico gained its independence from Spain in 1821, its government began to encourage the settlement of Texas by Europeans and Anglo Americans, providing land agents (known as *empresarios*) with financial incentives to recruit immigrants and help establish new towns. The most well-known of these empresarios was Stephen F. Austin, whose father, Moses Austin, in 1820 had received the first permit to bring colonists from the United States; the elder Austin died early the following year.¹⁶

Stephen F. Austin selected land in the coastal plains between the Brazos and Colorado Rivers for his colony. In December 1821, Austin's 300 original colonists began to arrive on the Texas coast, but their settlement into the interior was held up for several years by negotiations between Austin and the Mexican government. Eventually, in 1823, Austin received permission to move forward with his colonization efforts, which continued (due to more successful negotiations by Austin) even after further immigration from the United States was prohibited by a Mexican law in 1830.¹⁷

14. George Klos, "Indians," *Handbook of Texas Online*.

15. T. R. Fehrenbach, *Lone Star: A History of Texas and the Texans* (New York: American Legacy Press), 1983, 2; also "Cabeza de Vaca, Álvar Núñez," *Handbook of Texas Online*.

16. Eugene C. Barker, "Mexican Colonization Laws," *Handbook of Texas Online*.

17. Eugene C. Barker, "Austin, Stephen Fuller," *Handbook of Texas Online*.

Austin's colony stretched from present-day Brenham, Navasota, and La Grange to the Texas coast, along the Brazos, Colorado, and San Bernard Rivers. Each family's land included frontage along a river, with the center of the colony located at San Felipe de Austin, near present-day Sealy.¹⁸

After Texas gained its independence from Mexico in 1836, the capitol of the Republic initially was located in Houston. In 1837–1838, President Mirabeau Lamar visited a particularly attractive area along the Colorado River. The area already was home to a number of families, the earliest (Reuben Hornsby and his family) having settled about two-thirds of the way from Bastrop to present-day Austin around 1832. By 1836, five more families had located their homes near the Hornsbys, and settlement continued up the Colorado River over the next few years. Edward Burleson surveyed and sold lots for a townsite called Waterloo on the northern bank of the Colorado River in 1838, and the Montopolis area was settled shortly thereafter.

In 1839, as part of his effort to expand the Republic westward and establish a trade route between Houston and Santa Fe, New Mexico, President Lamar instructed the Texas Congress to select a site for the Republic's new capitol at "some point between the rivers Trinidad and Colorado, and above the Old San Antonio Road." The site selected was to be between one and four leagues (between 4,428–17,714 acres) in area and was to be named in honor of Stephen F. Austin, who had died in 1836. The congressional commission appointed to make the selection first chose the Colorado River over the Brazos River and then picked the Waterloo area over Bastrop.¹⁹

Edwin Waller was selected as the state's agent in the new capital, and charged with surveying it into lots. The new townsite encompassed 640 acres between the Colorado River to the south, Waller Creek to the east, and Shoal Creek to the west. Surveyors laid out the townsite in a grid (Figure 2) with a central square where the capitol building would be located. By the end of 1839, the first lots had been sold, Republic and city government offices were open, Congress had convened for its first session in the new capitol, and a church and newspaper had been established. The City of Austin was incorporated on December 27, 1839.²⁰

18. Christopher Long, "Old Three Hundred," *Handbook of Texas Online*.

19. Texas State Historical Association. *The Southwestern Historical Quarterly*, Vol. 69, July 1965–April, 1966.

20. David C. Humphrey, "Austin, TX, Travis County," *Handbook of Texas Online*.



Figure 2. Plan of the City of Austin, surveyed by Charles Schoolfield and L.J. Pilie, map by Pilie, 1839 (Texas State Library and Archives)

As described in a 1839 letter by William F. Sandusky, one of the surveyors hired to lay out the original town site:

Austin is situated ... on a beautiful rich prairie about 40 feet above the level of the River extending back one half mile to the "Bluff" and gradually rising to 60 or 70, feet, where is placed the Public Square (15 acres), with an avenue rising up from the river of 120 feet wide, through a narrow valley which appears as if made by nature expressly for this noble purpose. ... Two beautiful limestone streams flow through the upper and lower parts of the town, taking their source in the hills from Springs which can by little expense be conducted to any part of the city.

Stone for building purposes ... can be had in and near the city. Timber for building is rather scarce in the immediate vicinity (except on the opposite side of the river) but within six or eight miles there is an abundance. The river ... can be made navigable for Steam Boats of medium size, to the falls five miles above the town.²¹

Initially, the new city seemed poised for growth; more than 850 residents called Austin home in 1840. That early promise was stifled between 1842 and 1845, when the Republic's next president, Sam Houston, ordered its government operations moved, first to the city of Houston and then to nearby Washington-on-the-Brazos. Austin's population declined to fewer than 200 people by 1845. When Texas was annexed to the United States in 1846, Austin regained its role as state capitol and its recovery began. The city's population had recovered to 1840 levels by 1850; an 1853 map showed no growth beyond the original plan.

The Civil War depressed local economies throughout Texas during the 1860s and early 1870s, as the state worked through the political, economic, and social upheaval of the war and its aftermath. In those years, however, many people from the American South began to move to Texas in great numbers, and immigration from Europe, which began in the 1830s, surged following the war. Newly freed black people, seeking an alternative to employment by their previous owners or other landowners, increasingly moved from into cities. Austin's population, which had quadrupled between 1850 and 1860,²² grew from 4,400 to 10,400 between 1870 and 1875.²³

As shown in a birds-eye view of Austin, illustrated by Augustus Koch in 1873 (Figure 3), the city grew first to the north, adding four additional blocks to its original 14-block by 14-block grid. Neighborhoods also were beginning to develop off East Avenue, the major north-south road shown on the right side of the map.

21. Mary Starr Barkley, *History of Travis County 1839–1899*, third ed., (Austin, Texas: Austin Printing Company, 1963, 1981) 41–43.
22. Carl H. Moneyhon, "Reconstruction," *Handbook of Texas Online*.
23. David C. Humphrey and William W. Crawford, Jr., *Austin: An Illustrated History*, American Historical Press, Sun Valley, CA, 2001, 67.



Figure 3. Bird's Eye View of the City of Austin, Travis County, Texas, 1873. Hand-colored lithograph published by J. J. Stoner, Madison, Wisconsin, with addition of arrow showing location of city cemetery (Library of Congress)

Austin's growth continued relatively steadily in the latter decades of the nineteenth century. Sanborn Fire Insurance maps from 1889 and 1900 (Figure 4 and Figure 5, page 21) show the city's expansion following a new city charter in 1891 that quadrupled its size from 4 $\frac{1}{2}$ to 16 $\frac{1}{2}$ square miles.

The city's expansion was fueled in part by the establishment of Tillotson Collegiate and Normal Institute (1881), which would become Huston-Tillotson College; the University of Texas (1883); and St. Edward's College (1885). These institutions of higher education brought in new residents and jobs. Austin's public school system was organized during these years as well.

During the 1890s, city officials embarked upon several major infrastructure projects, including the construction of the Congress Avenue Bridge and a dam across the Colorado River, which provided power for a municipal water system; an electrical system that included 31 150-foot-tall "moonlight towers"; and the city's streetcars.²⁴

24. Humphrey, "Austin, TX, Travis County".



Figure 4. 1889 Sanborn Fire Insurance map of Austin, with red border indicating the original city grid and label indicating location of cemetery (Library of Congress, Geography and Map Division)

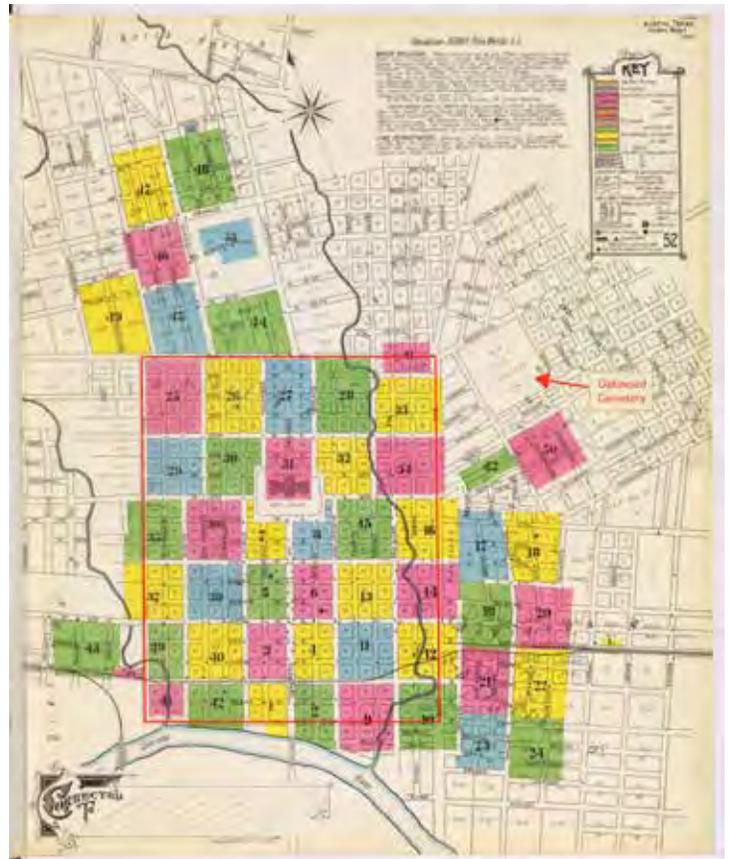


Figure 5. 1900 Sanborn Fire Insurance map of Austin, with addition of red border indicating the original city grid and arrow showing Oakwood Cemetery (Library of Congress, Geography and Map Division)

While its population tripled between 1880 and 1920, Austin's economy, largely based on the state government and higher education, languished. The city reorganized its governing structure several times in the first three decades of the 20th century, eventually selecting a council-city manager format in 1924. Subsequently, the city developed a city plan in 1928—the first such plan since the city was founded in 1839. The 1928 City Plan positioned Austin as a residential, educational, and cultural center with the municipal services and amenities that had become commonplace in major cities by that time: a city water and sanitary sewer system, a public library, a city hospital, and parks and recreational opportunities.²⁵

Austin grew from 87,930 residents and an incorporated area of 30.85 square miles in 1940, to 472,020 people and 225.4 square miles in 1990. These increases were driven primarily by the growth of the state government and University of Texas, where research programs that began in the 1950s and were promoted by the Chamber of Commerce led to Austin's development as a technology center in the 1960s and 1970s.²⁶ Today, Austin has become one of the nation's most sought-after locations for technology businesses, and it continues to grow; in fact, the city has led *Forbes Magazine's* annual list of America's Fastest-Growing Cities for the past four years.

It also is a popular destination for travelers. Austin, The Live Music Capital of the World®, hosts a growing number of major events each year, including ethnic and cultural festivals; the South By South West (SXSW) music, film, and interactive technology festival; and the Austin City Limits music festival. According to the 2013 Texas Tourism Region and MSA Visitor Profile, most visitors come to Austin on vacation and/or to visit friends. Visitors are primarily from Dallas, Houston, and San Antonio within Texas, as well as from Los Angeles, San Francisco, New York, Atlanta, Seattle, St. Louis, and Washington D.C.²⁷

25. Koch & Fowler, Consulting Engineers, *A City Plan for Austin, Texas*, 1928.
26. Humphrey, "Austin, TX, Travis County".
27. "2013 Texas Tourism Region and MSA Visitor Profile: Hill Country Region (Austin-Round Rock)", in *Texas Destinations 2013*, prepared for The Office of the Governor, Economic Development and Tourism Division (McLean, VA: D. K. Shifflet & Associates Ltd., 2014), 9.

ETHNIC GROUPS IN AUSTIN

Following the nearly complete elimination or dispersal of Native Americans by the end of the 1800s, Texas became a state entirely occupied by immigrants. People came here from the United States, Mexico, and many other countries. Although many immigrants settled in generally homogeneous ethnic enclaves outside major cities, Austin and other urban centers developed with more diverse populations.

The major ethnic groups in Central Texas and Austin historically have been Anglo Americans, European immigrants, African Americans, and Mexican Americans. This section also discusses Austin’s now-growing Asian population.

Grave markers in the city cemeteries often reference ethnic identity or traditions. Ethnic and cultural burial practices can also be observed in many of Austin’s municipal cemeteries, and the changing demographics of the city—in particular, the growth of the Latino and Asian communities—can be seen at Evergreen Cemetery and Austin Memorial Park Cemetery.

Anglo Americans

Most of the nearly 9,000 American colonists who settled in Texas before 1834 were from the American South. They came in almost equal proportions from the Upper South (Tennessee, Kentucky, Missouri, and Arkansas) and from the Lower South (the Gulf and Atlantic coastal plains). Once in Texas, these groups settled in areas that were somewhat similar to home: the Lower Southerners closer to the coast, and the Upper Southerners farther inland.

Those from the Lower South tended to be slave-owning, while the Upper Southerners were more typically small-scale farmers who worked their own land without slave labor. Many of those from the Upper South were of German, English, and Scotch-Irish descent. As the map (right) shows, these two groups divided themselves organically along an imaginary line that stretched from Texarkana to San Antonio; Austin very nearly straddles that line (Figure 6).²⁸



Figure 6. Approximate settlement areas of upper and lower Southerners in Texas (Base map © OpenStreet Map contributors under the Open Database License/CC BY-SA.)

28. Joy Adams, “Persistence and Change in the Ethnic Regionalization of Texas,” *The Southwestern Geographer* 11 (2007), 3-21.

German Texans

Although people from many different European countries emigrated to Texas in the 1800s, the largest group by far came from Germany. Germans and Swedes were considered by both Stephen F. Austin and the Mexican government to be excellent colonists, as they were known to be industrious and opposed to owning slaves.²⁹ The first German settlers arrived in the early 1830s and wrote letters home, extolling the virtues of life in Texas; some of these were published in newspapers, spurring a steady flow of Germans to Texas that was interrupted only by the Civil War. As these immigrants tended to settle in enclaves near former friends and neighbors from the old country, a “German Belt” developed by 1850 that stretched from Houston west to Fredericksburg.³⁰

While fewer German people settled in Austin, compared to towns like New Braunfels, they maintained a strong culture through the organization of German schools, businesses, and clubs. Evidence of the German presence in Austin remains in places like the Scholz Garten, a tavern opened by August Scholz in 1866, where the Austin Sangerrunde (a singing society established in 1879) has been meeting since 1901.³¹

Grave markers with German language inscriptions are especially prevalent in Oakwood Cemetery.

Swedes

Between 1848 and 1910, Texas was home to more Swedish people than any other state in the American South. These included immigrants directly from Sweden, as well as people of Swedish descent who moved to Texas from northern states, particularly Illinois. As with the German Texans, a few Swedish people moved to Texas and subsequently encouraged their countrymen to relocate; as a result, many immigrants were friends or relatives of those early settlers. Swedes organized colleges, churches, and Swedish-language newspapers. In Austin, a community known as Swede Hill developed between Waller Street, Red River Street, 15th Street, and 19th Street. After the construction of I-35, only a portion of the original neighborhood remains.³² Several grave markers in Oakwood Cemetery are inscribed in Swedish.

29. Rudolph Leopold Biesele, *The History of the German Settlements in Texas, 1831–1861*, (Austin, TX: German Texan Heritage Society, 1987), 25–28.

30. Terry G. Jordan, “Germans,” *Handbook of Texas Online*.

31. Georgia Ruiz Davis, “German Singing Societies,” *Handbook of Texas Online*.

32. Swedish Hill National Register Nomination, National Park Service.

African Americans

From the city's founding, its residents included both enslaved and free black people. Nearly 50% of Austin households owned slaves in 1850, which may reflect Austin's position along the boundary between the non-slave-owning immigrants from the Upper South and those from the Lower South, who were more likely to own enslaved people. (Within a decade, the number of slave-owning households in Austin had declined to 35%.)

For the first 30 years of the city's history, black people consistently made up about 30 percent of Austin's population. Free African Americans established the communities of Pleasant Hill and Masontown on the east side of the city, and Wheatville and Clarksville on the west side.³³

The Civil War depressed local economies throughout the state well into the early 1870s, as the state worked through the political, economic, and social upheaval of the war and its aftermath. In those years, however, many people began to move to Texas in great numbers. Newly freed black people, seeking an alternative to employment by their previous owners or other landowners, increasingly moved from rural areas into cities.³⁴

Although the population of Austin increased dramatically between 1875 and 1910, the number of black people as a percentage of the overall citizenry began a decline that has continued to the present day. According to U.S. Census data, by 1930 the city population was 18.6 percent black, down from a high point of 36 percent in the 1830s.

In 1928, the City of Austin adopted a City Plan that explicitly pursued racial segregation—specifically, the creation of a “Negro district” to be located “east of East Avenue (present-day I-35) and south of the City Cemetery.” Before that, African American households were scattered throughout the city, although the area recommended to become the “Negro district” encompassed several neighborhoods (Masontown, Gregorytown, Robertson Hill) that either were historically occupied by black people or which had transitioned from mostly white to mostly black by that time. The City “encouraged” African Americans to relocate by making resources—including schools, libraries, and other services—only available to them in East Austin.

In the event that such “incentives” were not sufficient to motivate the population to relocate, African American people who lived outside East Austin were refused city utilities; segregated public housing was only available to them in East Austin; and “red-lining” practices, including deed restrictions and city ordinances, prevented both African Americans and Mexican Americans from buying or renting property anywhere else in the city. The relocation of Austin's black population to the East Side was, for all practical purposes, complete by 1940.³⁵

33. Humphrey, “Austin, TX, Travis County”.

34. Jeremiah Spence, Joseph Straubhaar, Zeynep Tufekci, Alexander Cho, and Dean Graber, “Structuring Race in the Cultural Geography of Austin,” in *Inequity in the Technopolis: Race, Class, Gender and the Digital Divide in Austin*, (Austin: University of Texas Press, 2012), 42–46.

35. *Ibid.*, 37.

Since 1990, African Americans increasingly have moved out of East Austin and into suburban areas. As a result, the black population within the city dropped from 12 percent, where it had stabilized between 1960 and 1990, to 10 percent in 2000 and eight percent in 2010. City of Austin demographer Ryan Robinson, in “Top Ten Demographic Trends in Austin, Texas,” estimates that black Austinites could make up as little as five percent of the city population within the next 20 years and might be surpassed in number by Asian Americans within the next decade.

Early records of burials in the Austin city cemeteries did not always record the given names of African Americans; the terms “Colored” or “Negro” were sometimes the only information provided. Nor were markers consistently placed to identify the locations of African American graves. This practice has left contemporary historians and genealogists with a scarcity of information about the African American people buried in Oakwood Cemetery, in particular.

Mexican Americans

Few people of Mexican descent lived in Austin during the city’s early years. In part, this was due to a generally lower Mexican population in Central Texas than in the southern part of the state, where Tejano communities were established by immigrants seeking opportunities to work in agriculture.³⁶ In addition, no Mexican American communities had been established in the Austin area before the city was incorporated.³⁷

Early Austin was not especially welcoming to Mexican people. In 1854, amid white citizens’ fears that the presence of “free brown people” in the city would motivate enslaved black people to rise up against their owners and try to escape, a Vigilance Committee—literally, a committee of vigilantes—was appointed to disperse the Mexican Americans. The committee, which included Austin mayor Rip Ford, marched to a camp where many Mexican American people were living and ordered them to leave. Within two weeks, most had complied. It would be 20 years before Mexican Americans began to move into Austin in meaningful numbers.³⁸

By 1875, around 300 people lived in a neighborhood known as “Mexico,” on the western side of the city between Second and Third Streets along Shoal Creek. Ongoing immigration from Mexico was heightened during the Mexican Revolution (1910–1920), and by 1930, Austin was home to 902 Mexican American families, 388 of which were born in the United States. (Prior to 1930, the U.S. Census generally classified people of Mexican descent as white.)³⁹

Property in the Mexican American neighborhood on the southwestern side of the city was not especially desirable, due to frequent flooding of both the creek and the nearby Colorado River, until the Austin Dam and, later, the Highland Lakes dams, were constructed. Between

36. Arnaldo De León, “Mexican Americans,” *Handbook of Texas Online*.

37. “Structuring Race in the Cultural Geography of Austin,” 37.

38. *Austin: An Illustrated History*, 52, 82.

39. Leon Edgar Truesdell, *Fifteenth census of the United States: 1930. Population. Special report on foreign-born white families by country of birth of head: With an appendix giving statistics for Mexican, Indian, Chinese, and Japanese families*, United States Bureau of the Census (Washington, DC: U. S. Government Printing Office, 1933), 213.

1900 and 1940, as property values rose in the former floodplain and city policies promoted segregation, Mexican American families—like their African American counterparts—moved to East Austin and South Austin. While no “Mexican district” was formally established, deed restrictions and discriminatory real estate practices served to effect a similar result.⁴⁰

Throughout the second half of the twentieth century, the Latino population in Austin has grown steadily and is now on pace to equal the white population within the next 10 years. Nearly 85 percent of Latino Austin residents are of Mexican descent; other Latin-American and Spanish-speaking countries of origin are only minorly represented. Three predominantly Latino areas have developed in Austin: the lower East Side, which was historically occupied by Mexican American people; St. Johns, a historically African American neighborhood on the northeast side of town, between State Highway 290 and State Highway 183, on either side of I-35; and Dove Springs, located in southeast Austin south of the Colorado River, between I-35 and SH 183.⁴¹

As was the case for African Americans, many of the deaths and burials of Mexican Americans in early Austin were not documented. The burial records for this community, during the 1800s, often only included the word “Mexican,” rather than a given name. Graves similarly may or may not have been marked. The Mexican community in those years suffered discrimination in life, as well as in death.

Today, Latino people are being buried in increasing numbers in Evergreen Cemetery and Austin Memorial Park Cemetery.

Asian Americans

The first Asian people to arrive in Texas were Chinese railroad laborers, in 1870. After the railroad projects were completed, a few Chinese people remained in the state, but a U.S. law banning immigration from China between 1882 and 1943 prevented their numbers from increasing substantially until the 1940s.⁴² Japanese people began emigrating to Texas in small numbers during the early 1900s, primarily as rice farmers. The collapse of the rice market and hostilities toward Japanese people during the 1920s–1940s led many to leave the state.⁴³ Vietnamese people began emigrating to the United States in the 1970s, after the Vietnam War, and settled predominantly in Austin and along the Texas Gulf Coast. Chinese, Korean, and Indian people are the most recent additions to Austin’s Asian population, arriving in great numbers starting in the 1990s.⁴⁴ Of foreign-born Asian people, Filipino and Taiwanese immigrants are present in slightly lower numbers.⁴⁵

Due to the relatively recent increase in this community, most Asian graves in city cemeteries are found in Austin Memorial Park Cemetery.

40. “Structuring Race in the Cultural Geography of Austin,” 39–46.
41. Ryan Robinson, “Top Ten Demographic Trends in Austin, Texas,” City of Austin Planning and Development Review Department (<http://www.austintexas.gov/page/top-ten-demographic-trends-austin-texas>), accessed October 22, 2014.
42. Edward J. M. Rhoads, “Chinese,” *Handbook of Texas Online*.
43. Edward J. M. Rhoads, “Japanese,” *Handbook of Texas Online*.
44. Emily Skop, “Fueling Austin’s Boom: The New 21st Century Immigrant Metropolis,” *America’s Twenty-First Century Immigrant Gateways: Immigrant Incorporation in Suburbia*, chapter draft submitted to Brookings Institution Press (www.brookings.edu/metro/pubs/austinchapterdraft.pdf), accessed October 23, 2014.
45. Place of Birth of Austin’s Asian Foreign-Born,” City of Austin Planning and Development Review Department (http://www.austintexas.gov/sites/default/files/files/Planning/asians_by_origin.pdf), accessed October 23, 2014.

The Jewish Community

Prior to 1821, Texas was a Spanish colony open only to Catholic people. It was only after Mexico gained its independence from Spain that Jewish people could openly practice their religion here. After that and continuing throughout the 1800s, Jewish people from Germany, Eastern Europe, and the United States spread throughout Texas. Many Jewish immigrants from Germany were Reform-oriented, while Russian, Polish, and other Eastern European Jews tended to be Orthodox. Congregations typically established a cemetery and/or benevolent association and then a synagogue.⁴⁶ The first Jewish person to arrive in Austin was Phineas de Cordova, in 1849.

Two of Austin's city cemeteries contain Jewish cemeteries: Oakwood Cemetery, which contains Beth Israel No. 1 and No. 2, and Austin Memorial Park Cemetery, which contains Congregation Agudas Achim Cemetery and Temple Beth Shalom Memorial Cemetery.

Congregation Beth Israel was founded in 1876 and took over a Jewish cemetery that had been established at Oakwood Cemetery in 1866. The congregation purchased a second tract in Oakwood Cemetery, known as Cemetery No. 2, in 1900.⁴⁷ Both Reform and Orthodox Jews were buried in the Temple Beth Israel cemeteries. The first officers of Congregation Beth Israel included Henry Hirshfeld as president and de Cordova as vice president. Henry Hirshfeld was a native of Germany who immigrated first to Alabama, at the age of 15, and then to Georgetown, Texas. After serving in the Civil War, Hirshfeld moved to Austin and became a prominent merchant; he later founded the Austin National Bank. A synagogue was built in 1884, at 11th and San Jacinto Streets. Joe Koen served as the congregation's president from 1899–1944; his son William, granddaughter Carolyn Koen Turner, and great-grandson Brian Turner later held the same position. The congregation built a new synagogue in northwest Austin in the 1950s. It established Cemetery No. 3 in Pflugerville in 1985.

Orthodox Jews in Austin, including many local merchants, began meeting to worship separately in 1914. They held services in private homes and were joined by Jewish people from as far away as New Braunfels and Temple. Isaac Laibovitz helped to organize Congregation Agudas Achim, which was officially chartered in 1924 and purchased a building at Seventh and San Jacinto Streets for its worship services. Israel Cohn, a shopkeeper from Russia, and Jim Novy (born Shimeon Novodvorsky), a Polish scrap metal merchant, were the congregation's first president and vice president, respectively. Novy went on to serve as the president of the congregation three times between 1937–1955. He also led the building committees that purchased the congregation's second synagogue and constructed its current building.

Novy worked closely on many issues with Congressman and then Vice-President Lyndon Baines Johnson, who was scheduled to dedicate the new synagogue on November 24, 1963. The event was postponed,

46. Rabbi James L. Kessler, "Jews," *Handbook of Texas Online*.

47. "127 Years of Congregation Beth Israel," (http://www.bethisrael.org/images/About_Us/Our_History/CBI_History_at_125.pdf), accessed October 23, 2014.

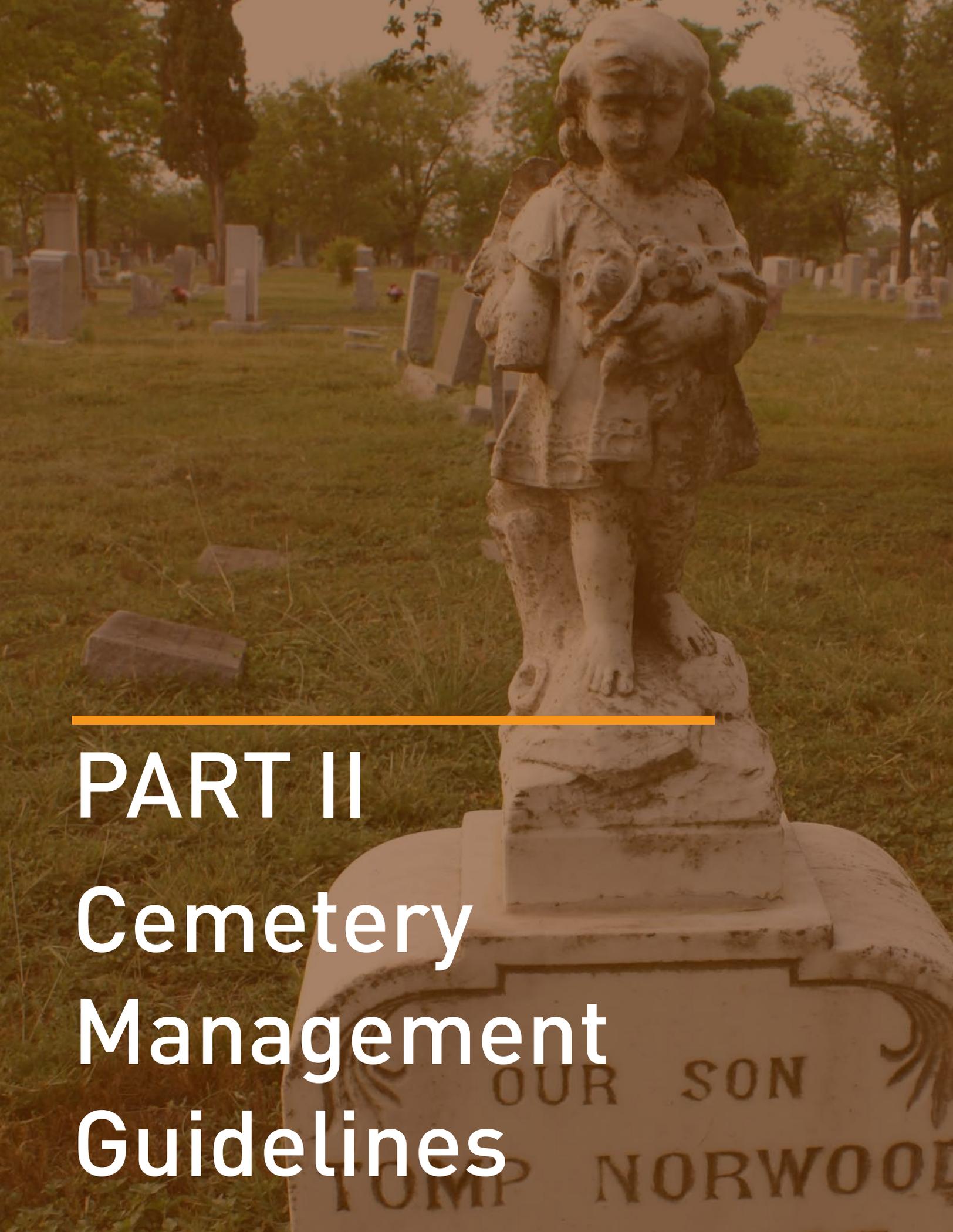
following the assassination of John F. Kennedy on November 22, 1963; then-President Johnson attended the rescheduled dedication the following month. Congregation Agudas Achim purchased a section within the Austin Memorial Park Cemetery in 1933, and Isaac Laibovitz, Israel Cohn, and Jim Novy are buried there. Congregation Agudas Achim was an Orthodox congregation until 1948, when it joined the Conservative movement.⁴⁸

In 1992, Michael Dell, founder of Dell Computers, and his wife Susan established the 40-acre Dell Jewish Community Campus in Northwest Austin to provide a centralized location for Jewish organizations in the community. Both Congregation Beth Israel and Congregation Agudas Achim were invited to move to the campus, and CAA did just that, dedicating a new synagogue there in 2001. Congregation Beth Israel considered relocating but ultimately decided to expand their existing building on Shoal Creek Road.

Meanwhile, in 1999, 12 active members of the Austin Jewish community began meeting in their homes; they eventually founded a new Reform congregation, Temple Beth Shalom. The group grew quickly and, led by co-presidents Dee and Don Coplin, began conducting regular religious services on the Dell Campus. The founding and maintenance of Jewish burial space historically has been one of the first responsibilities of every Jewish community, and in 2004, the Temple Beth Shalom Memorial Cemetery was established on one acre of Section 14 in Austin Memorial Park Cemetery. Temple Beth Shalom has since grown to become the third largest Jewish congregation in Austin; it hired an architect in 2007 and purchased land on the Dell Campus in 2009 for a permanent synagogue building, which was dedicated in 2013.⁴⁹

48. "The Life and Leadership of Jim Novy," Congregation Agudas Achim website, accessed online at <http://www.caa-austin.org/?q=historyofJimNovy>. Also, "Austin, Texas," Encyclopedia of Southern Jewish Communities, Goldring/Woldenberg Institute of Southern Jewish Life, accessed online at <http://www.isjl.org/texas-austin-encyclopedia.html>.

49. "History," Temple Beth Shalom (<http://www.bethshalomaustin.org/lifecycles/death/>), accessed October 23, 2014; also, email correspondence with Sam Scheer, October 10, 2014, and December 18, 2014.



PART II

Cemetery

Management

Guidelines

OUR SON

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Chapter 3

General Management Guidelines

IN THIS CHAPTER

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This chapter contains recommendations that apply to all five of Austin’s historic city cemeteries. It informs, and is intended to be used in conjunction with, the following chapters pertaining to each individual cemetery.

Planning for historic cemetery preservation begins with determining the appropriate overall treatment approach, then developing guidelines that complement the approach. This chapter begins with an overview of the preservation philosophy used to determine the recommended treatment for the historic municipal cemeteries of Austin. This is followed by management guidelines based on this philosophy, which apply to preservation in all five cemeteries.

A master plan presents a clear vision for the future, one that combines the goals of the City government with the aspirations of the community. The recommendations contained in this plan reflect best practices in historic cemetery management, and in that way, the plan presents conditions and standards toward which PARD can progress over time. In some cases, additional funding, training, and/or resources may be required before a recommendation can be implemented.

PRESERVATION TREATMENT APPROACH

In order to determine the most suitable overall philosophy that supports the preservation of the five historic municipal cemeteries of Austin, the team reviewed the four treatment approaches approved by the Secretary of the Interior for historic properties. Described as forming “the philosophical basis for responsible preservation practice and enabling long-term preservation of a landscape’s historic features, qualities, and materials,” these approaches are defined as:

- **Preservation:** the act or process of applying measures necessary to sustain the existing form, integrity, and material of a historic property. Includes stabilization work, where necessary, as well as ongoing preservation maintenance and repair of historic materials and features.
- **Rehabilitation:** the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.
- **Restoration:** the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by removing features from other periods in its history and reconstructing missing features from the restoration period.
- **Reconstruction:** the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.⁵⁰

The team determined that three of these treatment approaches were not appropriate for this project: preservation is overly restrictive because it does not allow for enhanced interpretation and access; restoration and reconstruction are inappropriate because they assume, as a prerequisite, that sufficient documentation exists to accurately portray a lost historic condition.

No documentary sources have been found that are detailed enough to support comprehensive restoration or reconstruction of any of these cemeteries to a particular period of significance.

Based on the goals for this cemetery plan expressed by Austin’s Parks and Recreation Department and its stakeholders, **rehabilitation** is recommended as the appropriate overarching treatment approach

50. *The Secretary of the Interior’s Standards for the Treatment of Historic Properties*; <http://www.nps.gov/tps/standards.htm>.

for all five of the municipal cemeteries. This approach allows for protection of the historic character of these cemeteries and their resources, while carefully addressing the need for conservation work, enhancement of interpretive opportunities, improved circulation, cemetery services expansions, and the replacement or addition of visitor amenities. Such work is necessary to preserve historic cemetery features, and also serves to increase public interest and generate funding sources for conservation work. As the overarching treatment approach for the cemeteries, rehabilitation also supports smaller feature-focused preservation, restoration, and reconstruction projects, if needed and supported by documentation.

Rehabilitation guidelines are based on the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (Guidelines). The ten basic principles that comprise the Guidelines are intended to help preserve the distinctive character of a historic landscape while allowing for reasonable change to meet new needs, as follows:

1. A property will be used as it was historically, or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

These principles create a baseline to which intended changes to historic landscapes must be compared. These standards are neither technical nor prescriptive, but promote responsible preservation practices. The management guidelines that follow arise from these principles.

When a cemetery or an individual historic resource within a cemetery has been designated as a local landmark by the City of Austin or as a Recorded Texas Historic Landmark (RTHL) by the Texas Historical Commission (THC), compliance with the applicable city ordinances or state statutes, respectively, is required.

GENERAL MANAGEMENT GUIDELINES

Austin's five historic municipal cemeteries are distinctly different in character, but they share many common conditions and use issues. The general guidelines in this chapter pertain to issues that are common to all five cemeteries and should be considered during the planning and design review process for any preservation treatments, alterations, or proposed new projects. While they provide a balanced, reasonable, and disciplined approach to problem-solving, in and of themselves, these general guidelines should be implemented in conjunction with the more detailed treatment recommendations contained in the subsequent chapters, one for each cemetery.

The following general guidelines apply to the treatment of the five historic cemeteries:

- Maintain significant features of the historic cemeteries in good condition. Repair all condition issues identified as areas of concern in order of priority as detailed in subsequent chapters of this plan.
- Base all work involving historically significant features on documentation discovered through primary and secondary sources, or by physical investigation. If more documentary evidence is discovered subsequent to the final publication of this plan, append it to the plan and include it in considerations for treatment.
- Document all alterations to historically significant landscape features through “before and after” drawings, photographs, and descriptive narratives.
- Use the latest technologies, including GIS, GPS, remote sensing, and new archeological methodologies, such as ground penetrating radar, in order to locate and identify landscape features, such as unmarked graves.
- Ensure that any construction, demolition, or maintenance activity that involves ground disturbance is monitored by a qualified archaeologist. Involve archaeologists in early planning for new projects.
- In addition to this document, refer to the City’s Comprehensive Urban Forest Plan, and follow the City’s Standards of Care for tree planting and maintenance, except where modified for cemetery trees.

SPATIAL ORGANIZATION

Spatial organization is the three-dimensional organization and pattern of spaces in a landscape. It is created by the landscape’s cultural and natural features, including topography, fencing, circulation features, building clusters, and vegetation. The spatial organization of each of the five municipal cemeteries represents different aspects of Austin’s cultural heritage. Preservation of these spaces contributes to the preservation of the overall historic character of the city. Consider the following:

- Maintain the patterns of plot grids and cemetery sections, grave orientations, and roadways that were established during the historic period of each cemetery.
- Consider the effects of new development on historic spatial relationships. For example, if a visitor center or columbarium is developed, ensure that structures do not overwhelm historic markers in size and scale.

- Replace historically significant features that cannot be repaired and are slated for removal with compatible new features in order to maintain historic spatial patterns. For example, replacement fencing should be similar in height to the original. New buildings, constructed to replace old buildings that cannot be repaired, should maintain the scale and orientation of the originals.
- Consider the contribution of vegetation patterns to historic patterns of spatial organization, such as the division and enclosure of spaces. Replace historic trees and other plants in-kind (same species and form), with consideration towards the contribution of their evergreen or deciduous qualities.

CIRCULATION

Circulation features may include roads, walks, and paths, both formal and informal. Circulation issues concern both vehicles and pedestrians. The following guidelines can be applied to all five cemeteries.

Vehicular Circulation

- Avoid removing historically significant roads or drives. If a road is no longer needed for vehicles, retain it as a pedestrian pathway.
- Assure that, if new roads or drives are essential to accommodate new uses, they are compatible with historic circulation patterns and do not adversely impact existing historic features.
- If it is necessary to construct a new road, consider re-establishing a road or drive that was important during the historic period, if its alignment can meet current needs.

Parking

Provide consolidated parking areas either outside the boundaries of these historic cemeteries, or in concentrated areas within the cemeteries. Consolidation will have the following positive effects:

- Limit the impacts of vehicular circulation on historic resources.
- Reduce the intrusiveness of the automobile on historic views.
- Limit safety conflicts between vehicles and pedestrians.

Pedestrian Circulation

- Retain historic pedestrian circulation patterns as much as possible, including common turf paths that divide cemetery and plot sections. Do not use these spaces as burial plots.
- Consider the potential impacts of new pedestrian walks or other paved areas on historic circulation patterns, important views, and sensitive archeological resources.

Repair of Roads and Sidewalks

Refer to individual cemetery sections for recommendations regarding the repair and maintenance of cemetery roads and sidewalks.

Connectivity and Urban Trails

In accordance with *Imagine Austin*, the City's comprehensive plan, the City seeks to provide pedestrian and bicycle connections through city-owned spaces. No new connections through municipal cemeteries are included in this plan, and any future proposals will be vetted through a public process that includes representatives from surrounding neighborhoods, as well as cemetery stakeholders.

VEGETATION

Cemeteries are cultural landscapes containing a variety of features—including trees and plants—that tell a story about a community and its history. For example, a cemetery site may have been chosen because it was shaded by a grove of trees; evergreen trees may have been planted on or near graves as a symbol of eternal life; and individual or family plots may be ornamented by flowering plants, such as roses or bulbs, that represent an antique variety from the family's country of origin. However, as planted landscapes, cemeteries are also dynamic compositions: their components grow, decline, and are eventually removed and/or replaced.

Individual trees and other plants within the cemeteries are considered historic if they were either growing or planted within the period of significance of a cemetery, or if they are part of a pattern of vegetation from the period of significance. This is an important distinction that applies, in particular, to vegetation, because of its dynamic nature. For example, an individual tree is considered historic if it survives from the period of significance, but an allée of trees from the period of significance can also be considered historic, even if some of its component trees are recent replacements. Even if the component plants of a pattern like an allée, grove, or hedge have been completely replaced, the pattern itself is historic. It is important to retain historic individual plants as well as historic vegetation patterns as much as is practicable to preserve the historic character of these landscapes.

Historic trees and patterns of other vegetation contribute strongly to the character of Austin's municipal cemeteries. However, the gradual loss of trees and other plants that grew during the historic periods of these cemeteries has led to an erosion of their historic character.

The primary goals concerning vegetation within the historic cemeteries are: preservation of historic vegetation, replacement of missing historic vegetation, and planting of new vegetation in a way that complements the historic character of these landscapes.

Historic Cemetery Trees

Trees within the historic cemeteries give these landscapes unique character, grace, and spatial order. For the purposes of this report, the term *historic tree* is used to describe trees that were planted or established during a cemetery's period of significance, or have been planted since that time to replace one of these trees. This term does not confer or reflect protection or oversight for these trees unless they are also designated as *protected trees* or *heritage trees*.

Historic trees that are at least 19 inches in diameter or greater are considered *protected trees*, per City of Austin Code, and those at least 24 inches in diameter and either a Texas ash, bald cypress, American elm, cedar elm, Texas madrone, bigtooth maple, pecan, Arizona or Eastern black walnut, or any oak species, are considered *heritage trees*. For consistency, tree diameter is measured at chest height or 4½ feet above grade.

Removal of a protected tree within the city limits requires approval by the City Arborist; removal of a heritage tree requires either a variance that must be presented to the Land Use Commission or an administrative variance that can be granted by the City Arborist. In addition, a permit is required for removal of any tree on public land over three inches in diameter. (See the City of Austin Environmental Criteria Manual for details.)

In addition, a Public Tree Care permit, issued by PARD Forestry, is required for the removal or pruning of public trees, if that work is not done by PARD Forestry. A Tree Ordinance Review Application (TORA) is required, for any tree 19 inches in diameter or greater, before tree removal, impacts to the Critical Root Zone (CRZ), or tree canopy impacts of more than 25 percent. TORA are reviewed by the City Arborist.

Some of the historic trees within the cemeteries, the post oaks in particular, may be more than 250 years old and pre-date the establishment of the cemetery. Most of these post oaks, as well as many live oaks and other oak species within the cemeteries, are large enough to be considered *protected* or *heritage trees*. Other trees within the cemeteries are considered historic but are not designated as protected or heritage trees because of their small mature size (less than 19 inches in diameter). These trees were planted in family and individual plots as part of the mourning process and include such

species as Eastern red cedar, crape myrtle, arborvitae, Italian cypress, and others. These trees should be protected as historic features of the cemetery.

In the past ten years, drought conditions have stressed cemetery trees, leading to dramatic losses, particularly in Oakwood Cemetery, where the cemetery team recently surveyed 643 live trees and 550 stumps, representing the loss of 46 percent of the total number of trees known to have grown within the cemetery. Second in losses to Oakwood is Oakwood Annex, which has lost 25 percent of its trees.⁵¹ These numbers do not take into account wind-thrown trees, or other trees for which no stump remains.

Preservation, care, and maintenance of these trees are paramount to maintain the integrity of the cemeteries. Adequate tree maintenance requires strategies for preservation, removal, re-planting, and developing horticultural practices for proper nutrition and growth. Recommendations for tree maintenance follow.

Preserving Historic Trees

- Develop a tree protection, preservation, planting, and maintenance plan for each cemetery in collaboration with an International Society of Arboriculture (ISA) Certified Arborist, who will help identify tree risk, pinpoint problematic site conditions, and determine the best course of action. This arborist would collaborate with PARD Forestry and the Urban Forest Office to develop the plan.
- Perform soil testing to determine nutrient levels and fertilize the trees annually with a slow release fertilizer, preferably an organic material like compost, to add specific nutrients as determined based on the outcome of the soil test.
- Mulch all trees to help keep the soil cool and moist, discourage the growth of weeds, and reduce the need to mow near the base of a tree, which can cause damage. Organic shredded hardwood mulch should be spread at a depth of 3–4 inches and cover as much of the tree's critical root zone (CRZ) as possible (Figure 7, next page). When mulching to that extent is not practical or desirable, apply mulch to as much of the area under the tree's dripline as possible. It is very important that mulch not cover any part of the tree trunk, as this can encourage insect damage, disease, and the development of girdling roots; it is best to maintain a mulch-free area for several inches around the tree base.
- Water trees (only as necessary and appropriate for each species) during periods of insufficient rainfall.

51. AmaTerra, tree survey charts produced for this report, 2014.

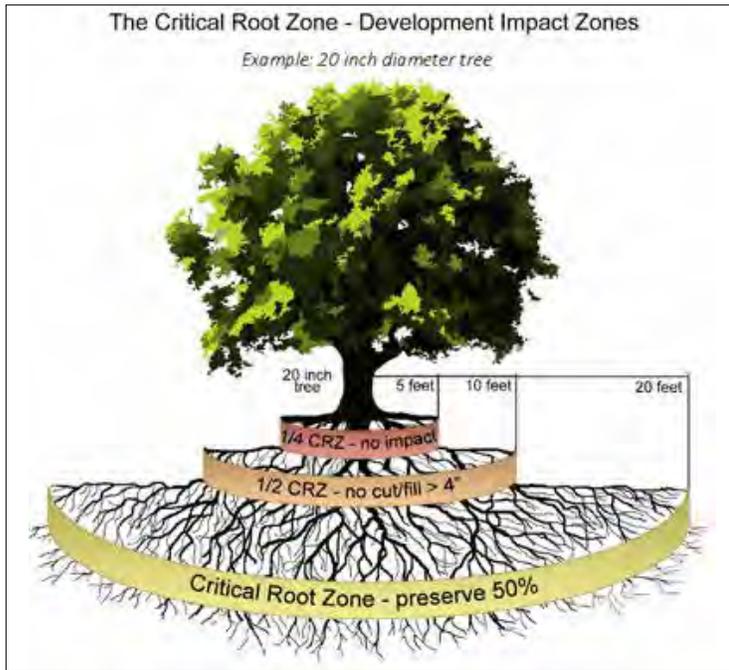


Figure 7. Illustration showing the critical root zone of a tree (City of Austin Environmental Criteria Manual, Section 3)

- Perform bulk density testing of soil in the CRZ of trees to determine the amount and depth of soil compaction. Aerate any soil (per standard American National Standards Institute [ANSI] A300 process) within a tree's CRZ that has been compacted by vehicles and excavation equipment, to an extent determined by soil testing. Aeration will increase a tree's oxygen supply, root growth, and water uptake, and typically involves the use of specialized equipment such as an Air-Spade throughout the tree's CRZ. Aeration should be performed by an experienced ISA Certified Arborist. All aerated areas should be fenced and sufficiently watered for a year.
- Maintain historic trees unless they are dead, dying, diseased and untreatable, or pose a high risk to people and infrastructure. When dealing with a historic tree—one that is significant in its own right or as a component of a larger historic vegetation pattern—explore all options for addressing risk before taking the most radical course. Make every reasonable effort to first treat or stabilize a historic tree that is diseased or damaged prior to considering removal, when appropriate, and if allocation of resources permits such a course of action. Stabilization can include simple solutions such as propping up a low-hanging limb or anchoring it in place with cables (Figure 8 and Figure 9). Removing large, dead branches and cabling weak branch attachments may adequately reduce the risk of falling limbs. Installing a lightning protection system may prevent a large tree from being struck and damaged. In all cases, an ISA Certified Arborist shall be consulted and perform any alternative risk mitigation.

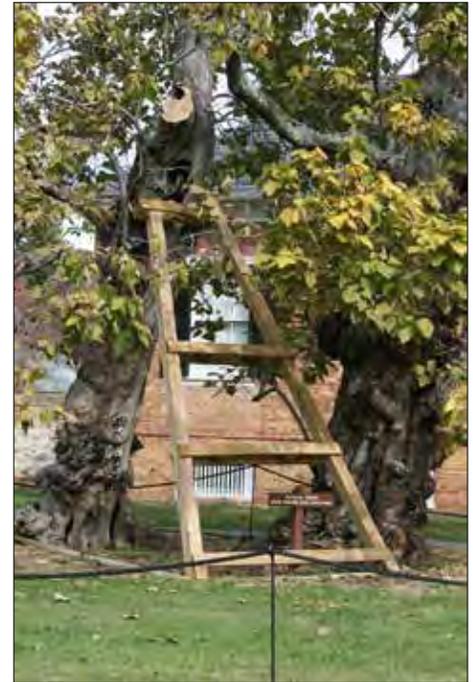


Figure 8. These two-hundred-year-old catalpa trees have been protected and stabilized for their value in interpreting the history of the Chatham House in Fredericksburg, Virginia. (John Milner Associates, 2010)

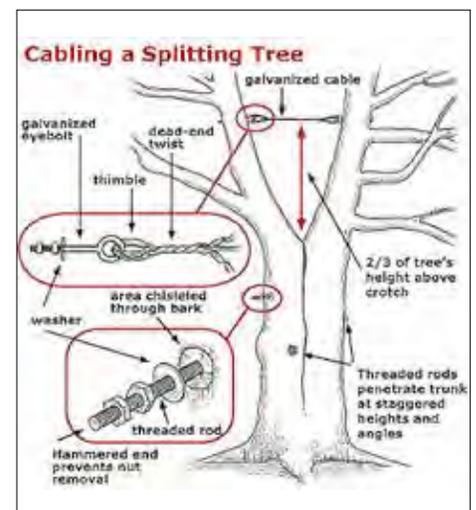


Figure 9. Diagram showing tree cabling methods (ThisOldHouse.com)

- Remember that, while preserving the conditions of historic grave markers and monuments is important, large shade trees, especially post oaks (*Quercus stellata*), are irreplaceable in-kind within the current generation. If the growth of a tree is dislodging a grave marker, consider moving the marker away from the tree as a temporary measure instead of cutting down a tree that is a historic feature. Carefully document the marker and its location before and after relocation. The marker can then be shifted back to its original position after the tree is eventually removed. Use the same process/program for properly indexing displaced marker fragments. Try to reinstall the marker within the plot. Do not remove a marker from its location unless a process is in place to track it.
- Inspect the cemetery after inclement or windy weather, looking for tree damage that would necessitate pruning or stabilizing. Depending on the allocation of resources to Urban Forestry, regular inspections may depend on volunteers.
- Prune trees at maturity within or adjacent to graves only as necessary to remove dead, broken, or diseased wood and to allow for pedestrian and vehicular passage. If there is an alternative way to pass by the tree that does not require pruning, do not prune. Prior to pruning, erect plywood structures over markers to protect them from damage where necessary and when appropriate. If there is no alternative, prune according to three priority levels:
 - o **First priority:** Conduct safety pruning of trees within the cemetery. Large, dead branches (four inches in diameter and larger) and trunks that cannot be stabilized present a risk to visitors and may damage markers if they fall.
 - o **Second priority:** Prune to preserve the health of a tree, including improving its internal structure. Prune trees within or adjoining family plots or graves in order to allow passage beneath, if no alternative route is available, keep sight lines clear, and to encourage air circulation that will lessen the growth of biological growth on markers. This rule applies only to trees that naturally form a canopy, not to those more shrub-like in form.
 - o **Third priority:** Prune for aesthetics, such as enhancing the natural form and character of a tree or to encourage flowering. **Special Note:** Topping of crape myrtles shall not be performed. Crape myrtles should be pruned only to remove dead wood or crossing branches that may contribute to poor tree health. When pruning for flowering, follow horticultural best practices for the particular flowering season of the species in question.

- Ensure that the design of proposed structures, markers, circulation features, or plantings addresses the preservation of existing trees and does not negatively impact the health of root systems. Reference the City of Austin Environmental Criteria Manual, Section 3.5.2, to determine the location of any soil-disturbing activity.
- Ensure that the critical root zones of existing trees are not compacted by vehicles driving or parking, spoils storage, or storage of equipment or materials, unless otherwise approved by PARD Forestry.
- Protect existing trees in excavation areas (including new burials) with fencing and closely monitor throughout the construction period.⁵² Impacts on heritage tree root zones or the removal of 25% or more of the canopy requires a permit from the City Arborist's office. Tree roots typically extend well past the drip line of the tree. At a minimum, the area within the CRZ should be protected from soil compaction as a result of excavation or other heavy equipment, which will inhibit water penetration to the root zone and threaten the health of the tree. For tree impacts approved by a permit, tree roots should be pruned several months prior to excavation, according to the Environmental Criteria Manual Section 3.5.2, to prevent ripping of the roots. Any roots damaged during excavation should be cut cleanly and perpendicularly to the root (see ANSI A300 Part 5). Protect existing post oaks at 1¼ to 1½ times larger than the minimum critical root zone protection standard, whichever is most feasible.
- Install utility lines, if absolutely necessary, by boring under tree roots rather than by trenching through the roots. This includes installation of irrigation lines at any location within the root zone.
- If there is no alternative to excavation within the critical root zone, prune all cut roots with a clean, sterile, and very sharp pruning tool. This helps the tree regenerate healthy roots at these cut ends. Seal the roots with a pruning sealer immediately following pruning. (Spray paint is acceptable.) If roots are left ragged or torn, they will rot and allow disease organisms to invade the tree. For any roots greater than one inch in diameter, contact PARD Forestry for approval and consultation before cutting. Any root impact to a heritage tree requires a tree permit from the City Arborist.
- Implement a cyclical maintenance program that includes periodic inspection of all trees for damage, disease, and/or evidence of decline in order to prevent deterioration or loss of plant material. Treat each condition appropriately and ensure that maintenance actions are well documented in the cemetery maintenance records. Regular tree maintenance also will prevent damage to adjacent and nearby resources, such as grave markers and fencing.

52. Elizabeth Redden, "Managing the Trees of Arlington Cemetery," *Orion* (March/April, 2008), <http://www.orionmagazine.org/index.php/articles/article/2932/>.

- Educate cemetery maintenance staff on the significance of historic and other existing trees, and ensure that they receive training from PARD Forestry that is appropriate to the unique conditions within each cemetery.

Removing Historic Trees

Remove a historic tree only when it poses a risk to humans, cultural resources, or natural resources due to its potential to drop limbs, fall, or transfer disease to other plants, and when no other solution is possible.

- Request approval from PARD Forestry before removing any public tree. A public tree is defined as any tree three inches in diameter or greater (or two inches in diameter or greater, if planted on behalf of the City) measured at 4½ feet above soil grade, regardless of the tree's age or condition.
 - Removal of protected trees requires a permit, and removal of heritage trees requires a variance, prior to removal, from the City Arborist's office (see page 36).
 - Document the tree to be removed, including its condition and appearance, in written and photographic form. In addition, document the condition of the tree's site, so that conditions that may have contributed to the loss of the tree can be identified.
 - Ensure that the removal of any tree is noted in the GIS survey and tree inventory.
 - Use the most ecologically sensitive means of vegetation removal that the tree size allows, such as hand-pulling or removal with small tools, before employing heavy equipment. Chemicals shall not be used to remove trees unless PARD Forestry approves the specific work to be done by a licensed herbicide applicator.
 - Heavy vehicles should not drive in or around the CRZ of other nearby trees, in order to avoid soil compaction. Use certified tree climbers, rather than bucket trucks, whenever possible. Use rubber mats or plywood covered with 12 inches of mulch if driving vehicles in the CRZ cannot be avoided.
 - Prior to tree removal, field-check clearing locations with an archaeologist to ensure that other cultural resources will not be adversely affected.
 - Cut the trunks of trees and shrubs to be removed flush with the ground without damaging adjacent features. Allow the remnant stump to decay without the assistance of chemicals.⁵³ Do not uproot stumps, as this may disturb subsurface archeological resources. After the stump has decayed, topsoil can be added and the area reseeded.
53. Folk wisdom proposes drilling large holes in the stump, filling them with compost, and piling compost and then mulch onto the stump to keep it moist throughout the year. The stump may take two to five years to decompose. Do not apply a chemical fertilizer; it may wash out into the surrounding landscape and damage markers or burn turf.

- When a tree is to be planted to replace a stump adjacent to a plot enclosure or marker, remove the stump, using an Air-Spade or similar system as follows:
 - o Consult with an archaeologist prior to removal;
 - o Protect adjacent markers and curbs with wooden covers or other protective material;
 - o With the Air-Spade, clear dirt from around the stump, exposing roots to approximately 12 inches below grade; and
 - o Sever roots to enable removal of the stump to 12 inches.
- Remove, when possible, felled trees and large shrubs by lifting rather than dragging, which can gouge the ground surface.
- If gouging occurs, immediately cover any damaged areas with leaf litter or erosion control material, as appropriate, to reduce the potential for soil erosion, and replant the area with native or naturalized species of grass or groundcover.

Replacing Historic Trees

Replacing trees in a historic cemetery requires methods that respect the sensitivity and importance of the cemetery and its major features, including, in particular, the grave markers that share common ground with historic trees. The following recommendations help guide practices that minimize adverse impacts to the cemetery landscape; prevent damage to grave markers, walls, curbing, and fencing; and protect the character and integrity of the cemetery as a cultural landscape.

- Determine the appropriate replanting method in consultation with an archaeologist or historical landscape architect.
- Plant the new tree in the same location as the tree it is replacing, if possible, to minimize the impact of planting activity, since the soil in that area has already been disturbed. If fragile resources above or below ground may limit equipment access, consider planting the replacement tree in a different location, but record the location of both the original tree and its replacement for future reference.
- Modify standard tree-planting methods (in a hole five times the width of the tree ball), if the larger hole may damage historic site features. Consider utilizing one of two alternative methods:
 - o Stump planting reduces the impact of excavation on adjacent cultural resources. If the stump of the tree to be replaced is fairly rotted, the replacement can be easily planted within the stump void (Figure 10 and Figure 11).

- o Mound planting minimizes ground disturbance: place the root ball in a slight (2–3 inches deep) depression in the soil, then mound soil around it. Taper the mound and add mulch. Water well and often, as tree mounds are prone to drying out. The tree should be established within one or two years. *Note: Tree mounds can change the visual character of a site, so if this method is used in key viewsheds, plant only small saplings.* The root ball of the replacement sapling should be small enough to easily fit into the decomposed void area of the stump with at least 6-8 inches additional space on each side for soil backfill. Elevate the top of the root ball 3-4 inches above the surrounding grade; as the stump decays, the root ball will settle into the hole. Water well and often until the new tree settles.⁵⁴
- Replace dead or damaged historic trees in-kind when possible, choosing specimens of the same species, variety, and form.
- Consult with an ISA Certified Arborist who has experience with historic landscapes and trees about replacing a tree with the exact species, particularly historic specimens. It may not be economically or environmentally feasible to replace certain species. Every attempt should be made, however, to locate sources for replacement post oaks, although they are difficult to find.

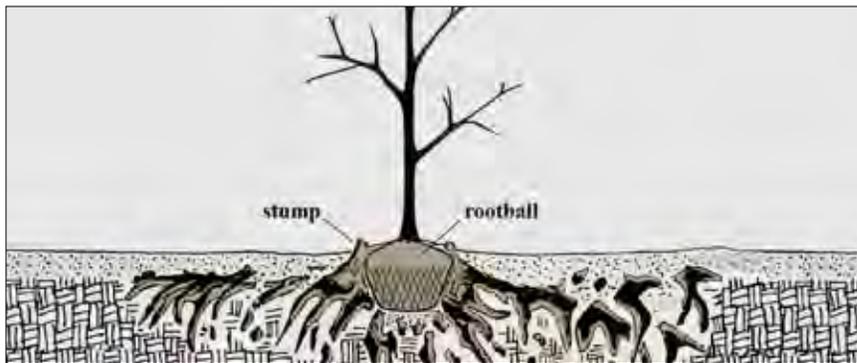


Figure 10. Planting in the same location as a decayed stump allows replacing trees in the exact location as the original. (National Council for Preservation Technology and Training)



Figure 11. Example of a stump that should be encouraged to decay and utilized for planting a replacement tree (John Milner Associates, 2010)

54. Debbie Smith, "Replacing Trees in Historic Landscapes," *Clippings: Concepts and Techniques for Maintaining Cultural Landscapes* (Washington, DC: National Park Service, 2009), www.nps.gov/oclp/Clippings.pdf.

- If in-kind replacements are not available or appropriate (due to disease susceptibility, hardiness, maintenance requirements, climate change, availability, etc.), replace with species of similar mature size, shape/form, texture, and color.
- Ensure that replacement trees are documented and added to the GIS data and tree inventory.

Planting New Trees

Plant new trees in locations indicated in the plans for individual cemeteries, drawing from the list of trees contained in the booklet, *Native and Adapted Landscape Plants: An Earthwise Guide for Central Texas*.⁵⁵

Note: some of these trees may not be appropriate for some of the soils located within the cemeteries. Conduct careful research into the horticultural needs of the species being considered. Observe which tree species seem to be thriving in each cemetery and use that as a guide in choosing the best trees for the site.

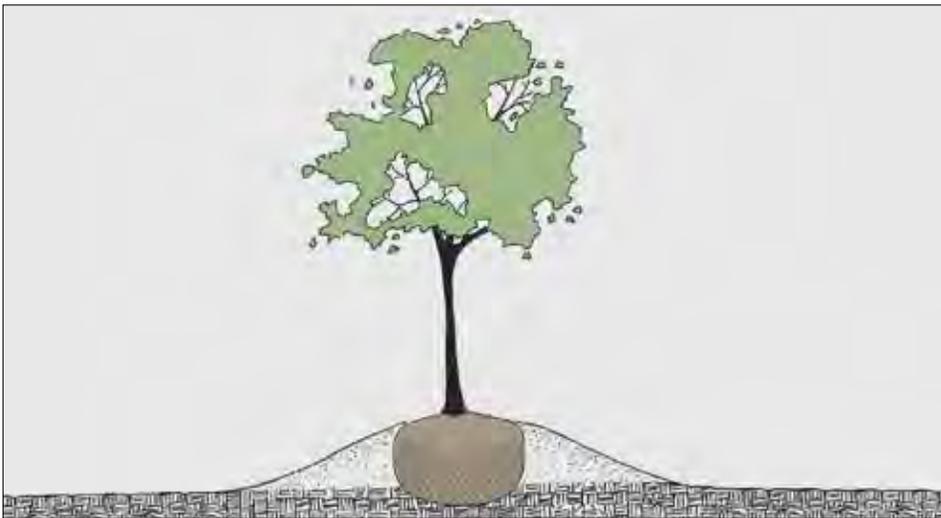


Figure 12. Planting a tree in a 2–3 inch deep depression protects below-ground historic resources. (National Council for Preservation Technology and Training)

55. City of Austin Watershed Protection Department, "Native and Adapted Landscape Plants: An Earthwise Guide for Central Texas." <https://www.austintexas.gov/sites/default/files/files/Watershed/growgreen/plantguide.pdf>.

- Engage an archaeologist to monitor new planting efforts in areas that may contain subsurface cultural resources.
- Investigate areas under consideration for new plantings prior to excavation. If the area may contain underground historic resources, consider planting trees using the mounding technique (Figure 12).

Trees of Special Concern

While Austin's five historic cemeteries contain many trees that are significant for their size or age, three specific species of trees merit special consideration in the cemetery landscape.

Post Oaks

Post oaks are among the oldest trees in Austin's cemeteries; some specimens likely pre-date the founding of the city, when this area was covered with oak groves. The post oaks found in these historic cemeteries are irreplaceable historic resources. In addition to the guidelines presented above:

- Avoid, to the extent possible, implementing any work that involves excavation within 1¼ to 1½ times the critical root zone of post oaks. If excavation or other work involving root disturbance, earth moving, or heavy equipment is absolutely necessary, contact PARD Forestry for consultation. Conduct this work only in winter (the tree's dormant season), following these recommendations:
 - o Fence the critical root zone of a post oak prior to grave excavation or other activity involving heavy machinery or root disturbance. Use a five-foot-tall chain-link fence to completely encompass an area 1¼ to 1½ times as large as the critical root zone. Do not allow heavy equipment or stockpiling of any type in this zone.
 - o Perform soil testing and apply slow release fertilizer only as prescribed by test results.
- Apply between three and four inches of compost to as much of the CRZ as possible, maintaining several inches of clearance from trunks.
- Perform soil testing for nutrient composition and apply a slow release fertilizer, preferably organic compost, as prescribed by test results. Irrigate carefully, taking care to not water too often. Post oaks will die if subjected to the same watering regime as turf. Instead, in the absence of rain, apply one inch of water once a week, then two inches every third or fourth week, to encourage deep rooting. The minimum for a post oak in the absence of rain is a single, two-inch application of water once a month. **Do not water more than once a week.**

- Inspect each tree regularly for hypoxylon canker. Educate maintenance staff and other stakeholders on identification of hypoxylon canker. This disease strikes trees that are already stressed, so the best prevention is to keep trees as healthy as possible by properly following proper tree care practices. Once hypoxylon canker is visibly affecting a tree, the tree will likely die and should be evaluated for public safety.
- Control insect pests using an Integrated Pest Management-type approach, beginning always with the most conservative and environmentally sound treatment.

Crape Myrtles

Crape myrtles have been popular in southern landscapes since they were introduced to the United States in the late 1700s. Because of their graceful shapes and colorful flowers, they were often planted in cemeteries. Many of the crape myrtles growing in Austin cemeteries were likely planted in the early to mid-twentieth century.

- **Never “top” a crape myrtle.** These naturally graceful trees need very little, if any, pruning at all. Although even some professional landscape companies can be seen topping these trees, they are operating under the misapprehension that this work encourages blooming, when in fact, it encourages rapid and weak-wooded growth, destroying the natural form of the plant forever. The only pruning that should be done on a crape myrtle is to remove any sucker shoots emerging from the base or lower trunk areas, so that the natural beauty of the trunks can be appreciated.
- Care for crape myrtles in historic cemeteries by performing soil testing to determine nutrient levels, and providing (in late February or early March) a light application of an organic fertilizer low in phosphorus, equivalent to a 3-1-2 or 4-1-2 ratio, as prescribed by the outcome of the soil testing. Keep crape myrtles mulched to discourage weeds and protect their root systems. When weeds and grasses are kept down by mulch, this also helps protect the tree against mower and weed trimmer damage. Healthy trees will be more likely to resist common crape myrtle enemies: powdery mildew and aphids.

Eastern Red Cedar

Eastern red cedar has a lovely natural shape and will retain that form through its first few decades. As a cedar ages and begins to shade out and lose its lower branches, its form changes from a large shrub to a tree form. Avoid pruning these native trees, except for the removal of dead or fallen branches.

Preserving Historic Shrubs and Perennials

The historic cemeteries in Austin contain some remnants of shrubs and perennials that survive from the historic period, including iris and other bulbs. These valuable plants add to the narrative told by other cemetery features, and some may represent varieties that are now rare and difficult to locate in the nursery trades. By their survival over time, they also have proven to be drought- and neglect-resistant varieties that may be useful today for ornamental, low-water landscapes.

- Involve local garden clubs, such as the Travis County Master Gardeners Association, in identifying and caring for heritage plants within the cemeteries.
- Encourage a program of community propagation of historic shrubs and perennials within the cemeteries. This will not only ensure that if a plant is lost, it can be replaced, but also will support the survival of heritage plant types.
- Prune heritage shrubs judiciously and only if needed for access. Shrubs that grow close to grave markers, encouraging the growth of mold and lichen, are only a concern for marble or limestone markers, not granite. Pruning should only be implemented by a horticulturalist trained in the treatment of historic plants.
- Prune hedges to be narrower at the top than at the base, so that light can reach the lower branches and to prevent legginess.
- For arborvitae, which are abundant throughout most of the cemeteries, conduct any heavy pruning just before spring growth begins, so that new growth conceals pruning cuts. Arborvitae also responds well to the shearing of new growth.

Planting Shrubs and Perennials

As part of the mourning process, many private plot owners plant individual or family grave plots with annuals, perennials, groundcovers, shrubs, and sometimes, trees. The following steps are recommended:

- Ensure that the plant palette incorporates appropriate species for specific locations. For example, avoid using a large-scale shrub adjacent to a walk, which may require excessive pruning to maintain at an appropriate scale.
- Avoid planting species that have proven to be invasive in Central Texas.
- Prepare and post cemetery rules regarding commemorative plantings. If not maintained, some shrubs, vines, and perennials can become locally invasive. Clarify that a cemetery manager has the right to remove plantings if they become overgrown or begin to impact other plots.

Invasive Plants

Remove all new volunteer growth of invasive species at least once a year to avoid damage caused by unchecked, fast-growing invasive plants. Remove invasive plants growing within the cemeteries, unless they were deliberately planted as a memorial within a grave plot or to ornament the common areas or internal drives within with cemeteries. The cemeteries contain several of the most invasive plants in the area, including paper mulberry (*Broussonetia papyfera*), Chinese parasol tree (*Firmiana simplex*), glossy privet (*Ligustrum lucidum*), Japanese honeysuckle (*Lonicera japonica*), and nandina (*Nandina domestica*).⁵⁶

Invasives are hardy, and some have been used as ornamentals within the cemeteries because of their survivability. Do not remove invasive plants if they are surviving original design elements within a cemetery, forming allées or outlining family or individual plots. Remove these *only* if they are causing damage to a historic resource. It is likely that species such as hackberry and mulberry were bird-seeded and can be removed with impunity, but consult with PARD Forestry prior to removing any tree. Refer to the City's Invasive Species Management Plan for additional guidance.

Ball moss is a plant (not actually a moss) that attaches itself to trees, fences, and monuments in Austin's cemeteries. It is a relative of Spanish moss and pineapple. Contrary to popular belief, ball moss is not parasitic; it does not take any nutrients or water from the trees to which it is attached.

56. TexasInvasives.org, http://www.texasinvasives.org/plant_database/coa_results.php?offset=12.

Sometimes, a tree's interior branches die from a lack of sunlight. The dead interior branches creates a perfect environment for ball moss, which prefers a shady, humid environment. A large colony of ball moss can become heavy and cause dead branches to break.

Anyone concerned about a specific tree should call 311 to report their concern. More information about ball moss is available from the Texas Forest Service.

Cemetery Lawn Care

Caring for cemetery lawns is the most costly and time-consuming maintenance task faced by staff of municipal cemeteries. Maintaining the health and character of turf can be challenging, but it is critical to many communities from an aesthetic viewpoint and in order to maintain access to individual graves in an actively-used cemetery. However, each cemetery is different, with varying slopes, soils, lawn and groundcover composition, levels of public use, and funding. These general guidelines apply to issues common to all of the cemeteries.⁵⁷

Analyze

- Evaluate the particular challenges to keeping healthy lawns in the cemeteries, such as compacted or erodible soils, dense weeds, depressions from settling, "social paths" created by pedestrians, poor soil fertility, limited water availability, or heavy shade.
- Conduct a soil test every three years to check for soil fertility or mineral imbalances that can cause bare areas or encourage weed infestation. The local agricultural extension service provides kits and a laboratory for soil testing.
- Add a slow-release, organic fertilizer and minerals based on the results of the soil test. Avoid chemical products, which may contain salts that can damage stone. After fertilizer is applied, sweep off any fertilizer that comes into contact with stone or other historic materials.

Prepare

- Report all areas of depression in the soil, resulting from the settling of burial shafts or the removal of trees or shrubs, to an archaeologist experienced with work in historic cemeteries. If the depression is a safety or drainage hazard and the decision is made to fill it in, it is important to first determine whether it might indicate an unmarked grave. The archaeologist will have been previously designated.

57. This section was written with assistance from the Chicora Foundation, Inc.'s "Best Practices for Cemetery Lawn Maintenance," <http://www.chicora.org/pdfs/Lawn%20Maintenance.pdf>.

- Adjust the grade of any sunken or low areas through the addition of fill, rather than removal of soil. In areas that hold water against historic materials, add fill to create positive drainage.

Plant

- Re-vegetate bare or thin patches of turf to prevent erosion and limit dust.
- Within the cemeteries, establish turf composed of a mix of native grasses. For example, the Lady Bird Johnson Wildflower Center has conducted extensive testing to develop a mix that will grow well in areas that get full sun or no more than 50 percent shade. This mix will do well throughout most of Oakwood, as well as Oakwood Annex Cemetery, Plummers Cemetery, and Austin Memorial Park Cemetery. However, this seed mix does not do well in sandy soils, so it should be tested in a small area prior to use in Evergreen Cemetery and the southwestern corner of Oakwood Cemetery. This mix is available commercially as "Habiturf" (a mix of buffalo grass, blue grama, and curly mesquite), available from the Douglass King Company.⁵⁸ These species will also thrive in clay soils in shaded areas.
- Establish, in sandy and dry soils, a groundcover comprised of sedges, horseherb, and Texas frogfruit. Most of these are evergreen to semi-evergreen, depending on the severity of winter. They also require very little mowing.⁵⁹

Maintain

- Develop a maintenance guideline handout, in English and Spanish, to be distributed to individuals responsible for mowing, trimming, and weeding in the historic cemeteries. The fragility of these historic landscapes must be emphasized to those working within them. Remind crews that a historic cemetery is handled differently than a typical residential or commercial property.
- Control weeds by first establishing a healthier lawn, which can shade out many herbaceous weeds. In dense areas of weeds, hand rake and remove weeds before they set seed. Do not broadcast or spray herbicides, as these chemicals may be harmful to marble, limestone, and other historic materials. Do not apply herbicides within the critical root zones of trees. If herbicides must be used, select the least acidic product and apply carefully. Woody weeds can be controlled by clipping the weed to the ground and spot-applying the herbicide directly to the cut stump. Roundup® is especially effective and least environmentally damaging when used this way.
- Refer to the City's Integrated Pest Management Plan for additional guidance.

58. "Native Lawns: Habiturf, A Multi-Species Mix for North, West, and Central Texas," https://www.wildflower.org/consulting_how_to/.

59. "Ask Mr. Smarty Plants: Native grass for sandy soil and shade," Lady Bird Wildflower Center, <http://www.wildflower.org/expert/show.php?id=6971>.

- Use the smallest machinery possible for the excavation of graves or for maintenance purposes in order to reduce potential damage turf through compaction or other disturbance.
- Aerate areas of compacted soil, particularly adjacent to cemetery drives and in locations where maintenance or excavation equipment has been parked. Aerate cool season grasses in the fall and warm season grasses in late spring and summer.
- Avoid aerating within the critical root zones of trees. Any aeration within the CRZ must be approved through a permit (TORA) from the City Arborist's office.
- Establish a mowing routine through which no more than $\frac{1}{3}$ of grass height is removed in one mowing. The frequency of mowing depends on the type of grass: Bermuda grass requires more frequent mowing than St. Augustine, although the latter requires more water. Native grasses require far less water after establishment than Bermuda or St. Augustine do, and native grasses also are typically dormant in the summer, requiring less mowing.
- Use turf wheels on riding mowers in the historic cemetery.
- Use power mowers only within 12 inches of markers, trees, and shrubs, and complete the work with weed trimmers that use the lightest possible gauge metal-free nylon string, no heavier than 0.09 inch. Active and regular inspections by the cemetery superintendent of mowed areas during and after mowing supports responsible maintenance employee behavior. Any damage to markers or curbs should be photographed and noted in cemetery maintenance records. Report any damage immediately to a representative of PARD. Report tree damage immediately to PARD Forestry.
- Use discharge guards on all mowers to protect the gravestones from thrown debris. Direct the discharge chutes away from markers while mowing. Rake up and discard all large clumps of grass debris left by mowers.
- Equip all mowers with rubber bumpers on the decks, any axle assembly, or other feature on the mower that might come in contact with a stone while mowing. This can be fabricated out of old inner tubes or tires and can be riveted on. Loose cell foam can also be used as a bumper.
- Alternate the direction of mowing every other cut to prevent ruts created by repetitive use, particularly on slopes.

Irrigation

Irrigate cemetery lawns only when attempting to re-establish turf using sod, seed, or plugs. With the possible exception of Austin Memorial Park Cemetery, these cemeteries were not irrigated during their periods of historic significance, and lawns were allowed to go dormant during dry and/or hot months.⁶⁰ Natural seasonal changes in the appearance of lawns would be appropriate from the standpoints of both historic character and natural resource conservation. In older cemeteries with limestone and marble markers, overhead irrigation is not recommended because the water damages the older, softer stone. Irrigation for establishing turf and other plants can be provided within the cemeteries from a hose bib or quick coupler installed in a ground-level valve box.

If irrigation with an automatic irrigation system is absolutely required, as it might be in an active cemetery, valve-in-head or zoned, ground-level sprays or rotor systems are recommended because the individual heads or zones can be shut down when graves are being opened or during funerals. Automatic systems should be controlled by a rain sensor to prevent over-watering and waste. Whenever possible, take advantage of the city's Reclaimed Water Program by connecting the cemeteries with the reclaimed water system.

Note: Based on citizen input and feedback from the Environmental Board, the Planning Commission recommends that the City consider hiring an outside, multi-disciplinary consulting firm (with expertise in the areas of irrigation; tree care and maintenance; monuments, gravestones, and conservation; and archeology) to advise on cemetery irrigation.

60. For more information about the evolution of the concept of the American lawn, refer to Virginia Scott Jenkins' *The Lawn: A History of an American Obsession* (Washington, D.C.: Smithsonian Institution Press, 1994).

BUILDINGS AND STRUCTURES

The field of historic preservation differentiates between *buildings*, which are intended to shelter some form of human activity, and *structures*, which are not. Examples of each type of built resource are described below. Fences, a type of structure, merit their own discussion.

Buildings

Buildings are present in all of the cemeteries, except for Plummers. These cemetery buildings have varying uses and conditions, so particular recommendations concerning individual buildings will be addressed in those sections. The following general recommendations regarding buildings in historic cemeteries are proposed:

- Unless identified as non-contributing elements in the cemetery, all repair and preservation work on a building in a historic cemetery should be directed by a preservation architect to ensure that the work is done in accordance with best historic preservation practices.
- Document a historic building with care, prior to beginning any construction or repair work. Such documentation is presented usually in the form of a historic structure report, describing the physical history of the building, assessing its conditions, evaluating its historical significance, and providing recommendations for stabilization, repair, reconstruction, and/or adaptive reuse.
- Avoid constructing new buildings in historic cemeteries that are no longer active. If new programs are needed for the support of the cemetery, adaptively reuse existing buildings.

Structures

Structures found within the historic cemeteries include freestanding walls, gate piers, culverts, and retaining walls. Walls and other concrete and masonry structures are located at Oakwood Cemetery, Oakwood Annex, and Austin Memorial Park Cemetery. While specific recommendations regarding these structures will be presented in individual cemetery sections, the following general guidelines should be considered prior to undertaking any repair or rehabilitation work on these and other historic structures:

- Repair, rather than replace, deteriorated structures whenever possible. If the severity of deterioration leads to instability and risk, and a structure requires replacement, the new structure should match the original in design, color, texture, materials, and other visual qualities. Existing materials should be reused to the greatest extent possible.
- Document existing structures before, during, and after demolition and/or removal with photographs, scaled drawings, and notes, giving particular attention to materials, color, texture, dimensions, and construction technique.
- Design new structures to complement or enhance, rather than detract from, the historic character of the cemeteries. For example, concrete block, vinyl, resin, aluminum, and plastics may not be appropriate materials.
- Ensure that materials are not taken from historic structures unless the structure has been approved for demolition and fully documented.
- When possible, new materials should match historic materials being replaced (e.g., replace cast iron with cast iron, rather than with plastic, resin, or vinyl).

Recommendations also include the development of a visitor gathering area in each of the historic cemeteries. Each should be furnished with a kiosk that would contain a map of the cemetery and other information in both poster and brochure formats. These kiosks should be of a simple design that will not present a false sense of history, yet reference the historic character of the cemeteries. For example, traditional designs could be executed in contemporary materials or vice versa (Figure 13–Figure 16).



Figure 13. Traditionally-styled, roofed kiosk (John Milner Associates Collection)

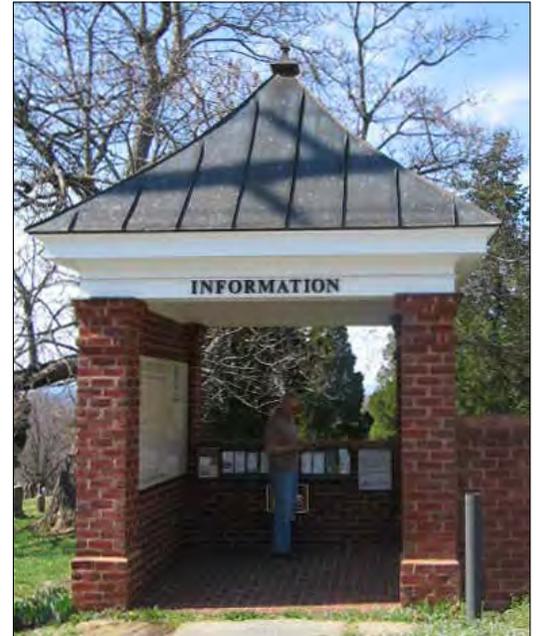


Figure 14. Roofed, brick masonry kiosk that is part of a cemetery entrance gateway and provides a pedestrian entrance (John Milner Associates, 2009)



Figure 15. Contemporary kiosk with a green roof (Snoqualmie Falls, Washington) (GoPixPic.com)



Figure 16. Contemporary kiosk utilizing a mix of modern and traditional materials (Lone Fir Cemetery, Portland, Oregon) (Lango.Hansen, Landscape Architects)

Fences

Fences are important character-defining features of historic cemeteries and are also often the public face of the cemetery. The silver-colored chain link boundary fences around Austin Municipal Park Cemetery, Oakwood Cemetery, and Oakwood Cemetery Annex have a negative effect on the historic character of these significant sites. These fences are rusting, dented, and even topped with barbed wire in some cases. In addition, the silver color draws attention to itself while a darker color is more visually transparent. The following actions are recommended:

- Replace all of the existing chain link boundary fences with black or dark green-black painted metal picket fences (Figure 17).
- To lower costs, some lengths of fences that are not along streets and are screened by vegetation could be replaced by black or dark green-black vinyl-coated chain link (Figure 18).
- Where views to adjacent residences may need to be screened, a dark-stained, more opaque fence could be considered.
- In some cases, fences could be part of an Art in Public Places project through which art works can express local culture (Figure 19 and Figure 20).

Specific recommendations regarding the fencing for each cemetery are presented in their individual sections.



Figure 17. This traditional black painted steel picket fence encloses the historic Colonial Park Cemetery in Savannah, Georgia. (Laura Knott, 2014)



Figure 18. Black chain link is less expensive than steel picket fence and can be used for areas of low visibility.. (Atlas Fence)



Figure 19. This playground fence in San Francisco was a public art project. (http://bartalosillustration.com/wp-content/uploads/2012/06/Bartalos2012-05-22_8865-Valencia-St-panels-9+10-750x460.jpg)



Figure 20. The main gateway into the Zilker Park Botanical Garden was designed and crafted by Austin architect, Lars Stanley, as an Art in Public Places project. (http://www.tipsonart.org/images/photos/lars_stanley/large/03_lars_lg.jpg)

SMALL-SCALE FEATURES: MARKERS, CURBS, PLOT FENCES, AND ARTWORKS

Few records have been found that document the presence and conditions of small-scale features within the cemeteries during the periods of significance. However, the age of individual grave markers is fairly easy to determine by their style, patina, weathering, and sometimes by the death date of the deceased, although death date is not always a reliable determinant. The relative age of other features, such as plot curbing and fencing, can be determined in the same way. Other features, such as flower urns and grave decorations, benches, and trash receptacles, are more ephemeral in nature and are likely more recent than the markers. The five cemeteries also contain unique works of art and craft that date from the nineteenth century into the twentieth century.

Recommendations for small-scale features within the historic cemeteries focus on two goals. The first is the conservation of historic markers, curbing, fencing, and works of art and craft. The goal of conservation in this context is to extend the life and integrity of these features using planned appropriate interventions. Although some of these features require repair, most can endure with proper treatment.

The second goal is the provision of site furnishings to enhance visitor comfort and orientation. Improvement of the visitor experience is crucial to gaining the public support needed to sustain ongoing conservation of these historic resources. Guidelines regarding these two important goals are as follows.

Grave Markers

The oldest grave markers within the historic cemeteries were carved from marble or limestone and range from good to poor condition. There are also a few metal markers located within all the cemeteries; these also vary widely in condition, although most are rusted to some degree. The newer and more weather-resistant granite markers are generally more intact. (See Appendix C for more information on typical conditions.)

Overall, the condition of grave marker materials varies widely from cemetery to cemetery. Damage to markers can be attributed to soil expansion, poor installation, vandalism, careless mowing practices, tree limb damage, and overhead irrigation, although some more delicate hand-crafted markers also exhibit damage from weathering.

1. Prioritize work to be completed.

Prioritize work based on risks to public safety and imminent threats to historic material, per the Texas Health and Safety Code [Sec. 713.011], which defines a municipality's responsibilities to maintain a public cemetery that it operates in a condition that does not endanger the public health, safety, comfort, or welfare.

This priority system reflects anticipated acceleration of the deterioration process over time. At a certain point during that process, materials reach a "point of no return" after which it may become impossible or financially prohibitive to rehabilitate or restore individual components or systems reliant upon that material. Although fiscal planning for maintenance or repair can effectively respond to the varying levels of immediacy indicated in the information presented below, Level Three conditions cannot be ignored completely. Failure to address those conditions can escalate problems to Level Two or Level One status with corresponding increases in repair costs.

Annual budgeting for cyclical repairs is highly recommended.

Please note that proposals for all work must be approved by PARD prior to implementation.

Level One: Imperative

This work addresses life/safety or structural failure issues and should be implemented as soon as possible. For example, a damaged or dislocated marker that appears likely to topple or otherwise is a threat to health and safety would be considered Level One.

Immediately stabilize severely tilting or broken markers with wood frames or braces until they can be re-set. In addition, the investigation and stabilization of collapsed box tombs in Oakwood Cemetery should also be considered a Level One priority. An archaeologist should be involved in work with box tombs.

Level Two: Required (1–3 Years)

This work involves major repairs that should be carried out within the next 1–3 year period. This includes professional treatment of major cracking and disaggregated materials and the removal of biological growth. It is also important during this period to conduct public education regarding appropriate repair and cleaning techniques, and to train maintenance staff regarding best practices for mowing and trimming.

Level Three: Desirable (3–5 Years)

This work does not have immediate life safety or material degradation implications, but if not pursued soon, may lead to future loss or degradation and loss of historic integrity. This is also the category for issues that only affect surface conditions. Note: failure to address Level Three conditions can escalate problems to Level Two or Level One status, with corresponding increases in repair costs. Level Three work can include cleaning to treat general soiling, evaluating concrete encasements and other inappropriate repairs to determine interventions, and determining if severity of damage to sculpture indicates temporary removal and conservation.

Markers or monuments that do not pose a threat to public health or safety may be reset, repaired, conserved, or cleaned by the lot owner; that individual may contract with cemetery conservation professionals or non-profit organizations for these services. The following pages contain information on appropriate repair and cleaning procedures.

2. Avoid damage from maintenance activities.

Instigate an immediate ban on use of rider mowers and string trimmers with metal cores within 12" of all markers. String trimmers using round nylon lines can be used close to markers.

Avoid the use of chemical pesticides, herbicides, and fertilizers around historic markers. Acidic chemicals can deteriorate marble and limestone, while alkaline chemicals can deteriorate granite. Use organic methods instead, or treat weeds by hand pulling. Consider installing a gravel covering or plant a family plot or individual grave in groundcover.

Do not remove, and take care not to damage, the small markers placed at gravesites by funeral homes, whether placed temporarily or for long periods of time, particularly if these are the only grave markers.

3. Develop a process for documenting markers.

The documentation of individual grave markers will help the City to prioritize their repair, resetting, or conservation. Some of this work already may have been completed by volunteers and/or members of Save Austin's Cemeteries (SAC). Volunteers can provide valuable assistance with this activity. The City may choose to partner with SAC for the management of this effort.

This activity should be started right away. It is not necessary or advisable to wait for the documentation of *all* grave markers to be completed before repair work begins.

A marker documentation project might include the following tasks:

- Determine the information to be documented. The Texas Historical Commission provides a sample individual grave marker survey form, which may be used as-is or adapted to meet the City's needs. (See Appendix C.)
- Identify the target number and type of photographs to be captured for each marker.
- Identify who will collect the survey forms and photographs, how and where that information will be stored, and how it can be accessed and updated over time.
- Develop a priority list for each cemetery by section/block.
- Recruit and train volunteers.
- Deploy volunteers and track progress.
- Regularly report on project status until completion.

4. Develop a procedure for documenting and handling loose marker fragments.

Marker fragments are particularly vulnerable to theft, discard, or damage from vandalism or maintenance practices. The following process is recommended

- Carefully document all fragments in the location where they are found, prior to removing them for storage. Record measurements, descriptions, and photographs. Note fragments that are missing but not yet located.
- Provide a secure storage area for broken and displaced material and a methodology for cataloging these materials.
- If protected storage is not feasible, consider documenting the fragments and burying them behind the parent stone (the remaining large, standing fragment) a few inches under the soil surface. Here they will be preserved and suffer less deterioration than if they are left to weather. The steps for burying are as follows:
 1. Dig a hole 10 inches deep, in which the stone can lie flat;
 2. Place two inches of clean, graded white sand in the hole for drainage;
 3. Place the stone flat and face up in the sand; and
 4. Cover the stone with a two-inch layer of sand and then six inches of soil. The sand protects and identifies the location of the fragment for future recovery.

5. Evaluate grave marker foundation conditions.

Observations of the master plan team during fieldwork raised questions about the quality of foundations being installed beneath grave markers, and the extent to which poor foundations or installation procedures may be causing some of the shifting, tilting, and toppling of markers.

- Working with an engineer or other qualified professional, establish appropriate standards for marker foundation construction.
- Investigate existing foundations of a representative sample of grave markers that have toppled to determine if foundation construction or quality of installation meets those standards, once established.

6. Develop procedures for resetting markers.

PARD Cemetery staff offer marker resetting services to individual lot owners for a fee. Otherwise, PARD will reset a marker only if it poses a threat to public safety due to danger of toppling or breaking because of severe leaning.

Document the marker carefully before commencing work and do not proceed without professional advice if the marker appears fragile in any way.

The following guidelines for resetting are recommended:

- Follow recommendations provided by cemetery preservation professionals when commencing a resetting project.
- Accomplish resetting using a crew of staff or volunteers that have been trained by a cemetery preservation professional.
- Take particular care in resetting marble or limestone markers, as they are vulnerable to interior fractures that may be invisible from the outside.
- Before attempting to reset a marker, determine the marker's weight; if this exceeds the capacity of available hoists or other equipment, enlist the help of a monument company or other trained professionals who have access to appropriately sized equipment.

7. Develop procedures for repairing markers.

Repair markers only under the guidance of qualified cemetery conservators familiar with historic local materials and their particular qualities. All required lab tests should be performed by an experienced architectural conservation lab.

- Document every marker to be repaired with diagrams, notes, and photographs before, during, and after repairs or restoration.
- Consider the compatibility of physical properties of the repair material (such as that used for patching and crack repair) and the natural substrate, to determine if they react to the environment in the same way. This will aid in longevity of repairs and will prevent accelerated degradation of the materials from inappropriate repairs. Evaluate the following properties before selecting a material:
 - o **Appearance:** Repairs should be virtually indistinguishable from original work; selected fillers, cements, and mortars should closely match the existing material in both color and texture. Document all repairs thoroughly to insure there can be no future misinterpretation of a marker's true history.

- o **Dimensional Stability:** Materials should have a low drying shrinkage rate, typically defined as less than 0.05 percent.
- o **Consistency:** Repair material should be consistent in appearance and performance in every application and batch used for a single object.
- o **Vapor Permeability:** Some repair materials have additives that make them less permeable than the masonry they are repairing, which may cause stress and damage to the historic materials adjacent to the patch. Use of repair materials with high vapor permeability prevents moisture entrapment between the repair and adjacent material, allowing internal moisture to escape without causing deterioration.
- o **Thermal Expansion:** Coefficient of thermal expansion of repair materials should be matched to expansion coefficients of the materials to be repaired, in order to allow long-term durability in exterior exposures that are subject to wide temperature variations.

8. Evaluate cracking and spalling.

- Not all cracks require repair. Some cracks may simply be a part of the natural weathering process. Small, hairline cracks on vertical surfaces should not be repaired unless they are deep or run through the unit.
- Repair of cracks may require the installation of a pin for reinforcement and a cementitious patch or grout repair. Mend broken vertical stones, particularly marble, with threaded nylon rods and polyester resins or other approved materials. Long, deep cracks must be patched using a knife-grade patching compound to prevent further moisture penetration. The visual impact of such a repair should be minimized by using a colored mortar that is similar to the color of the material being patched. Fill chips or other voids with mortars made of lime, cement, and stone dust matching the original material.
- Repair small pieces of stone lost through spalling with a cementitious patching compound that matches the color and hardness of the masonry. Proprietary patching compounds must only be installed by trained conservators. Commercially-available patching compounds can be either Portland cement-based or natural hydraulic lime-based. It is important to choose a patching compound that is compatible with the materials to be repaired.
- Repair damaged areas that are too large to patch by installation of a *Dutchman*. In this procedure, the deteriorated portion of the material is cut away and a new piece of material (the Dutchman) is installed to match the existing. Dutchman repair is a much more durable repair than a cementitious patch repair.

A cementitious patch may need to be replaced after 10-15 years, while a properly installed Dutchman should last as long as the parent material itself. Dutchman repairs require skill to install correctly and should not be attempted by inexperienced personnel.

9. Develop approved procedures for cleaning.

Cleaning treatments fall into three general categories: water-based, chemical, and mechanical methods. Water-based methods include pressurized water spray, heated water treatments, and mist spray. Chemical methods involve the use of soaps, detergents, acidic and basic cleaners, and biocidal treatments in a variety of gels, liquids, pastes, and poultices. Mechanical cleaning methods include the use of tools, such as brushes, scrapers, and specialized rotating and laser-based cleaning equipment. It is possible to combine treatments for the best results, such as combining mild mechanical methods with a low-pressure water spray.

Clean markers only to reveal the original colors and other qualities of a stone, uncover inscriptions that are hidden by biological growth and dirt, or remove accumulated material that could lead to stone deterioration in marble and limestone. Light soiling and biological growth may be acceptable, particularly if inscriptions and carvings on the stone are still legible.

Some surfaces may be too delicate to clean and should be evaluated by a professional conservator, particularly limestones that are weathered and may not retain a protective finish, or that are disaggregating. The Texas Historical Commission has developed a short set of guidelines for cleaning cemetery markers:

- Use a non-ionic soap. One of the most readily available soaps is Orvus[®], which can be found in feed stores. Mix a solution of one heaping tablespoon of Orvus[®] to one gallon of clean water. This soap is available as either a liquid or a paste.
- Pre-wet the stone thoroughly with clean water and keep the stone wet during the entire washing process.
- Thoroughly wash the wet stone using natural bristled, wooden handled brushes of various sizes. The use of plastic handles is not recommended, as color from the handles may leave material on the stone that will be very difficult to remove.
- Be thorough. Wash surfaces and rinse thoroughly with clean water.
- When cleaning marble or limestone, one tablespoon of household ammonia can be added to the above mixture to help remove some greases and oils. Do not use ammonia on or near any bronze or other metal elements.

- Lichens and algae can be removed by first thoroughly soaking the stone and then using a wooden scraper to gently remove the biological growth. This process may need to be repeated several times.
- Not all stains can be removed. Do not expect the stone to appear new after cleaning.
- Do not clean marble, limestone, or sandstone more than once every 18 months. Every cleaning removes some of the face of the stone. However, occasionally rinsing with clean water to remove bird droppings and other accretions is acceptable.
- Keep a simple treatment record of every cleaning, including date of cleaning, materials used, and any change in condition since last cleaning (such as missing parts, graffiti and other damage). These records should be kept at a central location so that the condition of the stones can be monitored over time.
- When cleaning is necessary, low-pressure water washing can be effective. Water pressure should be no stronger than 150–200 pounds per square inch (psi). Any cleaning method using water should not occur when the outside temperature will fall below 50 degrees Fahrenheit for three days (72 hours) after cleaning.
- Consult a masonry conservator before using any chemical cleaners. Chemical treatments should be approached with great caution because they can cause irreversible damage. Do not use any household chemicals, such as bleach, on grave markers.
- Choose inconspicuous test panels on monuments to be cleaned and evaluate to avoid over-cleaning. Chemical cleaners must be chosen by a knowledgeable professional who understands the type and condition of the masonry material to be cleaned. Only non-acidic, neutral-pH detergents should be used, and in conjunction with non-metallic brushes or scrapers; metal can permanently damage masonry. Acidic cleaners or highly alkaline cleaners can damage historic materials and should be avoided.
- Remove biological staining using an approved masonry cleaner containing a quaternary ammonium compound, if shown to be appropriate for the stone.
- Avoid using high-pressure, abrasive sandblasting with hard, sharp blasting media on historic materials, because it is extremely damaging.

Plot Curbs and Coverings

Curbs and coverings that enclose family plots and individual graves within the historic cemeteries range from good to poor condition. The primary causes of poor conditions are the high shrink-swell conditions of some soils, failure of metal connectors, or damage from vehicles. In heavy clay, if a feature was not installed on a deep gravel footing, then it will likely shift and eventually displace in response to soil movement.

With the exception of shell covers, repair of masonry plot curbs should have a priority over repair of coverings until more information is available regarding the covering's origins and date of installation. The following recommendations are focused on curb repair and preservation:

- Instigate an immediate ban on use of mowers and string trimmers with metal cores within 12" of all curbs. If a string trimmer must be used, a round nylon line no heavier than 0.08-inch is preferable to contoured and/or extruded lines.
- Document all curbs, noting materials, dimensions, and locations, and record conditions with photographs. Curbs made from marble or limestone are more vulnerable to deterioration and should take priority over those of granite or concrete, unless individual features are particularly threatened.
- Prioritize work using the Level One through Level Three methodology as recommended in the Grave Markers section, (pages 59–60).
- Reset plot curbs formed from masonry units as follows. Poured concrete curbs are integral to their location and cannot be reset—only stabilized and maintained, or replaced.
 - o Document material, condition, and location carefully prior to commencing work. Note if and how individual units are tied together, whether by metal pin or other material, and the condition of the connectors;
 - o Lift individual units, and number to match plan locations so that the border can be reassembled accurately;
 - o Excavate for a compacted gravel footing for stability and increased drainage, as recommended by a civil engineer; and
 - o Reassemble plot curb structure, using either stainless steel or nylon ties.

Plot Fencing

Oakwood Cemetery is the only one of the cemeteries that contains fenced family plots. Most of the fences are composed of cast iron, bent steel, steel pipe, or steel wire fabric on steel posts. Bronze and zinc elements are often used as small fence components. The paint has failed from most metal fencing, and some metal elements exhibit pitting, but in general most of the metal patina surfaces are stable due to the dry climate of the area. Some plot fences have been regularly maintained by cleaning and painting. Treat plot fencing as follows:

- Secure, immediately, all cemetery plot fencing with a padlock system to prevent theft. Such lock systems might include those types used to secure bicycles. Assure that materials used are compatible with the historic character of the cemetery. For example, brightly colored locking systems should not be used. Make sure that locking chains or bolts are padded, vinyl coated, or otherwise treated to protect historic materials.
- Document all plot fencing. (See Appendix C for sample forms.)
- Take particular care when treating metal plates embossed with the name and location of the manufacturer—it is rare to find these still attached to historic fencing.
- Prior to cleaning and painting, evaluate the overall condition of the fence or object to determine if actions beyond protection and maintenance are required. Cleaning and painting may not be appropriate for all fencing within the cemetery—some fences have stable patinas and may be better left alone.
- Any paint removal must comply with City abatement procedures.
- Treat ironwork only if the surface is not stable and rust is causing structural deterioration. If necessary to preserve ironwork, remove multiple layers of deteriorated paint using appropriate methods, including wire-brushing for non-decorative elements exhibiting light rust. However, first test to assure that the cleaning method will not damage the metal, as soft metals can be easily abraded by wire brushes or blasting. Otherwise, for cast iron and wrought iron, hand scraping and wire brushing are appropriate. Bent steel fencing may be more sensitive to scraping and brushing; test the surface prior to treatment. Low-pressure grit blasting may also be used if it does not abrade the surface.
- Multiple layers of paint may also be removed with an alkaline paint stripper, followed by application of a neutralizing afterwash, taking care to protect nearby plants and turf. Elements with severe corrosion should be removed to a shop for repair.
- Apply appropriate paint or other coating after cleaning to decrease corrosion rates, if applicable. Newly-cleaned metal should be protected immediately with a rust-inhibiting primer.

Low-VOC alkyd-based enamel paints are recommended for field finishing. Zinc-rich primers may be applied in a carefully controlled shop setting. Latex and other water-based paints are not recommended. Choose colors that do not detract from the historic character of the cemetery, such as black or dark green-black.

- Reset fence posts that are out of plumb. Fence posts may be set in concrete or other masonry foundations. Reset fence posts with a cementitious grout or with lead.
- Tighten all loose bolts, screws, and other anchors using a lubricant. Proceed carefully to avoid breaking any rusty fasteners. Replace missing anchors, where necessary, with new stainless steel anchors. Paint anchors to blend with historic materials.
- Install new architectural-grade polyurethane sealant at all joints between cast iron fence pieces and at all bolts and other anchors. The correct installation of sealant will help keep water out of the fence assembly. Choose tint to match historic materials.
- Replace missing fence sections and other metal elements, such as finials, as priorities allow. A number of fencing companies now produce replicas of historic fencing elements for this purpose. Refer also to the Chicora Foundation's website about cemetery fencing: <http://chicora.org/cemetery-fences.html>.
- Avoid replacing fence sections if they can be repaired. If they cannot be repaired, replace with new materials that match the original in design, color, texture, material, and other visual qualities.
- Ensure that materials are not taken from another historic fence unless the fence has been approved for removal and fully documented prior to demolition.

Artworks

All five historic cemeteries contain unique works of art and craft that were created to ornament graves. These artworks were created using a variety of materials, including stone, steel, glass, paper, and ceramics. These unique features should be carefully documented using GPS and color photography, and further research conducted regarding the artists and craftspeople who constructed them.

SMALL-SCALE FEATURES: SITE FURNISHINGS, FLAGPOLES, SIGNS, AND COMMEMORATIVE FEATURES

Site Furnishings

Furnishings, such as benches and trash receptacles, exist within all the cemeteries to provide for the comfort and convenience of visitors. Most benches have been installed by individuals within private burial plots, but there is a need for public resting and gathering places with seating and trash receptacles, and possibly drinking fountains, in all of the cemeteries. Such furnishings offer an alternative to resting on grave markers and littering.

Trash receptacles already have been provided adjacent to cemetery drives, in most cases. While placed in convenient locations, their sometimes battered and rusty appearance detracts from the historic character of the cemeteries. It is recommended that they be replaced.

Most of the open space within the cemeteries is occupied by either cemetery drives, common pathways between family plots and sections, or private plots. However, all cemeteries contain under-utilized common areas in which clusters of seating can be arranged for visitors to rest and refresh. Proposed locations will be discussed in more detail in each of the cemetery sections.

The City of Austin has chosen Landscape Forms' "Plainwell" line of benches and trash receptacles, made of cast aluminum and painted "Stone," for use in downtown public spaces and "special parks." These are also recommended for all five cemeteries. The traditional design of these furnishings rendered in contemporary materials complements the historic character of the cemeteries while easily differentiated as contemporary additions (Figure 21 and Figure 22). Other site furnishings should be drawn from this line, or designed to match in style and color.



Figure 21. Trash receptacle recommended for City of Austin downtown parks. Landscape Forms' Plainwell contemporary park furnishings have a historic reference, but are made from contemporary materials. (Landscape Forms)



Figure 22. Bench recommended for City of Austin downtown parks. Landscape Forms' Plainwell contemporary park furnishings have a historic reference, but are made from contemporary materials. (Landscape Forms)

Flagpoles

Flagpoles have been erected in both Evergreen and Austin Memorial Park cemeteries. Recommendations regarding these flagpoles are included in individual cemetery sections. In general, recommendations regarding flagpoles are as follows:

- Erect flagpoles only as integral features within the overall design of a cemetery, and the centerpiece of a design or a complementary element. For example, a visitor gathering area might also be the ideal location for a flagpole, which can be incorporated into the design to also mark the location of the gathering area. This design should be professionally developed by a landscape architect.
- Flagpoles at entrances should be incorporated into the design of the entrance, perhaps attached to walls or piers, or associated with an entrance kiosk. The entrance, including the locations of flagpoles, should be professionally designed.
- Avoid installing new flagpoles within the public viewshed of a historic building or cemetery entrance. Instead, consult with a landscape architect to incorporate a flagpole into the design so that it frames, rather than intrudes into, the view.

Signs

An upgraded informational and directional signage system is needed for all of the cemeteries. In each cemetery, a grave location system could easily be provided in map form in a kiosk structure, as previously mentioned (see Figures 13–16). In-depth historic information would assist the visitor in understanding the importance of these community history resources, and could be presented in written or graphic form or in a podcast transmitted from the kiosk. To assist with wayfinding, interior street signs should be updated, added, and/or repaired, and entrance signage improved.

- Visitor kiosks should display a map of the cemetery that indicates numbered or lettered sections, and provide this information in flyers that visitors can take with them. This information also could be associated with a website where the visitor could look up a name and then use the wayfinding information provided to find that particular grave with ease.
- Use small, ground-level markers that coordinate with cemetery maps to identify cemetery sections and roads, for ease of locating graves (Figure 23, next page).
- Signage within and across cemeteries should share a consistent visual identity, which could be developed through a comprehensive signage plan. Such a plan would provide graphic standards, technical specifications, and sign detail drawings to be



Figure 23. Sample cemetery drive markers. These markers can identify streets and/or cemetery sections but should be simple and narrow or low profile to protect the historic character of the cemetery. Stone, concrete, or painted or weathering steel is preferred over galvanized metal. (John Milner Associates Collection)



Figure 24. This simple post sign directs the visitor to the grave of a significant person. (John Milner Associates Collection)



Figure 25. This low sign provides a brief summary of the significance of this important Texan. (Photozok)



Figure 26. Interpretive marker at Oakwood Cemetery with a QC code (John Milner Associates)



Figure 27. The rustic stone base of this interpretive marker blends well into the surrounding landscape. (John Milner Associates, 2009)

consistently applied to all new signage at the historic cemeteries. This plan could be based on comprehensive signage plans that have already been developed for the City of Austin and should visually relate to other signage systems.

- Interpretive markers should be incorporated into the sign system. These markers can be used throughout the cemeteries to provide information about important citizens buried there and about their contributions to the community (Figure 24, Figure 25, and Figure 26). Other markers could provide information about particular sections of the cemetery (Figure 27).

Commemorative Features

Commemorative features include markers and other memorials of various sizes, scales, and materials, as well as special tree plantings. These features provide important links to historic and more recent events and persons associated with Austin. Together with their landscape setting, they are integral components of the historic cemeteries. To adequately plan for their retention and maintenance, as well as future additions, consider these guidelines:

- Create a long-term plan and vision for the accommodation of future commemorative features. The plan should identify appropriate types and locations for proposed features, including statuary, monuments, and memorial tree plantings. *Note: Locations for memorial tree plantings have been identified in the chapters for Evergreen Cemetery and Austin Memorial Park Cemetery.*
- Prepare a comprehensive maintenance program for commemorative features that includes a manual to guide work for each type of marker or memorial, such as bronze plaques or marble sculpture. Markers and other memorials are revered objects that require regular maintenance to remain in good condition.
- Inspect memorials regularly to ensure that they remain in good condition. Document inspections with reports and photographs to aid in the understanding of any chronic conditions.
- Maintain bronze or copper elements through the application of clear wax or acrylic coatings. Wax coatings require more frequent re-application but are easier to touch up. Acrylic coatings must be stripped and replaced in entirety. Maintain the original designed landscape compositions surrounding markers and memorials as part of the history of the objects. Repair or replace overgrown plantings and cracked paving, for example, and correct poor site drainage.
- Refer to guidelines established for vegetation for further information regarding care and maintenance of important trees and other memorial plantings.

NEW INTERMENT OPTIONS

The City of Austin currently offers two interment options: burial of remains in a casket, or burial of cremated remains in an urn. While in-ground burial traditionally has been preferred by many people in the United States, cremation has and continues to gain in popularity. Two options for the disposition of cremated remains are proposed in this master plan:

- Columbarium: A structure which contains openings where cremated remains, in an urn or other container, may be placed.
- Scatter garden: Usually a well-defined, landscaped area containing appropriate plantings, which offers an alternative for those people who would like the cremated remains of their loved ones to “return to the earth.”

Columbariums and scatter gardens offer the additional benefit of enabling more interments in a smaller area than traditional burials do. For a cemetery such as Evergreen, which has the capacity to continue new burials for only a few more years, these options would extend the active service of that cemetery, possibly for many more years.

Another option—natural or “green” burial—refers to one of several types of interment that strive to minimize the environmental impact of burial by avoiding the use of embalming chemicals and concrete burial vaults, and instead utilizing non-toxic, biodegradable caskets or other burial containers made of sustainably harvested material. Natural burial areas are often developed as individual cemeteries or as designated areas within a cemetery. Natural burial sometimes involves the planting of a tree or shrub over the grave, to create a memorial grove of trees within the natural burial area. For more information, visit the Green Burial Council website at greenburialcouncil.org.

These terms will be used to describe specific recommendations in the City’s cemeteries. Additional information and photographs are provided to illustrate the recommendations in those specific chapters.

ARCHEOLOGICAL RESOURCES

Austin's historic municipal cemeteries are important archeological sites. Many burials (in all cemeteries except Austin Memorial Park Cemetery) are unmarked and have not been yet located. The following are recommended:

- Use ground-penetrating radar, electrical resistance, magnetic survey, and/or other similar techniques to locate unmarked graves in the cemeteries.
- Consider the archeological potential and significance of a previously undisturbed site when selecting a site for new burials or other projects that involve subsurface ground disturbance.
- Evaluate proposed construction projects in consultation with an archaeologist.
- Obtain the services of an archaeologist to conduct testing of any new construction sites with the potential to contain archeological resources.
- Avoid impacts to archeological sites by designating a limit-of-disturbance area around the resource. The limit-of-disturbance area should be determined by an archaeologist.
- Consider preparing a comprehensive archeological resources management plan for the historic cemeteries to better inform future projects. The plan should include:
 - o a complete inventory of previously recorded archeological sites within (and immediately adjacent to) the cemeteries;
 - o cultural contexts describing the prehistoric and historic-period occupations in the vicinities of the cemeteries;
 - o a map depicting archeologically sensitive areas;
 - o a summary of all previous archeological research conducted in the vicinities;
 - o a map depicting previously surveyed areas;
 - o a map depicting previously disturbed areas and/or areas where no archeological resources could exist for other reasons;
 - o and significance criteria, research priorities, and site evaluation protocols that can be used to inform future archeological survey, investigation, mitigation, and planning decisions.



Chapter 4

Oakwood Cemetery

Oakwood Cemetery is Austin’s first city cemetery and its oldest municipal burial ground. This chapter contains a historical narrative of Oakwood Cemetery’s development, an examination of its historic integrity and significance, a discussion of existing conditions observed in the cemetery during the master plan team’s site evaluations, specific treatment recommendations, and a prioritized list of potential projects.

This chapter should be used in conjunction with the General Management Guidelines presented in Chapter Three. The General Management Guidelines include treatment recommendations that apply to all five historic city cemeteries; this chapter provides additional detail specific to Oakwood Cemetery.

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HISTORICAL OVERVIEW

Austin's first public cemetery was established in 1839 at the northeast corner of the original town plat laid out by surveyors Charles Schoolfield and L. J. Pilie. The City Cemetery, as it was originally known, was located on the slope of a hill, as is traditional for an "Upland South folk cemetery," identified by cultural geographers for its distinctive characteristics of site, orientation, plantings, grave markers and decorations, and grave-tending rituals and practices.⁶¹ In 1856, the Texas legislature relinquished the State's interest in the cemetery property, granting it to the City of Austin.⁶²

Oakwood Cemetery is located at 1601 Navasota Street, near downtown Austin and east-side neighborhoods, including Upper Boggy Creek, Chestnut, and Swede Hill. Nearby neighborhood associations include the Blackland Neighborhood Association, East Austin Conservancy, Swede Hill Neighborhood Association, Oakwood Neighborhood Association, United East Austin Coalition, and the Davis-Thompson Neighborhood Association.

The earliest reported burials in or around the City Cemetery are not marked; according to previous research, the earliest recorded burial was that of George W. Logan in 1841.⁶³ His marker (Figure 28) is part of the Cook family lot (Section 1, Lot 158); Logan's widow, Eliza T. Pickering, went on to marry Abner H. Cook, a builder. It is unclear if Logan is buried in that plot or just commemorated there, as Abner and Eliza lived until 1884 and 1888, respectively. An earlier burial may have been that of an enslaved person, owned by Hamilton White, who was killed in 1839 while traveling between Bastrop and Austin and reportedly interred to the south of the cemetery's entrance.⁶⁴

The oldest memorial that marks a known grave is that of John R. Black and George M. Dolson, who died in 1842.⁶⁵ Located in the southwest corner of the cemetery, the marker was made of limestone and has deteriorated significantly due to weathering and continued exposure to irrigation. (Early grave markers were often made of wood or locally available stone.)

The City Cemetery originally consisted of 10 acres of land, now known as Section 1. The first part of the cemetery to be developed, on the western side of the cemetery along what is now Navasota Street, is known as The Old Grounds and is divided into four parts: A, B, C, and D. This part of the cemetery is easily identified by its irregular layout, as opposed to the orderly grid that characterizes later development (Figure 29). The graves in such early Southern folk cemeteries "are often strewn bout in a rather disorderly manner, in staggered rows, separate clusters, and freestanding sites. In places, the choice of location for burial appears to have been almost purely random."⁶⁶ Dr. D. Gregory Jeane characterizes this as the "pioneer" phase of the Upland South folk cemetery, which lasted into the early 1800s.⁶⁷

61. D. Gregory Jeane, "Cemeteries," *The New Encyclopedia of Southern Culture*, Volume 14: Folklife, ed. by Glenn Hinson, William Ferris, and Charles Reagan Wilson (Chapel Hill: University of North Carolina Press, 2010).

62. H. P. N. Gammel's *Laws of the State of Texas 1822–1897*, Volume IV, Chapter CLXXVII, Section 2 and 3, 521.

63. Texas Historical Commission, *Oakwood Cemetery Archives*.

64. Mary Starr Barkley, *History of Travis County and Austin, 1839–1899*, 3rd ed. (Austin: Austin Printing Company, 1981), page 35.

65. *Oakwood Cultural Landscape Report*, 6.

66. Terry G. Jordan, *Texas Graveyards: A Cultural Legacy* (Austin: University of Texas Press, 1982), 30.

67. D. Gregory Jeane, "The Upland South Folk Cemetery Complex: Some Suggestions of Origin," in *Cemeteries and Grave Markers: Voices of American Culture*, ed. Richard E. Meyer (Ann Arbor: UMI Research Press, 1989), 111–119; as quoted in *Oakwood Cultural Landscape Report*, page 71.



Figure 28. Photograph of George W. Logan marker (Courtesy of Jacquie Demsky Wilson)



Figure 29. Plat of Old Section of City Cemetery, by Jno. D. Miller, completed July 31, 1911 (Austin History Center)

In those days, in the American South, most people were buried in family burial grounds or community cemeteries. It was not uncommon for a town like Austin to establish a public cemetery, not associated with a church or necessarily considered “sanctified” religious space. Like the City Cemetery, most were sited on hilltops or high on hillsides, away from the very real possibility of flooding; such an elevated location also would have been considered closer to heaven.

Graves were oriented with feet to the east, based on a belief that the dead would rise in both body and soul on Judgment Day and, so oriented, would face the morning sun and/or Jerusalem.⁶⁸ The orientation of graves on an east-west axis was not limited to Christians; historically, Jewish graves have been oriented with feet toward Jerusalem (to the east, when one is in Texas), with heads toward Jerusalem, or with feet toward the cemetery entrance. Burial along an east-west axis also was part of funereal practices in pagan Europe and some parts of Africa.⁶⁹

It is likely that the graves in The Old Grounds were covered with mounds of earth, to be renewed as the earth settled, as if the deceased were freshly buried. The graves likely would have been scraped to bare earth, since allowing grass to grow on a grave was considered disrespectful (Figure 30). Scraping of individual graves or entire burial grounds was common throughout east and central Texas, in both white Anglo and African American communities. These practices were part of a “cult of piety,” in which the care of burial grounds enabled the living to continue to memorialize the dead, and both mounding and scraping are still seen today.⁷⁰



Figure 30. Men rake mounded dirt over graves at Oakwood Cemetery Annex. (Undated photo, Austin History Center, PICA03146)

68. Jeane, “Cemeteries.”

69. Jordan, 30; also Mike Parker Pearson, *The Archaeology of Death and Burial* (College Station: Texas A&M University Press, 1999), 8.

70. Jordan, 14–16.

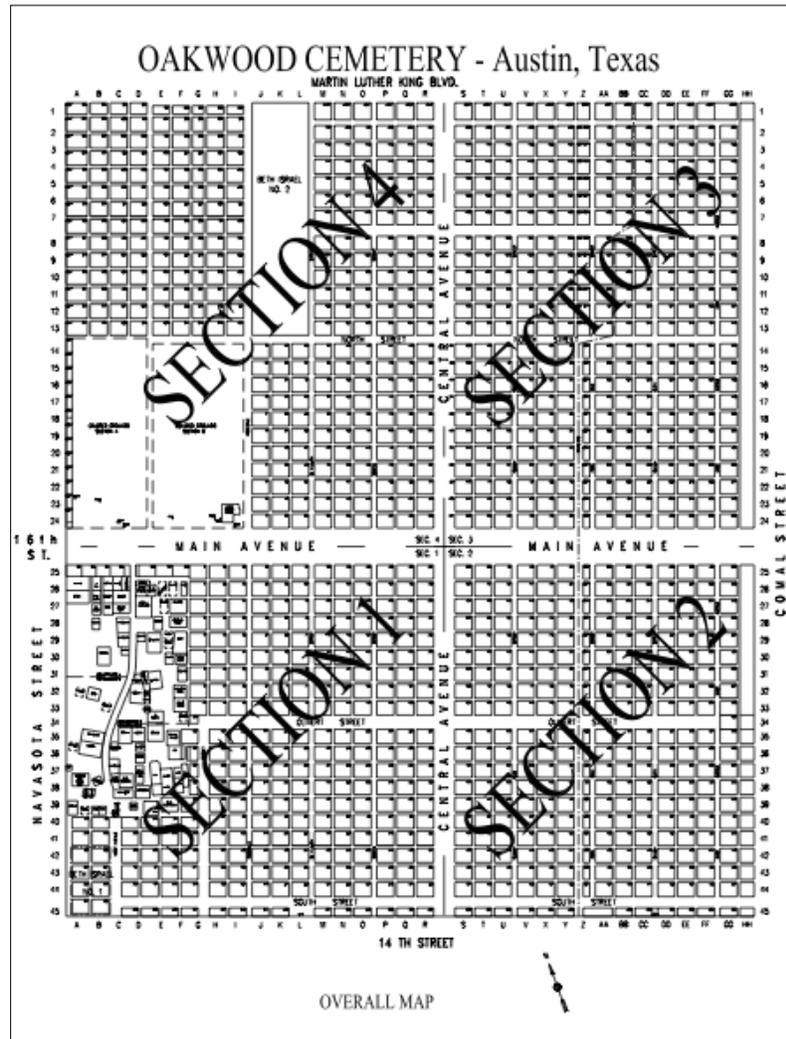


Figure 31. Map of Oakwood Cemetery, formerly the City Cemetery (Created by Robert E. Tieman and used with permission)

The division of graveyards into family plots is another characteristic of the Upland South folk cemetery. A 1911 map of the Old Grounds (as seen on the left side of Section 1, Figure 31) identifies a number of family plots as “mounded lots,” while other plots were surrounded by wood, iron railings, or concrete or stone borders. Individual graves, some marked only with the notation “grave” and no name, are shown mostly along the western border of the cemetery.

Evergreens, particularly the Eastern red cedar (*Juniperus virginiana*), represented eternal life and were popular plantings in burial grounds. In the South, the Eastern red cedar is known as “the cemetery tree,” and many examples are found in the oldest part of this cemetery, marking individual graves or the corners of family plots.⁷¹

71. *Oakwood Cultural Landscape Report*, 72.

The cemetery, which now occupies approximately 40 acres, is divided into sections (Figure 31, previous page). The numbering of plots reflects the incremental expansion of the property over time. Some lot numbers may be duplicated from section to section.

Because the plots are numbered sequentially, one may infer that they were laid out as needed. The map of the cemetery below (Figure 32) shows that small sections of 18–22 plots, alternating on either side of Main Street, were numbered in sequence. The red numbers indicate the order in which they may have been laid out and sold.

A portion of Section 4, shown in light blue north of the Old Grounds (also in light blue), was set aside as a “potter’s field” (notated below as “Colored Grounds”) for the burial of “strangers and paupers.” African Americans also were buried in this area. It was common in European cemeteries for the poor to be placed on the northern or “dark” side of the graveyard.⁷²

Over time, the cemetery grew incrementally, with acreage added as needed. As shown in Figure 33, the cemetery was essentially complete by 1892.

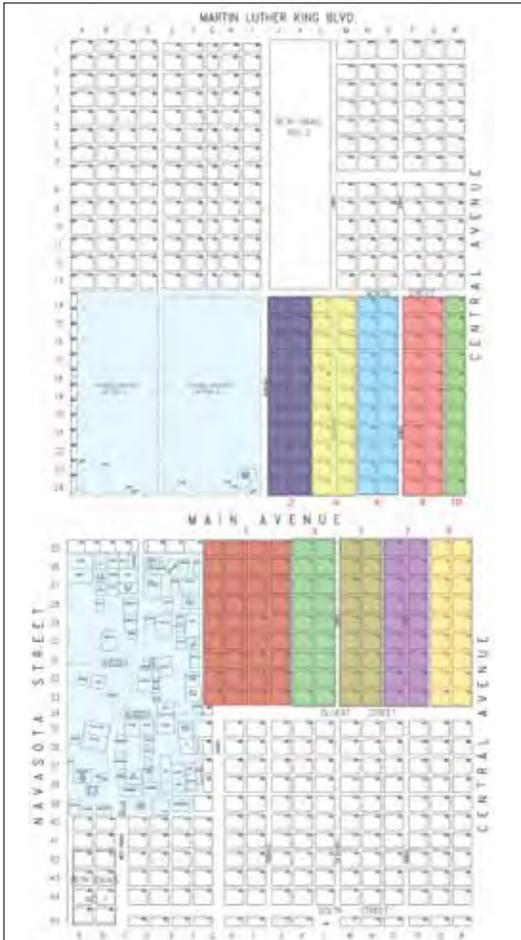


Figure 32. Map of Oakwood Cemetery showing sequence of plot numbering (McDoux Preservation, based on original maps created by Robert E. Tieman and used with permission)

72. Pearson, 14.

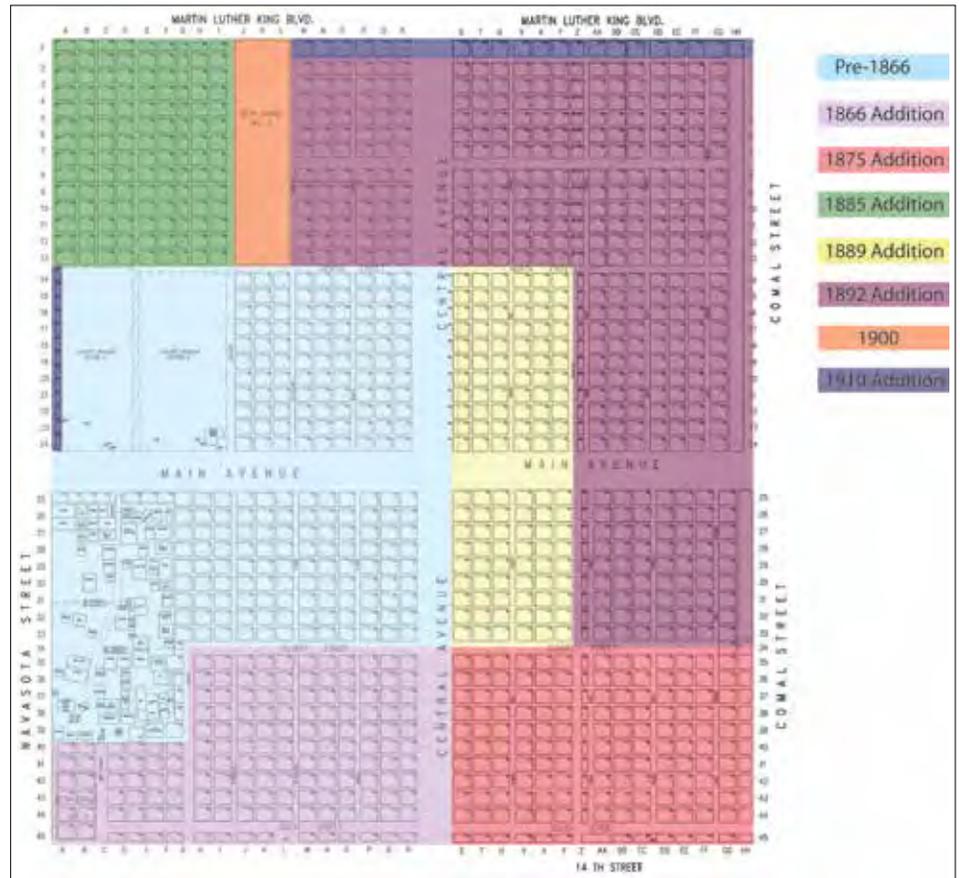


Figure 33. Map showing the additions to Oakwood Cemetery over time (McDoux Preservation, based on data provided by Dale Flatt and original maps created by Robert E. Tieman and used with permission)

As development progressed through the City Cemetery, the land was divided into plots measuring 25 feet by 30 feet, with a series of “streets” or driveways. Main Avenue is the primary street through the cemetery, running east to west; it is bisected by the north-south Central Avenue, which divides Section 1 from Section 2 south of Main Avenue, and Section 3 from Section 4 north of Main Avenue. The most southerly east-west street is South Street, while North Street runs east-west through the middle of Sections 3 and 4 and serves as the northern boundary of the “colored grounds” in Section 4. Olivert Street serves a similar function, proceeding east-west through the middle of Sections 1 and 2. The smaller driveways, which are oriented north-south, were given names evocative of gardens and parks: Fern Dale Street, Shady Glen Street, Sunny Side Street, Rosedale Street, De Fleury Street, and Bonita Street.

This next phase of cemetery development was in keeping with the “transition” phase of the Upland South folk cemetery, which took place during the second half of the nineteenth century. During these decades, a new vision for cemetery design swept the United States, beginning in the Northeast with the development of the New Haven Burying Ground, established in Connecticut around 1800. Earlier

burial grounds were urban, crowded, and chaotic, with older remains routinely disinterred to make way for new burials in the limited space available. Accelerated death rates due to the yellow fever epidemics of the late eighteenth century put more pressure on these cemeteries. In response, a new type of cemetery emerged, organized by private corporations. By forming a corporation to establish and maintain a burial ground, individuals could ensure that burials would be orderly, permanent, and secure. Such a cemetery typically was arranged in an orderly grid of family plots, bounded by avenues extending from a central roadway that led into the cemetery from its entrance. Family plots often featured a central monument with the family name prominently displayed. Sections also were set aside for distinct groups, based on religion, race, and affiliation. The corporation typically planted allées of trees along main avenues, but individual plot owners were allowed to add plantings in family plots. Other cities viewed New Haven as a model cemetery, gradually adopting this type of organizational and physical arrangement well into the nineteenth century.⁷³

The formalization and expansion of Oakwood Cemetery took place during the Victorian era—generally associated with the reign of Queen Victoria of England, from 1837 to her death in 1901. Victorian culture, in both England and the United States, turned away from the classical architecture and rationalism that had governed the late 18th and early 19th centuries. In its place, the Victorians embraced romanticism, exuberance, and morality. Texas fully entered the Victorian era following the Civil War, as the state’s economy recovered, railroad building resumed, and the population swelled, resulting in a building boom.⁷⁴

Monuments, which had been more restrained in their design, now became more elaborate and highly ornamented. The grave markers placed during these years were often carved with fanciful designs and statuary, and set within plots surrounded by ornate iron fences or stone borders.

The celebration of death and its rituals became an important component of Victorian society. Elaborate funerals and memorials allowed the well-to-do to display their wealth and position, and the railroads enabled the import of Italian marble, which became the stone of choice for grave markers. Marble headstones became available by mail order, and it is likely that at least some of the marble markers from the latter half of the nineteenth century would have been manufactured elsewhere and shipped to Austin for inscription and placement.⁷⁵

Older traditions were updated as well; instead of scraping grass clean, graves might be covered with stone slabs, with or without inscription, and entire family plots might be paved with concrete, brick, or gravel (often limestone or marble, or sometimes granite). Mounding of earth over graves was replaced, to a limited extent, by the construction of

73. David Charles Sloane, *The Last Great Necessity: Cemeteries in American History*, (Baltimore: Johns Hopkins University Press, 1991), pp. 29-34

74. Willard B. Robinson, "Architecture," *Handbook of Texas Online*.

75. *Oakwood Cultural Landscape Report*, 72–73.

false crypts or, more often, by bodystones, a slab carved or coped to suggest the form of the deceased sleeping with their head resting on a pillow. Grave markers also were carved in the rough shape of pillows, in some instances.



Figure 34. Slabs with horizontal markers at the "head" resemble beds with pillows (McDoux Preservation)

Starting in 1875, the Monumental Bronze Company of Bridgeport, Connecticut, produced zinc (also known as "white bronze" or "zinker") grave monuments as an alternative to stone. A few of these are extant in Oakwood Cemetery. The company's 1882 catalog boasts that its products were "pure cast zinc" sandblasted to create a finish "closely resembling granite."⁷⁶ The monuments and markers could be customized with any of the bas relief symbols or emblems offered by the company. The Zachary Taylor Torbett monument in Section 1, Lot 303 (Figure 35), is an example of Monumental Bronze Design No. 216 and includes the Knights of Honor star, harp, and crown emblems. The William D. Pauley grave (Section 2, Lot 511) is Design No. 181, a "double front" marker with inscriptions on both sides (Figure 36).

In 1855, Mayor J. T. Cleveland wrote a proposal for the improvement of the City Cemetery, noting that "although the extreme limits of this city of the dead have been defined, and are exhibited on the city map, the place yet remains in a wild and unimproved condition." Cleveland proposed "to plan, layout and enclose the city cemetery" then sell the lots, with the proceeds to be used for "trimming trees, cleaning off brush, and fencing in the site." The cemetery design would be "guided by the plans of the most tasteful cemeteries of the Union," and referenced Mount Auburn Cemetery in Boston, Green-Wood Cemetery in New York, Laurel Hill Cemetery in Philadelphia, and Belle Fountaine Cemetery in St. Louis. The appointment of a cemetery sexton was also proposed.⁷⁷

76. 1882 Monumental Bronze Catalog.

77. "The Austin Cemetery," *The Texas State Times* (Austin, Texas), Vol. 2, No. 29, Ed. 1, Saturday, June 23, 1855, 1.



Figure 35. Zachary Taylor Torbett marker (above left) and (above right) the same design as shown in the 1882 Monumental Bronze catalog (Photo by McDoux Preservation)

Figure 36. William Pawly marker (lower left) and Monumental Bronze design (lower right) (Photo by McDoux Preservation)

In September 1859, City Council passed an ordinance designating the burial grounds as the "Austin City Cemetery" and the grounds to be divided into three parts: one "for the use of the inhabitants of the city of Austin," another for the interment of "strangers," and a third for the burial of "people of color." The Mayor and Aldermen were authorized to appoint a sexton to bury the deceased and keep records; to share information with members of the public wishing to purchase lots; to maintain one of two copies of the cemetery plat book, the other to be kept by the Mayor; and to maintain the cemetery "free from weeds and in good condition."⁷⁸ This also includes the earliest known reference to a Cemetery Committee.

According to former Austin Public Library librarian/neighborhood liaison Karen Riles, who studied the Oakwood burial journals at the Austin History Center, 1,211 people were buried in the "colored" section of the cemetery between 1859–1880.⁷⁹

Alexander Eanes, a landowner whose ranch became the nexus of the Eanes Community west of Austin, was appointed as the City Sexton on March 5, 1866.⁸⁰ The following year, he was sworn in as the sexton for the Texas State Cemetery, as well.⁸¹

It appears that Eanes took pride in his work and executed it successfully, according to news accounts of the day.

For years past, the City Cemetery has been in a very neglected condition: the grounds have been encumbered with briars (sic), weeds, thickets and undergrowth to such an extent, that it was with the greatest inconvenience that visitors could get over the place, and the spot has, consequently, presented a very unsightly appearance. ... Under the management of Maj. Eanes, City Sexton, the Cemetery grounds have been entirely cleared of rubbish of every description; the streets and alleys have been kept in a neat condition, and altogether the place is beginning to be a credit to the city, rather than a disgrace as it really was for years. The interest manifested by Major Eanes in keeping everything pertaining to the Cemetery in good condition, has induced a corresponding degree of interest on the part of the relatives and friends of many who are buried there. We notice that many of the lots containing the remains of the dead are enclosed, and suitable shrubbery has been planted, and enclosures are kept in a neat condition. Many others are preparing to enclose lots and making arrangements to beautify and adorn them. There was once a degree of indifference on this subject really disgraceful; but improvement has begun, and, we doubt not, the spirit to do so will be kept up. (1865)⁸²

78. "Cemetery," *State Gazette* (Austin, Texas), Vol. 11, No. 5, Ed. 1, Saturday, September 10, 1859, 2.

79. Karen Riles, letter to Austin City Council in support of Oakwood Cemetery landmark designation, August 29, 2001.

80. "City Council," *The Southern Intelligencer* (Austin, Texas), Vol. 1, No. 37, Ed. 1, Thursday, March 15, 1866, 3.

81. Alexander Eanes Oath of Office, January 22, 1867, *Secretary of State Bonds and Oaths of Office* (Austin, Texas: Texas State Library and Archives Commission).

82. "The Cemetery," *The Weekly Southern Intelligencer* (Austin City, Texas), Vol. 1, No. 15, Ed. 1 Thursday, October 12, 1865, 3.

Five years later, in 1870, another newspaper noted that

(w)e understand from our old friend Major Eanes, that the city authorities have concluded at last, to have the Cemetery somewhat improved. The Major has always done his duty, as Sexton of the city Cemetery, faithfully and for the great pride and interest displayed he certainly deserves much credit.⁸³

An 1871 note in the *Democratic Statesman* commended Eanes and Austin's citizens for "beautifying with evergreens and flowers the last resting place of the dead" and encouraged them to continue "until every grave is circled with flowers and shrubs."⁸⁴ Eanes resigned his city position in 1874.⁸⁵ Following his death in 1888, he was buried in the City Cemetery along with his wife, Mary.

In 1876, work at the cemetery continued with the construction of a "plank fence" (Figure 37) around the perimeter and a new set of gates, as well as repairs to the old fence.⁸⁶ That year, Congregation Beth Israel also established a perpetual care system for the maintenance of the fenced Jewish section of Oakwood, known as Congregation Beth Israel Cemetery #1.⁸⁷ In 1895, the congregation purchased a second acre of land, located just east of the 2.5-acre tract owned by the city on the north side of the cemetery (in today's Section 4) and received permission to construct a fence around its perimeter.⁸⁸

At some point, a "dead house" was built to house the remains of the deceased until they could be buried. It probably was located close to the west entrance, although the exact location is unknown.

The City Sexton, in 1882, presented a request to City Council stating that "the Cemetery was too small" and asking Council to purchase an additional 20 acres adjacent to the existing cemetery to the south, from a Mr. O. Riley. The sexton's communiqué also "pointed out much needed improvements in the Cemetery."⁸⁹



Figure 37. A wooden fence surrounding Oakwood Cemetery is visible in the background of this undated photograph. (Austin History Center, C00403)

83. *Tri-Weekly State Gazette* (Austin, Texas), Vol. 3, No. 120, Ed. 1, Friday, November 4, 1870, 3.

84. *The Democratic Statesman* (Austin, Texas), October 31, 1871, p. 3, col. 1.

85. *Austin Genealogical Society Quarterly*, Volume XVIII, No. 1.

86. *The Democratic Statesman* (Austin, Texas), July 6, 1876, p. 2, col. 4; and August 12, 1876, p. 2, col. 7.

87. Leslie Wolfenden, "Oakwood Cemetery: Cultural and Historical Landscape" (unpublished manuscript, Spring 2001), PDF file.

88. "The City Council, Reports of Committees," *The Austin Weekly Statesman* (Austin, Texas), Vol. 25, Ed. 1 Thursday, August 22, 1895, 4.

89. Minutes, regular meeting of Austin City Council, March 6, 1882, 93.

90. "Council Proceedings: In Regard to the Cemetery Matter," *The Austin Weekly Statesman* (Austin, Texas), Vol. 13, No. 42, Ed. 1, Thursday, June 19, 1884, 8.
91. "Cemetery Extension," *Austin Weekly Statesman* (Austin, Texas), Vol. 13, No. 33, Ed. 1, Thursday, April 30, 1885, 3.
92. Notice of real estate transfer of lots 707 and 730, *The Austin Statesman*, [Austin, Texas], Vol. 18, No. 45, Ed. 1 Thursday, October 17, 1889, 8; notice of transfer of lots 704 and 706, *The Austin Statesman*, [Austin, Tex.], Vol. 18, No. 46, Ed. 1 Thursday, October 24, 1889, 8.
93. "Real estate transfers," *The Austin Statesman* (Austin, Texas), Vol. 20, No. 19, Ed. 1 Thursday, October 16, 1890, 8.
94. Charter, Austin Cemetery Association.
95. *1889 Austin City Directory*, 70, 180.
96. *1893 Austin City Directory*, 90.
97. *1900–1901 Austin City Directory*, 35. Adele was a relative of Swante Palm (born Swen Jaensson), an early Swedish immigrant and businessman who served in a number of local and state government positions, including as the Swedish and Norwegian consul. Before and after her marriage, Adele lived in Swante Palm's home at 107 West 9th Street; the couple lived there well past Palm's death in 1899. [1887 *Austin City Directory*, 187; 1903 *Austin City Directory*, 78; Alfred E. Rogers, "Jaennsen, Swen (Swante Palm)," *Handbook of Texas Online*.]

In June 1884, the City Council considered, but declined to pursue, the purchase of additional land for the City Cemetery. The question at the time seemed to be whether the public should bear the expense or if a private enterprise would be more appropriate. The Mayor had appointed a special committee of council members and citizens to select a site for a new cemetery, which identified five potential tracts of land away from the city, as well as the possibility of purchasing additional land adjacent to the existing cemetery. The committee was divided in its conclusions, two members recommending the purchase of an entirely separate new tract of land while the third member recommended purchasing land for expansion of the existing cemetery.⁹⁰

By April 1885, when the special committee's report was presented to Council, a private cemetery association had been organized, but it had not been officially chartered or incorporated as the members "were ready to take hold of the matter, but did not want to come into any competition with the city." *The Austin Weekly Statesman* reported:

If the city declines to take any action in the matter, the proposed private corporation will, but they have been withheld from filing a charter and going to work so long as the cause of the city was undecided. It would not be advisable nor would it pay as an investment to attempt to establish two cemeteries."⁹¹

It seems that, at some point, the citizens interested in pursuing such a private enterprise became tired of waiting for the city to move ahead. Two separate entities were established with similar names, and it is unclear whether they represent the same or different organizations.

The Austin Cemetery Association was chartered on August 28, 1889, "for the purpose of establishing and maintaining a cemetery or cemeteries within or outside of the limits of the city of Austin, in Travis County, Texas. And to accomplish that purpose, the corporation shall have power to buy, own, and hold real estate, to subdivide same and sell the subdivisions of suitable size for burial lots." The Association purchased a plot of land on December 10, 1889 (see Figure 33 on page 83), and began selling lots as early as October 1889 in the "cemetery addition."⁹² The expansion area also was sometimes described as the "Palms Addition to Austin City Cemetery."⁹³ The shareholders and directors of that Association were John G. Palm, Clarence H. Miller, and Franz Fiset, all of Austin.⁹⁴ Fiset and Miller were attorneys in practice as Fiset & Miller, with offices at Congress and Fifth Street. Palm was the cashier of the State National Bank.⁹⁵ (In those days, the cashier was the executive in charge of monetary transactions.)

The Austin City Cemetery Association was officially incorporated on August 25, 1892. The Association president was Otto Bergstrom, a clerk in the state comptroller's office;⁹⁶ his wife, Adele Palm Bergstrom, was the association's vice-president.⁹⁷

Whether these two organizations were or were not related or associated remains unclear. The State of Texas considered them to be separate entities. The Austin Cemetery Association (then owned by Franz Fiset and John G. Palm) was dissolved on April 30, 1910,⁹⁸ while the Austin City Cemetery Association simply was allowed to expire, per its charter, 50 years after its incorporation, on August 26, 1942.⁹⁹

The Bergstrom organization appears to have been the most active. In February 1893, Austin's City Council established an ordinance to prohibit the burial of remains "within certain territory embraced in the corporate limits of the City of Austin," a territory which specifically included the land adjoining the cemetery in which the Association was selling plots. The following month, the Austin Cemetery Association responded by bringing a lawsuit in the Third District Court to prevent the City from enforcing the ordinance. After the court found in favor of the City, the Association applied to the City for permission to have the property added to the City Cemetery and managed by the city sexton. Eventually the City and the Association came to an agreement, with Bergstrom signing on behalf of the Association.¹⁰⁰

An ordinance, passed by the City on March 18, 1895, codified the agreement between the City and the Cemetery Association, which included the Association paying all court costs in the case they had lost, as well as those related to a previous case brought by C. F. Hill and other citizens to prevent the city from expanding the cemetery. The agreement also required the Association to indemnify the City for any additional costs of litigation that might result from the cemetery's expansion. The Association further agreed to deed a 25-foot by 1050-foot strip of land in the addition (likely along the south side of Section 2) to the City for pauper burials; construct streets within the addition to be continuous with those in the older cemetery; bear all costs for maintaining the cemetery addition, including fencing, grading, culverts, and drains; and not charge more than \$25 for a 25-foot x 30-foot lot. Conveniently for the City, this took place just as the old cemetery was nearly sold out, relieving the immediate need to purchase additional land for burials.¹⁰¹

It appears that the Association, at least according to the City, did not abide by its agreement for very long. A case brought before the Texas Supreme Court in 1903 alleges that the Association, by July 1901, had "willfully and wantonly broke said contract by extorting from all persons purchasing lots in said cemetery addition a price for each lot purchased exceeding the maximum price of \$25, which it is permitted to charge." After being threatened with prosecution if this continued, Otto Bergstrom apparently continued to sell lots for between \$100–\$150. The City alleged that Bergstrom also would "willfully and without cause take all of said lots off the market, and leave the people of said city without adequate or proper place for the burial of their dead." A trial court had found for the Association, but the state Supreme Court reversed that decision, finding the contract valid and binding.¹⁰² It is

98. "New Corporations Chartered," *The Houston Post*. (Houston, Tex.), Vol. 26, Ed. 1 Sunday, May 1, 1910, 7.

99. Texas Secretary of State records, filing number 570100, Secretary of State OnLine Access website, <http://www.sos.state.tx.us/Corp/sosda/index.shtml>.

100. *Southwestern Reporter*, Vol. 73, 525–529.

101. *Ibid.*

102. *Ibid.*

unclear when Bergstrom and his group stopped selling plots or if their pricing changed after the case.

To make matters more confusing, a group of Austin women formed the Oakwood Cemetery Association in April 1906, ostensibly for the purpose of maintaining the cemetery. Unlike the other two cemetery associations, this group was not registered with the state. In 1907, an article in the *Austin Statesman* thanked the “ladies of the cemetery association” for their work at the cemetery and lot owners for placing their family plots in the care of the Austin Cemetery Association.¹⁰³ By 1918, the group had 425 members, and it is likely that mentions of “the cemetery association” after 1906 likely reference this group, rather than either of the previous associations.¹⁰⁴

The maintenance of the cemetery continued to vex the City throughout its history. An 1890 report of the City Sexton noted the need for repairs to the fence and the “dead house” and that “the roadway be repaired, ditched, and drained.” The cemetery had run out of space for “colored people and paupers” by that time as well, and the sexton requested the addition of more land for this purpose.¹⁰⁵ In 1909, Mayor A. P. Wooldridge introduced an ordinance to set aside 2 percent of ad valorem taxes for cemetery beautification.¹⁰⁶

The City officially changed the name of the cemetery to “Oakwood” in 1908.¹⁰⁷ Around that time, a number of improvements were made to the cemetery, including clearing, trimming, and planting of vegetation; road building; and the construction of the still-extant granite entrance assembly at the west entrance.¹⁰⁸ Having run out of plots to sell at Oakwood, the City began to plan the development of the Oakwood Cemetery Annex, on the opposite side of Comal Street to the east.

Some of the cemetery regulations as outlined in the ordinance of 1908¹⁰⁹ are of interest:

- No one was to use cemetery streets to travel through the cemetery on other business;
- No one was allowed to sell lots in other cemeteries within the city for prices higher than those charged for lots in the city cemetery;
- The sexton was considered an ex-officio police officer with the authority to enforce city ordinances within the cemetery;
- When interring the deceased, the sexton and his assistants were to be dressed in white coats, white collar, and dark pants;
- The sexton was responsible for overseeing any work done by private individuals on their plots;
- The cemetery gate was to be open on Sundays from 1:00 to 6:00 p.m.;
- No lots or individual graves could be surrounded by a rail fence;
- No one was allowed to ride or drive at a speed faster than a walk;

103. “Improvements At The Cemetery Under Way.” *Austin Statesman* (Austin, Texas), February 10, 1907.

104. *1918 Austin City Directory*, 62.

105. Minutes, regular meeting of Austin City Council, February 3, 1890, 580.

106. Minutes, regular meeting of Austin City Council, April 24, 1919.

107. City of Austin, Texas, *Revised Ordinances of the City of Austin*, Book, 1908, <http://texashistory.unt.edu/ark:/67531/metaph38103/>.

108. *Oakwood Cultural Landscapes Report*, 10.

109. City of Austin, Texas, *Revised Ordinances of the City of Austin*, Book, 1908, 30–37, <http://texashistory.unt.edu/ark:/67531/metaph38103/>.

- Horses, cows, and mules were not allowed to be staked within the cemetery or allowed to run loose in the cemetery; and
- Dogs were not allowed in the cemetery at all.

Even as the new cemetery was under development, improvements continued at the original cemetery. A stone building, to serve as a mortuary chapel, was constructed at Oakwood Cemetery in 1914 (Figure 38). Designed by Austin architect Charles Page, it included space for funeral services as well as several vaults for temporary interments while the deceased awaited burial.¹¹⁰ The exterior was constructed of rusticated limestone, with the steep gables, pointed arched windows, and crenellated tower typical of the Late Gothic Revival, made popular by the Boston architect Ralph Adams Cram, whose small churches in this style were widely copied throughout the United States between 1900–1920.¹¹¹ A renovation of the chapel in 1944, from plans by architect J. Roy White, included the construction of a ladies' restroom and storeroom within the existing building, the removal of the platform/stage from the waiting room, and the removal of interment vaults in the tower room, which was turned into an office through the installation of cabinets and a safe.

Additional curbing along Main Avenue was installed in the late 1910s and early 1920s; concrete stamps are dated 1917, 1923, and 1924.¹¹²

Although all plots had been sold, burials continued at Oakwood Cemetery throughout the twentieth century, particularly in the most recently platted areas in the north and east sides. These twentieth century graves, particularly those after World War II, represent the final "modern" phase of the Upland South folk cemetery. Grave markers were more likely to be granite, a more durable stone than marble but one that was difficult to work until technology developed that made possible machine carving and inscription.¹¹³

It appears that, for much of the twentieth century, the maintenance of the cemetery was left to individual citizens and the Cemetery Association. That changed in 1970, when Oakwood became a perpetual care cemetery, with ongoing maintenance provided by the City. In August of that year, then-City Manager, Lynn Andrews, reporting on the five municipal cemeteries, recommended an increase in maintenance of the sites, including irrigation and the fertilization and replacement of turf and shrubs.¹¹⁴



Figure 38. Chapel at Oakwood Cemetery (Oakwood Chapel Feasibility Study, Heimsath Architects)

110. "Mortuary Chapel Is Opened At Oakwood," *Austin American* (Austin, Texas), Monday, November 9, 1914, 8.

111. Kim Lovejoy, "American Religious Buildings," *Common Bond*, New York Landmarks Conservancy, Vol. 12, No. 1, 1998.

112. *Oakwood Cultural Landscapes Report*, 10.

113. *Ibid*, 72.

114. "City Crews Hard at Work on Cemetery Beautification," *Austin American Statesman* (Austin, Texas), August 27, 1970, as reported in *Oakwood Cultural Landscape Report*, 10.

A comparison of historic aerial photographs taken in 1952 and 1964 indicates that the poured concrete retaining wall along the western edge of the cemetery was erected during that period, to support the completion of Navasota Street to East 16th Street. Improvements to the west retaining wall were made by Miranda Construction in 1982.

A brief period of activity during the early 1970s included the placement of a Texas Historic Landmark marker in the cemetery (1972), installation of an irrigation system, and the relocation of two of four existing foot bridges to Zilker Park (now extant in and adjacent to the Japanese Garden at the Zilker Botanical Gardens).¹¹⁵

The east gates of Oakwood Cemetery and west gates of Oakwood Cemetery Annex were modified in 1980, a project which included the replacement of the existing fencing, stone pilasters, and curbing. The previous gateway, likely constructed in the 1920s, included a total of four brick pilasters, with one large and one small on each side of the roadway. Vehicular access was controlled with a double-leaf iron gate, while smaller gates between each pair of large and small pilasters could be closed to limit pedestrian access. During the gate widening project, the four pilasters were removed and replaced by new single pilasters, set 14 feet farther into the cemetery (Figure 39). The vehicular gates were widened by splicing in the pedestrian sections (Figure 40).

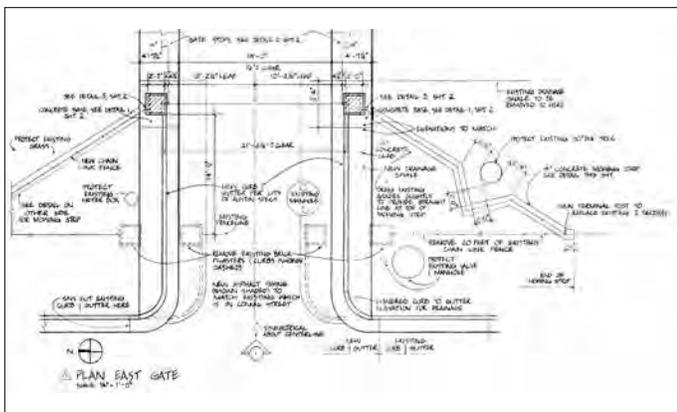


Figure 39. Detail of site plan for widening of the east gates at Oakwood Cemetery, 1980 (City of Austin)

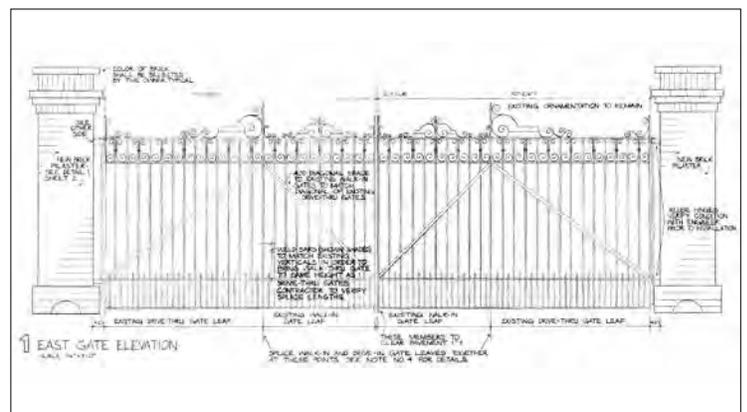


Figure 40. Detail of construction drawing for widening of gates at Oakwood Cemetery, 1980 (City of Austin)

115. Oakwood Cultural Landscapes Report, 10.

In 2004, a group of citizens formed a non-profit organization, Save Austin's Cemeteries (SAC), to advocate for and support the preservation of Oakwood Cemetery and the other municipal burial grounds. In partnership with the City, SAC contributed to the rehabilitation of the Oakwood Chapel building, which began in 2006, with architectural drawings completed by SAC volunteers. The chapel's roof was replaced by PARD in 2007, and a structural assessment of the building, as well as testing for lead paint and asbestos, was completed in 2008, funded through a grant from the National Trust for Historic Preservation's Fondren Endowed Fund with matching funds raised by SAC. Focusing next on the stabilization of the chapel's foundation, SAC paid for a geotechnical survey of the soil around the chapel in 2009 and secured a grant for engineering drawings for the foundation stabilization. A feasibility study for the chapel's complete restoration was completed by Heimsath Architects in 2011. Construction plans for the restoration are currently underway and are being designed by Hatch + Ulland Owen Architects (Figure 41).



Figure 41. Illustrated drawings for the Oakwood Cemetery chapel restoration project (H+UO Architects, 2014)

HISTORICALLY SIGNIFICANT PERSONS

As the oldest burial ground in Austin, Oakwood Cemetery contains the graves of many of the city's early leaders, as well as a large number of other people who made important contributions to local, state, and national history. All information provided below is from the Handbook of Texas Online, published by the Texas State Historical Association at <http://www.tshaonline.org/handbook>, unless otherwise noted.

This list of historically significant persons is intended to be as inclusive as possible, given the availability of existing information. This project's scope and budget did not include extensive primary research. As a result, it is limited to those people for whom biographical information had been developed in the past. The master plan team recognizes that the historical record is not equitable and often has excluded non-white/Anglo people and women. In particular, early burial records for Oakwood Cemetery may not even include the given names of Mexican or African American people who were interred there. This makes it impossible, within the constraints of this project, to adequately recognize people who may have been important community leaders or noteworthy for any number of reasons. This list of historically significant persons, therefore, is likely incomplete. Should additional information be developed in the future, consider making it available in the same location where this plan is published.

Early Pioneers

John Gordon Chalmers (1803–1847), newspaperman and editor of the *Austin New Era* and *Austin Texas Democrat*; secretary of the treasury of the Republic of Texas; chair of the committee charged with drafting the resolution approving the annexation of Texas to the United States; helped establish the Democratic party in Texas

William H. Cushney (1819–1852), newspaperman, published the *Austin Texas Democrat* and the *Austin State Gazette* in the 1840s

Francis Dieterich (1815–1860), merchant and meat dealer; city alderman

Morgan C. Hamilton (1809–1893), secretary of war, Republic of Texas (1844–1845); state comptroller; U.S. senator, 1870–1877

Susanna Dickenson Hannig (1814–1883), the sole white/Anglo survivor, along with her infant daughter, of the Battle of the Alamo

John "Dutch John" Wahrenberger (1812–1864), business owner, land owner

Thomas Pratt Washington (1806–1873), developed a large cotton plantation in the area now known as Del Valle

Elizabeth Ellen Johnson Williams (1840–1924); teacher, cattle dealer, investor; early Texas “cattle queen” who is thought to be the first woman to ride the Chisholm Trail with a herd of cattle under her own brand (“Elizabeth Johnson”)

Political Figures and City Leaders

Eugene Carlos Bartholomew (1839–1923), established schools for the Freedmen’s Bureau during Reconstruction; state government official; Austin water and light commissioner, 1909–1919; banker

Albert Sidney Burlison (1863–1937), attorney; assistant city attorney, 1885–1890; U.S. congressman, 1899–1913; U.S. postmaster general, 1913–1921

Oscar Branch Colquitt (1861–1940), governor of the State of Texas; state senator; state railroad commissioner; president, New Southern Oil Company (Dallas)

Thomas Watt Gregory (1861–1933), attorney; member, University of Texas Board of Regents; assistant city attorney, Austin; U.S. Attorney General

Andrew Jackson Hamilton (1815–1875), lawyer; state legislator; state senator; member, U.S. House of Representatives; governor of the State of Texas during Reconstruction

John Hancock (1824–1893), attorney, judge, state legislator; U.S. Congressman

James Stephen Hogg (1851–1906), first native-born governor of the State of Texas; newspaperman, attorney, land dealer; served as state attorney general; as governor, established the Railroad Commission

Thomas Freeman McKinney (1801–1873), state senator; “Father of the Texas Navy”

Elisha Marshall Pease (1812–1883), wrote part of the Constitution of the Republic of Texas; served in several governmental positions after Texas won its independence from Mexico; attorney; state legislator; governor of the State of Texas; established the Permanent School Fund; helped organize the Republican party in Texas after the Civil War

John W. Robbins (1852–1910), state legislator; state treasurer, 1898–1907

James Hervey Raymond (1817–1897), banker; treasurer, Republic of Texas and State of Texas

John James Terrell (1857–1920), commissioner, General Land Office; developed rules and regulations that contributed to the success of land sales for the Permanent School Fund

Robert J. Townes (1806–1855), judge; state legislator; president, Austin Library Association; Texas secretary of state, 1862–1865

William “Buck” Walton (1832–1915), attorney, politician; officer in the Confederate Army

Alexander Penn Wooldridge (1847–1930), attorney; helped to organize Austin public school system; secretary, University of Texas Board of Regents, 1882–1894; president, City National Bank, 1885–1905; mayor of Austin, 1909–1919

William Barto Wortham (1853–1925), state treasurer, 1890–1899; first chairman, Texas Railroad Commission oil and gas division, 1917

Attorneys

Robert Lynn Batts (1864–1935), attorney, Gregory and Batts; assistant state attorney general; professor of law, University of Texas, 1893–1901; special assistant attorney general of the United States; judge, Fifth Circuit Court of Appeals; general counsel, Gulf Petroleum Company; chairman, UT Board of Regents

Clarence Heath Miller (1860–1908), attorney in private practice with Franz Fiset, 1887–1904; admitted to practice before the U.S. Supreme Court; Austin city attorney; professor of law and dean of the School of Law, University of Texas, 1904–1907

Jules Henri Tallichet (1877–1937), known as “the dean of Texas railroad lawyers”; trial lawyer, general attorney, and general counsel for Southern Pacific Railroad; partner, law firm of Baker, Botts, Andrews, and Wharton (Houston); founder and president, General Attorneys Association of Texas; director of various railroad companies

Military Leaders

Jacob Carl Maria DeGress (1842–1894), first Texas state superintendent of public education; cavalry commander, lieutenant colonel, Union army; inspector general, Freedman’s Bureau, during Reconstruction; Austin postmaster

Thomas Green (1814–1864), veteran of the battle of San Jacinto; state legislator; secretary of the state Senate; clerk of the Texas Supreme Court, 1841–1861; colonel, Fifth Texas Volunteer Cavalry; brigadier general, First Cavalry Brigade; died while leading an attack on federal gunboats on the Red River; Tom Green County is named for him

James Gibson Swisher (1794–1862), soldier, farmer, businessman; participated in the Texas Revolution; signer of the Texas Declaration of Independence and the Constitution of the Republic of Texas

Business

Washington Anderson (1817–1894), hero of the battle of San Jacinto; businessman; helped to organize Williamson County and sold land for the City of Round Rock

John Bremond, Sr. (1813–1866), a leading social and financial figure in Austin in the nineteenth century, whose family constructed the collection of mansions in downtown Austin known as the Bremond Block

John T. Brackenridge (1828–1906), attorney; merchant; president, First National Bank of Austin

George Duncan Hancock (1809–1879), businessman and state legislator; established one of the first retail stores on Congress Avenue in 1845; part of groups chartering the Colorado (River) Navigation Company and the Brazos & Colorado Railroad Company between Austin and Houston; appointed to the board of trustees of the State Lunatic Asylum (Austin State Hospital)

William C. Hogg (1875–1930), attorney, businessman, civic leader, philanthropist (mostly in Houston); son of governor James Hogg; president, secretary, University of Texas Ex-Students Association; member, UT Board of Regents

George Washington Littlefield (1842–1920), cattleman, land dealer, philanthropist; founder and president, American National Bank, 1890–1918; member, University of Texas Board of Regents

Frank Taylor Ramsey (1861–1932), horticulturist and owner of Austin Nursery, who discovered or originated and introduced several types of fruit and pecans in the early 1900s

Goodall Harrison Wooten (1869–1902), civic leader and founder of the Texas Memorial Museum at the University of Texas

Architects and Engineers

John Andrewartha (1839–1916), architect and civil engineer; designed many buildings in Louisville, Kentucky, before moving to Austin, where he designed many residences, institutional buildings, and other structures

Abner H. Cook (1814–1884), carpenter, architect, and contractor who owned his own brick kiln and lumber mill and designed many prominent Greek Revival buildings in Austin, including the Governor's Mansion

Karl Wilhelm Pressler (1823–1907), surveyor and cartographer; chief draftsman, General Land Office, 1865–1899; created state map in 1858, revised and published as the *Traveler's Map of the State of Texas* in 1867

Christoph Conrad Stremme (1807–1877), German engineer and architect, one of the first professionally-trained architects in Texas; designed and supervised construction of the first General Land Office building, where he was a draftsman and produced many maps, drawings, and surveys; designed the original Gothic Revival main building of the State Lunatic Asylum (Austin State Hospital); developed an inexpensive method of photographic reproduction of maps for the Land Office

Scientists and Inventors

Dr. Charles Hemphill Fay (1910–1987), physicist; professor and head of the physics department, University of Tulsa, Oklahoma, 1938–1941; Geophysical Laboratory, Exploration and Production Research Laboratory, Shell Oil Company, Houston, 1941–1969; named on 10 U.S. Patents; sole inventor on another 11 U.S. Patents

Elizabeth Sthreshley Townsend (1857–1919), teacher, Texas School for the Blind, who invented and patented the punctograph, a braille typewriter

Writers and Artists

George Waverley Briggs (1883–1957), journalist, author, and managing editor of major newspapers throughout Texas; state commissioner of insurance and banking, 1918–1920; vice president, City National Bank/First National Bank, Dallas; wrote *Digest of Texas Insurance and Banking Laws*; responsible for the Texas trust act, the common trust fund act, and the Texas probate code

Frank Brown (1833–1913), publisher of the *Austin Southern Intelligencer*; author of *Annals of Travis County and Austin*

Phineas de Cordova (1819–1903), land agent; writer for the *Texas Herald*; editor of the *Southwestern American*, an Austin weekly

John Henry Faulk (1913–1990), author, humorist, radio personality, playwright; campaigned against blacklisting in the 1950s; Austin Public Library downtown branch is named for him

Fania Feldman Kruger (1893–1977), poet; Russian immigrant who expressed her commitment to human rights through powerful poetry printed in many publications, including the *Southwest Review*

Karl Friedrich Hermann Lungkwitz (1813–1891), early Texas landscape painter and photographer

Peter Heinrich Mansbendel (1883–1940), Swiss artist and woodcarver, who created ornamental details for projects such as the reconstructions of the Spanish Governor's Palace and the Mission San Jose in San Antonio

Harvey R. Marks (1821–1902), renowned portrait photographer who maintained a studio in Austin from 1870 until shortly before his death

George Washington Raborn, Jr. (1923–1974), sportswriter and movie critic; University of Texas athlete; Southwest Conference shot-put champion, 1946; AAU shot-put record holder (six years); editor, *UT Daily Texan* student newspaper; president, Southern California Track Writers Association; covered Olympic Games in 1950s, 1960s, and 1970s

Sports

Wilmer Lawson Allison, Jr. (1904–1977), tennis player; runner-up, Wimbledon singles, 1930; U.S. National Mixed Doubles champion, 1930; ranked number one in United States 1934, 1935; won U.S. National Open Tournament, 1935; competed on behalf of United States in Davis Cup, 1928–1933, 1935–1936; with partner John Van Ryn, won Wimbledon doubles titles, 1929 and 1930, and U.S. National Doubles titles, 1931 and 1935; won 14 of 16 Davis Cup matches with Ryn, the pair considered by many tennis historians to be the best doubles partners of their time; served as University of Texas assistant tennis coach under Daniel Penick, 1937–1941 and 1947–1957; head tennis coach, 1957–1972; Texas Sports Hall of Fame, 1957; International Tennis Hall of Fame, 1963; “the finest tennis player to come from the state of Texas during the first half of the twentieth century”

Religious

Thomas White Currie, Sr. (1879–1943), professor and president of Austin Presbyterian Theological Seminary, 1922–1943; Presbyterian minister and national leader; member of the board of Tillotson College (now Huston-Tillotson College)

Jacob Fontaine (1808–1898), born into slavery; founder, after emancipation, of the First Baptist Church for African Americans in Austin and five other churches; founded the Travis County Association (later known as the St. John Regular Missionary Baptist Association); business owner; established the *Austin Gold Dollar*, one of the first black-owned newspapers in the South and the first in Austin; and served as the leading black figure vying for the establishment of the University of Texas at Austin; with his son, co-founded the Colored Brothers of the Eastern Star fraternal organization; advocated for the location of the University of Texas in Austin, gaining support from the black community around central Texas

Richmond Kelley Smoot (1835–1905), pastor, Southern Presbyterian Church, Austin; co-founder, Austin School of Theology; elected moderator of the national Presbyterian General Assembly; elected chaplain of the Texas Senate, without seeking the office in 1882, and was re-elected several more times

Community Leaders

Mary Frances Freeman Baylor (1929–1997), African American community organizer; director, Clarksville Neighborhood Center (1968–1992); founder, Clarksville Community Development Corporation

Rebecca Jane Gilleland Fisher (1831–1926), only woman elected to the Texas Veterans Association for military service associated with the Army of the Republic of Texas, and its last surviving member; charter member and state president for 18 years, Daughter of the Republic of Texas

Dr. Everett H. Givens (1888–1962), dentist and civic leader; worked to obtain equal rights and opportunities for African Americans in Austin

Johann Jacob Groos (1822–1878), surveyor; commissioner, General Land Office; served as mayor of New Braunfels and in other government positions

Ima Hogg (1882–1975), daughter of Governor James Hogg, noted philanthropist; founder, Houston Symphony Orchestra; president, Houston Symphony Society; founder, Hogg Foundation for Mental Health, University of Texas; first female president, Philosophical Society of Texas; appointed to the planning committee for the National Cultural Center (now Kennedy Center); appointed to the Texas State Historical Survey Committee (now the Texas Historical Commission); member of a panel that assisted first lady Jacqueline Kennedy in selecting historic furniture for the White House in 1962; with Lady Bird Johnson and Oveta Culp Hobby, one of the first female members of the Academy of Texas; established the Bayou Bend Collection (Museum of Fine Arts-Houston) and Varner-Hogg Plantation State Historical Site (West Columbia)

Swen Jaenssen, aka Swante Palm (1815–1899), merchant; served as postmaster in La Grange and Austin; Swedish immigrant who played a leading role in promoting and facilitating Swedish migration to Central Texas; U.S. vice consul to Norway and Sweden; book collector who donated thousands of books to the University of Texas library

Julia Maria Pease (1853–1918), daughter of Governor Elisha Pease; art patron of sculptor Elisabet Ney and organizer of the Texas Fine Arts Association, after Ney's death; philanthropist; charter member of the Texas State Historical Association; active in many other cultural and charitable organizations

Octavia Fry Rogan (1886–1973), head librarian, Texas State Library; district library supervisor, Works Progress Administration; president, Texas Library Association; vice president for Texas, Southwestern Library Association

Andrew Jackson Zilker (1858–1934), businessman; bank director; sold the land containing Barton Springs to the City of Austin on the condition that the City of Austin make its payments to the school district and convert the land into a park, now known as Zilker Park

Educators

Laurine Cecil “L.C.” Anderson (1853–1938), teacher; principal, Prairie View Normal Institute (now Prairie View A&M University); first president, Colored Teachers State Association; principal, Robertson Hill High School (later E. H. Anderson High School, after L.C. Anderson’s brother), at the time the only high school for black people in Austin, 1896–1928; L. C. Anderson High School was posthumously named in his honor

Dr. Eugene C. Barker (1874–1956), historian and author; professor; chair, University of Texas Department of History; managing editor, *Southwestern Historical Quarterly*, and director, Texas State Historical Association, 1910–1937

Dr. Annie Webb Blanton (1870–1945), teacher, North Texas State Normal College (now University of North Texas); first female president, Texas State Teachers Association; first woman elected to state office in Texas, as state superintendent for public instruction, 1918; reelected 1920; professor of education, University of Texas; founder, Delta Kappa Gamma Society for women teachers; vice president, National Education Association, 1917–1922

Dr. Evelyn Maurine Carrington (1898–1985), who served on the faculty of Sam Houston State Teachers College, Texas State College for Women, and other educational facilities, as well as maintaining a private practice in child psychology in Dallas

Dr. George Pierce Garrison (1853–1910), historian, author, professor; on the University of Texas faculty from 1884–1910; chair, history department, 1888–1910; began offering graduate work in history in 1897 and encouraged women to become historians; co-founder, Texas State Historical Association; editor, *Southwestern Historical Quarterly*, 1897–1910; Garrison Hall at UT is named for him

Dr. Reginald Harvey Griffith (1873–1957), professor of English, University of Texas; known as “the godfather of the rare books collection”; founded the UT Shakespeare Tercentenary Festival; founder and president, Texas Conference of College Teachers of English; instrumental in the establishment of the University of Texas Press

Dr. Louis Hermann Hubbard (1882–1973), teacher and school administrator; teacher, principal, superintendent of schools, Belton; first dean of students, University of Texas; president, College of Industrial Arts (later Texas State College for Women, now Texas Women’s University), Denton, 1926–1950

John Garland James (1844–1930), founder, Texas Military Institute, 1867–1879; president, Texas A&M University, 1879–1883

Dr. Mildred Mary Pickle Mayhall (1902–1987), historian and author; professor of anthropology at the University of Texas (20 years); history teacher, Stephen F. Austin High School; amateur horticulturalist, helped organize the Austin Rose Society and developed several new strains of roses

Arthur Newell McCallum, Sr. (1865–1943), superintendent, Austin Public Schools, 1903–1942

Dr. Daniel Allen Penick (1869–1964), professor of classical languages, University of Texas, 1917–1955; assistant dean, College of Arts and Sciences, 1928–1940; called “the father of Texas tennis”; first UT tennis coach, 1908–1957; president, Southwest Conference, 12 years; president, Texas Lawn Tennis Association, 40 years; named to Texas Sports Hall of Fame, 1962

Dr. Henri Rene Lucien Tallichet (1844–1894), professor of modern languages; one of the original eight faculty members, University of Texas, 1883; previously taught at University of the South (Sewanee, Tennessee)

Professional and Trade Organizations

In addition to families, many organizations purchased and maintained plots for their members over the years, such as the Texas Confederate Women’s Home, the Austin Typographical Union, the Texas School for the Deaf, and the Austin Fire Department.

Fraternal organizations such as the Masonic Lodge, Capital Lodge #28, and Carpenters and Joiners of America also bought plots for their members. Woodmen of the World are heavily represented throughout the cemetery.

EXISTING CONDITIONS

Ecological Setting

Oakwood Cemetery is situated in a highly developed urban setting. Site elevation ranges from approximately 550 feet above mean sea level (AMSL) in the west to approximately 580 feet AMSL in the east. The nearest body of water is Waller Creek, located just west of IH-35 and draining into the Colorado River to the south. Additionally, an artificial drainage channel bisects Oakwood Cemetery from north to south.

The cemetery's park-like landscape is maintained through regular mowing and pruning of woody species. Woody vegetation, from shrubs to large trees, provides shade, cover, foraging opportunities, and nesting habitat for numerous common bird species. Intermittent water availability in the form of precipitation runoff in the canals and a sprinkler system also makes the cemetery attractive to common urban wildlife species, including many birds and a few mammals, such as squirrels, opossums, raccoons, and foxes. The cemetery also offers a quiet respite from the surrounding densely developed urban landscape. However, due to its developed and maintained state, it is of marginal quality as wildlife habitat and unsuitable as habitat for the rare, threatened, or endangered animal species tracked in Travis County by the Texas Parks and Wildlife Department. Frequent mowing, foot traffic, and other disturbances also make the site unsuitable as habitat for protected plants.

The cemetery is in Karst Zone 4, which includes areas that do not contain endangered cave fauna. No City-defined Critical Environmental Features (CEFs) were observed in Oakwood Cemetery during recent surveys.

Topography

Oakwood Cemetery is relatively flat and, with the exception of a portion of the northern edge, no slopes greater than eight percent are found on the site. The site is bisected by a ridge; falling from the ridge to the west is the Waller Creek watershed and to the east, the Boggy Creek watershed.

The western half of the site forms a bowl, with the site sloping from the north and south down toward Main Avenue, and the lowest point being at the east gate. The highest point on the site is located at the midpoint of the northern property line. Opposite, on the southwest corner of the site, is the hill on which the original graves that formed the nucleus of the cemetery are located. The eastern half of the site slopes relatively evenly from north to south and is bisected by a tributary to Boggy Creek.

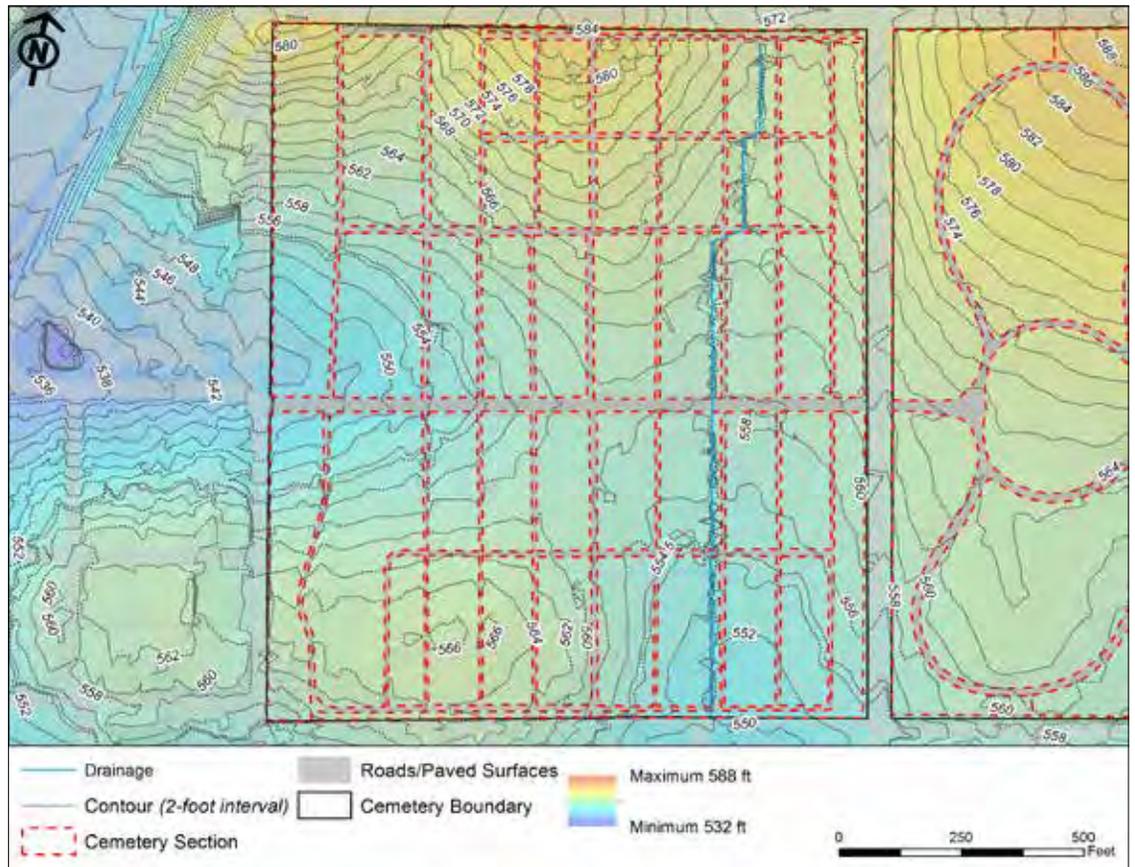


Figure 42. Topography of Oakwood Cemetery (Oakwood West Topo, Project Team)

Geology and Soils

The northern portion of Oakwood Cemetery falls within Fluvial terrace deposits, specifically high-gravel geological deposits (Qhg). These deposits date to the Pleistocene epoch and are described as upper silty clay (with some gravel exposure) and a lower coarse unit that yields some water and possibly correlates with the Onion Creek Marl. The southern portion of the cemetery consists of Austin Chalk (Kau), described as Upper Cretaceous geological deposits that are chalky, mostly microgranular calcite with large amounts of calcium carbonate.

The soils in Oakwood Cemetery consist primarily of urban land, Austin, and Whitewright soils, 1–8 percent slopes (UtD), with the southwestern quarter of the cemetery primarily Travis soils (TuD). A small section of the northwest corner of the cemetery contains Urban land, 0–6 percent slopes (Ur). Ur represents soils disturbed by urban development.

Two soil types arise from these deposits, as well as imported soils: a combination of urban land and Austin and Brackett (UtD) soils makes up about 75 percent of the entire area of the cemetery and a combination of urban land and Travis soils (TuD) makes up the other 25 percent (Figure 43).

Of the first type, urban soils comprises about 40 percent, Austin soils about 30 percent, Brackett soils about 25 percent, and other soils about 5 percent. Urban soils are made up of a mixture of native and imported soils and other material and cannot be described unless specifically tested. Austin soils have a surface layer of very dark grayish-brown silty clay about 15 inches thick, a second layer of brown silty clay, extending to about 36 inches, underlain with partly weathered chalk. Brackett soils have a surface layer of light brownish-gray clay loam about five inches thick, a second layer of light yellowish-brown clay loam about eight inches thick, underlain by soft limestone.

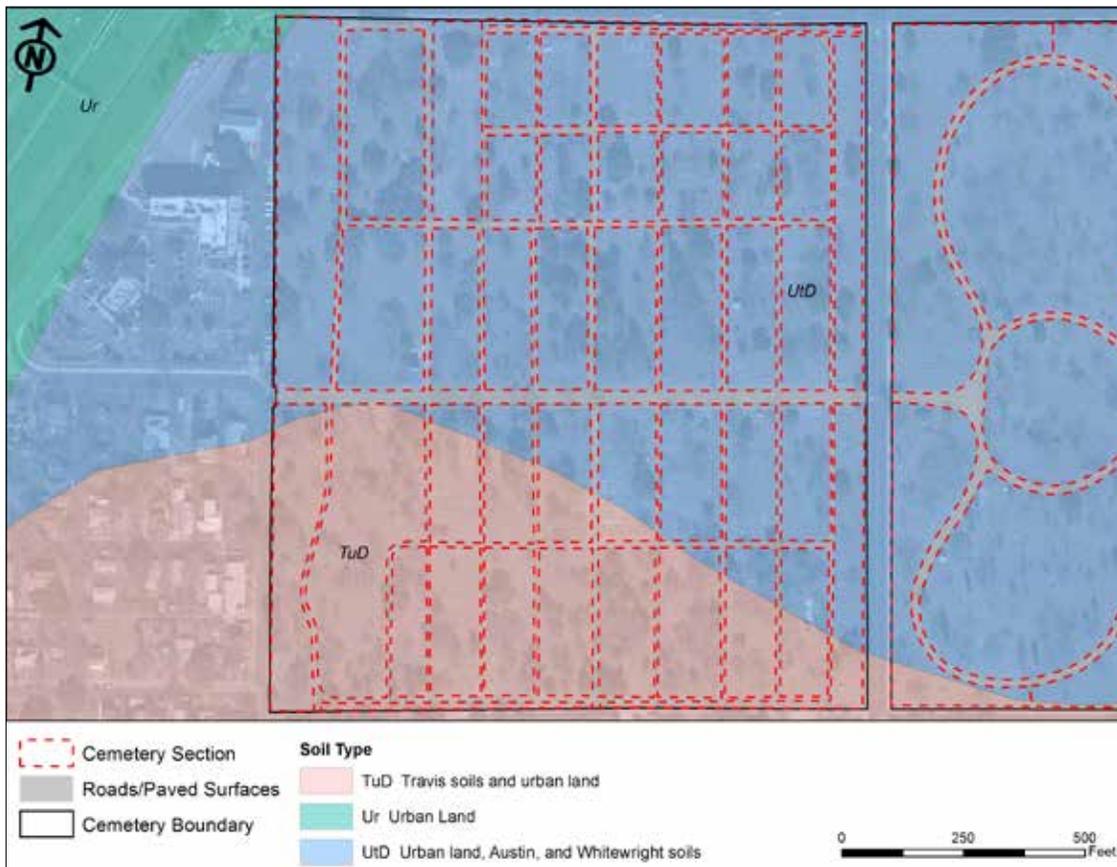


Figure 43. Oakwood Cemetery soils (Oakwood West Soils; Project Team)

The second type of soil present at Oakwood consists of 45 percent Travis soils, about 35 percent urban land, and about 20 percent other soils. Travis soils have a surface layer of gravelly fine sandy loam about 18 inches thick, with a second layer to a depth of 50 inches of red gravelly sandy clay. Travis soils, being composed of sand and loam, are much more erodible than the Austin and Brackett soils, which are mostly clay. Therefore, it is most likely that the Travis soils, which are more orange in color, are specifically those being so severely eroded during heavy rains.

Cultural Setting: Previously Conducted Archeological and Historical Investigations

The Texas Historical Commission's Archeological Sites Atlas indicates that Oakwood Cemetery, along with Oakwood Cemetery Annex, has been designated as site number 41TV1706. (Number conventions for Texas archaeological sites are as follows: "41" is Texas' place in an alphabetical list of the 50 United States; "TV" is an abbreviation for Travis County; and "1706" indicates that the site was the 1,706th recorded within Travis County at the time of its recording.) Oakwood Cemetery was recorded in the Archeological Sites Atlas in 2004 and described as a "maintained urban setting cemetery."

Oakwood Cemetery was listed on the National Register of Historic Places (NRHP) in 1985. It was designated as a Historic Texas Cemetery in 2010.

The cemetery contains several Texas historical markers that recognize the gravesites of persons of historical significance, such as Susanna Dickinson, survivor of the Alamo.

No additional archeological sites, surveys, NRHP properties or districts, State Antiquities Landmarks (SAL), or historical markers are located within 30 meters of the cemetery boundaries. One of the boundaries of the Swedish Hill National Register Historic District is located approximately 50 meters to the west.

Spatial Organization

The earliest section of Oakwood Cemetery was established in the 1830s on a promontory overlooking the town of Austin. The cemetery was formalized in 1856 as a 10-acre plot set within the city grid. Over the years, more property around this 10-acre section was purchased, and eventually, the cemetery grew to 40 acres, located east of what was then East Avenue, now U.S. Interstate Highway 35 (IH-35). City streets bound the cemetery along all four sides: Martin Luther King, Jr. Boulevard (formerly 19th Street) to the north, Comal Street to the east, East 14th Street to the south, and Navasota Street to the west. The cemetery is oriented on a slight rotation off the cardinal grid toward the northwest. Its perimeter is bounded with a chain-link fence set along the property line.



Figure 44. Oakwood Cemetery (Project Team)

The setting of Oakwood Cemetery varies in character and scale on each of its four sides. To the north is the large mass of the University of Texas' Disch-Falk Fields stadium (Figure 45). The ramps and other structures of IH-35 are also visible to the northwest. To the east, across Comal Street, is the Oakwood Cemetery Annex. To the south, an alley runs between the cemetery and adjacent small-scale residences on small lots. Beyond Navasota, to the west and south of 16th Street, continues the small-scale residential neighborhood with what was a small monument carving business on the corner of 16th and Navasota. A commercial complex, including a multi-story hotel, its parking lot, and a chain restaurant, dominates the northwest corner of the cemetery (Figure 46).



Figure 45. University of Texas' Disch-Falk Field stadium north of the cemetery (John Milner Associates)



Figure 46. A commercial complex, including a multi-story hotel, its parking lot, and a chain restaurant, dominates the northwest corner of the cemetery. (John Milner Associates)

Internally, the site is divided into quadrants by its principal circulation routes, which also are the only two paved drives: Main Avenue, which runs east to west, and Central Avenue, which runs north to south. A secondary grid of unimproved roads further subdivides each quadrant. Family plots are arranged in a grid within each of the subdivided spaces. Each family plot measures 25 feet by 30 feet and is bounded by footpaths about five feet wide. This grid system, set up by the original Austin Cemetery Association, occurs almost continuously over the whole site except for portions of the southwest and northwest quadrants (the old section). These two quadrants, Sections 1 and 4 respectively, are the oldest parts of the cemetery and their internal arrangement was opportunistic, rather than planned.

The older areas of the cemetery differ greatly in layout from the rest of the cemetery. Section 1, the southwest quadrant, contains the only curving road in the cemetery: West Avenue. Plots in the northwestern half of this section are irregular in both size and placement. Many individual graves do not have defined burial plots at all. The southwestern portion of Section 4 also lacks defined plots and has fewer individual marked graves.

Two traditional Jewish burial grounds, both called Beth Israel, are divided from the surrounding plots by fencing, following Jewish custom. Both follow the grid pattern prevalent throughout the cemetery. Beth Israel #1, located in the southwestern corner of Section 1, is the older of the two. It is two plots wide by four plots long and is defined by a fence to the north, by West Avenue to the east, and the outer boundary of the cemetery to the south and west. Beth Israel #2 is located in the mid-north portion of Section 4 and is three plots wide by 14 plots long. It is bounded by Martin Luther King, Jr. Boulevard to the north and unimproved cemetery roads on the other three sides.

A drainage channel in the eastern half of the cemetery creates further spatial distinction. The channel, running north-south, breaks the regularity of the grid in Sections 2 and 3.

Topography, vegetation, the chapel, tall monuments, and boundary fencing define the vertical space in Oakwood Cemetery. Despite the overall gentle slope of the site, the bowl-like character of the topography in the western half of the cemetery provides a slight sense of enclosure. Vegetation, which also defines space in the cemetery, varies with tree canopy heights, tree density, and time of year. Portions of the cemetery with a higher concentration of Eastern red cedar (an evergreen tree with a lower branching habit) have a stronger sense of vertical enclosure. Other parts of the cemetery, with larger deciduous trees, feel less enclosed, especially in the winter when branches are bare. The five mausoleums on site, the chapel, and other tall monuments, while not creating enclosures, nevertheless punctuate the site and tend to define the space that surrounds them.

Circulation and Access

Comal Street gives access to the cemetery from the east, while Navasota and 16th Streets provide access from the west. Within the cemetery, circulation forms a grid and is hierarchical in nature. Primary circulation routes consist of the two paved drives, unimproved gravel and dirt roads make up the secondary circulation, and tertiary circulation consists of the narrow grass pedestrian paths between burial plots.



Figure 47. Oakwood Cemetery circulation; the street labeled “18th St.” on this map is actually 16th Street (Knott, Oakwood Cemetery Cultural Landscape Report, p.25)

Main Avenue and Central Avenue, the two paved drives, make up the primary circulation routes. Main Avenue runs east-west and provides access to the cemetery from each end (Figure 48). A double gate set in the surrounding fence controls vehicular access at the entry points. Central Avenue runs north-south perpendicular to Main Avenue (Figure 49). Together, the two asphalt-paved roads divide the cemetery into roughly equal quadrants.

Secondary circulation consists of the unimproved roads that further subdivide each quadrant; five roads are oriented east-west and nine roads are oriented north-south (Figure 50–Figure 53 on page 113). Most of the north-south streets occur every three burial plots and most span the entire cemetery, although they are slightly misaligned where they cross Main Avenue (Figure 54). The roads are composed of packed dirt and some have a covering of loose gravel.

Tertiary circulation is composed of the grid of pedestrian walkways that separate the burial plots (Figure 55). These paths consist of grass in most places, with occasional concrete or stone paving associated with a family plot (Figure 56 on page 114). Formal access points into family burial plots from these paths are often defined by low thresholds set into the curb.

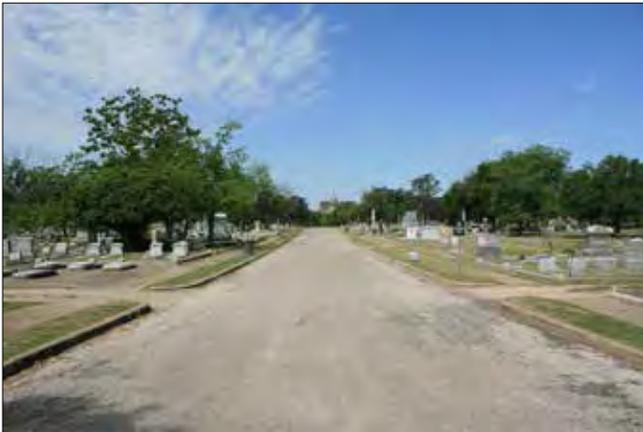


Figure 48. Main Avenue, the primary east-west drive through the cemetery, lined with concrete curbs and sidewalks (John Milner Associates)



Figure 49. Central Avenue, the only other paved road in the cemetery (John Milner Associates)



Figure 50. The secondary circulation routes are composed of packed earth, with some gravel. (John Milner Associates)



Figure 51. The straight, unimproved roads subdivide the burial sections. (John Milner Associates)



Figure 52. West Avenue in the southwest portion of the cemetery is the only curved road. (John Milner Associates)



Figure 53. An intersection of two unimproved roads (John Milner Associates)



Figure 54. Several of the north-south streets are misaligned where they cross Main Avenue. (John Milner Associates)



Figure 55. Grass pathways between burial plots comprise the pedestrian circulation. (John Milner Associates)

Main Avenue is defined by a curb and gutter and lined by concrete sidewalks running parallel to the street on each side (Figure 57). At least some of the curbing was installed in the early 1920s, evidenced by a concrete curb stamp that reads “Wallace R. Miller, 1923, We Pave the Way,” (Figure 59) and a similar stamp dated 1924. Portions of the sidewalk were installed a few years earlier; stamps with the dates 1917 and 1918 were noted in at least two places. Both the curb and gutter and the sidewalks appear to be formed using two-course construction, a concrete-pouring technique common in the early twentieth century which involved pouring a thin, smooth concrete mixture over a more coarse concrete base.



Figure 56. Concrete sidewalks are sometimes associated with individual family plots. (John Milner Associates)



Figure 57. Concrete sidewalk and curb along Main Avenue (John Milner Associates)



Figure 58. Concrete sidewalk along the north side of Main Avenue (John Milner Associates)



Figure 59. Curb stamp along Main Avenue, 2005 (Knott, Oakwood Cemetery Cultural Landscape Report, p.25)

The drainage channel that runs through Oakwood is crossed in several places by a variety of bridges. Along the sidewalks lining Main Avenue, small metal bridges span the channel (Figure 60). The bridges are thought to have been relocated from Congress Avenue, possibly after the City of Austin acquired the cemetery. Where secondary roads cross the channel, concrete bridges designed to support vehicles are utilized (Figure 61).



Figure 60. A pedestrian bridge crossing the drainage channel (John Milner Associates)



Figure 61. A concrete vehicular bridge crossing the drainage channel (John Milner Associates)

Both Main Avenue and Central Avenue are in fair condition. Both have been repaved occasionally, and have cracks, potholes, and an accumulation of silt and gravel along the sides (Figure 62, Figure 63). The curb and gutter along Main Avenue is in fair to poor condition; many portions are cracked, displaced, or have significant material loss (Figure 64; see also Figure 57 on page 114). This occurs most often at the intersections of secondary roads with Main Avenue, where vehicles attempting turns have destroyed curb corners (Figure 65). The most severe instance is at the intersection adjacent to the Chapel building, where large trucks regularly turn into the drive to access the temporary storage unit (Figure 66) and, previously, a dumpster. The sidewalks along Main Avenue are also in fair to poor condition. While some portions of the sidewalks exhibit only minimal deterioration, other sections have significant cracking, displacement, and material loss (Figure 67–Figure 69).



Figure 62. Silt and gravel accumulated at the edge of Main Avenue (John Milner Associates)



Figure 63. The cracked surface of Central Avenue (John Milner Associates)



Figure 64. A severely cracked curb where the drainage channel passes beneath Main Avenue (John Milner Associates)



Figure 65. Turning vehicles have caused severe damage to this curb. (John Milner Associates)



Figure 66. The curb at the intersection adjacent to the chapel is extremely degraded. (John Milner Associates)



Figure 67. Many portions of the sidewalk lining Main Avenue are in poor condition. (John Milner Associates)



Figure 68. Severe displacement where the sidewalk crosses a cemetery road (John Milner Associates)



Figure 69. A concrete sidewalk leading to the chapel restroom is similarly in poor condition. (John Milner Associates)

The secondary circulation drives are in poor condition. They are not regularly graded or maintained, resulting in erosion, loss of gravel, and ruts caused by vehicles during wet and muddy conditions (Figure 70–Figure 72). The gravel and silt washes downhill to Main Avenue, where it collects at the road margin and blocks storm drains. The eroded road beds along more heavily used routes have caused adjacent plot enclosure features to lean (Figure 73).

The grassy paths between family plots are in good to fair condition. The grass, or occasionally herbaceous ground cover, is mowed on a regular basis. In a few instances, a paved surface has been installed as access to a particular family plot. These paved paths are in fair to poor condition, for the most part. Bermuda grass intrusions onto the walks cause cracking and uneven surfaces (Figure 74).



Figure 70. Gravel washes off the road surface, collecting at the road margin. (John Milner Associates)



Figure 71. This drive has lost much of its gravel surfacing. (John Milner Associates)



Figure 72. The north-south gravel roads are often in especially poor condition near their intersections with Main Avenue. (John Milner Associates)

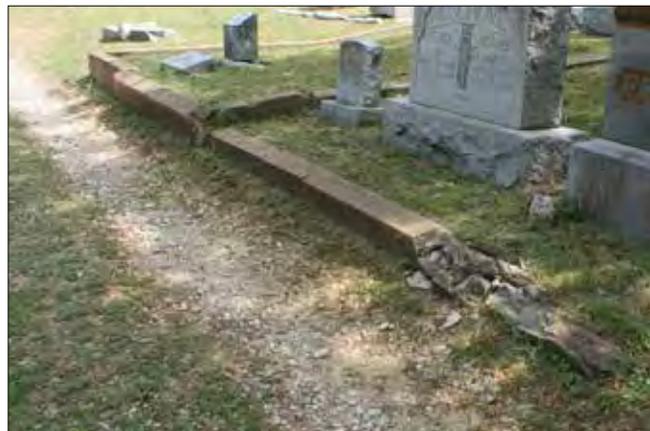


Figure 73. Eroded road beds are causing adjacent features to lean and break, as is visible in the curbing here. (John Milner Associates)



Figure 74. Grass intruding on a paved path has obscured the paving stones. (John Milner Associates)

Vegetation

The acid soils of Oakwood Cemetery support vegetation and flora that are distinct from those found on the other soil associations in the area. The typical vegetation on Oakwood soils is a mix of post oak/blackjack oak/Eastern red cedar woodlands and patches of mid- to shortgrass grasslands. At the flora level, this soil association is home to many species commonly found on the sandy acid soils of eastern Texas, but seldom (if ever) found on the clayey alkaline soils that make up the other 97 percent of Travis County. While Oakwood Cemetery and Oakwood Cemetery Annex contain numerous specimens of post oak and Eastern red cedar, the herbaceous layer is mostly composed of planted turf grasses and opportunistic weeds, such as *Hedypnois cretica* (cretanweed). Many trees in Oakwood Cemetery are eligible for protected status, and one crape myrtle may be one of the largest specimens in Travis County.

Trees

A canopy of both deciduous and evergreen trees covers a large portion of the cemetery (Figure 75 on page 120 and Figure 76–Figure 77). The most common species are post oak (*Quercus stellata*), crape myrtle (*Lagerstroemia indica*), Ashe juniper (*Juniperus ashei*), pecan (*Carya illinoensis*), and live oak (*Q. virginiana*). Of these, only the crape myrtle is not a native Texas species (Figure 78).

Other species of tree present in the cemetery include cedar elm (*Ulmus crassifolia*), arborvitae (*Thuja sp.*), Eastern red cedar (*Juniperus virginiana*), Italian cypress (*Cupressus sempervirens*), yaupon (*Ilex vomitoria*), chinaberry (*Melia azedarach*), ligustrum (*Ligustrum occidentalis*), Texas persimmon (*Diospyros texana*), American elm (*Ulmus americana*), Texas mountain laurel (*Sophora secundiflora*), and Texas red oak (*Q. texana*). Some of these are native Texas species. Of all the tree species present in the cemetery, only the post oak and live oak are likely to be naturally occurring—the others were almost certainly planted at one time or another.

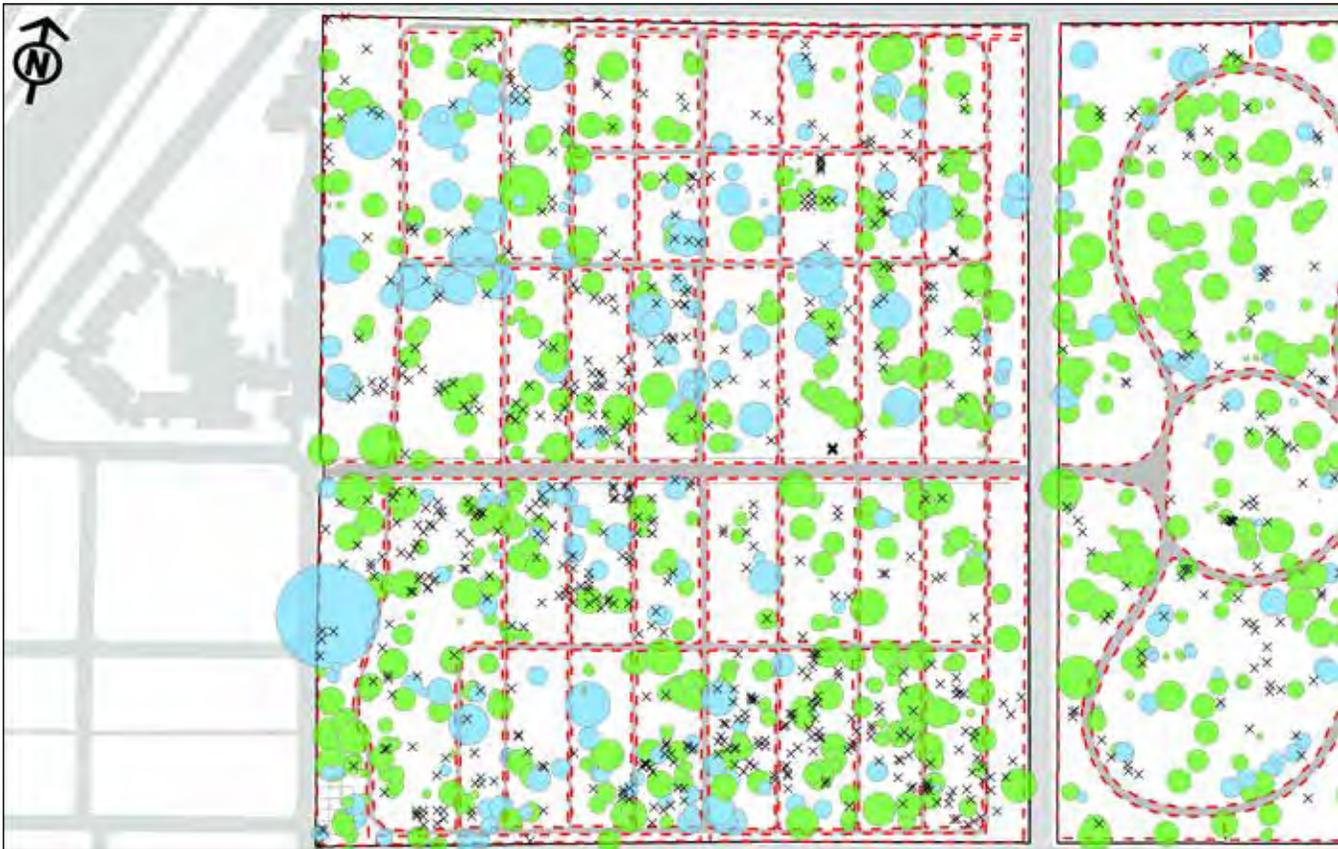


Figure 75. Trees in Oakwood Cemetery (Oakwood and Annex Trees; Project Team)



Figure 76. A variety of trees are present in the cemetery. (John Milner Associates)

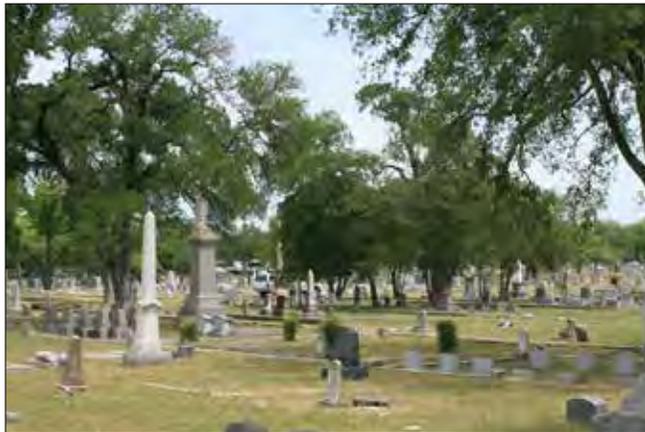


Figure 77. Trees form a canopy over many parts of the cemetery. (John Milner Associates)



Figure 78. Crape myrtles are among the most common trees in the cemetery. (John Milner Associates)

Section 1 contains the only specimens of Eastern red cedar, which was a favorite species for cemetery plantings until the 1920s. Sometimes called the “cemetery tree,” this evergreen was considered a symbol of eternal life in the Upland South folk cemetery and was often planted in family plots or adjacent to individual graves. The concentration of Eastern red cedar in this particular area suggests that the rest of the cemetery was not heavily used until a later date and that, by then, the species had fallen out of favor as an ornamental tree.

Post oaks are found throughout Section 1 and in the southern portions of Sections 2 and 4. This species is native to the Austin area in only a few locations and is restricted to growing in sands and sandy loams on upland sites. To the east of Austin is the Post Oak Savannah ecoregion; pockets of this region are found within the city, usually on the Travis soil series, which is present on this site. Post oaks at Oakwood range in condition from good to poor, with most in only fair to poor condition. Most have some dieback at the tips of branches and indicate other signs of stress, due to root damage, over-watering, or nutritional deficiencies (Figure 79). Several have larger dead limbs, which pose both a safety hazard to visitors and a threat to grave markers. Others exhibit damage consistent with impact from large equipment. Numerous large specimens of post oak have been lost due to the recent years of drought in the area.

A line of crape myrtles is planted in the grass area between the boundary fence and the edge of Comal Street, on the east side of the cemetery. These trees were planted in 2007 and are maintained by either Parks and Recreation or Public Works.



Figure 79. Many post oaks have some dieback or exhibit other signs of stress. (John Milner Associates)

Shrubs, Vines, Groundcovers, Perennials, and Annuals

Oakwood is only sparsely planted with ornamental species. Throughout the cemetery, a lawn composed of a mixture of St. Augustine grass, Bermuda grass, native grasses, and low herbaceous plants is kept mowed. Other plants, including shrubs, grasses, and other species have been planted as ornamentals within family plots. Shrub species present in the cemetery include nandina (*Nandina domestica*), oleander (*Nerium oleander*), boxwood (*Buxus sempervirens*), primrose jasmine (*Jasminum mesnyi*), yucca (*Yucca sp.*), red yucca (*Hesperaloe parviflora*), century plant (*Agave americana*), sotol (*Dasyilirion sp.*), Tam juniper (*Juniper sabina 'Tamariscifolia'*), winter honeysuckle (*Lonicera fragrantissima*), lantana (*Lantana camara*), spirea (*Spiraea japonica*), photinia (*Photinia fraseri*), Texas sage (*Leucophyllum frutescens*), purple nandina (*Nandina purpurea*), and dwarf yaupon (*Ilex vomitoria 'nana'*).



Figure 80. Boxwood shrubs planted along the edges of a family plot (John Milner Associates)



Figure 81. Nandina and irises planted within a family plot (John Milner Associates)



Figure 82. Red yucca in bloom (John Milner Associates)



Figure 83. A few instances of century plant (agave) are located in the cemetery. (John Milner Associates)

Groundcovers present at Oakwood include English ivy (*Hedera helix*), monkey grass (*Ophiopogon japonicus*), and liriopse (*Liriope muscari*). Vine species include Virginia creeper (*Parthenocissus quinquefolia*) and fall clematis (*Clematis virginiana*). The groundcovers are not native species and were likely deliberately planted, while the vines are native and may have seeded naturally.

Perennials in the cemetery include Dutch iris (*Iris germanica*), crinum lily (*Crinum asiaticum*), and oxblood lily (*Rhodophiala bifida*). Annuals include blue-eyed grass (*Sisyrinchium angustifolium*), Texas bluebonnet (*Lupinus texensis*), and winecups (*Callirhoe involucrate*); all three of these species are Texas wildflowers.



Figure 84. *Crinum lily* planted at the foot of graves in a family plot (John Milner Associates)



Figure 85. A variety of perennial species planted at the base of a family monument (John Milner Associates)

Grave Markers and Monuments

Grave markers and other monuments of commemoration within Oakwood range in age from as early as the 1840s to the present. Due to the age of Oakwood Cemetery, it contains some of the largest and most ornate grave markers in any of the city cemeteries, particularly (but not exclusively) in Section 1.

Marker Types

Grave markers exist in a wide range of forms and styles, representing more than 150 years of trends and traditions in memorial design. Especially large monuments are located in the north-central parts of Sections 3 and 4, east of Temple Beth Israel #2. More modest, handmade markers are located around the periphery of the cemetery, particularly in the eastern portion of Section 3 along Comal Street, north of the main avenue that bisects the cemetery.

Graves and grave markers in Oakwood are oriented approximately to the east, with headstones typically placed on the west end of the grave and the inscription facing east. This orientation is traditional in Protestant Christian cemeteries. Some graves do not follow the east-west alignment, and are instead oriented to a central monument or to fit more efficiently into a family plot.

Upright markers found in Oakwood include headstones set on a base (Figure 86); tablet stones; columns set on a base; pedestals, alone or topped with columns, urns, or obelisks (Figure 87–Figure 88); steles; crosses; scroll markers (Figure 86); curved-top markers (Figure 90 on page 128); and slant-faced markers (Figure 91).

Markers are composed of a variety of materials, the most common being marble or granite. A small number of limestone markers are present. A few zinc monuments are located in Sections 1, 2, and 3 (see Figure 35 and Figure 36 on page 86).

The most common marker type found at Oakwood is a gray granite block headstone (see Figure 86 on page 127). These are rectangular, vertically oriented, inscribed on the eastern face, and usually resting on a granite base. Variations on the block headstone are also common, where the top of the marker has a decorative carving such as a slant-top, scroll, or pillow.

More common in older sections of the cemetery is the vertical tablet, appearing in four basic forms: flat-topped, domed, shouldered, and Gothic (Figure 92–Figure 93). These headstones are usually limestone and carved with an inscription, occasionally accompanied by a bas relief on the east face.

A variety of crosses are also found in the cemetery, including Latin crosses, rustic crosses made to look like tree branches (Figure 94), elaborately carved Celtic crosses (Figure 96), reclining crosses (Figure 95), and one wrought iron cross (Figure 97).

Also found throughout Oakwood Cemetery are markers indicating the deceased's association with military service or another organization. Military markers commemorate casualties from wars from the Civil War to World War II (Figure 98). Fraternal organizations recognized include the Masonic Lodge, Woodmen of the World, and the Austin Typographical Union. Woodmen of the World monuments are present throughout Oakwood (Figure 99–Figure 100).

Low markers include block markers, surface markers made of both stone and bronze (Figure 98 on page 130), bedsteads and cradles (Figure 102–Figure 103), flower boxes (Figure 105 on page 131, and Figure 81 on page 123), and bolsters (Figure 104 on page 131). Bedsteads consist of a tall carved curb outlining the grave and a vertical tablet, resembling a bed. The origin of this tradition is unknown, but surveyors in 2004 noted that most graves with this type of marker had German names. Cradles are identical, except that they mark the grave of infants and small children. Flower boxes are similar to bedsteads and cradles, but tend to have lower curbing, with the space filled with flowers or other plants.

A number of one-of-a-kind markers and monuments, from hand-carved marble sculptures (Figure 106 on page 132) to unique folk art pieces are present. An Austin Fire Department plot is marked with a pair of granite fire hydrants (Figure 107). Another monument of note is a small marker carved with a sleeping child, placed to memorialize "Little Alice." The marble sculpture has deteriorated severely, possibly the result of irrigation over-spraying (Figure 108 and Figure 109). Other unique markers include several wooden tablets (Figure 110), one of which is protected with a metal cover, and a headstone created from a discarded carved limestone Ionic capital.

Footstones are found throughout the cemetery. Marble footstones are present in Section 1; these may be set flush with the ground or may project above the surface. These typically consist of a small rectangular block carved with initials, and are usually paired with a headstone (Figure 111). A fair number of footstones have been moved from their original location and placed closer to the primary marker element or simply displaced.

The plots in the two Temple Beth Israel sections are marked with headstones on bases, tablet stones, pedestals, obelisks, and scrolls. Most are family plots, with a primary surname headstone, and are covered with stone or concrete slabs and surrounded by curbing (Figure 112). Bedsteads are also found in Temple Beth Israel #1, and limestone markers, bronze markers on stone bases, slant-faced markers, and ledger stones are found in Temple Beth Israel #2.

That section also includes a number of cenotaphs—markers for deceased persons who are buried elsewhere (Figure 113). Markers in both sections are made of granite or marble, and many include integral planters.

Many graves and family plots are marked with vertical monuments, which range from a simple obelisk to elaborate and eclectic ensembles (Figure 114–Figure 115). The most common monument is a pedestal surmounted by a draped urn, statue, or other object. Limestone or granite columns are also prevalent, with a wide variation in appearance: flat, smooth, pedimented, plain, ornamented, and carved to resemble tree trunks. Gateway markers, composed of two columns flanking an opening, often appear to mark the graves of a married couple.



Figure 86. Headstone on base (center) and slant-faced markers (John Milner Associates)



Figure 87. Pedestal marker, topped with a bolster (McDoux Preservation)



Figure 88. Pedestal marker, topped with an urn (McDoux Preservation)



Figure 89. Scroll markers (John Milner Associates)



Figure 90. Curved-top markers in a family plot (McDoux Preservation)



Figure 91. Slant-faced markers (John Milner Associates)



Figure 92. Gothic tablet marker (McDoux Preservation)



Figure 93. Domed tablet marker (McDoux Preservation)



Figure 94. Rustic cross (McDoux Preservation)

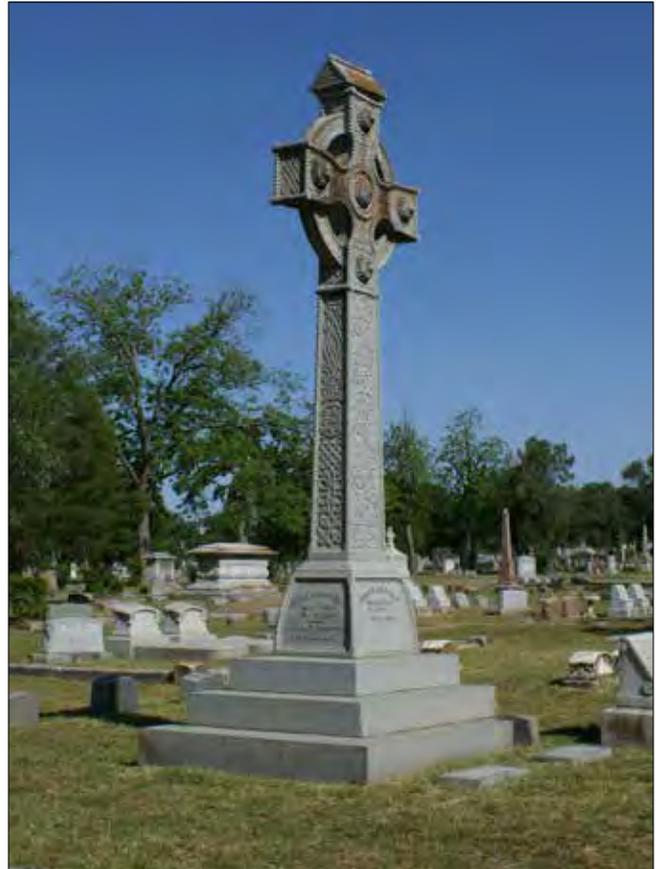


Figure 96. Celtic cross monument (McDoux Preservation)



Figure 95. Reclining cross grave markers (McDoux Preservation)



Figure 97. Wrought iron cross (McDoux Preservation)



Figure 98. Bronze surface marker and cross noting a veteran of the Civil War who also served as a Texas Ranger (McDoux Preservation)



Figure 99. Woodmen of the World monument (McDoux Preservation)



Figure 100. Woodmen of the World monument (McDoux Preservation)



Figure 101. Bedsteads in a family plot (John Milner Associates)



Figure 102. Bedstead marker (McDoux Preservation)



Figure 103. Cradle marker; the head of the statue has been broken off. (John Milner Associates)



Figure 104. Bolster marker (McDoux Preservation)



Figure 105. Flower box marker (McDoux Preservation)



Figure 106. Statuary integrated into a family plot marker (McDoux Preservation)



Figure 109. Granite fire hydrants mark the Fire Department plot. (John Milner Associates)



Figure 107. "Little Alice" marker, prior to damage (Austin History Center, PICA 16338)



Figure 108. "Little Alice" in 2004 (Dale Flatt, 2004)



Figure 110. Wooden headboard (McDoux Preservation)



Figure 111. Paired headstone and footstone (McDoux Preservation)



Figure 112. Family plots in Beth Israel #1 (John Milner Associates)



Figure 113. Cenotaphs in Beth Israel #2 (McDoux Preservation)



Figure 114. Obelisks in Section 1 (McDoux Preservation)

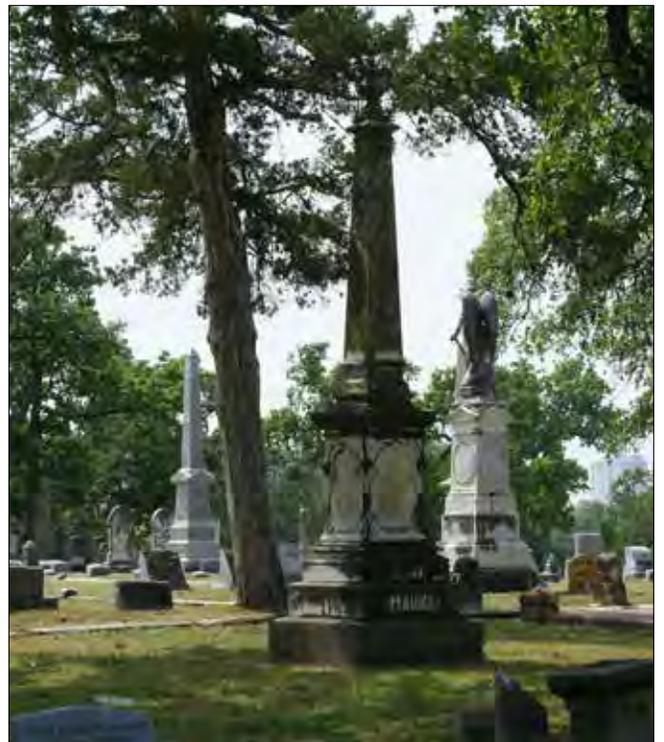


Figure 115. Obelisks and pedestal topped by statue (McDoux Preservation)

Adverse Conditions

The overall condition of the monuments and markers at Oakwood is fair. As in all of the city cemeteries, the primary conditions observed in Oakwood Cemetery are tilted (Figure 117), sunken (Figure 118), displaced, or fallen grave markers and exposed marker foundations; biological growth, especially under trees; encroaching vegetation, including shrubs and tree trunks and roots; and subsidence of the soil over graves.

Grass clippings are found all over the markers, and these contribute, along with the proximity of overhanging trees and other vegetation, to the biological growth found on markers throughout the cemetery (see Figure 115 on page 133). Specific species have not been identified but are likely to include lichen, bacteria, mold, moss, and algae. Staining and general soiling are found on markers and monuments throughout the cemetery.

In addition, Oakwood contains quite a few broken markers and marker fragments, many of which have been displaced or moved, sometimes leaning against still-upright markers or placed in a pile (Figure 118–Figure 122 on page 136).

Cracking, open joints, and the separation and disassembly of marker elements are particularly a problem in the case of statuary or markers with multiple decorative pieces, although those conditions are found to some extent throughout the cemetery (Figure 123–Figure 124). Some markers are missing altogether, with only the base or concrete foundation remaining. Vandalism is another problem at Oakwood: markers have been pushed over, statuary broken, and box tombs dismantled and plundered (see Figure 103 on page 131).

Due to the age of the markers, worn inscriptions, sugaring or delamination of the stone (Figure 125), and visible previous repairs (both well-done repairs and those that have failed, as seen in Figure 126) were observed. Limestone markers have been very nearly destroyed (Figure 127–Figure 128).

The survey team saw actively running, unattended water faucets spraying water directly onto markers, plots, and curbing, as well as a water line repair project where workers had scraped mud from their tools and boots onto nearby markers. Dripping faucets were observed.

Proximity to the gravel paths that are accessible by car could threaten markers throughout the cemetery, and existing vehicle damage was noted in Section 4, along the path that passes near the Chapel building.

In addition, markers and plots are threatened by the deteriorated condition of the drainage channel that runs through the cemetery from north-to-south. This channel is reinforced with concrete walls which, in some places, are unstable. The markers close to the edge of the channel could be displaced if the walls were to move further or collapse (Figure 129).



Figure 117. Tilted marker (McDoux Preservation)



Figure 116. Sunken marker (McDoux Preservation)



Figure 118. Tablet marker partially engulfed by adjacent tree (John Milner Associates)



Figure 119. Broken markers (McDoux Preservation)



Figure 120. Marker fragments (McDoux Preservation)



Figure 121. Displaced marker (McDoux Preservation)



Figure 122. Displaced marker (McDoux Preservation)



Figure 123. Disassembled stele alongside intact steles (McDoux Preservation)



Figure 124. Cracked monument. (McDoux Preservation)



Figure 125. Sugared marble (McDoux Preservation, OW-DSC09686)



Figure 126. Previously repaired tablet marker (JMA_050114_0366)



Figure 128. Damaged limestone tablet (McDoux Preservation, OW-DSC00051)



Figure 127. Severely damaged limestone monument (McDoux Preservation, OW-DSC00049)



Figure 129. Markers and burials near the edge of the drainage ditch could be damaged or displaced if the walls fail. (John Milner Associates)

Plot Coverings

Traditionally, family plots and graves in southern cemeteries were regularly scraped of all vegetation. The practice has been generally replaced by the complete paving of a family plot or grave in concrete or gravel; tile may be applied over the concrete. There are several examples of these practices in Oakwood, in both historic and modern plots (Figure 130–Figure 132).

In Section 2, many plots are surrounded by curbing and filled with black stone or limestone gravel (Figure 134). Bedstead markers also often contain coverings of gravel or ornamental plants (Figure 133, Figure 135).

Box tombs (Figure 136), above-ground tombs made of stone or concrete (Figure 137–Figure 138), ledger stones, stone slabs over crypts, and body stones (Figure 139) are found in several sections. False crypt box tombs and table tombs (Figure 140–Figure 141 on page 140) are found in older sections of the cemetery, usually made from stone, limestone, and marble. In some cases, the slab on top of box tombs has been displaced slightly, probably by vandals attempting to access the interior. Section 1 also contains several above-ground tombs made of brick. These are generally in poor condition (Figure 142–Figure 143 on page 141). Ledgers, which are grave-sized markers installed on or very low to the ground, are common grave coverings in the cemetery. Ledgers appear in a variety of forms and materials: they may be concrete, marble, or other stone; may be flat or rounded; and may be accompanied by a grave marker or include a carved inscription on the surface of the ledger itself (Figure 144–Figure 145 on page 141).

Several examples of the traditional southern form of the mounded grave are found in the cemetery. Although a 1911 cemetery map indicates many mounded graves, only a few are still present. Two concrete mounds located in Section 1 are encrusted with seashells, a decorative style popularized by cement worker H.T. Mordhorst in the late nineteenth century and found in many historic Texas cemeteries (Figure 146). The shell mounds are in poor condition. The concrete is cracked and collapsed, and most of the shells are broken or missing entirely. Another mounded grave is made of cast-iron, an example of a mass-produced modular mounding system patented by Joseph R. Abrams in 1874, which could be customized by the addition of elliptical pieces to increase its size. The cast iron mound is in fair condition (Figure 147).



Figure 130. Concrete slab poured over crypts and plot (McDoux Preservation)



Figure 131. Concrete paved family plot (McDoux Preservation)

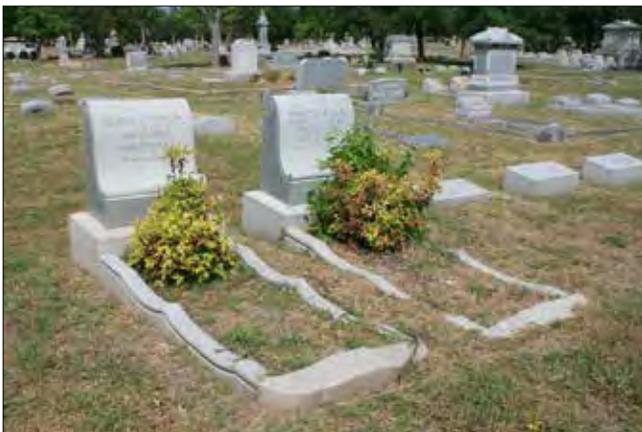


Figure 133. Bedstead markers with plantings (John Milner Associates)



Figure 132. Concrete paved family plot (John Milner Associates)



Figure 134. Gravel-covered family plots (McDoux Preservation)



Figure 135. Bedstead marker with gravel (John Milner Associates)



Figure 136. Box tombs (McDoux Preservation)



Figure 137. A mortared brick above-ground tomb (McDoux Preservation)



Figure 138. Above-ground tomb (John Milner Associates)



Figure 139. Box tombs with curved bodystones (McDoux Preservation)



Figure 140. Table tomb (McDoux Preservation)



Figure 141. Table tomb with stele and decorative metal supports (John Milner Associates)



Figure 142. Deteriorated above-ground brick tomb (John Milner Associates)



Figure 143. Deteriorated brick tomb (John Milner Associates)



Figure 144. Ledger with carved inscription (McDoux Preservation)



Figure 145. Ledgers with additional grave marker (McDoux Preservation)



Figure 146. Shell mounds in Section 1 (John Milner Associates)



Figure 147. Cast-iron mound (Laura Knott)

Plot Enclosures

Many of the family plots, and some individual graves, in Oakwood Cemetery are bounded by low curbs that mark their extents. Curbing may be made of granite, marble, limestone, or cast stone and often includes taller corner stones and side stones cut in various designs (Figure 148, below). The entrance to these large family plots is often indicated by a low threshold or step cut into the curb, into which the family's name may be carved (Figure 149–Figure 150). Thresholds are often flanked by piers, which sometimes include the plot's lot number (Figure 151). Entrances are usually centered on one side of the plot, often facing the closest circulation corridor.

The most common curb type is a simple, poured concrete curb ranging from flush to the ground to about six to twelve inches in height (Figure 152–Figure 153). These are sometimes punctuated by rusticated concrete masonry unit piers, topped with concrete domes or other ornamentation (Figure 154).

Also common are hand-worked limestone curbs, usually with a curved or quarter-round top. These are frequently punctuated by square limestone piers at each corner and at plot entrances (Figure 155). Piers typically feature some variation on a carved Gothic-style groin-vaulted design, ranging from barrel vaults to pointed arched vaults or more complex designs (Figure 156).

Granite curbs are also common in the cemetery, especially in the northern half of Section 2. Gray granite is used most frequently, although local pink granites are used in several instances (Figure 157–Figure 159). Granite curbs are often of a quarter-round or rectangular shape and punctuated by granite piers, sometimes in quite ornate forms and often Gothic in design (Figure 160, facing page). In the northern portion of Section 2, granite curbed plots are often associated with families of high economic or social standing. These plots tend to be well cared for, are in good or excellent condition, and often feature large monuments and elaborate carvings in the granite curbing (Figure 161).

Most curbs, usually those formed of poured concrete or granite, are in good condition. However, many of the curbs made with either concrete or limestone masonry units have been overturned or displaced by vegetation, soil subsidence, or by erosion, which undermines support at the base (see Figure 73 on page 118). Others have been damaged or dislodged by vehicles or maintenance equipment (Figure 162). Still others have missing or damaged piers or ornamentation features (Figure 163 on page 147).

One family plot in Section 4, close to the chapel, is bounded by a four-foot-tall limestone masonry wall. This wall is in poor condition, with many cracks and several displaced or missing stones (Figure 164, Figure 165)



Figure 148. A wide variety of corner and side stones ornament plot curbs (a, b, d, g, h, McDoux Preservation; c, e, f, John Milner Associates)



Figure 149. Carved marble threshold set in a concrete curb (McDoux Preservation)



Figure 150. Carved threshold (McDoux Preservation)

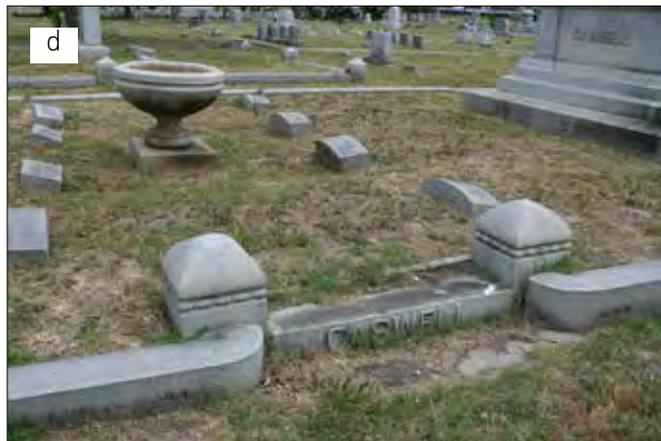


Figure 151. Plot entrance thresholds with a variety of decorative piers (John Milner Associates)



Figure 152. Simple poured concrete curb (John Milner Associates)

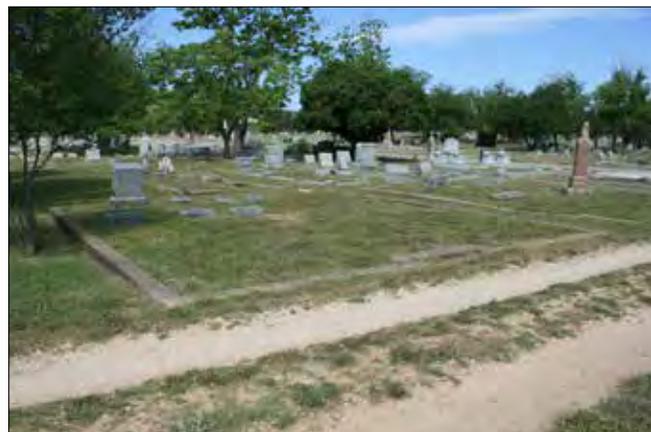


Figure 153. Family plot outlined with concrete curb (John Milner Associates)



Figure 154. Poured concrete curb with decorative corner piers (John Milner Associates)



Figure 155. Deteriorating limestone curb (John Milner Associates)



Figure 156. Limestone pointed gothic arch piers (John Milner Associates)



Figure 157. Granite curbing (John Milner Associates)

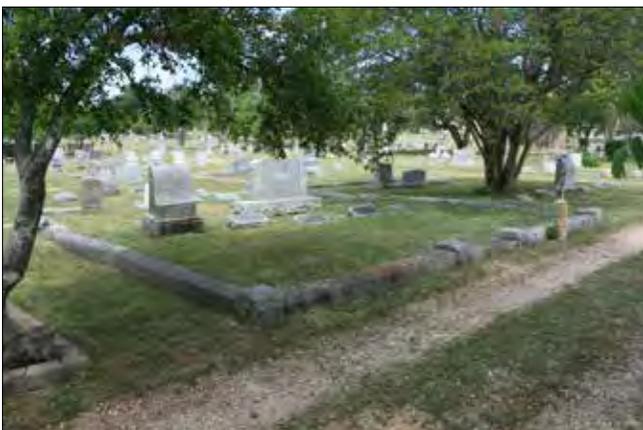


Figure 158. Rough granite curbing (John Milner Associates)



Figure 159. Pink granite curbing (John Milner Associates)



Figure 160. Quarter-round granite curbing with corner piers (McDoux Preservation)



Figure 161. Elaborately carved granite plot enclosure (John Milner Associates)



Figure 162. (left) Severely damaged limestone curb, probably due to mowers; (right) displaced curbing (John Milner Associates)



Figure 163. Detached granite pier (McDoux Preservation)



Figure 164. Limestone masonry wall surrounding a family plot in Section 4 (John Milner Associates)



Figure 165. The wall is severely cracked, and has missing and displaced stones. (John Milner Associates)

Plot Fencing

Oakwood Cemetery contains a variety of Victorian and more recently-installed wrought or cast iron fencing, “gas pipe” fencing, and wire fencing. In several instances, fencing systems feature specialized finials, fasteners, and built-in plaque holders. Beginning in the 1880s, cast iron fencing for a family plot could be assembled by choosing from among a variety of gates, posts, and picket tops sold via catalog. Changing cemetery trends in the twentieth century led to the removal of many family plot fences.

Several family plots and some individual burials at Oakwood have cast iron fencing. In many instances, the cast iron fencing has been stolen or otherwise removed, leaving only metal support posts (see below). Some lengths of fencing have been secured with bicycle locks.

Of those for which the fencing still remains, a variety of designs are found in both the panels and attachment systems (Figure 166–Figure 171). One unique grave surround, which cemetery specialist Anne Shelton Vance has seen only in Oakwood Cemetery and in Navasota, is this cast iron decorative surround with attached oval headstone (Figure 172).

Several family plots are fenced with decorative woven wire. One example was made locally by the Austin Anchor Fence Company and features a complex, tensioned system of springs and fasteners, which holds it in place and prevents theft (Figure 173–Figure 174).

A few plots in Oakwood feature “gas pipe” fencing—horizontal pipes held in place with metal posts or set into stone piers (see Figure 175–Figure 176).

One unusual family plot is bounded by a carved marble balustrade, the only one of this kind found in the cemetery (Figure 177).

Although much of this plot fencing was originally painted, the paint generally has failed, and some fences exhibit pitting and material loss as a result. Iron fences are corroded and, in several cases, ball moss has attached to their surfaces (Figure 178). Of most concern is the ongoing loss of historic fencing by theft, vandalism, breakage, or other mechanical damage.



Figure 166. The cast iron fencing has been removed, leaving only the support posts. (John Milner Associates)



Figure 167. Missing fencing (John Milner Associates)



Figure 168. Cast iron fencing (John Milner Associates)



Figure 169. Bent metal fencing (John Milner Associates)



Figure 170. Cast iron fencing, with many missing sections (John Milner Associates)



Figure 171. Modern steel fencing (John Milner Associates)



Figure 172. Unique cast iron grave fencing with attached headstone (JMA_050114_0340)



Figure 173. Woven wire fencing surrounding a family plot (John Milner Associates)



Figure 174. Woven wire fencing surrounding an individual burial (John Milner Associates)



Figure 175. Gas pipe fencing set in stone piers (John Milner Associates)



Figure 176. Gas pipe fencing with missing and damaged sections (John Milner Associates)



Figure 177. Carved marble balustrade (John Milner Associates)



Figure 178. Ball moss attached to rusted cast iron fence (McDoux Preservation)

Water Features

The eastern half of Oakwood Cemetery once drained naturally to a swale that crossed the site from north to south. To improve flow rates during periods of high water, the swale was channelized in the 1930s (as dated based on the channel's design and in reference to historic maps). The concrete-lined, open-top box channel varies in width from less than five feet to more than six feet, and from three feet to four feet in depth (Figure 179). An early map and grade profile of the channel shows the north end of the drainage channel passing under a bridge at 19th Street (now Martin Luther King, Jr. Boulevard) and exiting the site to an open ditch, labeled "low ground," to 13th Street, where it empties into what was labeled "deep ditch" at 12th Street to the south. A Public Works stormwater map shows the current configuration, with a 48-inch-diameter underground storm sewer entering the open channel from the north and emptying into a 66-inch underground sewer at the southern boundary of the cemetery.

Stormwater drainage from the north enters the channel through a grated culvert outlet on the south side of the first east-west cemetery service road. The channel flows southward, jogging twice diagonally to the west and passing through two concrete culverts under service drives. Continuing southward, the channel passes through additional concrete culverts under Main Avenue and two more service drives, terminating at the 66-inch-diameter underground storm sewer entrance. Steel pipe spacers are placed across the channel at its terminus for safety reasons (Figure 180).



Figure 179. The concrete drainage channel that bisects the cemetery (John Milner Associates)



Figure 180. Steel pipe spacers placed across the channel's southern terminus (John Milner Associates)

A plan to repair the upper portion of the channel was initiated in 1961, specifying the replacement of nearly 400 linear feet of the channel between 19th Street and Main Avenue. Cast concrete struts were specified as spacers in the northern-most section, in lieu of the iron pipe spacers used in the rest of the channel (Figure 183). Several of these spacers have been dislodged over time, and a number of new spacers added to keep portions of the channel from collapsing. Other repairs to the channel have been made periodically, and a detailed report on the existing condition of the drainage channel in 2004 led to several repairs, including the replacement of collapsed wall sections (Figure 184) and the addition of concrete lined swales in some areas to prevent soil washout (Figure 185–Figure 186, facing page). Numerous instances remain of missing and damaged spacers, damaged or collapsing walls, and severe cracks in the channel bottoms (Figure 181–Figure 182).

An underground iron pipe irrigation system was installed at Oakwood around 1971, as part of a city-wide initiative to improve city cemetery maintenance. Iron pipe risers, most terminating with a hose bib or a quick coupler for attaching an impulse sprinkler head, are located in a grid pattern throughout the cemetery. Most risers, which average 30 inches in height, are encased in eight-inch-diameter corrugated concrete drain pipes, hub end buried in the ground, and grouted solid. Numerous risers and their protective casings have been bent or damaged (Figure 187–Figure 188). During the development of this master plan, the City replaced 60 hose bibs, 86 vacuum breakers, and 124 quick couplers in the irrigation system at Oakwood Cemetery. It also purchased a total of 110 removable, transportable impact heads to be shared between the city cemeteries.



Figure 181. Partially collapsed wall section (John Milner Associates)

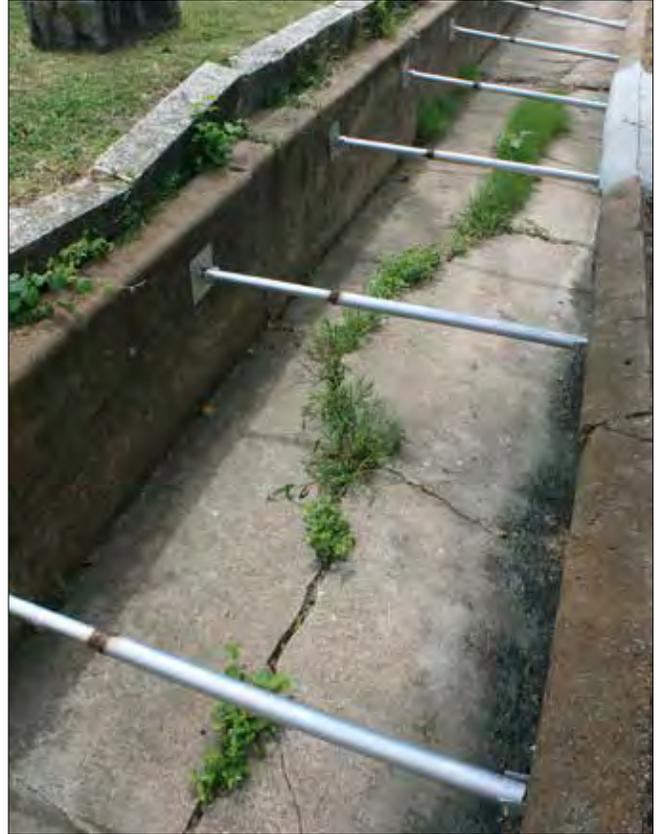


Figure 182. Cracked channel bottom (John Milner Associates)



Figure 183. Cast concrete and iron pipe spacers stabilize the channel in the northern portion of the cemetery. (John Milner Associates)



Figure 184. Recent repair of a collapsed wall segment (John Milner Associates)



Figure 185. Soil washout along the side of the channel (John Milner Associates)



Figure 186. Concrete swales added to mitigate erosion (John Milner Associates)



Figure 187. Iron pipe riser with hose bib (John Milner Associates)



Figure 188. Iron pipe riser with mineral deposits (John Milner Associates)

Structures

Buildings

Oakwood's Gothic Revival mortuary chapel is the only habitable building located within the cemetery. It stands on the north side of Main Avenue near the cemetery's west entrance (Figure 189–Figure 190). The chapel was designed by Austin architect Charles H. Page and constructed in 1914 by contractor James Waterson to replace a smaller building (the “dead house”) located at the west entrance gate. Built of rusticated ashlar limestone masonry, the chapel is asymmetrical in plan, with a rectangular sanctuary and a tower centered on its east side. The load-bearing masonry walls are buttressed and support heavy wood brackets and deep overhanging eaves. The doors and window openings are lancet arches created with smooth limestone units containing wood frames. The front-gabled roof is constructed of wood, with composition asphalt shingles, and is supported by decorative brackets at the front and back gables. A wooden-gabled hood, with a cross-timber design and decorative wooden brackets, shelters the front double door.



Figure 189. Oakwood Chapel (John Milner Associates)



Figure 190. The rear of the chapel (John Milner Associates)

Original plans have not been located, but it is thought that a nave and chancel originally comprised the main room. The tower room contained receiving vaults, which provided temporary storage for remains before a permanent location was excavated. In the mid-1940s, the interior of the Chapel was remodeled from plans designed by J. Roy White, City Engineer and dated April 12, 1944. These plans required removal of a platform that may have supported an altar, closed off what was probably the chancel to create a women's restroom, and enlarged a storage room in the back of the building. An area that likely was once the nave of the chapel became a waiting room. The tower was remodeled to become an office; cabinetry with a built-in safe was installed, and a window on the south wall was

enlarged, with the window specified to match those existing in the nave. The front doors were replaced to match the original. A low wooden railing to separate the waiting room from the office was also added at this time, as was additional trim at the ceiling. Asphalt tile was installed in the waiting room over what may have been the original concrete floor. At a later date, another frame and plaster partition was constructed to divide the main sanctuary into two rooms, creating front and back offices. A drop ceiling was installed in the front office.

The building was evaluated in 2008 by a structural engineer, who reported that the main problems affecting its structural condition are a result of differential settlement of as much as five inches, associated with seasonal weather variations, poor stormwater drainage, and possibly leaking plumbing. This settlement has led to significant cracking and lateral displacement of the limestone units of the masonry walls. The engineer recommended a program to reduce soil moisture variations, including controlling stormwater drainage, and to underpin the exterior walls of the building to provide more stability.

Other condition issues include badly degraded stone windowsills and coping stones, and open or badly eroded mortar joints. Inappropriate repairs, using Portland cement, have been made to some of the mortar joints. The limestone forming the tower and the north wall is badly stained with mildew, indicating that the walls are collecting and holding moisture that likely infiltrates from the tower parapet, window sills, and surrounding wet soils. This water is leading to deterioration of the limestone units and delamination of the interior plaster.

The original chapel roof was shingled in wood; when that was replaced by asphalt shingles, the flashing was not replaced between the tower and the main roof, and this area still leaks. The tower roof is also leaking. All of the exterior wood on the chapel is in poor condition, including some of the decorative wood brackets, which are rotted, as well as sills, frames, and sashes. Open joints are present on all of the windows and the trim, and the paint is checked, crazed, and peeling. The two exterior doors on the building's north side are in very poor condition. The main entrance door is in fair condition.

On the inside of the chapel, the floors are cracked and uneven and are covered in asbestos tile. Much of the interior lime plaster is intact, but water infiltration has caused the plaster keys to fail, and plaster has completely dislodged from the walls in many areas. In addition, groundwater has caused the wood frame of the northernmost partition to rot at the base, leaving large holes. The wooden ceiling and decorative beams are in good condition, but moisture and insects have caused damage to much of the interior woodwork below. Baseboards and windowsills show evidence of rot and termite activity, and in areas where the plaster has completely failed, baseboards and other woodwork have separated from the walls. Some of the wood trim is missing altogether. The existing electrical system in the chapel does not meet current code, and there are no heating or air conditioning systems in the building. The two restrooms are non-functional.



Figure 191. Lane mausoleum in Section 3 (John Milner Associates)

Mausoleums

Oakwood Cemetery contains five mausoleums in various styles, including Art Deco and Art Moderne. Four of the five are in very good condition. Exterior staining and exposed foundations are an issue on some of these, but they appear to be structurally sound (Figure 191–Figure 194). The Kreisle mausoleum, however, located in the southwest quadrant, is in need of exterior stabilization (Figure 195). This brick masonry load-bearing structure has been overlaid with concrete stucco, which is deteriorating rapidly. Because the mausoleum was situated in a wooded area, moisture accumulation, penetration, and biological growth have caused the concrete to spall and fail in many areas.



Figure 192. Hamilton mausoleum in Section 3, with some staining and an exposed foundation (John Milner Associates)



Figure 193. Davis mausoleum in Beth Israel #2 (John Milner Associates)



Figure 194. Mausoleum with flanking bronze statues (John Milner Associates)



Figure 195. The concrete-stucco-clad, brick masonry Kreisle mausoleum in Section 1 (John Milner Associates)

Fence System

Oakwood is entirely fenced along its perimeter with a six-foot chain link fence, topped in many places with a double row of barbed wire. The fence is in fair condition, due to rusting, missing or loose posts, and other damage (Figure 196). The barbed wire is missing in areas along the south and west sides. The gate is punctuated by the two formal entrances to the cemetery at either end of Main Avenue. A pedestrian gate along Martin Luther King Boulevard near the northwest corner of the cemetery is kept locked (Figure 197).

Along the southern half of the west boundary, the chain link fence sits atop a concrete retaining wall that runs from the west entrance to the cemetery to the southwest corner. At its highest point, the wall is seven to eight feet tall. The retaining wall likely was constructed between 1952–1964, possibly to reduce the steepness of Navasota Street. The wall shows many signs of repair and has been painted over many times to cover up graffiti (Figure 198).



Figure 197. A pedestrian gate in the northwest corner of the fence (John Milner Associates)



Figure 196. The chain link fence surrounding the cemetery (John Milner Associates)



Figure 198. A concrete retaining wall along the southwest corner (John Milner Associates)

The two formal entry points to Oakwood are centered on the east and west sides of the cemetery. The west entrance was constructed around 1913 and is composed of four rusticated granite columns, a double wrought iron gate for vehicles, two flanking wrought iron pedestrian gates, and flanking curved wing walls of rusticated granite masonry (Figure 199). Each of the four granite columns is topped by a decorative finial. The wrought iron gates are in good condition, but the masonry columns and wing walls are only in fair condition. Several of the masonry blocks on the north wing wall have been displaced, as have several blocks on one of the larger columns (Figure 200). The chain link and barbed wire boundary fence extends behind the stone entrance to discourage trespassing.



Figure 199. The west entrance to Oakwood Cemetery (John Milner Associates)



Figure 200. Several blocks on the north wing wall of the west entrance are displaced. (John Milner Associates)

The east entrance to Oakwood Cemetery matches the entrance to the Oakwood Cemetery Annex across Comal Street. It is composed of two matching yellow brick columns supporting a double vehicular gate of bent steel (Figure 201–Figure 202). Both the columns and the gates (painted black) are in good condition.

In addition to the boundary fencing, each of the Beth Israel cemeteries within Oakwood is fenced. Beth Israel #1, in the southwestern corner of the cemetery, is bounded by a metal picket fence and set with an ornate cast iron lichgate along its eastern side (Figure 203). Beth Israel #2, in the northwestern portion of Oakwood, is bounded by a low chain link fence. The fence has several double gates along each side, presumably to allow access for maintenance equipment (Figure 204). A cast iron lichgate, featuring a decorative arch, is located at the southwestern corner of the section (Figure 205).

A three-sided vertical board fence in the southeast corner of the cemetery partially screens soil and gravel piles from view (Figure 206).



Figure 201. The east entrance matches the entrance to Oakwood Annex. (John Milner Associates)



Figure 202. The yellow brick columns support steel gates. (John Milner Associates)



Figure 203. A metal picket fence and cast iron lychgate surround Beth Israel #1. (John Milner Associates)



Figure 204. A chain link fence surrounding Beth Israel #2 is set with several access gates. (John Milner Associates)



Figure 205. A cast iron lychgate is set in the southwest corner of Beth Israel #2. (John Milner Associates)



Figure 206. A vertical board fence screens soil and gravel piles in the southeast corner of the cemetery. (John Milner Associates)

Small-scale Features

Site Furnishings

Few site furnishings are present in Oakwood Cemetery. A few aluminum-slat litter receptacles are surface-mounted on concrete pads along both sides of Main Avenue (Figure 207). These were installed in ca. 2010 and are in good condition.

A number of directive and informational signs are located along Main Avenue, especially clustered near the two entrances (Figure 209, opposite page). Several Texas historic marker signs are located within the cemetery, one recognizing the cemetery itself and others identifying the graves of important persons in Texas history (Figure 210–Figure 211). A number of small informal signs are placed throughout the cemetery to give more information about prominent local citizens; some of these signs include text and others feature quick response (QR) codes that link to websites with information about the person (Figure 212). A covered kiosk just outside the chapel holds a cemetery map and other information about the cemetery and upcoming events (Figure 208).



Figure 207. Aluminum slat litter receptacles along Main Avenue (John Milner Associates)



Figure 208. A covered kiosk adjacent to the chapel provides information about the cemetery and events. (John Milner Associates)



Figure 209. Signs clustered along the east entrance (John Milner Associates)



Figure 211. An Official Texas Historical Marker next to a gravestone (John Milner Associates)



Figure 210. An Official Texas Historical Marker recognizing the cemetery (John Milner Associates)



Figure 212. Informal sign with a QR code providing a link to more information about the decedent (John Milner Associates)

Grave Furnishings

Oakwood Cemetery features a relatively small number of grave decorations, compared to the other historic city cemeteries. In a few family plots, benches are placed alongside graves or at the foot of graves (Figure 213), and a few instances of metal arbors and trellises are also present (Figure 214). Other decorative grave furnishings include chairs, sometimes with pedestals placed nearby to function as side tables.

A collection of grave furnishings that decorates the Robison family plot, at the western edge of Section 1, includes an arbor over a concrete bench, two plant stands, a small table, and a chair, all made of metal with embellishments (Figure 215).

In a few instances, silk flowers are placed at headstones, and small stones are placed on many of the grave markers in the two Beth Israel areas, in the Jewish tradition.

Utilities

Utility features in Oakwood Cemetery are limited to underground water and sewer lines, and one overhead electric line servicing the Chapel.



Figure 213. Benches are placed in some family plots. (John Milner Associates)



Figure 214. A metal arbor with climbing roses (John Milner Associates)



Figure 215. Grave furnishings in the Section 1 (McDoux Preservation)

SIGNIFICANCE

In order to develop treatment recommendations that are well-grounded in national standards, this master plan proposes areas and periods of significance, evaluates the cemetery under National Register Criteria, and determines its integrity. The applicable Criteria for Evaluation for Oakwood Cemetery are presented below, along with one Criterion Consideration. Per National Register requirements, except for archeological sites and cemeteries nominated under Criterion D, burial places must also meet the special requirements of Criteria Considerations C or D, which refer to graves and cemeteries, and possibly to A (religious properties) or other Criteria Considerations.

Criterion A: *Properties can be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.*

Oakwood Cemetery meets Criterion A because it was the first municipal cemetery in Austin and that the year of its first burial, 1839, was also the year that Austin was officially established. In addition, within its boundaries are buried persons from a wide range of ethnic, religious, social, and cultural backgrounds, overall representing the general composition of the citizenry of Austin into the early twentieth century.

Criterion B: *Properties may be eligible for the National Register if they are associated with the lives of persons significant in our past.*

Within Oakwood Cemetery are buried many influential citizens of the past from the areas of government, the military, architecture and art, education, land development, religion, political reform, and science, including prominent governmental and military figures, artists, local business and philanthropic leaders, educators and writers, and even a couple of notorious characters. These persons were important not only to the history of Austin, but many were also influential statewide and nationwide; therefore, Oakwood Cemetery meets Criterion B.

Criterion C: *Properties may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.*

Oakwood Cemetery meets Criterion C. It is significant for the location, forms, and the design of its markers and monuments, representing three periods of development of the typical Upland South cemetery: pioneer, transitional, and modern. Many of the markers and monuments, especially those installed before the arrival of the

railroad and mass-manufactured goods in 1871, may be found to be valuable works of important local craftspersons and artists. Others may also be found to be important examples of local folk art forms and traditions. A large number of the monuments and markers in Oakwood Cemetery represent the social and artistic values of the Victorian era, and in particular, the Victorian "cult of death," and its romantic and sentimental view of mortality. Many Victorian and later monuments also represent mechanized manufacturing processes that made items such as "white bronze" markers and cast iron fencing inexpensive for people to purchase, especially by catalog, and have shipped to Austin.

Criterion D: *Properties may be eligible for the National Register if they have yielded, or may be likely to yield, information important in prehistory or history.*

Because there is little written history of Oakwood Cemetery, archeological investigation may reveal even more information about the history of Austin and its people. Of particular interest is the area identified on older cemetery maps as the "Negro section," adjacent to the Chapel, where most African Americans were buried in the early days of Oakwood Cemetery. Few graves in this section are identified with markers, so it is possible that ground penetrating radar and other investigative techniques may reveal a good deal more information about their locations. These techniques similarly can also be applied to the areas along the east cemetery border, identified as "pauper grounds," also an area in which few graves are identified with markers.

Oakwood Cemetery may meet Criterion D.

Criteria Consideration D: *A cemetery is eligible if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.*

Refer to justifications for the Criteria above.

Period of Significance

The period of time during which a property acquired the characteristics that make it eligible for listing in the National Register or for designation as a local landmark is called the *period of significance*. This period often begins when the property was established or constructed, or when events or activities that contribute to the property's historic significance began to take place. The period of significance usually ends at least 50 years before the present date.

Based on Criterion A, the period of significance would begin when the City of Austin and the cemetery were established, in 1839. The end of the period of significance would be based on either the time when the property ceased to be associated with significant persons (Criterion B) or the end of the period during which significant architectural resources were constructed (Criterion C).

Oakwood Cemetery's period of significance was listed as "1839–1899, 1900 – " in the East Austin Multiple Resource Area listing on the National Register of Historic Places. The master plan team would define the period of significance as 1839–1950, in order to encompass the many city and state leaders who were buried during those years. Burials of significant persons continue through 1950, followed by a gap until the 1970s, when burials include a number of people significant in the development of the University of Texas. An end date of 1950 also encompasses the changes in marker styles through the nineteenth and twentieth centuries.

Integrity and Threats

To be eligible for National Register listing, a property must retain integrity to the period of significance. In general, Oakwood Cemetery possesses integrity from its period of significance (1839–1950). One of the reasons for this level of preservation is that Oakwood was sold out by 1917, when the Annex was opened, so there was little impetus to make changes that would have affected its integrity. Although the occasional monument may have been replaced by a family with a more modern version, and vegetation has died and been replaced, the cemetery generally retains its historic character. Threats to its integrity include ongoing issues with monument damage and theft, the loss of historic trees due to drought and disease, and changes to the setting of the cemetery on its north and west boundaries, which have degraded its viewsheds and increased noise levels, both of which detract from the cemetery's otherwise peaceful setting.

Assessment of integrity is based on an evaluation of the existence and condition of physical features dating from a property's period of significance, taking into consideration the degree to which the individual qualities of integrity are present. The seven aspects of integrity included in National Register criteria are location, design, setting, materials, workmanship, feeling, and association, as described below.

Location refers to the place where the historic property was constructed or the place where a historic event occurred. Overall, Oakwood Cemetery retains integrity in its historic form. The cemetery has not changed in its size or layout since 1917. No property has been deleted or added to the original 40 acres and, since that time, it appears that the circulation has also retained its original layout. In addition, Protestant traditions prevalent in the south typically dictated that burials not be located on sanctified church grounds. Like many other southern cemeteries of the pioneer phase, when it was established, Oakwood was situated on a high hill outside of the main community. The situation of burial sites on high grounds had a clear symbolic association with heaven.

Setting refers to the physical environment of a historic property. The integrity of the location of Oakwood Cemetery has been compromised by growth and sprawl of the city and the University of Texas (UT) surrounding it. Originally, the cemetery stood alone on a promontory overlooking the city and the area around it was slow to develop. One would have been able to see downtown Austin and the State Capital dome from the top of the hill, but that view is now obscured by houses and vegetation.

The construction of IH-35 had a negative effect on the original view from the cemetery and attracted related businesses, such as restaurants and hotels along the northwestern edge of the cemetery. An adjacent hotel looms over Oakwood, and the hotel parking lot abuts the cemetery fence; both are incompatible with the cemetery.

The growing campus of UT has had a negative effect on the setting on the northern side of the cemetery. Beyond Martin Luther King Boulevard (MLK) is Disch-Falk Field and its immense parking lot. Not only does the scale and design of the building clash with the character of the cemetery, but also, when the stadium is in use, the noise of the crowds and the number of cars disrupt Oakwood Cemetery's peaceful atmosphere.

Design is the combination of elements that create the form, plan, space, structure, and style of a property. **Materials** are the physical elements that were combined during a particular period of time and in a particular pattern or configuration to form a historic property.

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. Oakwood Cemetery retains its overall design from the period of significance, including its gridded arrangement of internal drives. However, while enough of the original materials and expressions of workmanship in the construction, decoration, and planting of the cemetery survive to communicate the cemetery's historic character and maintain integrity, many are vulnerable to a number of threats. Many early markers, particularly those crafted from marble or limestone, have been damaged and many others are threatened by damage resulting from local soil conditions that lead to tilting and falling. Many lengths of the Victorian metal fencing that once surrounded family plots have been stolen or lost to weathering or other damage. In addition, traditional plantings have been lost to lack of maintenance, drought, disease, or removal, particularly trees that have been perceived as hazardous and have been removed and not replaced. The evidence of workmanship as found in the markers, plot enclosures, planting design, and fencing within the cemetery is threatened due to weathering, vandalism or deferred maintenance. Oakwood Cemetery is also directly reflective of trends in vernacular cemetery design, particularly of the Upland South region, as well as national trends in monument and marker design and fabrication.

Association is the direct link between an important historic event or person and a historic property. The very nature of the cemetery as a burial place directly associates it with those historically prominent persons interred there. Oakwood Cemetery is still significantly intact enough to convey its association with hundreds of people who contributed to the history of Austin, many of them also important to the history of the State of Texas.

Feeling is a property's expression of the aesthetic of historic sense of a particular period of time. Although it stands in close proximity of several major urban roads, and commercial, institutional, and residential developments, by virtue of its physical separation from its environs and its abundance of green space, Oakwood Cemetery has a park-like ambiance. The retention and condition of the vast majority of historic monuments, with the exception of most original wooden markers, obviously portray the cemetery's historic function and continued use. Oakwood is a fairly tranquil space given its location, and, for the most part, visitors respect it as a place for contemplation and remembrance.

TREATMENT RECOMMENDATIONS

Overall treatment objectives for Oakwood Cemetery focus on:

- protecting and restoring historic markers, curbs, and fences;
- rehabilitating the drainage channel;
- caring for and replacing historic trees;
- restoring the historic entrance;
- improving the exterior appearance of the cemetery;
- rehabilitating and adaptively reusing the chapel;
- preserving unique works of art and craft;
- providing historical and wayfinding information; and
- repairing cemetery drives.

Treatment plans illustrating these objectives are presented at the end of this chapter.

Protecting and Restoring Historic Markers, Curbs, and Fences

Of primary concern to Oakwood Cemetery stakeholders are the poor conditions of grave markers, plot curbs, and plot fencing throughout the cemetery. Condition issues affecting all of these features include displacement, vandalism, theft, damage from falling tree limbs, deterioration from irrigation overspray, soiling from pollution and organic materials, and botanical growth. Refer to Chapter 3, General Management Guidelines, for protection and care of these types of features.

Drainage Channel Rehabilitation

In its current condition, the concrete drainage channel that runs through Oakwood Cemetery presents the greatest threat to public safety of any feature within the cemetery. In addition, should the walls collapse, the graves that line the channel stand a chance of losing their contents to a stormwater event. The following actions are recommended:

- Divert a portion of the stormwater that is flowing into the channel from the north to reduce the likelihood of flooding in the cemetery and further deterioration of the channel wall. PARD is in communication with Watershed Management about developing water diversion as a priority for a future bond program.
- Remove the concrete spacers installed in the 1960s and replace with steel bar spacers to match older spacers as needed for bracing (Figure 216). Attempt to set spacers in an evenly distributed pattern where required. Consider painting all metal bar spacers a dark, weathered bronze color to minimize glare, reflection, and visibility.
- Remove and replace, in-kind, any sections of the channel walls that are identified as hazardous by the city engineer. New sections must be of the same design and concrete mix and the original sections, including matching aggregates and exterior finishes.
- Restore the footbridges (originally located along Congress Avenue) in consultation with a materials conservator who specializes in the treatment of historic metals. Add interpretive signage to explain their origins.
- Retain and reset, as needed, the pipe guardrails on bridge and culvert crossings over the channel, in consultation with a materials conservator who specializes in the treatment of historic metals.
- Consider, as a long-term solution to risks associated with the drainage channel, partially filling the channel and planting to interpret the historic waterway or creek (Figure 217).



Figure 216. The dark, weathered surface of these steel spacers is ideal for minimizing glare, reflection, and visibility in the landscape. (John Milner Associates, 2014)



Figure 217. Adaptive re-use of the drainage channel as a bioswale planter is an option, as shown in this example. (EPA.gov)

Vegetation Management

Historic Trees

The primary goal of vegetation treatment at Oakwood Cemetery is to preserve and enhance the historic character of the cemetery through the protection of existing historic trees and the replacement of lost trees. In its early history, the cemetery was characterized by its groves of large, deciduous trees, as well as evergreen trees planted to ornament family plots. In the past ten years, drought conditions have stressed the historic trees of Oakwood Cemetery, leading to dramatic losses.

The cemetery team conducted a tree survey/inventory at Oakwood Cemetery in 2014 and identified 643 live trees and 550 stumps; these stumps represent the loss of 46 percent of the total number of trees known to have grown within the cemetery. This does not take into account wind-thrown trees or other trees for which no stump remains. Of highest concern is the ongoing loss of the large post oaks that pre-date the establishment of the cemetery. Most of these oaks are concentrated in the southwest corner of the cemetery, where they grow in the deep sandy loams of the Travis soil series that covers that area.

Preservation, care and maintenance of remaining historic trees, and replacement of lost trees is paramount to maintaining the integrity of the entire cemetery. The following actions are recommended for the vegetation within Oakwood Cemetery:

- Develop a construction-phase planting plan to replace trees that have been lost from the cemetery, based on the attached conceptual plan and further research based on early aerial photographs and any ground-level evidence, such as stumps. It is possible that volunteer shrubs or perennials may mark the previous location of a tree or may obscure a stump.
- Develop a maintenance regimen for the care of historic trees at Oakwood.
- Add compost, mulch, and water trees (as necessary and appropriate for each species) during periods of insufficient rainfall.
- Ensure that, over time, specimen trees remain as historic features within the landscape through a program of in-kind replacement.
- Remove volunteer trees (usually mulberry, hackberry, tree ligustrum, or gum bumelia) that threaten markers and plot enclosures. Retain other volunteer trees as needed for tree cover or to represent a lost historic tree.

Shrubs, Perennials, and Groundcovers

Oakwood Cemetery is only sparsely planted in ornamental shrubs, perennials, and groundcovers. Those plants that survive in the cemetery are proven to be tough, drought-resistant species and varieties. If private plantings in family or individual plots are desired, the species listed in the existing conditions section or other drought tolerant plants would be reliable. Otherwise, the following actions are recommended:

- Encourage garden clubs to investigate the antique shrubs, perennials, and groundcovers growing in Oakwood Cemetery. Consider supporting a propagation program for these antique plants and holding plant sale events to benefit cemetery care.

Turf

Ground level turf at Oakwood is actually a mix of lawn grasses and a wide variety of native and exotic herbaceous annuals and perennials, all of which are kept mowed to form an even surface.

- Discourage the growth of troublesome weeds, such as sandspurs in Sections 1 and 2, by improving soils, primarily by adding compost topdressing annually.
- Upgrade the irrigation system, replacing risers with ground level hose bibs or quick couplers that can be accessed by the public to water newly installed plants in individual or family plots, and by city staff to irrigate plant material and turf during times of drought.
- See “Cemetery Lawn Care” in Chapter 3 for more information.

Entrance and Appearance

Stakeholder concerns regarding the entrances and general exterior appearance of Oakwood Cemetery are focused on three issues: the condition of the west entrance gateway, the appearance of the west retaining wall, and the appearance of the rusting chain link fence that surrounds the cemetery.

West Entrance

This entrance was built around 1913. It has been damaged by vehicles and needs to be repaired. The following actions are recommended:

- Reconstruct the north wing wall: disassemble, documenting and numbering each stone as it is removed, noting how and with what fixtures and materials the wall was originally constructed. Reconstruct the wall, replacing each stone in its original location. If metal fasteners or dowels are required, use stainless steel or other non-oxidizing material. If mortar was originally used, match that mortar when re-setting and pointing the wall.
- Remove both vehicular gates and restore in consultation with a materials conservator.
- Reconstruct the north gate pier: Carefully remove and securely store the finial. Disassemble the pier, documenting and numbering each unit as it is removed, noting how and with what fixtures and materials it was originally constructed. Reconstruct the pier, replacing each stone and the finial in their original locations. If metal fasteners or dowels are required, use stainless steel or other non-oxidizing material. If mortar was originally used, match that mortar when re-setting and pointing the wall.
- Replace the gates, adding a compatible locking system that replaces the current lock-and-chain system.
- Develop a compatible intersection between the new boundary fence (see age 176) and the north and south walls, one which secures the cemetery while complementing the original design of the west entrance.

West Retaining Wall

A comparison of historic aerial photographs suggests that the poured concrete retaining wall, along the western edge of the cemetery where it shares a boundary with Navasota Street, was constructed between 1952 and 1964. The wall was poured in lifts in which the aggregate can be seen; the sandy, rounded, orange-brown aggregate appears to be locally derived, likely from the site. Unfortunately, the flat texture of the wall has invited graffiti, which is then quickly painted over by street maintenance staff. However, the painted surface provides an even more inviting surface for graffiti.

The following actions are recommended:

- Remove graffiti, instead of painting over it, using a product that is equivalent to “World’s Best Graffiti Removal System.” After removal, seal the wall surface so that it is easier to keep clear.
- Consider an Art in Public Places (AIPP) project to develop a mural to be painted on the west wall (Figure 218 and Figure 219). Invite local artists and other community members to propose subject matter and to, potentially, participate in the creation of the mural. Ensure that the mural is painted in a way that the original wall materials are visible between figures. Options other than a mural could be considered to improve the appearance of this wall.

The AIPP selection process is administered by a panel of volunteer visual arts professionals appointed by the Arts Commission. Any AIPP projects in City of Austin cemeteries would follow the standard process as outlined on the AIPP website: <https://austintexas.gov/department/aipp-policies>.



Figure 218. Example of a wall mural painted on a brick wall, but not obscuring the color and pattern beneath (Messenger-news.com)



Figure 219. Example of a wall mural painted on a concrete retaining wall, but not obscuring the color and pattern beneath (Charlottesvilledtm.com)

East Entrance

The east entrance gateway into Oakwood Cemetery was originally constructed with funds allocated by the Austin City Council in 1922.¹¹⁶ In 1980, it was demolished and replaced with the current gateway, likely to accommodate larger vehicles. The original entrance, which matched one at Oakwood Cemetery Annex, across the street (also altered in 1980), was comprised of a double set of brick gate piers framing a 12-foot-wide vehicular entrance set eight feet back from the street edge.¹¹⁷ The inside piers supported the entrance gate leaves and, together with the outside set, supported the pedestrian gate leaves. The outside piers also supported the boundary fence. The demolition drawings indicate that the original gateway piers were constructed of brick. When the entrance gateway was replaced, these four piers were removed and replaced with two new brick piers set 20 feet apart and 22 feet back from the street edge. The original vehicular and pedestrian gate leaves were combined to create the existing gate. The following actions are recommended:

- Clean and inspect the brick piers at the east entrance for condition issues.
- Remove, restore, and reset the gates.
- Add a locking system that replaces the current lock-and-chain system and is compatible with the historic gate.
- Consider, when feasible, reconstructing the original gateway configuration since Oakwood is no longer a fully active cemetery. This will contribute to restoring and maintaining the historic character of the cemetery.

Boundary Fence

Replace the existing chain link fence with a black metal picket fence to match the character of the east cemetery gates (see General Management Guidelines). Alternatively, the south boundary fence, since it is along an alley, could be replaced with a black, vinyl- or powder-coated chain link fence as a cost-saving measure. Consider adding a pedestrian gate midway along the south boundary fence, to provide easy access by nearby residents.

116. Minutes, regular meeting of Austin City Council, February 23, 1922.

117. "Oakwood Cemetery Gate Widening," City of Austin Department of Public Works, AFPC No. 607204, dated March 7, 1980, revised to add mowing strip, March 14, 1980.

Visitor Facilities

Visitor access and comfort are a high priority for Oakwood Cemetery stakeholders. The existing chapel building is being restored to be adaptively reused as a multi-purpose interpretive space, and will also provide on-site public restrooms. Other visitor accommodations needed at Oakwood include seating nodes located throughout the cemetery. These seating nodes could be located anywhere there is adequate public space, preferably in shaded areas.

Historical Information and Wayfinding

Stakeholders have asked that information be made available to the cemetery visitor to tell the story of the cemetery and the community it serves, with maps that can help visitors locate particular graves within the cemetery. A temporary kiosk was installed several years ago in front of the chapel, but it blocks views to the chapel and should be redesigned and relocated. In addition, the cemetery drives and sections are not identified, making it difficult to find particular graves. [See Chapter 3, General Management Guidelines, for more details.] To address these issues, the following actions are recommended.

- Design a new visitor kiosk, which should be located in the vicinity of the chapel. Archeological investigation is needed to determine the absence or presence of graves in the vicinity of the chapel, in order to site the kiosk. The design of the new kiosk should complement that of the chapel building.
- Install historical and wayfinding maps at the visitor kiosk. Consider incorporating QR codes that can be scanned using smart phones.
- Identify cemetery sections and drives with markers located at intersections. The markers should be durable and preferably of stone, concrete, or other material compatible with the historic character of the cemetery. Galvanized steel and unpainted aluminum are not recommended. The markers should be placed low to the ground or be thin and vertical in orientation.
- Consider installing informational signs at the graves of important community leaders. These signs should be simple, contemporary, and not distract from the historic character of the cemetery.
- Consider installing interpretive waysides to describe distinct historic sections of the cemetery .

Cemetery Drives and Sidewalks

Two condition issues affecting circulation features need to be addressed at Oakwood Cemetery: the restoration and maintenance of the central cemetery drive and sidewalks, and the treatment of the unpaved internal cemetery roads.

Some of the concrete curbs and sections of sidewalk along Main Avenue are stamped with their construction dates, indicating that the road was formalized with curb-and-gutter and lined with sidewalks between 1918 and 1924. This is likely when Main Avenue was paved in asphalt, which was a relatively new product. One of the brand names for asphalt that was heavily advertised in park and cemetery journals was "Tarvia," a viscous coal tar preparation used to make roads "dustless, mudless, waterproof, frostproof, and traffic-proof."¹¹⁸

All 18 intersections of the cemetery side roads with Main Avenue were also provided with concrete curb returns and a concrete road apron. It appears also that the concrete sidewalks may have extended across the end of each apron, but most of those have been damaged and removed, or are buried beneath layers of asphalt or gravel. Damaged portions of the curbs and sidewalks reveal that they were constructed using a layered technique in which the core of the curb is poured with a large stone aggregate mixed with cement, then finished with a one-inch layer of mortar made of fine sand and cement. Sometimes the bond between the two layers was not successful, resulting in the spalling of the fine exterior layer when subject to compression stress from vehicles. These curbs and sidewalks in Oakwood exhibit most of their damage at intersections of cemetery interior roads with Main Avenue. The following actions are recommended:

- Grind down the asphalt on Main Avenue to the original level, replace damaged concrete features as recommended, below, then re-pave with asphalt comprised of similar aggregate as the original paving.
- Replace all damaged lengths of curb and gutter, concrete aprons, and concrete sidewalks along Main Avenue, matching the original materials and workmanship in-kind. Consider changes to design that would support accessibility in compliance with the Americans with Disabilities Act (ADA). If damaged sections contain historic manufacturer's stamps, carefully saw-cut to remove these sections out and incorporate into the new curb and gutter in their original locations. If this is not feasible, carefully document the stamps and their context in photograph and map, then carefully remove and place in the cemetery archives.
- Avoid driving maintenance vehicles over sidewalks and curbs, when possible.



Figure 220. Removable steel bollards
(RelianceFoundry.com)



Figure 221. Steel bollards with chain
(RelianceFoundry.com)

One of the main causes of damage to these historic features is the continued vehicular access along all of the cemetery's internal avenues. The cemetery's original design did not provide enough space along its aisles to accommodate a modern vehicle's turning radius; large vehicles, trucks, and excavation equipment have to cut corners to make a turn, driving over curb returns and family plot enclosures, and compacting tree roots. The following actions are recommended:

- It is particularly important to close the southern half of West Avenue, the winding drive that leads through the oldest section of the cemetery, in order to protect markers and graves, many of which are especially vulnerable to damage as they are not protected by plot enclosures.
- At a point in the future when PARD personnel are on-site daily, limit vehicle access within the cemetery to Main Avenue, East Avenue, Bonita Street, South Street, Olivert Street, North Street, and Woodland Street north of Main Avenue, and the small length of road between Olivert and South streets and just east of West Avenue. Accomplish this by installing, on all other cemetery drives, either removable bollards at the centers of those drives or chain-and-post assemblies across the drives. These could be removed, if necessary, for maintenance access or for accessibility during special occasions, such as the religious services conducted by Temple Beth Israel every three years (Figure 220–Figure 221). Ensure that the bollards or chain and post assemblies are designed as part of the overall cemetery site furnishings plan.
- In all cases, limit event parking to the main cemetery drive and public streets outside the cemetery.

Note: New Interment Options

Several comments received from the community during the development of this plan requested that the City of Austin consider adding a scatter garden or columbarium (for the interment of cremated remains) to Oakwood Cemetery and/or Oakwood Cemetery Annex. Any future consideration of this suggestion would require, at minimum, archeological investigation to determine if any area within Oakwood Cemetery is available for that use. While historic city cemeteries in other municipalities have been "reactivated" in this way, such options may or may not be possible at Oakwood Cemetery or Oakwood Cemetery Annex and would require significant analysis and review.

PRIORITIZED PROJECT LIST AND ESTIMATE OF PROBABLE COSTS

Priority One

(to be completed within 1-2 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Limit vehicular access by adding bollards (assume 100 removable bollards at \$1,000 each).	\$100,000
Divert a portion of stormwater from the concrete channel.	\$500,000
Conduct GPR or utilize a similar technique to locate unmarked graves and extent of burials.	allow \$10,000
Replace shade trees (assume 54-4" caliper).	\$43,200
Survey grave marker conditions and prioritize for repair/ conservation/ resetting.	\$0 (to be completed by volunteers)
Upgrade irrigation system, replacing hose bib risers with ground-level quick couplers and hose bibs .	\$31,200 to finish converting 60 risers already equipped with new fixtures \$149,600 for full conversion of remaining 187 risers

Priority Two

(to be completed within 3-5 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Repair west cemetery entrance, including remove and restore steel gates.	\$50,000
Replace boundary fence with metal picket fence (4488 lf x \$40/lf), potentially at same time as Oakwood Cemetery Annex fence.	\$179,520
Rehabilitate Oakwood Chapel.	\$1,200,000
Document, stabilize, and preserve unique works of art and craft.	allow \$10,000
Repair and stabilize concrete channel (replace 50 concrete braces, paint 50 steel braces, replace 480 lf concrete ditch wall).	\$500,000

Priority Three

(to be completed within 5-7 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Grind down asphalt on Main Avenue, replace/repair curb and gutter, sidewalks, and road aprons, repave asphalt to match original. Grind down and replace asphalt (36450 sf x \$10/s = \$364,500) Replace ½ curb and gutter (1,260 lf x \$25 = \$31,500) Replace ½ sidewalks (5040 sf x \$5 = \$50,400) Replace 6 road aprons (225 sf x 6 x \$10 = \$13,500)	\$459,900
Add interpretive kiosk at chapel.	\$7,500
Place cemetery drive markers at intersections (assume 20 post-type hewn stone).	\$3,000
Install informational signs at graves of community leaders (assume 25 small metal, short post).	\$6,250
Install interpretive waysides for notable cemetery areas (assume 10 medium interpretive signs).	\$15,000
Remove east entrance gate piers and rebuild original in original location.	allow \$30,000
Redevelop concrete channel as a bioswale planter.	allow \$75,000
Remove and rehabilitate historic pedestrian bridges	allow \$50,000

PLANTING PLAN

Please refer to the Site Plan and Detail Plan on the following pages for locations of the plantings described below.

Supplemental Tree Plantings (in deep clay)

Preferred Plant Characteristics and Considerations:	Evergreen and deciduous trees in a variety of sizes and mature heights
Soils:	Silty clay from 8 to 36" deep
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Pecan, crape myrtle, Italian cypress, live oak, Eastern red cedar, arborvitae, cedar elm, yaupon, possumhaw, wax myrtle

Supplemental Tree Plantings (in sandy areas)

Preferred Plant Characteristics and Considerations:	Evergreen and deciduous trees in a variety of sizes and mature heights
Soils:	Fine sandy loam to 18" then red gravelly sandy clay to 50"
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Post oak, blackjack oak, Eastern red cedar, Ashe juiper, crape myrtle, cedar elm, arborvitae

REPLACE THIS PAGE
WITH
OAKWOOD SITE PLAN

REPLACE THIS PAGE
WITH
OAKWOOD CHAPEL
RESTORATION PLAN

Chapter 5

Oakwood Cemetery Annex

Oakwood Cemetery Annex is adjacent to, and expanded, Austin’s original city cemetery. This chapter contains a historical narrative of the Oakwood Cemetery Annex’s development, an examination of its historic integrity and significance, a discussion of existing conditions observed in the cemetery during the master plan team’s site evaluations, specific treatment recommendations, and a list of potential projects with cost estimates.

This chapter should be used in conjunction with the General Management Guidelines presented in Chapter Three. The General Management Guidelines include treatment recommendations that apply to all five historic city cemeteries; this chapter provides additional detail specific to Oakwood Cemetery Annex.

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HISTORICAL OVERVIEW

Oakwood Cemetery Annex was established as a city cemetery in 1915. Unlike its predecessor, which grew incrementally over time, the Annex was conceived in its entirety. The Oakwood Cemetery Annex reflects the both the rural cemetery movement and the lawn-park cemetery model, which influenced the design of both parks and cemeteries during the early twentieth century.

The Oakwood Cemetery Annex is located at 1601 Comal Street, near downtown Austin and east side neighborhoods including Upper Boggy Creek, Chestnut, and Swede Hill. Nearby neighborhood associations include the Blackland Neighborhood Association, East Austin Conservancy, Swede Hill Neighborhood Association, Oakwood Neighborhood Association, United East Austin Coalition, and the Davis-Thompson Neighborhood Association.

By the early 1900s, the City had begun to run out of lots for sale at Oakwood Cemetery. In response, citizens—including the ladies' Oakwood Cemetery Association—called on the City to enlarge the cemetery by purchasing additional land nearby. Mrs. Mary H. Mitchell, the Oakwood Cemetery Association president, wrote to Mayor J. T. Wooldridge and recommended that the City purchase land east of Oakwood Cemetery, expressing a concern that the older cemetery would be abandoned if a new one opened in a different location. In May 1912, the City issued bonds worth \$50,000 to fund the purchase of land for cemetery purposes.¹¹⁹

While the City was still in the process of purchasing land for the new cemetery, additional room was needed—especially for pauper burials—and the mayor proposed a plan in December 1913 to bury the indigent in tiers, two to a grave. The proposal was met with great public outcry; the cemetery association offered a counter-proposal to include in the new cemetery sufficient space so that the poor could be buried individually. The area eventually set aside for “God’s Acre” (a name suggested instead of “potter’s field”) is located on the eastern side of the cemetery, with a few additional scattered plots also reserved for the poor.

By 1915, the City had assembled an 18.8-acre tract, on the opposite side of Comal Street from Oakwood Cemetery, through multiple purchases. A gate house, designed by architect Hugo Kuehne, was built on the new tract around that time (Figure 222–Figure 224).

118. *Park and Cemetery and Landscape Gardening*, Vol. XXXI, No. 8 (Madison, Wisconsin: Allied Arts Publishing Company, October 1921), 223.

119. W. M. Walton, transcript of letter in reference to Oakwood expansion, Oakwood Cemetery files, Austin History Center.



Figure 222. Oakwood Cemetery Annex gate house (Undated photograph, Austin History Center)

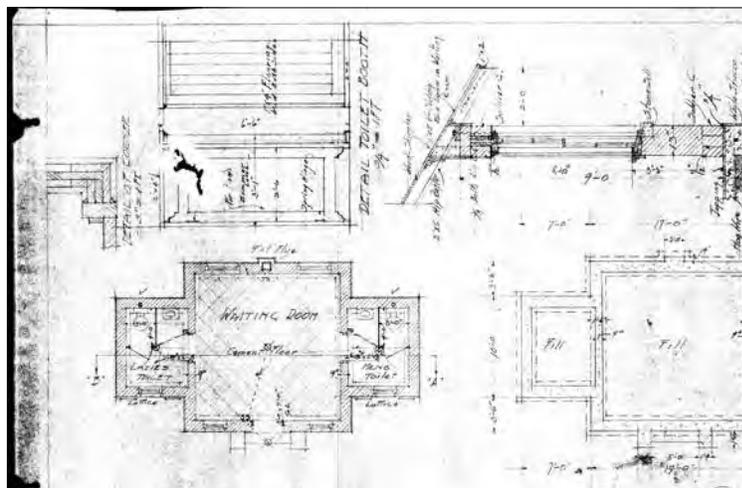


Figure 223. Oakwood Cemetery Annex gate house construction drawings, plan view (City of Austin)

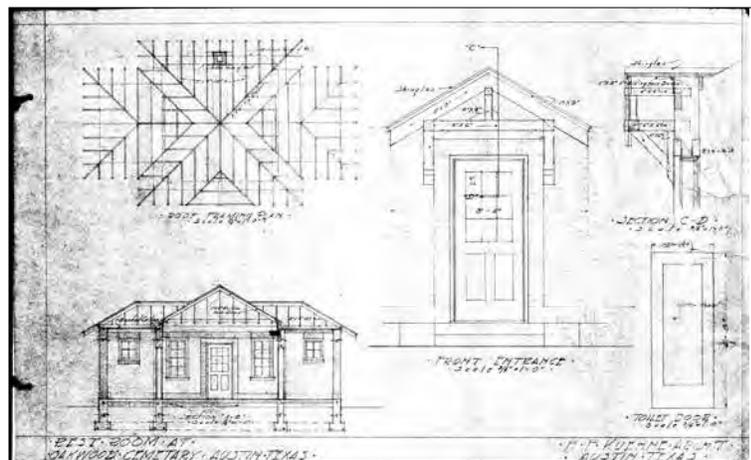


Figure 224. Oakwood Cemetery Annex gate house construction drawings, detail (City of Austin)

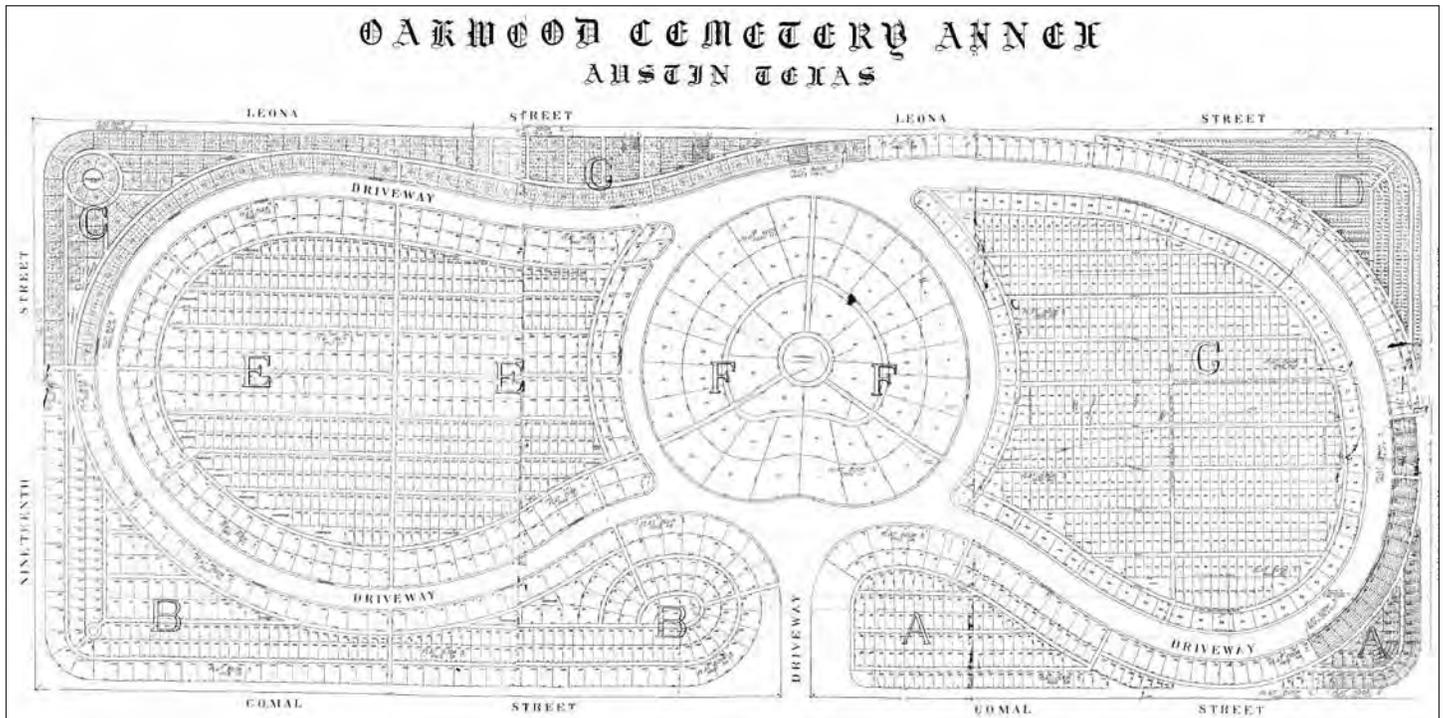


Figure 225. Map of Oakwood Cemetery Annex (Austin History Center)

The new cemetery, called Oakwood Cemetery Annex, was laid out by city engineer George S. Iredell and surveyed by Orin E. Metcalfe (Figure 225). It features picturesque curving drives in a bowtie shape, combining the traditional family-lot and east-oriented conventions of the Upper South folk cemetery, the curvilinear design of the rural cemetery movement, and the newer “landscape lawn” ideals espoused by Adolph Strauch in his design for Spring Grove Cemetery in Cincinnati, Ohio.

Strauch (1822–1883), a native of Germany, had trained as a horticulturist in the imperial gardens of Austria, and apprenticed at the Royal Gardens in Regent’s Park, London. While in London, Strauch met Robert Bowler, a wealthy industrialist from Cincinnati, Ohio.¹²⁰ When Strauch found himself delayed between trains in Cincinnati in 1852, he reconnected with Bowler, who hired Strauch to design his personal estate in the tony Clifton neighborhood. The landscape designer was soon hired by several other wealthy Clifton residents as well. Following the picturesque English model, Strauch removed fences and hedges to create expansive grassy lawns, punctuated by selective plantings and curved driveways. His employers then asked him to take on Spring Grove Cemetery.¹²¹

Strauch objected to the diversity of design in rural cemeteries, with their individualized markers and monuments and graveside plantings, which he considered cluttered and intrusive. His vision included an emphasis on large, customized monuments placed so that they would become part of the overall design, rather than scattered individual

120. George Tobey, “Adolph Strauch, Father of the Lawn Plan,” *Landscape Planning*, Vol. 2, 1976, 283–294.

121. Sloane, 99–100.

monuments. He instituted rules to prevent individual lot holders from conducting their own gardening activities, instead establishing a program of cemetery-managed planting and maintenance in order to achieve a unified appearance. To pay for this, Strauch offered an annual-care subscription for existing lot holders, with the option of purchasing perpetual care at a higher price. Strauch's changes were not readily accepted by lot holders, who accused him of being anti-American and a "heathen." Nevertheless, the cemetery board of directors hired Strauch in a permanent position, and his ideas would influence both the design and management of cemeteries throughout the twentieth century.¹²²

Strauch's work came at a time, after the Civil War, when the rapid growth of urban areas resulted in squalid living conditions for the poor and many immigrants. Reformers believed that well-designed urban planning could lead to social order and civic virtue, inspiring the lower classes to morality and social harmony. Architects and city planners responded by redeveloping commercial areas, creating systems of urban parks, and re-imagining city streets as tree-lined boulevards. The "City Beautiful" movement, as exemplified in the 1893 World Columbian Exposition in Chicago, merged classical architecture and nature in well-planned green spaces.¹²³

The death industry also was becoming professionalized at the end of the nineteenth century. Undertakers and embalmers gradually took over the role of funeral providers; cemetery superintendents arranged for burial and organized funeral processions. Gradually, the relationship between the living and the dead became more formal and distanced.¹²⁴

The combination of Strauch's landscape-lawn ideals with the City Beautiful's formalism and the remnants of the rural cemetery movement led to the development of "lawn-park" cemeteries like the Oakwood Cemetery Annex. The design of the Annex incorporated some of the "landscape-lawn" principles, including curving drives, more standardized marker designs, and fewer individual plantings at gravesites. The presence of family lots and series of similarly designed individual markers, however, continued the rural cemetery tradition—the "cluttered" appearance to which Strauch objected. However, fewer family lots or individual graves were surrounded by curbing or fences than in the earlier cemetery across the street.

It appears, though, that owners of plots at Oakwood Cemetery Annex ignored Strauch's admonitions regarding plantings. The photo below of graves at the Annex illustrates the continuing practice of mounding bare dirt over graves, as well as the exuberance of plantings throughout the cemetery, including what appears to be a pattern of planting arborvitae and glossy abelia at each grave site. Italian cypress specimens scattered about punctuate the scene. It is not known if this was an individual or city-sponsored practice, but most of these shrubs have since been removed.

122. Ibid, 104–105.

123. Ibid, 122.

124. Ibid, 120.

As shown in Figure 225, family lots along the roadways were platted in 1916–1917, laid out facing inward toward the driveways, rather than “feet to the east.” The rest of the lots were arranged in the traditional, eastward-facing orientation. Large family lots tend to be located in Sections B, E, and F, and along the roadways. Individual burials can be tracked by burial date, beginning in the northern part of Section C and moving generally south, in a clockwise direction, through Section D. Sections E, F and G were platted by the early 1930s. In 1926, the City re-subdivided Lots 159–176 and Lots 189–222 of Section A to create additional space for infant burials. Each original lot was subdivided to create between 11 and 35 new infant lots.¹²⁵ Most of those graves date from the 1920s to the 1950s, with the earliest of these on the east side of the space.



Figure 226. Undated photo of graves at Oakwood Cemetery Annex (Austin History Center, PICA 24968b)

Like Oakwood Cemetery, the Annex filled in with burials over much of the twentieth century. Some of the family lots include a large marker with the family surname in the less ornamented styles favored after 1900, while other family lots have no unifying monument. Individual grave markers within a family lot may be stylistically similar to one another and/or to the surname marker, if one is present. Overall, however, funerary sculpture is much less common in the Annex than in the older cemetery (Figure 226). The presence of markers for Mexican Americans is much more prominent, however, with these graves mostly found in Sections C and D and the southeastern part of Section G. Markers in the Mexican tradition are often handmade works of art and craft, many in the shape of a cross and/or embellished with tile and other decorations.

The gate house in Oakwood Cemetery Annex had fallen into disuse and disrepair by the early 2000s, but a recent restoration project has replaced the windows, door, and roof (Figure 228–Figure 229).

125. Minutes, regular meeting of Austin City Council, October 14, 1926.



Figure 227. Gate house, Oakwood Cemetery Annex, before restoration (Dale Flatt)



Figure 228. Gate house, Oakwood Cemetery Annex, during restoration (City of Austin)



Figure 229. Gate house, Oakwood Cemetery Annex, after restoration in 2013 (City of Austin)

HISTORICALLY SIGNIFICANT PERSONS

This list of historically significant persons is intended to be as inclusive as possible, given the availability of existing information. This project's scope and budget did not include extensive primary research. As a result, it is limited to those people for whom biographical information had been developed in the past. The master plan team recognizes that the historical record is not equitable and often has excluded non-white/Anglo people and women. This makes it impossible, within the constraints of this project, to adequately recognize people who may have been important community leaders or noteworthy for any number of reasons. This list of historically significant persons, therefore, is likely incomplete. Should additional information be developed in the future, consider making it available in the same location where this plan is published.

All information provided below is from the Handbook of Texas Online, published by the Texas State Historical Association at <http://www.tshaonline.org/handbook>, unless otherwise noted.

Architects and Engineers

Arthur Kilian Fehr (1904–1969), architect, in practice with Charles Granger Jr. as Fehr and Granger, which received state and national recognition and awards for their modern designs¹²⁶

Kilian Walter Fehr (1942–1995), architect, in practice with his father Arthur Fehr's partner Don Emerson (after Arthur's death) as Emerson Fehr

Edwin Clinton Kreisle (1888–1971), prominent local architect; designed the 1920 John W. Scarbrough House (Registered Texas Historic Landmark) and other residences in Austin; designed Austin Central Fire Station #1 (with Max Brooks); helped remodel the E. M. Scarbrough & Sons building in downtown Austin, where his architecture office was located

George Grover Wickline (1882–1943), state bridge engineer for the Texas Highway Department; credited with improving highway safety by reducing the number of at-grade railroad crossings across the state¹²⁷

Scientists and Inventors

Johan August Udden (1859–1932), geologist; professor of geology and natural history; director, University of Texas Bureau of Economic Geology, 1915–1932; received Swedish Order of the North Star, 1911, for distinguished service to science

126. "Biographical Note," Arthur Fehr Papers and Drawings Collection, Austin History Center, <http://www.lib.utexas.edu/taro/aushc/00353/ahc-00353.html>

127. Melinda Luna, "George G. Wickline, Texas' First State Bridge Engineer," *Texas Civil Engineer*, Fall 2013, Vol. 83, No. 4, 28.

Political and Civic Leaders

Rudolph Kleberg (1847–1924), attorney; newspaperman, co-founder and editor of the *Cuero Star*; as state legislator, helped to procure funds to establish the University of Texas and purchase the Alamo; U.S. Attorney for the Western District of Texas; U.S. Congressman

Walter Ewing Long (1886–1973), attorney and author; manager, Austin Chamber of Commerce; helped to organize the Colorado River Improvement Association, which later became the Lower Colorado River Authority (LCRA); founder and manager, Texas Legislative Service, 1925–1965; considered “the father of city planning in Austin”

Jane Legette Yelvington McCallum (1877–1957), suffragist, political leader and lobbyist; author; president, Texas Women’s Suffrage Association; Texas secretary of state, 1927–1933; member, first Austin city planning commission; first female grand jury commissioner in Travis County

Robert Thomas “Tom” Miller (1893–1962), prominent businessman and mayor of Austin (1933–1949 and 1955–1961), during whose tenure the City established many parks and playgrounds, Bergstrom Air Force Base, and a new Lake Austin dam; proponent of both New Deal and interstate highway construction projects that shaped the city and its development for many decades

Lala Fay Watts (1881–1971), suffragist; first Texas child welfare inspector, a position which she worked to establish; first chief, Woman’s Division, Bureau of Labor Statistics; lobbied to enact legislation to protect children and women workers; president, Texas Women’s Christian Temperance Union, 1922–1962

Writers and Artists

George Waverley Briggs (1883–1957), journalist, author, and managing editor of major newspapers throughout Texas; state commissioner of insurance and banking, 1918–1920; vice president, City National Bank/First National Bank, Dallas; wrote Digest of Texas Insurance and Banking Laws; responsible for the Texas trust act, the common trust fund act, and the Texas probate code

Business Leaders

Dr. Robert John Brackenridge (1839–1918), physician; businessman; president, Frontier Telephone and Telegraph Company; in 1914, helped to raise funds for new city hospital, which was renamed Brackenridge Hospital in his honor in 1930

Charles Taylor Rather (1855–1931), prominent businessman, plantation owner, and civic leader from Gonzales, Texas, who moved to Austin in 1911

Educators

Dr. Harry Yandell Benedict (1869–1937), professor of mathematics and astronomy; dean, College of Arts and Sciences, 1911–1927; dean of men, 1913–1920; president, University of Texas, 1927–1937

Carl William Besserer (1851–1931); musician, music teacher; owner, Buass & Besserer music store; son-in-law of August Scholz and manager of Scholz Garden; founder of bands and orchestras; co-founder, Austin Saengerrunde singing society; director, State Military Band

Edgar Elliott Bramlette (1860–1929), teacher; U.S. Consul in Germany, 1886–1889; Fort Worth superintendent of schools; president, John Tarleton College (now Tarleton State University); superintendent, Texas School for the Blind, Austin

Lilia Casis (1869–1947), professor, language scholar, University of Texas Dean of women; Casis Elementary School is named for her

Dr. Harry Winston Harper (1859–1943), great-great-grandson of Patrick Henry; first graduate dean of UT

Dr. Mary Sophie Young (1872–1919), botanist; instructor, University of Texas; led and greatly expanded the collection of the UT herbarium through travels throughout Texas

Law Enforcement

Roy Wilkinson Aldrich (1869–1955), Texas Ranger, 1915–1947; served as captain and quartermaster

EXISTING CONDITIONS

Ecological Setting

Being located directly adjacent to Oakwood Cemetery, Oakwood Cemetery Annex’s setting, watersheds, floral and faunal communities, underlying geology and karstic features are essentially identical. Accordingly, the reader should refer to the previous chapter for relevant description.

No City-defined Critical Environmental Features (CEFs) were observed in Oakwood Cemetery Annex during recent surveys.

Topography

Oakwood Cemetery Annex is relatively flat, with a high point of 591 feet above mean sea level (AMSL) in the northeast corner and sloping very gently in a southwesterly direction. There is a small knoll near the center of the southern portion of the cemetery, which falls gently east and west to an elevation of 556 feet AMSL. (Figure 230).

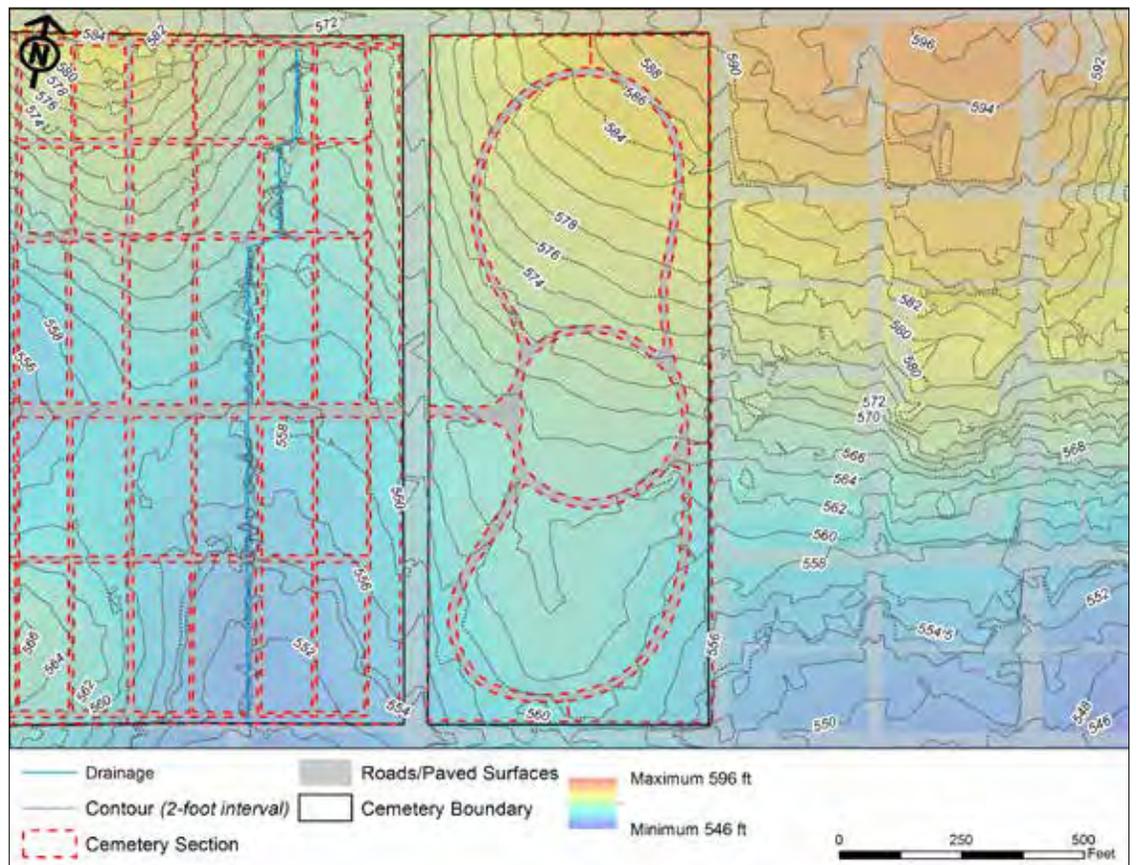


Figure 230. Topography of Oakwood Cemetery and Oakwood Cemetery Annex (Oakwood and Annex Topo; Project Team)

Soils

Oakwood Cemetery Annex contains two soils types: a combination of urban land and Austin and Brackett soils (UtD) makes up about 95 percent of the cemetery area, while a combination of urban land and Travis soils (TuD) makes up a small sliver of land at the southern edge of the cemetery (Figure 231).

Of the first type, urban land makes up about 40 percent, Austin soils about 30 percent, Brackett soils about 25 percent, and other soils about five percent. Urban soils are made up of a mixture of native and imported soils and other material and cannot be described unless specifically tested. Austin soils have a surface layer of very dark grayish-brown silty clay about 15 inches thick, and a second layer of brown silty clay, extending to about 36 inches, underlain with partly weathered chalk. Brackett soils have a surface layer of light brownish-gray clay loam about five inches thick, and a second layer of light yellowish-brown clay loam about eight inches thick, underlain by soft limestone.

The second type of soil present at Oakwood Annex consists of 45 percent Travis soils, about 35 percent urban land, and about 20 percent other soils. Travis soils have a surface layer of gravelly fine sandy loam about 18 inches thick with a second layer of red gravelly sandy clay to a depth of 50 inches. The urban land is of an unknown composition. Travis soils, being composed of sand and loam, are much more erodible than the Austin and Brackett soils, which are mostly clay.



Figure 231. Soils map, Oakwood Cemetery and Oakwood Cemetery Annex (Oakwood and Annex Soils; Project Team)

Cultural Setting: Previously Conducted Archeological and Historical Investigations

The Texas Historical Commission's Archeological Sites Atlas indicates that Oakwood Cemetery Annex, along with Oakwood Cemetery, was designated as site number 41TV1706. (Number conventions for Texas archaeological sites are as follows: "41" is Texas' place in an alphabetical list of the states; "TV" is an abbreviation for Travis County; and "1706" indicates that the site was the 1,706th recorded within Travis County at the time of its recording.)

Oakwood Cemetery Annex was listed in the National Register in 2003 as significant at the local level, meeting Criterion C in the areas of Art and Landscape Architecture as a cemetery that, in its grave markers and monuments, exhibits stylistic and design elements representing artistic trends of the early to mid 20th century, and meeting Criterion Consideration D at the local level as a cemetery with distinct design features and as the final resting place for a significant group of distinguished citizens. Those buried in the cemetery include persons of individual and collective importance that shaped the city's urban development.

Spatial Organization

Oakwood Cemetery Annex is located just to the east of Oakwood Cemetery and is surrounded by residential neighborhoods on its south and east sides. Its rectangular shape reflects its formation out of a number of platted residential lots purchased by the City of Austin. It is bounded on its north side by a major thoroughfare, which fronts an adjacent neighborhood and the University of Texas Disch-Falk Field baseball complex, visible northwest of the cemetery.

The cemetery boundaries are formed by roadways on all four sides: Martin Luther King, Jr. Boulevard (formerly 19th Street) to the north, Leona Street to the east, East 14th Street to the south, and Comal Street to the west. It is enclosed by a chain link fence topped by barbed wire. Since the Annex was established as an extension of Oakwood Cemetery, the site is accessed from Comal Street, directly across from Oakwood's eastern entrance.

The cemetery is generally symmetrical in design, featuring a radial hub design with curvilinear roadways to the north and south in a pseudo-bowtie pattern. The looping roads divide the cemetery into seven sections, labeled A–G, comprising three sections bounded by the drives, and four additional sections between the roadways and the cemetery boundaries. Grass pathways between burial plots further subdivide the cemetery sections.

Most of the graves within the cemetery face a generally eastern direction, per the Protestant Christian tradition (Figure 232). However, graves near the roadways and in the north and south sections do not follow that orientation. Graves along the roadside tend to face the curving roadways (Figure 233), while graves in the north and south sections tend to face south, probably due to site constraints. A few sections feature round nodes where burials are oriented toward a central point, creating a common “parkway” in the center. The cemetery is platted so that different plot sizes are available in different sections; the central hub and areas along the cemetery drives are mostly composed of family plots, while individual plots are available along the edges of the cemetery, and the southern portion is mostly composed of very small plots for infant burials.

In addition to the designed areas within the cemetery, clusters of mature shade trees tend to create distinct, though informal, spatial areas.



Figure 232. Most graves in Oakwood Annex are oriented to face east in the Protestant Christian tradition. (John Milner Associates)



Figure 233. Graves along the curved drives are oriented toward the roadway. (John Milner Associates)

Circulation and Access

Oakwood Cemetery Annex is accessed from Comal Street to the west, through a formal entrance mirroring that of Oakwood Cemetery just across the road (Figure 234). The straight entrance drive is lined with a deteriorating concrete gutter on both sides, with the cemetery gatehouse/restroom structure standing on the south side of the drive (Figure 235). The drive and, especially, the asphalt apron joining with Comal Street, show signs of having been widened in the past. Stripes of asphalt along the sides of the roadway are a significantly different color than the center, and a circular feature to one side of the drive just outside the entrance gate may be evidence of an additional access control feature (Figure 236).

Within the cemetery, the asphalt drives are curvilinear; the entrance drive joins a central circular roadway which has approximately symmetrical looping drives extending to the north and south, forming a rounded bow-tie shape. The looping roads are an organizing feature, both for cemetery burial sections and for roadside burials, which face the roadways rather than east. The cemetery includes no formal parking area; rather, cars park along the roadways, a practice that has eroded the edge of the roadway over time (Figure 237). The roadways are otherwise in fair to poor condition, with much cracking, settling, loss of surface material, and biological growth observed (Figure 238).



Figure 234. The entrance to Oakwood Cemetery Annex lies directly across Comal Street from the entrance to Oakwood Cemetery. (John Milner Associates)



Figure 235. The straight entrance drive is lined with a concrete gutter on both sides. (John Milner Associates)



Figure 236. The access drive to Oakwood Annex shows signs of having been expanded. (John Milner Associates)



Figure 237. The curving cemetery drives are deteriorated at the edges. (John Milner Associates)

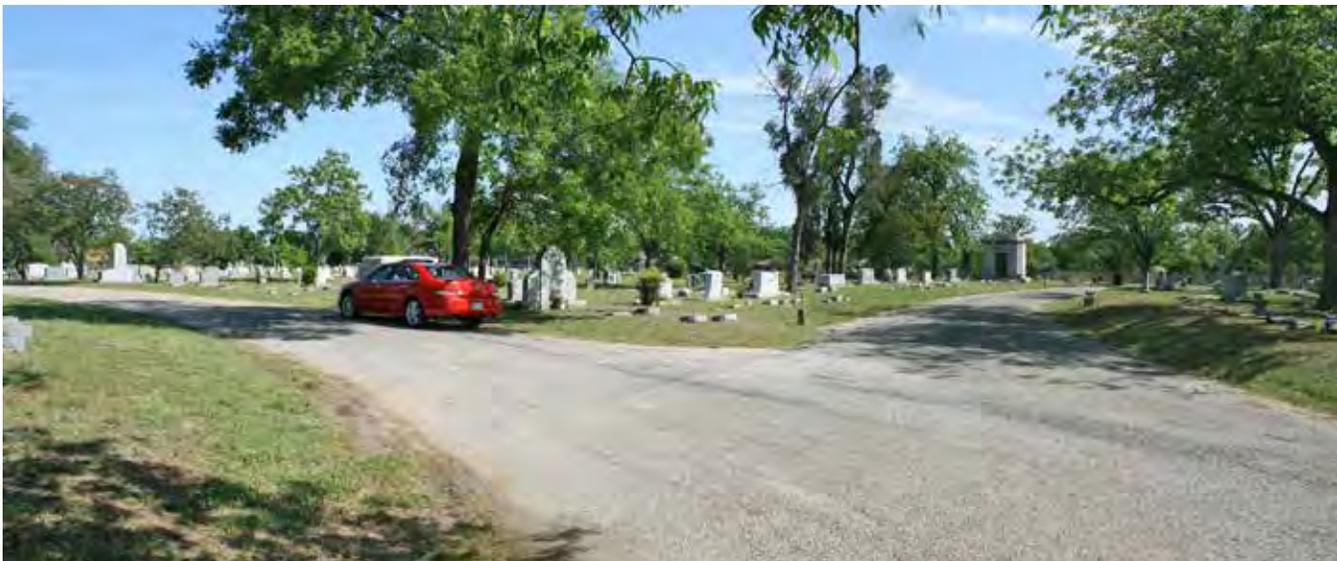


Figure 238. With no formal parking available, cars park along the edges of the cemetery drives. (John Milner Associates)

Pedestrian circulation within the burial areas is provided by grass pathways planned between grave plots, sometimes labeled as “parkways” on the cemetery plat. However, as space within the cemetery became scarce, the paths became obscured in some areas where headstones were placed in the pathway, outside a family plot.

A concrete sidewalk leads from the entrance road to the small restroom/gatehouse. Although the building is not open to the public, it should be noted that the pathway is not universally accessible, due to a single step at the start of the sidewalk (Figure 239).

In addition to the circulation within the cemetery, city sidewalks line the north and west sides of the site outside the boundary fence, along Comal Street and Martin Luther King, Jr. Boulevard. Truncated domes on concrete curb cuts flank either side of the cemetery entrance drive for universal access (Figure 240).



Figure 239. A concrete sidewalk and short set of steps lead to the restroom/gatehouse. (John Milner Associates)



Figure 240. City sidewalks line the cemetery along Comal Street (pictured) and Martin Luther King, Jr. Boulevard. (John Milner Associates)

Vegetation

Trees

A variety of mature trees are scattered throughout Oakwood Cemetery Annex (Figure 241). The most abundant are pecan (*Carya illinoensis*) and crape myrtle (*Lagerstroemia indica*); also present are arborvitae (*Thuja* sp.), Italian cypress (*Cupressus sempervirens*), Chinese tallow (*Sapium sebiferum*), Texas mountain laurel (*Sophora secundiflora*), post oak (*Quercus stellata*), live oak (*Q. fusiformis*), and Ashe juniper (*Juniperus ashei*). Many of the trees are in poor condition, with significant instances of dead wood. Some smaller trees, typically Italian cypress, ashe juniper, or crape myrtle, mark the corners of family plots or flanking headstones, mausoleums, or other markers (Figure 242, Figure 243).

A row of crape myrtles outside the boundary fence along Leona Street screens the cemetery from the adjacent residences.

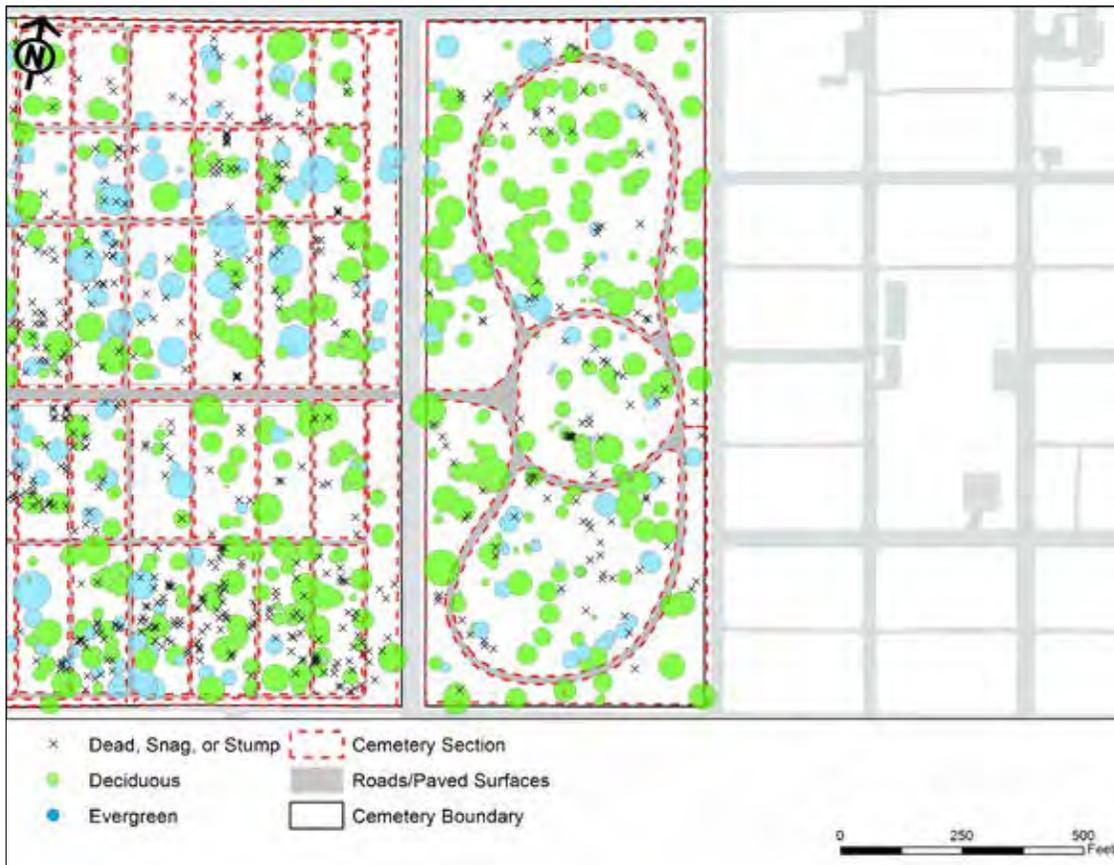


Figure 241. Trees in Oakwood Cemetery and Oakwood Cemetery Annex (Oakwood and Annex Trees; Project Team)



Figure 242. A pair of eastern red cypress flanking a headstone (John Milner Associates)



Figure 243. Crape myrtles mark the corners of a family plot. (John Milner Associates)

Shrubs, Vines, and Bulbs

Oakwood Cemetery Annex does not have an abundance of ornamental species associated with burial sites. Species present within the cemetery include ornamental grasses, boxwood (*Buxus sempervirens*), nandina (*Nandina domestica*), Dutch iris (*Iris germanica*), crinum lily (*Crinum asiaticum*), daffodil (*Narcissus* sp.), red yucca (*Hesperaloe parviflora*), Spanish dagger (*Yucca gloriosa*), rosemary (*Rosmarinus officinalis*), and Texas bluebonnet (*Lupinus texensis*). (Figure 244–Figure 247)



Figure 244. Boxwoods flank a family plot marker and delineate the top edge of the family plot. (John Milner Associates)



Figure 245. A group of Dutch iris planted in association with an individual burial (John Milner Associates)



Figure 246. Red yucca planted along the roadway (John Milner Associates)



Figure 247. This rosemary shrub has obscured the associated headstone. (John Milner Associates)

Grave Markers

Oakwood Cemetery Annex was established across the street from Oakwood Cemetery proper. It consists of seven sections, identified as A, B, C, D, E, F, and G.

Marker Types

Markers in this cemetery predominantly are made from granite and marble. Bronze Veterans Administration (VA) markers are often mounted on granite bases. Family plots often include primary surname markers accompanied by individual headstones, footstones, cornerstones, and in some cases, additional stones and/or planters at the sides of plots (Figure 248–Figure 252).

Individual grave markers include headstones, slant-faced markers, obelisks, above-ground tombs, and surface markers. Some feature elaborate three-dimensional carvings (Figure 253).

An especially popular marker design found in the Annex is the “draped top” style. In the photo on page 204, early (left) and late (right) versions appear side-by-side (Figure 254).

In Sections C and D, many Latino graves are marked with concrete crosses, handmade markers, or hornitos. Tile was a popular embellishment for these markers (Figure 255–Figure 259).



Figure 248. Family plot with a primary marker and headstones (John Milner Associates)



Figure 249. Family plot with primary marker and footstones (John Milner Associates)



Figure 250. Family plot without a primary marker (McDoux Preservation)

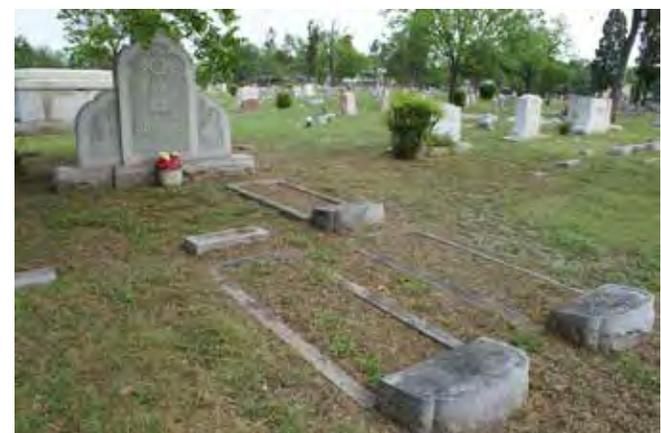


Figure 251. Family plot with primary marker, headstones, and individual curbing (McDoux Preservation)

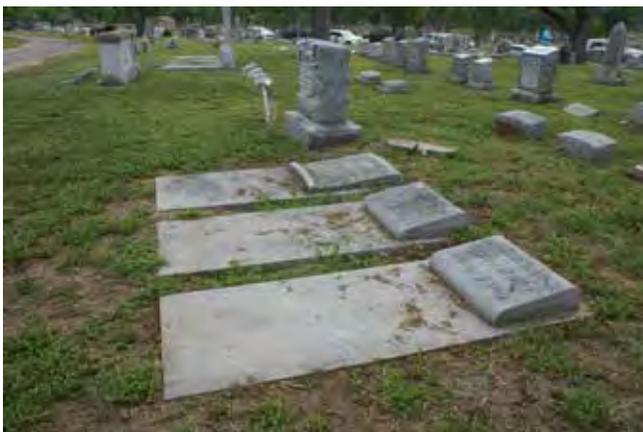


Figure 252. Family plot with matching slabs (McDoux Preservation)



Figure 253. Headstone with detailed carving (McDoux Preservation)



Figure 254. "Draped top" markers from 1915 and 1961 (McDoux Preservation)



Figure 255. Tiled cross (McDoux Preservation)



Figure 256. Tiled cross, close-up of inset photograph (McDoux Preservation)



Figure 257. Tiled cross (McDoux Preservation)



Figure 258. Hornito (McDoux Preservation)



Figure 259. Handmade marker (McDoux Preservation)

Adverse Conditions

Most of Oakwood Annex is in fairly good shape. Sections A, B, E, F, and G all contain relatively minor shifting of markers, biological growth, and encroaching vegetation (Figure 260, Figure 261).

Worn inscriptions, and some mower/trimmer damage in the infant area of Section A, along with dripping faucets and subsidence in Section E, were the only additional issues observed in the majority of the cemetery (Figure 262).

Sections C and D are in generally much worse condition. Severe tilting, exposed foundations, disassembly and cracking are present (Figure 263–Figure 267). Mower damage to marble markers was observed, along with massive damage to a limestone piece (Figure 268).

Footstones have been displaced and moved near headstones. Grass clippings, biological growth, staining, and soiling are prevalent. Marble markers are severely sugaring and cracked. In Section D, many taller monuments have come apart and are in pieces, except for Woodmen of the World tree-shaped markers. Some markers are in fragments or missing entirely.



Figure 260. Marker displaced by a nearby tree trunk (McDoux Preservation)



Figure 261. Marker displaced by adjacent tree roots (McDoux Preservation)



Figure 262. Dripping faucet with ponding (McDoux Preservation)



Figure 263. Sunken marker (McDoux Preservation)



Figure 264. Sunken monument (McDoux Preservation)



Figure 265. Sunken markers and curbing (McDoux Preservation)



Figure 266. Tilted markers (McDoux Preservation)



Figure 267. Severely tilted marker (McDoux Preservation)

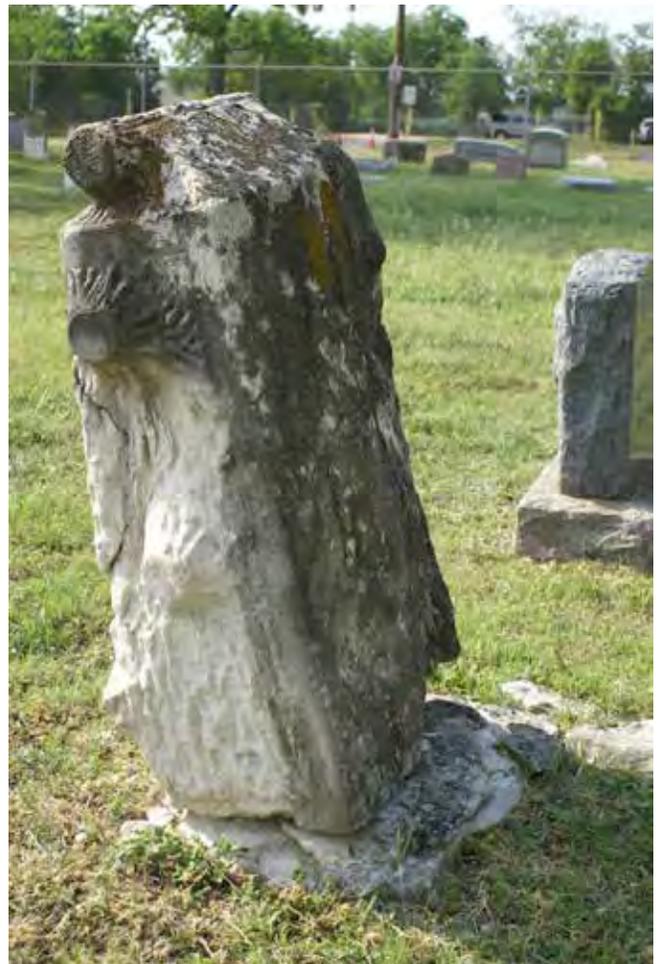


Figure 268. Severely damaged marker (McDoux Preservation)

Mower/trimmer damage was also observed, and one marker (which is not otherwise tilted or sunken) may have been displaced by contact with a mower or vehicle (Figure 269, Figure 270).

Two markers appear to have been painted with black paint (Figure 271).

Sections C and D are located at the west side of the cemetery, away from Comal Street. The markers in these sections are more modest than those in the sections closer to the cemetery entrance, and many of them are homemade. More Spanish surnames are present in this section. Concrete crosses are especially likely to be broken (Figure 272).



Figure 269. Trimmer damage to a crape myrtle (McDoux Preservation)



Figure 270. Displaced marker, possibly by contact with a mower (McDoux Preservation)



Figure 271. Marker with black paint (McDoux Preservation)



Figure 272. Broken cross (McDoux Preservation)

A large amount of grass clippings covered many monuments during site visits in April 2014. As shown, the clippings are piled on and stuck to markers of all types, and pieces of grass can be found in carved areas (Figure 273–Figure 274). This condition does not reflect PARD maintenance standards, but it is a common occurrence and creates an environment that can promote biological growth on markers. On the other hand, some grave markers are almost completely overgrown (Figure 276).



Figure 273. Grass clippings stuck to a marker (McDoux Preservation)



Figure 274. Grass clippings piled at the base of a marker and stuck to the surface (McDoux Preservation)



Figure 275. Grass clippings covering a tile-set bodystone (McDoux Preservation)



Figure 276. Overgrown marker (McDoux Preservation)

Plot Coverings

Plot coverings in Oakwood Cemetery Annex are highly variable and individualistic. Graves may be covered with ledger stones, slabs, or bodystones (Figure 277, Figure 278, see also Figure 252 on page 205). Other materials observed covering burial plots include gravel and plants (Figure 279).



Figure 277. Rough cut ledger stone (John Milner Associates)



Figure 278. A concrete plot covering set with decorative tiles (John Milner Associates)



Figure 279. Ornamental plants used as a plot covering (John Milner Associates)

Plot Enclosures

None of the family plots at Oakwood Annex feature the formal curbing common in Oakwood Cemetery. Instead, most family plots are marked with a central family monument. Several family plots feature either stone corner markers (Figure 280) or small trees marking the extents of the plot (see Figure 243, page 223).

Though there is no formal curbing of family plots, a number of individual graves are outlined with a variety of materials. Granite is the most commonly used material (Figure 281), but several more recent burials feature informal concrete masonry units outlining the burial site (Figure 282).



Figure 280. Flush stone monuments mark family plot corners. (John Milner Associates)



Figure 281. Granite curbs outline individual burials. (John Milner Associates)



Figure 282. A grave outlined with concrete masonry unit blocks (John Milner Associates)

Water Features

An underground iron pipe irrigation system was installed at Oakwood Cemetery and the Annex around 1971, as part of a city-wide initiative to improve city cemetery maintenance. Iron pipe risers, most terminating with a hose bib or a quick coupler for attaching an impulse sprinkler head, are located in a grid pattern throughout the cemetery. Most risers, which average a height of 30 inches, are encased in eight-inch-diameter corrugated concrete drain pipes, hub end buried in the ground, and grouted solid. Numerous risers and their protective casings have been bent or damaged. During the development of this master plan, the City replaced 58 vacuum breakers and 59 quick couplers in the irrigation system at Oakwood Cemetery Annex. The 110 transportable, removable impact heads purchased during the recent improvement effort will be shared amongst the City cemeteries, including this one.

Additional water features in the cemetery include concrete gutters lining both sides of the cemetery entrance drive, and several drop inlets along the side of the curving drives that tie into the underground municipal storm sewer system (Figure 283, Figure 284). Several of the drop inlets include an attached curb; it is possible that they were installed with the intention to tie into a future (but never realized) plan to install curbs lining the cemetery drives. The concrete gutters are in poor condition, exhibiting significant cracking and deterioration, while the drop inlets are in fair condition, with minimal cracking.



Figure 283. Concrete gutter along the cemetery entrance drive (John Milner Associates)



Figure 284. Drop inlet with curb; an irrigation riser embedded in concrete stands adjacent. (John Milner Associates)

Structures

Buildings

A brick Craftsman-style restroom building, designed by Austin architect Hugo Kuehne in the 1920s, stands on the south side of the cemetery entrance drive (Figure 285). The symmetrical building is constructed of light brown brick on a concrete foundation. A small brick chimney stands at the rear. The roof of this building was restored in 2012, through a joint effort by the Austin Historic Preservation Office, the Parks and Recreation Department, and Save Austin's Cemeteries. The project was funded in part by a Certified Local Government grant from the National Park Service, U.S. Department of the Interior, as administered by the Texas Historical Commission. The building has been recently renovated; see page 189.



Figure 285. An undated photograph of the restroom; note the trellises and adjacent arborvitae plantings. (PICA 25455, Austin History Center, Austin Public Library)

Two mausoleums also stand on the site. The Rather Family mausoleum, located in Section E, is a gabled Roman-style temple constructed of rusticated gray granite in an ashlar pattern (Figure 286). Remaining specimens of a row of cedars indicated that these trees would have formed a solid hedge behind the building, furthering its visual dominance. The Wooten Family mausoleum (Figure 287) is located in Section G and is also of gray granite, but in smooth ashlar blocks. The mausoleum has a small terrace in front on the north side. The imposing Moderne-influenced building features cut corners with fluting and a stepped roof line. Both appear to be in good condition.

Prior to the development of the property as a cemetery in 1915, several houses were located on the land. These houses were demolished for the development of the cemetery; there is no trace of them left on the site.



Figure 286. The Rather mausoleum (McDoux Preservation)



Figure 287. The Wooten Mausoleum (McDoux Preservation)

Fence System

The cemetery is bounded on all sides by a six-foot chain link fence topped with barbed wire (Figure 288). The fence is in fair condition, with portions exhibiting significant rusting.

The entrance to Oakwood Annex mirrors that of Oakwood Cemetery just across Comal Street. It is composed of two matching yellow brick columns supporting a double vehicular gate of bent steel. Both the columns and the black-painted gates are in good condition (Figure 289, Figure 290).



Figure 288. A chain link fence topped with barbed wire surrounds the cemetery. (John Milner Associates)



Figure 289. The entrance to Oakwood Cemetery Annex (John Milner Associates)



Figure 290. Brick column supporting a black painted metal gate (John Milner Associates)

Small-Scale Features

Site Furnishings

There are very few site furnishings at Oakwood Annex, apart from several signs clustered at the cemetery entrance. These include a PARD cemetery identification signs, and the regulatory and informational signs located at each of the historic cemeteries (see Figure 289, previous page).

Grave Furnishings

There are relatively few grave decorations at Oakwood Annex. A few burial sites feature decorative benches, while a few others feature silk flowers, urns, flower pots, or other garden ornaments (see Figure 282, page 236).

SIGNIFICANCE

Oakwood Cemetery Annex was listed in the National Register in 2003 as significant at the local level, meeting Criterion C in the areas of Art and Landscape Architecture as a cemetery that, in its grave markers and monuments, exhibits stylistic and design elements representing artistic trends of the early to mid-twentieth century, and Criterion Consideration D at the local level as a cemetery with distinct design features, and as the final resting place for a significant group of distinguished citizens. Those buried in the cemetery include persons of individual and collective importance who shaped the city's urban development.

Period of Significance

The period of significance for Oakwood Cemetery Annex was defined as 1915–1952, with significant dates of 1915 (the establishment of the cemetery), 1922 (construction of the Rather mausoleum) and 1941 (construction of the Wooten mausoleum).

Integrity and Threats

Oakwood Annex retains its integrity to the period of significance, ending in 1952. Threats to its historical integrity include the loss of trees, the burial of individuals in designated pathways, and its general appearance, due to the poor condition of its boundary fence and the loss of viewshed to the north due to the construction of the baseball stadium.

TREATMENT RECOMMENDATIONS

Overall treatment objectives for Oakwood Cemetery Annex are focused on:

- improving the exterior appearance of the cemetery;
- caring for and replacing historic trees;
- preserving unique works of art and craft;
- rehabilitating and adaptively reusing the entrance building;
- providing historical and wayfinding information; and
- repairing cemetery drives.

Treatment plans illustrating these objectives are presented at the end of this chapter.

Appearance

Stakeholder concerns regarding Oakwood Cemetery Annex include the poor appearance of the rusting chain link fence that surrounds the cemetery.

- Replace the existing chain link fence with a black metal picket fence.

Vegetation Management

Historic Trees

The primary goal of vegetation treatment at Oakwood Cemetery Annex is to preserve and enhance the historic character of the cemetery through the protection of existing historic trees and the replacement of lost trees. In the past ten years, drought conditions have stressed the historic trees of Oakwood Cemetery Annex, leading to dramatic losses. The cemetery team surveyed Oakwood Cemetery Annex in 2014 and identified 302 live trees and 101 stumps; these stumps represent the loss of 33 percent of the total number of trees known to have grown within the cemetery. This does not take into account windthrown trees or other trees for which no stump remains. Pecans and crape myrtles each comprise one-third of the total tree species remaining.

Preservation, care, and maintenance of remaining historic trees, as well as the replacement of lost trees, is paramount to maintaining the integrity of the entire cemetery. The following actions are recommended for the vegetation within Oakwood Cemetery Annex:

- Develop a phased construction planting plan to replace trees that have been lost from the cemetery, based on the conceptual plan, early aerials, and any ground-level evidence, such as stumps. Be aware that volunteer shrubs or perennials may mark the previous location of a tree or may obscure a stump.

- Develop a maintenance regimen specifically tailored for the care of historic trees.
- Compost, mulch, and water trees (as necessary and as appropriate for each species) during periods of insufficient rainfall.
- Ensure that, over time, specimen trees remain as historic features within the landscape with a program of in-kind replacement.
- Remove volunteer trees (usually mulberry, hackberry, tree ligustrum, or gum bumelia) that threaten markers and plot enclosures. Retain other volunteer trees as needed for tree cover or to represent a lost historic tree.

Shrubs, Perennials, and Groundcovers

Oakwood Cemetery Annex is only sparsely planted in ornamental shrubs, perennials, and groundcovers. Those plants that survive in the cemetery are proven to be tough, drought-resistant species and varieties. If private plantings are desired in family or individual plots, provide guidance using the species listed in the existing conditions section or other drought-tolerant plants would be reliable.

Traditionally, arborvitae, abelia, and Italian cypress were planted in the cemetery. The first two species would continue to be a good choice, but Italian cypress does not thrive in Austin's relatively humid climate, becoming susceptible to spider mite infestations.

Turf

Ground-level turf at Oakwood Cemetery Annex is a mix of lawn grasses and a wide variety of native and exotic herbaceous annuals and perennials, all of which are kept mowed to form an even surface.

- Discourage the growth of troublesome weeds by improving soils by adding compost topdressing annually.
- Upgrade the irrigation system, replacing risers with ground-level hose bibs and/or quick couplers that can be accessed by the public to water newly installed plants in individual or family plots, and by city staff to irrigate plant material and turf during times of drought.
- See "Cemetery Lawn Care" in Chapter 3 for more information.

Grave Markers and Decorative Objects

Grave markers in Oakwood Annex Cemetery are primarily of granite; however, numerous hand-crafted markers can be found within the cemetery, many of which appear to be made by the same artist. The following actions are recommended:

- Protect, preserve, repair, and conserve cemetery markers, including unique works of art and craft.
- Document, as a high priority, the many delicate and hand-made markers within the cemetery that are threatened by weathering, vandalism, and maintenance damage.
- Conduct further research through oral history to identify the craftspersons who created these markers; consider including this information in the history of the cemetery.
- Avoid using riding mowers and metal core trimmers in the vicinity of all markers and plot enclosures.
- Encourage plot owners to establish groundcovers within curbed or edged plots to reduce the amount of mowing and trimming required.
- Reset tilted markers to their original position, adding a compacted gravel base when resetting to minimize settling.
- Repair damaged markers, using techniques as directed by a materials conservator specializing in historic marker material.
- Clean markers as recommended in Chapter 3, General Management Guidelines.

Visitor Accommodation

The original cemetery building that stands at the entrance to Oakwood Annex Cemetery has been recently restored. Parks and Recreation is currently using the building to store orphaned cemetery markers. Other visitor accommodations are needed, including seating nodes located throughout the cemetery. The following actions are recommended:

- Provide an accessible parking space across the entrance drive from the cemetery building.
- Consider adding benches within the public areas of the cemetery identified on the plat as “parkways.” These public seating areas could be provided with small shade trees.

Historical Information and Wayfinding

Stakeholders have asked that information be made available to cemetery visitors to tell the story of the cemetery and the community it serves, including a map to help visitors locate individual graves. Wayfinding currently is difficult because the cemetery drives and sections are not identified. To address these issues, the following actions are recommended:

- Design a new visitor kiosk, which should be placed next to the proposed parking area across from the cemetery building and designed to complement that building.
- Install historical and wayfinding maps at the visitor kiosk. Consider incorporating QR codes that can be scanned using smart phones (see Figure 26, page 80).
- Identify cemetery sections and drives with markers located at intersections (see Figure 23, page 80). The markers should be durable and made of stone, concrete, painted or weathered steel, or other material compatible with the historic character of the cemetery. Galvanized steel and unpainted aluminum are not recommended. The markers should be placed low to the ground or be thin and vertical in orientation.
- Consider installing informational signs at the graves of important community leaders. These signs should be simple and contemporary in design, so as not to distract from the historic character of the cemetery (see Figure 25, page 80).
- Consider installing informational signs that interpret works of craft within the cemetery. These signs also should be simple and contemporary in design.

PRIORITIZED PROJECT LIST AND ESTIMATE OF PROBABLE COSTS

Priority One

(to be completed within 1-2 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Replace boundary fence with metal picket fence (2914 lf x \$40/lf), to include a pedestrian gate on the east (Leona Street) side, potentially at same time as Oakwood Cemetery fence.	\$116,560
Evaluate marker conditions (continuing volunteer project?).	\$0 (to be completed by volunteers)
Replace dead/poor shade trees (assume 119-4" caliper x \$800)	\$95,200
Upgrade irrigation system, replacing rotors with ground-level quick couplers and hose bibs	\$50,000

Priority Two

(to be completed within 3-5 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Document, stabilize, and preserve unique works of art and craft	allow \$10,000

Priority Three

(to be completed within 5-7 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Place cemetery drive markers at intersections (assume 6 post-type hewn stone)	\$900
Install informational signs at graves of community leaders (assume 10 small metal, short post)	\$2,500
Install interpretive waysides for notable cemetery areas (assume 5 medium interpretive signs)	\$1,250
Remove entrance gate piers and rebuild original in original location	\$ TBD
Adaptively reuse cemetery building	\$ TBD

PLANTING PLAN

Please refer to the Site Plan and Detail Plan on the following pages for locations of the plantings described below.

Oakwood Annex Entrance Area

Preferred Plant Characteristics and Considerations:	Evergreen and deciduous trees in a variety of sizes and mature heights
Soils:	Silty clay from 8 to 36" deep
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Pecan, crape myrtle, Italian cypress, live oak, Eastern red cedar, arborvitae, cedar elm, yaupon, possumhaw, wax myrtle

Supplemental Tree Plantings (throughout cemetery)

Preferred Plant Characteristics and Considerations:	Evergreen and deciduous trees in a variety of sizes and mature heights
Soils:	Silty clay from 8 to 36" deep
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Pecan, crape myrtle, Italian cypress, live oak, Eastern red cedar, arborvitae, cedar elm, yaupon, possumhaw, wax myrtle

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OAKWOOD ANNEX
SITE PLAN

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OAKWOOD ANNEX
ENTRANCE DETAIL
PLAN

Chapter 6

Plummers Cemetery

Plummers Cemetery was established in 1898 as a private cemetery serving Austin’s African American community. This chapter contains a historical narrative of Plummers Cemetery’s development, an examination of its historic integrity and significance, a discussion of existing conditions observed in the cemetery during the master plan team’s site evaluations, specific treatment recommendations, and a list of potential projects with cost estimates.

This chapter should be used in conjunction with the General Management Guidelines presented in Chapter Three. The General Management Guidelines include treatment recommendations that apply to all five historic city cemeteries; this chapter provides additional detail specific to Plummers Cemetery.

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HISTORICAL OVERVIEW

Plummers Cemetery is a historically African American, Upper South folk cemetery, containing family plots, handmade markers, and examples of art and craft. It is located at 1150 Springdale Road, on the east side of Austin near the intersection of Springdale Road and Airport Boulevard. Nearby neighborhood associations include the East MLK (Martin Luther King) Combined Neighborhood Association, the East Austin Conservancy, and the M.E.T.S.A. (MLK, Ed Bluestein, Tannehill, Springdale, Airport) Neighborhood Association.

The development of Plummers Cemetery is largely a matter of speculation today, as the records available are limited; while the intensive research needed to write a complete history of the cemetery was not within the scope of this plan, the following information should provide a useful starting point for future researchers.

Plummers Cemetery was likely established prior to 1898, the death year of Jack Jones, possibly the first person interred in the cemetery with a marker.¹²⁸ The cemetery may have been known as Mount Calvary Cemetery,¹²⁹ not to be confused with another Mount Calvary Cemetery (located elsewhere in the city). The cemetery was named for Thomas P. Plummer (1860–1926), an African American Texas native who owned a farm in Travis County in 1900¹³⁰ and later worked as the cemetery sexton. Thomas' wife Mattie, who died in 1909, is buried at Plummers Cemetery near the top of the hill. Thomas Plummer briefly established the Capital City Burial Association, a fraternal beneficiary association, in June 1908;¹³¹ whether that organization was ever a going concern is unknown. He failed to file its annual report in 1909, and the association subsequently may have been dissolved.¹³²

A variety of public records from the early 1900s include references to Thomas Plummer as the sexton of Mount Calvary Cemetery. It is possible that two "Mount Calvary" cemeteries were established, one for white people and one for black people. Even during the 1920s, the cemetery was known variously as both "Mount Calvary" and "Plummer's." (Over time, the apostrophe was dropped.)

Plummer, who resided at 1606 Gregory Street, died on May 7, 1926 at the age of 71. His death certificate gave his occupation as "grave sexton" and stated that he was buried at "Mt. Calvary Cemetery." His daughter, Annie Plummer, provided the information for the death certificate.

128. City of Austin Cemetery Records for Plummers Cemetery, Austin History Center.

129. Deed of sale, Travis County Property Records, Vol. 354, 228–229.

130. 1900 U.S. Census records, Precinct No. 3 (Austin), Enumeration District No. 109, Sheet 14.

131. *Annual Report*, Texas Board of Insurance Commissioners, Vol. 33, pages 39 and 148. (Austin: Von Boeckman-Jones Co., 1908)

132. "File No Annual Statement," *The Daily Express* (San Antonio, Texas), Vol. 44, No. 205, Ed. 1 Saturday, July 24, 1909.

A few years earlier, in November 1923, Thomas Plummer had sold the cemetery (with the exception of Blocks 4 and 5, as well as “those lots in said cemetery heretofore sold to private individuals”) to one Sylvester Plummer, of Travis County, for \$300. The deed conveying the property stated that Sylvester Plummer “is now and shall remain sexton of said cemetery and have the exclusive overseeing of all interments in said lots herein conveyed.”¹³³

Based on research conducted for this report, it appears that “Sylvester” may have been a nickname for “Thomas (Tom) Sylvester,” possibly because multiple people named “Tom Plummer” lived in Austin during the early 1900s. The deed of sale conveying Plummers Cemetery to the City of Austin references Thomas Sylvester Plummer, and Ida Plummer is listed in both City Directories and Census data as living with “Sylvester,” “Tom P. Plummer,” or “Thomas S. Plummer.”

Another, possibly related, Thomas W. Plummer and his wife Arbella White Plummer are buried at Plummers Cemetery, but whether or how any of the Thomas Plummers are related is unknown.

No map of grave lots has been located for Plummers, and early twentieth century burial dates appear to be located throughout the site. Some family plots were clearly purchased as a unit and occupied over time, as in the other city cemeteries, but the condition or lack of grave markers makes the development of the cemetery difficult to determine today. However, although burials appear to have slowed here after the 1960s, they have continued through 2014. A contemporary map of existing gravesites has been created by Save Austin’s Cemeteries founder Dale Flatt and informs the treatment plans for this cemetery.

133. Deed of sale, Travis County
Property Records, Vol 354, Page
228.

An aerial photograph taken in 1952 (Figure 291) shows that the cemetery had three access points: one being today's entrance, the second being located approximately 210 feet northward along Springdale Road, and the third being located approximately 160 feet farther north along the road. The second driveway entrance connected to the internal cemetery drive and may have created a second loop. The third cemetery entrance appears to have also served as a driveway for a house that was located close to the road and may have served as the sexton's residence.

The severe drought of the 1950s may have contributed to the loss of trees in the cemetery, as shown in an aerial photo from 1969 (Figure 292). However, rows of trees parallel to grave sections are still visible, although a comparison of later maps indicates that many of these trees were removed in the 1970s.

The roadways in the cemetery appear to have been paved with gravel during the mid-twentieth century; today, they are still visible but have become grassy paths. The wooded area around the cemetery's perimeter has grown into what had been grassy lawn, and may now obscure older graves and markers.



Figure 291. Aerial photo of Plummers Cemetery as it appeared in 1952, with the addition of stars to indicate the locations of the three cemetery entrances (City of Austin)



Figure 292. Aerial photo of Plummers Cemetery as it appeared in 1969 (City of Austin)

The cemetery is relatively small—only about eight acres in size—and burials have taken place fairly continuously throughout the 20th century and into the present day.

Plummers Cemetery contains a variety of handmade, craftsman carved, machine carved, and military grave markers. Many of the handmade markers are poured concrete with inset letters and are notable for the content of the aggregate, which in many cases features large pieces of mica, a stone with high reflectivity, mixed into or pressed into the surface of the concrete.

HISTORICALLY SIGNIFICANT PERSONS

Plummers Cemetery contains the graves of several hundred people, although the exact number is unknown and many graves may be, at this late date, unmarked. In addition, the previous use of the name “Mount Calvary” for both this cemetery and another extant cemetery makes this research difficult, as death certificates listing “Mount Calvary” might refer to either cemetery. Extensive additional research, beyond the scope of this project, is needed to better identify the people who are buried at Plummers Cemetery and their place in the history of Austin and Austin’s African American Community.

One significant person known to be buried in this cemetery is:

Tom Sylvester Plummer (1902–1986), businessman; first black deputy sheriff in Travis County, 1949–1953, 1968–1972, 1973–1976; organizer, El Dorado social club

EXISTING CONDITIONS

Ecological Setting

The acid soils at Plummers Cemetery support vegetation and flora that are distinct from those on the other associations found in the area. The typical vegetation on these soils is a mix of post oak/blackjack oak/Eastern red cedar woodlands and patches of mid- to shortgrass grasslands. At the flora level, this association is home to many species commonly found on the sandy acid soils of eastern Texas but seldom, if ever, found on the clayey alkaline soils in the other 97 percent of Travis County. Plummers contains an abundance of cedar elm, with a few oaks and Eastern red cedar trees. There is at least one protected tree at Plummers—a huge American elm near the eastern boundary of the site.

Plummers Cemetery is partially developed and situated in an urban area. In the developed areas of the cemetery, where vegetation is maintained to create a park-like setting studded by shade trees, the woody vegetation attracts common urban wildlife species, including many birds and a few mammals such as squirrels, raccoons, and opossums. The undeveloped wooded area in the western part of the park bordering the floodplain of Tannehill Branch provides cover, foraging area, and habitat for more wildlife. However, because invasive exotic species such as Chinese privet have largely taken over the understory, and due to the density of vegetation in these areas, and their relatively limited extent, the cemetery provides marginal wildlife habitat and is unlikely to contain suitable habitat for the listed species tracked by TPWD in Travis County (TXNDD, 2014). Frequent mowing and other disturbances also make the maintained areas unsuitable as habitat for protected plants.

Plummers Cemetery is located in Karst Zone 4, which includes areas which do not contain endangered cave fauna. No City-defined Critical Environmental Features (CEFs) were observed in the cemetery during recent surveys.

Topography

Plummers Cemetery is organized along the edge of a broad ridge that extends from the east (Figure 293). The highest point in the cemetery occurs at about the midpoint of the eastern boundary, with an elevation of 538 feet above mean sea level (AMSL). The ridge slopes gently westward, and is punctuated by two drainage channels that flow toward Tannehill Branch to the west, dividing the site roughly into three distinct knolls (Figure 294 on page 234). A slight rise in the southernmost knoll contains the looped vehicular drive. At the western edge of the ridge, the land slopes sharply down to join the Tannehill Branch floodplain. This steeply sloped area is entirely wooded and has no known burial sites.

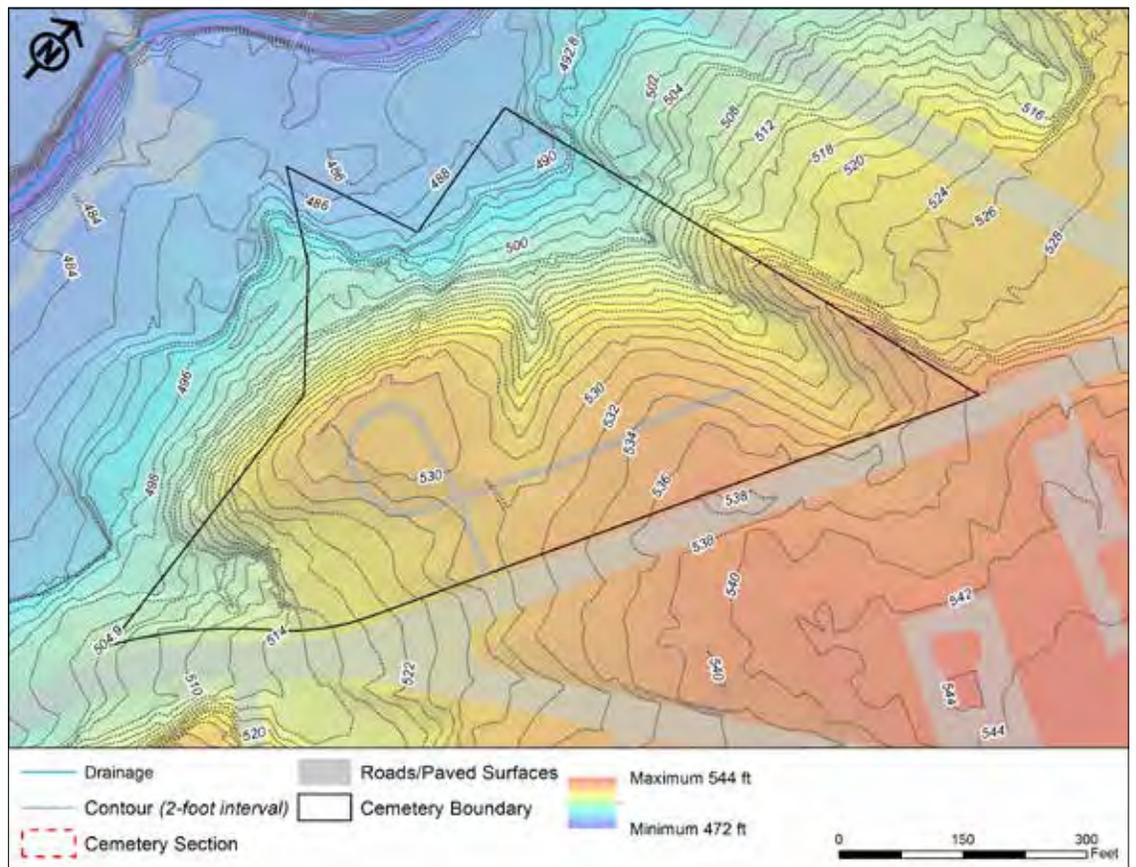


Figure 293. Topography of Plummers Cemetery (Plummers Topo; Project Team)



Figure 294. A drainage channel divides the cemetery (John Milner Associates)

Geology and Soils

The underlying geology of Plummers Cemetery consists of Pleistocene-age fluvial terrace deposits (Qt), with the western portion being Upper Cretaceous-age Ozan Formation of the Navarro Group (Ko). Two soil types arise from these deposits, as well as imported soils: one is a combination of urban land and Travis soils (TuD), which makes up the entirety of the burial area, and the other is a combination of urban land and Houston Black soils (HsD), which occurs in the woodland at the edge of the cemetery boundary (Figure 295 on page 235).

Of the first type, Travis soils make up about 45 percent, urban land makes up about 35 percent, and other soils about 20 percent. Travis soils have a surface layer of gravelly fine sandy loam about 18 inches thick, with a second layer of red gravelly sandy clay to a depth of 50 inches. Urban soils are made up of a mixture of native and imported soils and other material, and cannot be described unless specifically tested. The Travis soils and urban land in Plummers Cemetery are characterized by 1–8 percent slopes.

The second type of soil present in a small area of Plummers Cemetery consists of about 56 percent Houston Black clay, 30 percent urban land, and 14 percent other soils, including Heiden clay and Burleson clay. Houston Black soils have a surface layer of very dark gray clay or gravelly clay about 30 inches thick, with a secondary layer of dark gray clay to a depth of 75 inches, underlain by mottled clay. The urban land is of an unknown composition. The portion of the cemetery where these soils occur is entirely wooded and has no known burial sites.



Figure 295. Plummers Cemetery soils (Plummers Soils; Project Team)

Cultural Setting: Previously Conducted Archeological and Historical Investigations

The Texas Historical Commission's Archeological Sites Atlas indicates that Plummers Cemetery was recorded as site number 41TV1675 in 1994. (Number conventions for Texas archaeological sites are as follows: "41" is Texas' place in an alphabetical list of the states; "TV" is an abbreviation for Travis County; and "1675" indicates that the site was the 1,675th recorded within Travis County at the time of its recording.) The cemetery was described in a 2004 cemetery data form as being maintained (although some of the gravestones were noted to have fallen over) in an urban setting. The stones are manufactured from granite, limestone, and marble, and there are also metal funeral markers, with some graves being unmarked.

In addition to the recorded site and the cemetery, a small linear survey was conducted through the eastern portion of the grounds. This survey was completed in 1999 for the U.S. Army Corps of Engineers - Fort Worth District. No sites were documented in the vicinity as a result of this survey.

No additional archeological sites, surveys, National Register of Historic Places individually listed buildings or historic districts, State Antiquities Landmarks, or historical markers are recorded within 30 meters of the cemetery boundaries.

Spatial Organization

Plummers Cemetery is located three miles east of the Austin city center. The approximately triangular cemetery is bounded by Givens Park to the west, East 12th Street and a small residential development to the north, and Springdale Road to the east (Figure 296).



Figure 296. Plummers Cemetery (field map by Project Team)

Plummers Cemetery was organized in a loose grid applied over a landscape comprising three knolls. The knolls are separated from each other by draws that fall in a westward direction towards Tannehill Branch, which runs through the adjacent Givens Park. The current entrance drive into the cemetery runs perpendicular to Springdale Road and rises to the summit of the southernmost knoll. It connects to another drive, which parallels Springdale Road and is the organizing spine of the cemetery: most of the burial plots are arranged generally perpendicular to and along this drive, oriented approximately to the southeast. Graves within the cemetery appear scattered and its internal organization is not easily legible at ground level because many of the graves are not marked, or their markers have been damaged or lost. Most of the burials occur on the central knoll, which was historically also accessed by a second drive perpendicular to Springdale Road. A few mid-twentieth century burials are located on the smallest knoll in the north corner of the site (Figure 297 and Figure 298 on page 239).

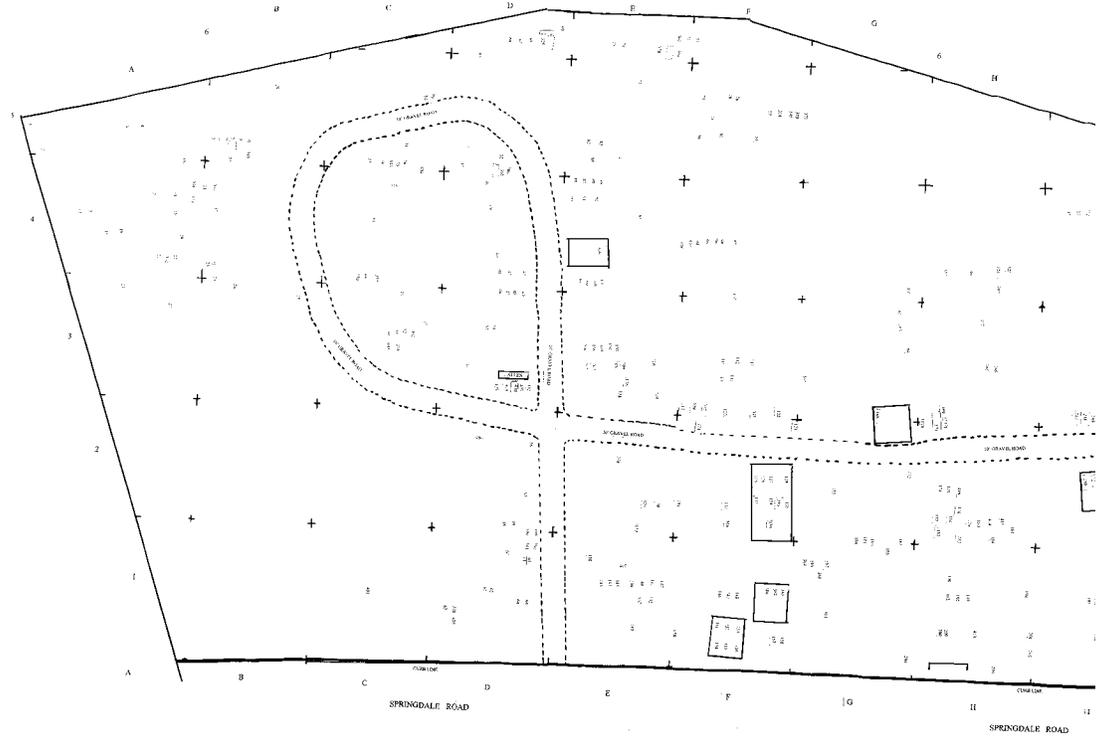


Figure 297. Burials in south half of Plummers Cemetery (Plummers Cem Map – Flatt 2009.pdf)

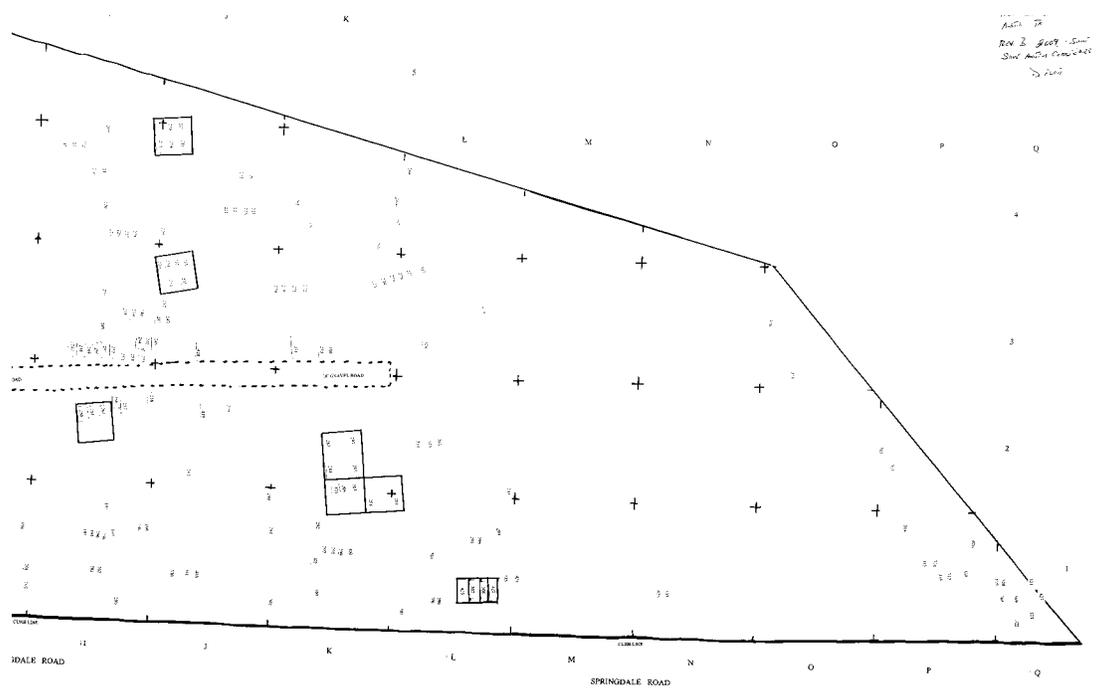


Figure 298. Burials in north half of Plummers Cemetery (Plummers Cem Map – Flatt 2009.pdf)

Circulation and Access

An entrance drive from Springdale Road provides the only vehicular access into Plummers Cemetery, entering at the approximate midpoint of the cemetery's eastern boundary. Vehicular access to the cemetery outside of posted times is restricted by a metal single-arm gate. Because the cemetery has no boundary fence, pedestrians can gain access at any time.

Within the cemetery, vehicular circulation is provided via a narrow gravel and dirt drive that extends west into the site up onto the southern knoll before making a counterclockwise loop and crossing itself to extend north through the cemetery, parallel to Springdale Road (Figure 299 on page 240).

Pedestrian circulation is not defined within the site, but can occur along the loop road and in spaces between burial plots. Formal access, into the few family plots defined by curbs or walls, is usually defined by low thresholds set into the curb or wall (Figure 300). A city bus stop on Springdale Road required the installation of a short section of concrete sidewalk along a portion of the eastern edge of the cemetery (Figure 301). Social trails extend from both ends of this sidewalk to parallel Springdale Road along the cemetery boundary (Figure 302).



Figure 299. A narrow gravel and dirt drive provides the only vehicular circulation through the cemetery. (John Milner Associates)



Figure 300. Access to family plot via a low stone threshold (John Milner Associates)

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Figure 301. Concrete sidewalk along the east side of the cemetery on Springdale Road (John Milner Associates)



Figure 302. Social trail on cemetery grounds along Springdale Road (John Milner Associates)

Vegetation Management

Plummers Cemetery contains a mix of native and naturalized trees and other plants, including self-seeded species and cultural plantings.

Trees

The burial area of Plummers Cemetery is generally characterized by an open, rolling grass lawn dominated by a mature grove of cedar elm (*Ulmus crassifolia*) (Figure 303). A few other species are present in this grove, including post oak (*Quercus stellata*), chinaberry (*Melia azedarach*), American elm (*Ulmus americana*), Ashe juniper (*Juniperus ashei*), live oak (*Quercus virginiana*), blackjack oak (*Quercus marilandica*), pecan (*Carya illinoensis*), and honey mesquite (*Prosopis glandulosa*). Most of these trees are in fair condition and exhibit some portion of dead wood (Figure 304).

Historic aerials of Plummers Cemetery indicate that, earlier in the twentieth century, trees had been planted in rows parallel to the arrangement of burial plots (Figure 305). This pattern is no longer evident in the cemetery, due to the removal of numerous trees sometime between 1967 and 1973, as seen in a comparison of historic aerial photographs on the website HistoricAerials.com.



Figure 303. A grove of cedar elm dominates the cemetery.
(John Milner Associates)

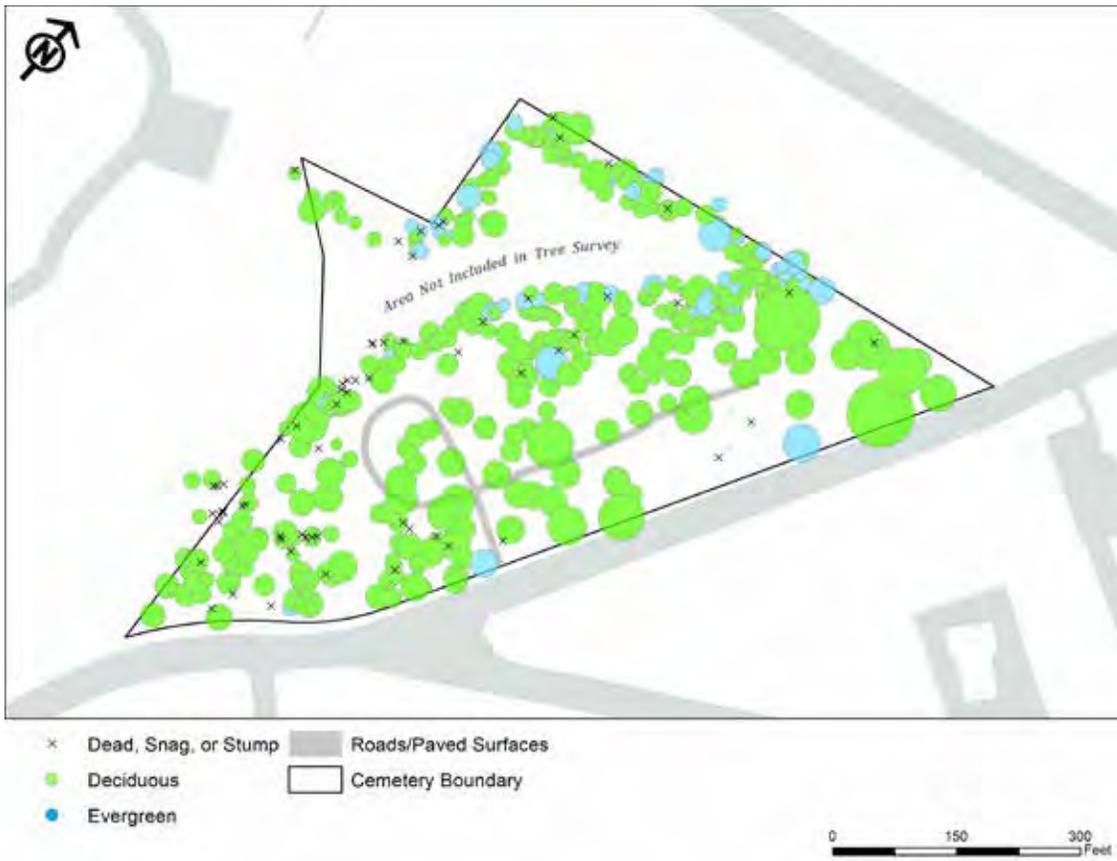


Figure 304. Trees in Plummers Cemetery (Plummers Trees; Project Team)



Figure 305. Aerial photograph of Plummers Cemetery, 1966 (Plummers 1966, City of Austin)

In a number of instances, a mature tree is growing directly adjacent to or behind a grave marker, in line with the Upland South folk cemetery tradition of planting trees (typically Eastern red cedar) in family plots or next to individual graves. In a few cases, the tree has caused damage or lifting to adjacent grave markers or plot enclosures (Figure 306).

The western portion and southern tip of the site have thick stands of woodland, also dominated by cedar elm. The woodland areas have significant underbrush, including shrubs such as privet (*Ligustrum* sp.) and elbowbush (*Forestiera pubescens*).



Figure 306. Tree roots causing damage to adjacent markers (John Milner Associates)



Figure 307. Paired trees (McDoux Preservation)

Shrubs, Vines, and Bulbs

Plummers is very sparsely planted with ornamental species. Throughout the cemetery, a grass lawn is kept mowed. Other plants, including shrubs, perennials, and bulbs have been planted as ornamentals within family plots or adjacent to grave markers. Ornamental species observed in the cemetery include Dutch iris (*Iris germanica*), crinum lily (*Crinum asiaticum*), daffodil (*Narcissus sp.*), and agave (*Agave sp.*) (Figure 308, Figure 309). Other species also may be present, but were not evident during the site visit.



Figure 308. *Crinum lily* (John Milner Associates)



Figure 309. *Agave* (left) and *iris* (right) (John Milner Associates)

Grave Markers

Plummers Cemetery has more than 500 documented burials, but not all of these are marked with headstones. Those markers that are present vary in both size and material, with most being fairly simple and relatively small.

Plummers Cemetery was established in the early twentieth century, and burials have continued there through the present. It was an African American cemetery and contains approximately 278 interments spread over eight acres. Many graves are unmarked. Of those that were marked at one time, the associated markers may have since been lost or destroyed; marker fragments are visible throughout the cemetery.

Marker Types

Most grave markers in Plummers Cemetery are made of either concrete, granite, or marble (Figure 310, Figure 311). A few limestone markers are present, as are individual examples of brick, bronze, and steel markers (Figure 312). No above-ground tombs are present. Several infant graves are located in the cemetery, some identified by lamb motifs, but there is no separate infant section.

Most markers feature carved, pressed, or molded inscriptions, some of which are worn and hard to read. Many are clearly handmade of concrete or other materials; some are embellished with inlaid tile.

Many of the concrete markers appear to be made by the same person or company; these distinctive pieces feature larger pieces of mica and other decorative applied aggregate (Figure 317). A series of stone markers enframed in concrete are also present (Figure 318–Figure 320).

Adverse Conditions

Grave markers at Plummers Cemetery are adversely affected by soiling and biological growth, differential settling due to soil or foundation conditions, mower/trimmer damage, and cracking (Figure 321–Figure 326). Several markers exhibit visible repairs (Figure 327–Figure 329 on page 251). Approximately 25–30 percent of markers are slightly or severely tilted from settling or foundation conditions.

Nearly all of the remaining grave markers in Plummers Cemetery are in need of conservation and repair. The extent of damage in this cemetery is far greater, for its size, than in the other four municipally owned cemeteries. The number and variety of handmade markers is significant and should be addressed by an art conservator.



Figure 310. A fallen marble marker (McDoux Preservation)



Figure 311. Granite markers with ceramic photographs (McDoux Preservation)



Figure 312. Welded metal cross (John Milner Associates)



Figure 313. Handmade concrete marker (McDoux Preservation)



Figure 314. Handmade stone marker (McDoux Preservation)



Figure 315. Handmade marker with tile embellishment (McDoux Preservation)



Figure 316. Handmade marker with tile embellishment (McDoux Preservation)



Figure 317. Concrete grave marker with distinctive mica aggregate (McDoux Preservation)



Figure 318. Stone marker enframed in concrete (McDoux Preservation)



Figure 319. Stone marker in concrete (McDoux Preservation)



Figure 320. Stone marker in concrete; the marker is sunken and shows mower damage (McDoux Preservation)



Figure 321. Mower damage (McDoux Preservation)



Figure 322. Broken concrete cross (McDoux Preservation)



Figure 323. Biological growth (McDoux Preservation)



Figure 324. Biological growth (McDoux Preservation)



Figure 325. Marker displaced by contact with a mower and severely damaged by trimmers (McDoux Preservation)



Figure 326. Mower damage to a flush marker (McDoux Preservation)



Figure 327. Repaired cracks (McDoux Preservation)



Figure 328. Cracked marker with visible repairs (McDoux Preservation)



Figure 329. Cracked marker (John Milner Associates)

Plot Coverings

Most burial sites in Plummers Cemetery feature a covering of mowed grass; however, in a few instances, plots have been covered with poured concrete slabs (Figure 330). These range in appearance from simple concrete pads set flush with the ground, to more ornamental coverings. A row of burial sites in the north part of the cemetery is paved with rounded concrete units outlined in brick (Figure 331). This feature is in fair condition, with some cracking of the concrete, and the loss and displacement of some bricks.

Plot Enclosures

Only a handful of family plots in Plummers are bounded by curbs marking their extents. Curb materials vary, ranging from simple poured concrete to low mortared brick or limestone walls (Figure 332). The curbs are often punctuated by upright stones on either side of a low stone or concrete threshold, marking the formal plot entrances (see Figure 300 on page 240). In addition to the family plot enclosures, there are also a few instances of enclosures around individual graves (Figure 334).

Most of the plot and grave enclosures are in poor condition, with broken, displaced, or missing material, and damage from tree roots (Figure 333). Other problems include subsidence damage and maintenance problems such as damage from mowers and string trimmers.

Plot Fencing

None of the burial plot enclosures in this cemetery feature fencing.



Figure 330. Family plot covered with a poured concrete slab (McDoux Preservation)



Figure 331. Family plot covered with concrete and outlined in brick (McDoux Preservation)



Figure 332. Family plot enclosures (John Milner Associates)



Figure 334. The curb surrounding this individual burial is slightly sunken at one corner (John Milner Associates)



Figure 333. A severely damaged plot enclosure (John Milner Associates)

Water Features

Plummers does not feature any irrigation systems. The only water feature on site is a concrete storm water culvert that drains water from Springdale Road, funneling water into the drainage channel in the northern part of the cemetery.

Structures

Fence System

Unlike the other four historic Austin cemeteries, Plummers Cemetery does not have an enclosing boundary fence. Access to the cemetery loop drive from Springdale Road is restricted by means of a simple metal swing gate (Figure 335).

Small-Scale Features

Signs & Site Furnishings

No site furnishings are provided for visitor use within Plummers. Signs at the entrance to the cemetery include a large cemetery identification sign and informational signs citing cemetery rules and regulations (Figure 336). A few city signs, including a sign denoting the bus stop, have been installed along the edge of the cemetery on Springdale Road. Other city features along Springdale Road include manholes and poles for overhead electrical and telephone lines.

Grave Furnishings

Very few burial sites feature the types of grave decorations prevalent in the other historic cemeteries; the extent of decorative features at Plummers is limited to a few graves set with silk flowers.



Figure 335. A metal gate controls access to the cemetery. (John Milner Associates)



Figure 336. Signs clustered at the cemetery entrance (John Milner Associates)

SIGNIFICANCE

In order to develop treatment recommendations that are well-grounded in national standards, this master plan proposes areas and periods of significance, evaluates the cemetery under National Register Criteria, and determines its integrity.

In order to determine potential strategies for listing Plummers Cemetery in the National Register, the author reviewed a sample of National Register listings for African American cemeteries in other states. Most of these examples seem to be more similar to Plummers Cemetery than to Evergreen Cemetery (see Chapter 7), in terms of age, history, resources, and plan.

Golden Hill Cemetery in Clarksville, Tennessee, is one example that may provide a model for nominating Plummers Cemetery. Like Plummers Cemetery, Golden Hill is relatively small (just under eight acres) and was established by an individual. It was listed as an Historic Landmark (site) on the basis of Criteria A and C, with Criteria Consideration D, in the areas of ethnic heritage, art, and settlement patterns. The bibliography in the Golden Hill nomination also may provide assistance to future researchers.

Criterion A: *Properties can be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.*

Plummers Cemetery may be significant as a representative example within the context of Texas rural folk cemeteries. Additional research would be required to develop the context and place this cemetery within it.

Criterion C: *Properties may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.*

Plummers Cemetery may be significant for the presence of handmade markers which are found throughout the site. Although Plummers Cemetery lacks the distinctive work of a master stonemason, which is present in Golden Hill Cemetery, it does contain a number of headstones—likely made by the same individual or business—that are distinctive for their use of concrete with an aggregate or cast surface of relatively large pieces of mica.

Criterion D: *Properties may be eligible for the National Register if they have yielded, or may be likely to yield, information important in prehistory or history.*

Plummers Cemetery contains at least some now-unmarked graves, and the future discovery of their placement within the cemetery, might

reveal evidence of currently not-visible organization or design that would provide additional information about the development of rural African American cemeteries in Central Texas.

Criteria Consideration D: *A cemetery is eligible if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.*

See above.

Period of Significance

The period of time during which a property acquired the characteristics that make it eligible for listing in the National Register or for designation as a local landmark is called the *period of significance*. This period often begins when the property was established or constructed, or when events or activities that contribute to the property's historic significance began to take place. The period of significance usually ends at least 50 years before the present date.

Based on Criterion A, the period of significance for Plummers Cemetery would begin when the cemetery was established in 1898. The master plan team would define the period of significance as 1898–1965, as the cemetery was still quite active with burials through the 1960s. Although people were still being buried at Plummers as late as 2014, the incidence of burials diminished significantly after the 1960s.

Integrity and Threats

To be eligible for National Register listing, a property must retain integrity to the period of significance. The evaluation of existing conditions at Plummers Cemetery reveals that this burial place and its overall setting possesses integrity to its most important period of use, which is from 1898 to 1970.

Assessment of integrity is based on an evaluation of the existence and condition of physical features dating from a property's period of significance, taking into consideration the degree to which the individual qualities of integrity are present. The seven aspects of integrity included in National Register criteria are location, design, setting, materials, workmanship, feeling, and association, as described below:

Location refers to the place where the historic property was constructed or the place where a historic event occurred.

Design is the combination of elements that create the form, plan, space, structure, and style of a property.

Setting refers to the physical environment of a historic property.

Materials are the physical elements that were combined during a particular period of time and in a particular pattern or configuration to form a historic property.

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time.

Association is the direct link between an important historic event or person and a historic property.

TREATMENT RECOMMENDATIONS

Overall treatment objectives for Plummers Cemetery are focused on:

- creating a visible boundary;
- protecting historic features from vehicular damage;
- preserving and enhancing its cultural vegetation;
- preventing soil erosion; and
- adding interpretive features that tell the story of the cemetery and its community.

Treatment plans illustrating these objectives are presented at the end of this chapter.

Spatial Organization

The primary goals for the treatment of the spatial organization of Plummers Cemetery are to create a visible boundary and to establish a visitor access and interpretation node. The following actions are recommended:

- Due to the heavily wooded area that separates Plummers Cemetery from Givens Park and the lack of definitive documentation of burials, the boundary between the cemetery and the park should be considered somewhat fluid at this time. Take precautions when making any disruption to the ground in the wooded area or beyond the woods into the park, as unmarked burials may be present.
- Attempt to identify and map locations of unmarked graves utilizing a series of geophysical remote sensing analyses such as magnetometer and soil electrical resistivity survey.¹³⁴ Keep all areas containing unmarked graves mowed, following the schedule described below.
- Clear additional undergrowth along the west edge of the cemetery to expose any other unmarked graves and to increase visibility for safety in that area.

134. Ground Penetrating Radar (GPR) would not be effective in this cemetery due to the density of trees and the resulting data-obscuring network of subsurface roots.

Circulation and Access

Goals for circulation and access at Plummers Cemetery are to limit vehicular damage to markers and plot edgings, while providing for visitor access. Cemetery markers are vulnerable to damage from vehicles that could veer off Springdale Road or cross burial areas from the cemetery drive. The following actions are recommended:

- Erect a visible boundary along Springdale Road that will also function to prevent vehicles from entering except at the designated access point. Instead of erecting a fence, consider using large, native stone boulders or other barrier, such as bollards, spaced closely enough to prevent or discourage vehicles from entering. If boulders are used, they should be partially buried so that at least $\frac{1}{3}$ of their height is below the ground surface for a naturalistic appearance, rather than placed on the ground surface (Figure 338 and Figure 339). Site boulders or bollards approximately five feet inside the Springdale Road curb, spaced at 10-20 feet on center, taking care to avoid existing known burials. Conduct appropriate archeological investigation prior to any excavation in this area to avoid disturbing any unmarked graves.
- Create an access point for visitors, to include a low cemetery identification sign, a single parking space, and a low kiosk or interpretive sign exhibiting historical information (Figure 340). The parking space should be universally-accessible.
- Close the cemetery drive to public use, limiting vehicles to the above-described single parking space provided at the entrance. Use bollards rather than a gate to restrict access. The central bollard should be a removable type that will allow for access by maintenance vehicles.
- Develop the entrance area to provide for one universally-accessible parking space and a stable, level area for access to the informational kiosk.
- Pave the parking and kiosk/interpretive sign area with exposed aggregate concrete or a chip-seal asphalt, both of which should match the color and texture of adjacent soils to minimize the appearance of the paving.
- Provide for pedestrian circulation via the cemetery drive trace, which should be maintained as a regularly-mowed path, 10 feet wide (Figure 337).
- Include visitor wayfinding tools in the informational kiosk, including a graphic plan of the cemetery, including a grave location map, if possible; a brief account of its history and significance; visitor registration; and operational or maintenance rules.



Figure 337. Example of a mowed path through a meadow of native grasses and wildflowers (JMA Collection)

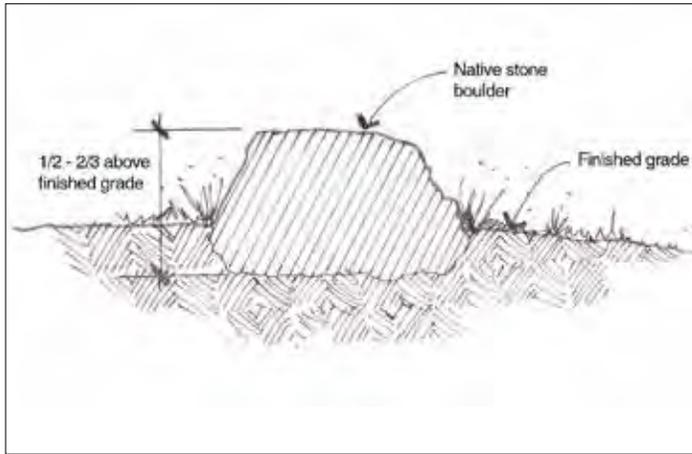


Figure 338. Set native stone boulders with at least $\frac{1}{3}$ their height set into the ground for a naturalistic appearance. (JMA Collection)



Figure 339. Example of native stone boulders set in turf with at least one-third of their height below ground (boulders-in-lawn-tailrace--ntlandscapes.com.au.jpg)



Figure 340. Example of a simple, non-intrusive cemetery interpretive sign (ANDE 20120919 661.jpg)

Erosion Control

The primary issue affecting the topography of Plummers Cemetery is the potential for soil erosion on the steeper slopes of the two drainage valleys that extend into the cemetery, as well as around grave markers and family plot curbs. Soil erosion occurs most frequently in the cemetery when reduced tree cover is combined with the current intensive mowing regime. In addition, erosion occurs locally where trimming activity removes vegetative ground cover. To reduce the occurrence and extent of erosion in the cemetery, the following actions are recommended:

- Close the cemetery drive to public use, thus limiting soil compaction and wear.
- Limit overall cemetery mowing to one or two times a year. Instead, utilize a regular mowing regimen to maintain the cemetery drive as a mown grass/groundcover path. Follow established PARD practices for meadow maintenance, if any, or work with the Lady Bird Johnson Wildflower Center to develop a meadow maintenance program.
- Encourage the growth of native groundcovers, including horseherb (*Calyptracarpus vialis*) and other low plants that are easily established in dry shade and can substitute for lawn grasses.
- Replace trees that historically stood in the cemetery, thus increasing tree cover and reducing runoff.

Vegetation

Plummers Cemetery was more heavily vegetated in the past, but many trees were removed at some point between 1967 and 1973. Prior to that period, it appears that many trees were planted in rows that paralleled the rows of burials. The primary goal of vegetation treatment at Plummers Cemetery is to preserve and enhance the historic character of the cemetery through the protection of existing historic trees and the replacement of lost trees. Another important goal is limiting the need for mowing and trimming in order to reduce erosion and protect grave markers and plot enclosures. The following actions are recommended:

- Develop a construction phase planting plan to replace trees that have been lost from the cemetery, based on the 1966 aerial and any ground-level evidence, such as stumps. Determine species and location by further close study of historic aerials and identification of stumps and other vegetative remnants. It is possible that shrubs or perennials may mark the location of a tree.

- Identify, through consultation with a horticulturalist, the varieties of historic shrubs and bulbs located within the cemetery. These plants have proven to be hardy and self-sustaining, but should be protected through documentation and ongoing care, if feasible.
- Water trees (as necessary and as appropriate for each species) during periods of insufficient rainfall.
- Remove volunteer trees (usually mulberry, hackberry, tree ligustrum, or gum bumelia) that threaten markers and plot enclosures. Retain other volunteer trees as needed for tree cover or to represent a lost historic tree.
- Ensure that over time, specimen trees remain as historic features within the landscape with a program of in-kind replacement.
- Overseed the cemetery with native grasses and forbs in order to create a shade meadow and reduce mowing.
- Establish a maintenance boundary located at least ten feet outside the boundary of unmarked graves, as identified above. This should be the mowing and clearing boundary for the cemetery and should be subtly marked with native boulders or other low markers that are not visible from the interpretive kiosk.
- Limit cemetery mowing, except on the cemetery drive, to once or twice a year, preferably between December and mid-February, in order to assure that native grasses and forbs have distributed their seed.
- Avoid the development of entrance plantings that may detract from the overall historic character of this rural cemetery. Restrict additional plantings to tree species used to replace lost specimens.
- Develop an interpretive marker that illustrates with a historic aerial the rows of trees that once lined the rows of graves prior to clearing in the 1970s.

Grave Markers

Nearly all of the grave markers in Plummers Cemetery are in need of conservation and repair, suffering from differential settling, mower/trimmer damage, cracking, and disintegration. The extent of damage in this cemetery is far greater, for its size, than in the other four municipally owned cemeteries. The number and variety of handmade markers is significant and should be addressed by an art conservator. The following actions are recommended:

- Conduct GPS and GIS survey to locate and identify all grave markers, plot borders, and locations of historic vegetation, including yucca, iris, and other ornamental plants.
- Conduct research on unusual or unique markers to identify craftspersons (handmade markers and tile work) or manufacturers (artificial stone).

- Protect, preserve, repair, and conserve cemetery markers, including unique works of art and craft.
- Monitor mowing and trimming practices to identify methods causing damage.
- Limit cemetery mowing, except on the cemetery drive, to once or twice a year, to reduce mower and trimmer damage to markers and plot enclosures. Mow the cemetery drive as needed for daily access.
- Avoid using riding mowers and metal core trimmers within 12 inches of markers and plot enclosures. Finish using trimmers with nylon whips only.
- Encourage the establishment of groundcovers within curbed or walled family plots, to reduce the amount of mowing and trimming required.
- Clean, reset, and conserve markers as recommended in Chapter 3, General Management Guidelines.

Plot Enclosures

Most of the plot and grave enclosures located within Plummers Cemetery are in poor condition, with broken, displaced, or missing material, and damage from tree roots, subsidence, and mowers and string trimmers. Most critical to the protection of the historic character of the cemetery is to protect, stabilize, and repair damage to those enclosures made of masonry units, which range from limestone to concrete to brick. The following actions are recommended:

- Protect plot and grave enclosures by limiting mowers to areas away from these features.
- Document all curbs and wall enclosures, noting materials, dimensions, and locations, and recording conditions with photographs. Curbs made from limestone or marble are more vulnerable to deterioration and should take priority over those of granite or concrete unless individual features are particularly threatened.
- Stabilize enclosures by resetting loosened units using a mortar that matches the original.
- Repair enclosures by replacing missing units with materials in-kind, and repointing failing joints. Refer to Chapter 3, General Management Guidelines, for more details regarding masonry repair.

Small-Scale Features

Small-scale features within a cemetery, with the exception of grave markers, are provided for visitor access, wayfinding or other information, and general accommodation. The following actions are recommended:

- Reset the cemetery identification sign closer to the ground so that it does not block the viewshed into the cemetery.
- Consolidate signage as much as possible to reduce the appearance of clutter in the cemetery viewshed. For example, the cemetery rules information can be placed in the new informational kiosk. The bicycle route sign can be re-located onto the bus stop sign post, and "No Parking" signs can be attached to utility poles.
- Consider providing simple, unpainted, backless benches, possibly of cedar and stone, at key locations within the cemetery for visitor use.
- Conduct additional research regarding artists and craftspeople who created handmade unique pieces within the cemetery and provide this information to visitors, possibly on small interpretive signs.
- If the recommended mowing schedule of 1–2 times per year is adopted, install signs to explain this so that members of the public will be aware that the cemetery is not being neglected. These signs might be similar to the "wildflower restoration area" signs placed in unmowed highway medians.

PRIORITIZED PROJECT LIST AND ESTIMATE OF PROBABLE COSTS

Priority One

(to be completed within 1-2 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Locate and map unmarked graves within the cemetery and attempt to resolve its extents.	allow \$10,000
Add native stone boulders along Springdale Road (assume 60).	\$6,000
Limit vehicular access to the cemetery by installing removable bollards across the drive (2).	\$2,000
Evaluate marker conditions (continuing volunteer project?).	\$0 (to be completed by volunteers)
Document, stabilize, and preserve unique works of art and craft.	allow \$10,000

Priority Two

(to be completed within 3-5 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Install a single-car, accessible parking space at entrance.	\$5,000
Overseed cemetery with native grass and wildflower mix that is shade-tolerant.	\$9,500

Priority Three

(to be completed within 5-7 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Install an interpretive kiosk or low informative sign at the entrance.	\$7,500
Install informational signs at graves of community leaders (assume 15 small metal, short post).	\$3,750

PLANTING PLAN

Please refer to the Site Plan and Detail Plan on the following pages for locations of the plantings described below.

Additional Trees (within cemetery or along boundaries)

Preferred Plant Characteristics and Considerations:	Evergreen and deciduous trees in a variety of sizes and mature heights
Soils:	Fine sandy loam to 18" then red gravelly sandy clay to 50"
Sunlight:	Full sun to part shade
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Cedar elm, post oak, live oak, blackjack oak, pecan, honey mesquite

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Chapter 7

Evergreen Cemetery

Evergreen Cemetery was established by the City of Austin in 1926 to serve Austin’s African American community. This chapter contains a historical narrative of Evergreen Cemetery’s development, an examination of its historic integrity and significance, a discussion of existing conditions observed in the cemetery during the master plan team’s site evaluations, specific treatment recommendations, and a list of potential projects with cost estimates.

This chapter should be used in conjunction with the General Management Guidelines presented in Chapter Three. The General Management Guidelines include treatment recommendations that apply to all five historic city cemeteries; this chapter provides additional detail specific to Evergreen Cemetery.

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HISTORICAL OVERVIEW

Evergreen Cemetery was established as a municipal cemetery in 1926; today, following an expansion in 1951, it includes a portion of an earlier burial ground called Highland Park Cemetery.

Evergreen Cemetery is located at 3304 East 12th Street at Airport Boulevard in East Austin's MLK (Martin Luther King) neighborhood. Nearby neighborhood associations include the East MLK Combined Neighborhood Association, East Austin Conservancy, and M.E.T.S.A. (MLK, Ed Bluestein, Tannehill, Springdale, Airport) Neighborhood Association.

In 1891, Austin's City Council contracted with Edmund P. Stiles, a dentist, for the establishment of a new city cemetery on the basis of a proposal by his sister Maggie Stiles. Highland Park was established by the Highland Park Cemetery Association, incorporated on May 16, 1891, by founders Walter Tips, Zachary T. Fulmore, Edmund P. Stiles, E. C. Bartholomew, and H. E. Shelly.¹³⁵ According to a newspaper article a few days later, "The object of the company is to establish a beautiful cemetery on the property of Dr. E. P. Stiles a short distance east of the city."¹³⁶ The cemetery was to be 60 acres in size, with 10 acres reserved for the burial of paupers. Burial records are extant for only a few years, 1891–1893, identifying 163 persons buried at Highland Park—more than half being African-American. The few grave markers still extant in 1955 recorded burials in 1894, 1907, 1908, and possibly 1913. Dr. Stiles had moved to Houston by 1907,¹³⁷ perhaps leaving the management of the property to his siblings, and statements by the Stiles family at the time of the sale indicate that Highland Park Cemetery had ceased to operate entirely by 1925.¹³⁸

In December 1925, a special meeting of the City Council addressed the need for "a cemetery to be used exclusively for colored persons"¹³⁹ in Austin. A 15-acre tract was purchased from D. V. Pickle for \$5,500.¹⁴⁰ An African American sexton, Wiley Jones, was appointed as of January 1, 1926, for the salary of \$80.00 per month (\$960 annually) and a transfer of \$1,000 from the Cemetery Purchase Fund was used to create a new fund, the Evergreen Colored Cemetery Fund.¹⁴¹

In 1928, the City of Austin adopted a City Plan that explicitly strove to segregate African American residents into the east side of the city. Part of the mechanism for doing this was to only offer services, schools, etc., to African Americans in that area; it is possible that the establishment of Evergreen Cemetery on the east side was an early part of that effort.

135. Charter, Highland Park Cemetery Association.

136. "New Cemetery Association," *Austin Weekly Statesman* (Austin, Texas), May 19, 1891, page 5.

137. *1907 Houston City Directory*.

138. "Reconnaissance Survey Report: Proposed Evergreen Cemetery Expansion," Hicks & Company, July 2010.

139. Minutes, special meeting of Austin City Council, December 1st, 1925. The land purchased for \$5,500.00 from D.V. Pickle was described as "the West one-half of Outlot 25, in Division 'B' of the Outlots of the Government Tract adjoining the City of Austin."

140. Deed of sale, Travis County Property Records, volume 381, pages 319–320.

141. Minutes, special meeting of Austin City Council, January 29, 1926.

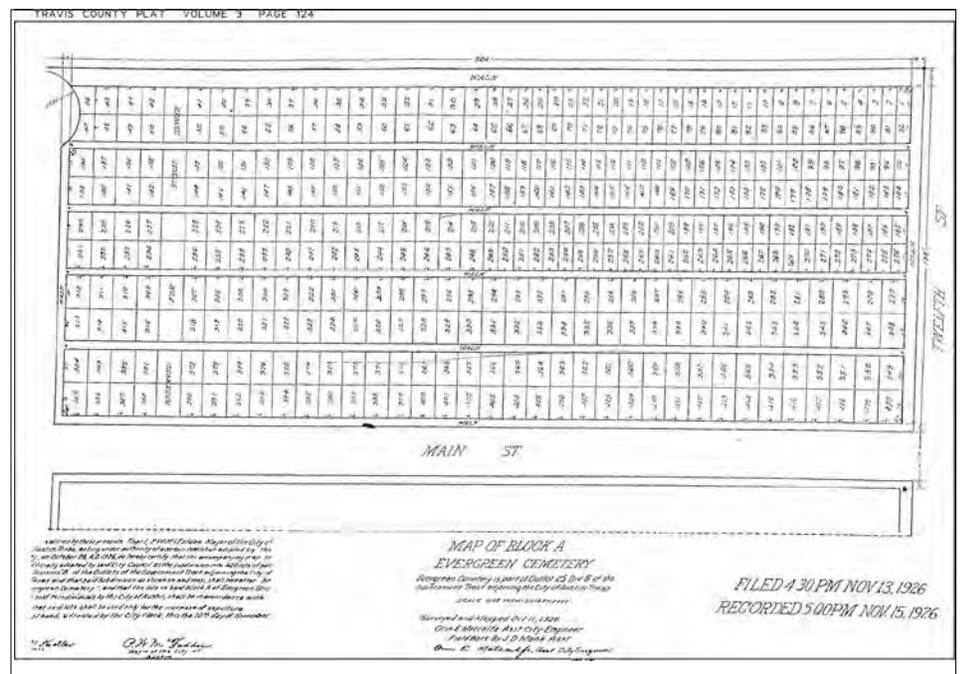
142. Minutes, regular meeting of Austin City Council, October 14, 1926.

The first section of Evergreen Cemetery to be surveyed and platted was Section A, in October 1926 (Figure 341). It was laid out in 420 plots.¹⁴² Section A is just east of the primary paved road, “Main Street.” Three paved cross streets, from south to north, are Avenue A, Avenue B, and Avenue C. Two additional paved drives divide Section D.

The lots are numbered beginning at the southeast corner and proceeding north to the end of the row, then moving to the next row west and proceeding south. The sequence of numbers continues in this zigzag fashion to the southwest corner of the section. One east-west row is set aside for a storm sewer; this divides the most northerly four rows from the rest of the section.

The most prestigious locations in the cemetery, Lots 420 and 419, next to the entrance, are occupied by members of the William Tears family. The Tears family were co-owners of the King-Tears Funeral Home. Along Main Street, members of many other leading families are buried.

Lots 1–276 measured 9 feet by 17 feet, while Lots 277–420 were larger (14 feet by 20 feet). Prices originally ranged between \$15–\$50, with the exception of Lot 420, closest to the entrance, which cost \$60. Most of the plots along “Main Street” were \$50, with interior lots offered at lower prices; the larger plots started at \$25 (next to the storm sewer) and the smaller lots were priced from \$15 (next to the storm sewer) to \$35.¹⁴³



143. Minutes, regular meeting of Austin City Council, October 14, 1926.

Figure 341. Map of Section A, Evergreen Cemetery, dated October 11, 1926; surveyed and mapped by Orin E. Metcalfe, assistant city engineer (City of Austin)

Four four-foot-wide walkways were established, running north-south, through Section A. Walkways around the perimeter measured five feet wide on the north and west sides, eight feet wide on the south side, and 10 feet wide on the east side.

In 1930, Lots 38-41, 52-55, 130-133, 144-147, 222-225, and 236-239 were subdivided "to be offered for sale for single spaces."¹⁴⁴ Most of these were divided into six spaces each, with the exception of Lots 130, 131, 146, 147, 222, 223, 238, and 239, each of which were divided into 15 lots. (A note on the undated plat map indicates that Lot 239 was divided into six spaces, despite what is shown on the map.)

In 1938, Section C (Figure 342) was the second section of Evergreen Cemetery to be platted, although prices for the lots were not set until 1947. Section C was located not adjacent to Section A, but at the opposite (northwest) corner of the cemetery property. Section C originally was divided into three blocks (from east to west, respectively); Block 1 contained 90 lots, Block 2 contained 60 lots, and Block 3 contained 75 lots. Each lot in Section C contained eight spaces.

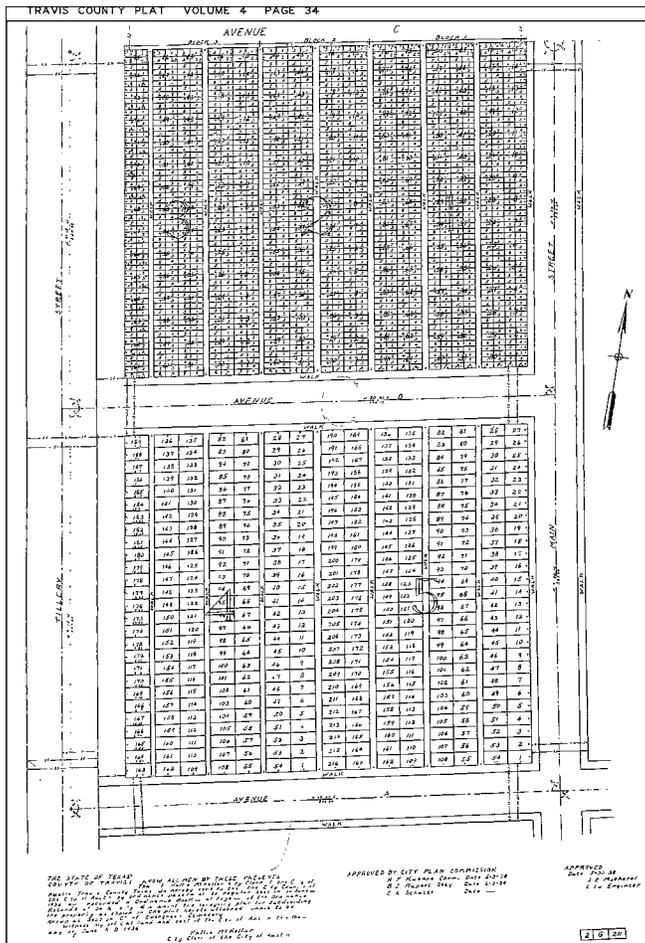


Figure 342. Map of Section C, Evergreen Cemetery, May 30, 1938; approved by J. E. Matheral, City Engineer (City of Austin)

144. Minutes, regular meeting of Austin City Council, November 20, 1930, and recorded in Travis County Property Records, Plat Book 3, Page 124.

Prices, and the number of spaces that had to be purchased together, depended on the block. The most prestigious part of the section was Block 1, adjacent to Main Street.

In Block 1, Lots 1–30 were located along or just off Main Street; in this part of Section C, a buyer could purchase an entire lot for \$70 or half of a lot (Spaces 1, 2, 5, and 6 or Spaces 3, 4, 7, and 8) for \$35. In Block 1, Lots 31–90, full or half lots were also available for \$60 or \$30, respectively. As one moved farther from Main Street, the prices dropped along with the required number of spaces to be purchased. In Block 2, adjacent spaces were sold in pairs for \$18, while in Block 3, individual spaces could be purchased for \$7. On the north side of Section C, an area was set aside for “Mexican Paupers” in Blocks 2 and 3 and “Negro Paupers” in Block 1.¹⁴⁶

Section C was later doubled in size with an expansion to the south; known as Block 4 and Block 5, this area was platted in full lots, not subdivided into individual spaces. Block 4, closest to Tillery Street, included 189 lots, and the slightly larger Block 5 contained 216 lots.

Section B, located to the north of Section A and containing just 162 plots, was not platted until August 1952. It was laid out in two Blocks with three sizes of lots. Block 1 makes up the western half of the Section and contains the larger lots. The largest and most prestigious of these, Lots 1–30, were located along the cemetery’s Main Street, and measured 16 feet by 20 feet. Immediately to the east, Lots 31–70 were slightly smaller (12 feet by 20 feet). Block 2, in the eastern half of Section B, contains the smallest lots, measuring 9 feet x 17 feet.¹⁴⁷

- 145. Minutes, regular meeting of Austin City Council, January 23, 1947, and Travis County Plat Map, Volume 4, Page 34.
- 146. Travis County Plat Maps, volume 4, page 34.
- 147. Travis County Plat Maps, volume 6, page 42.

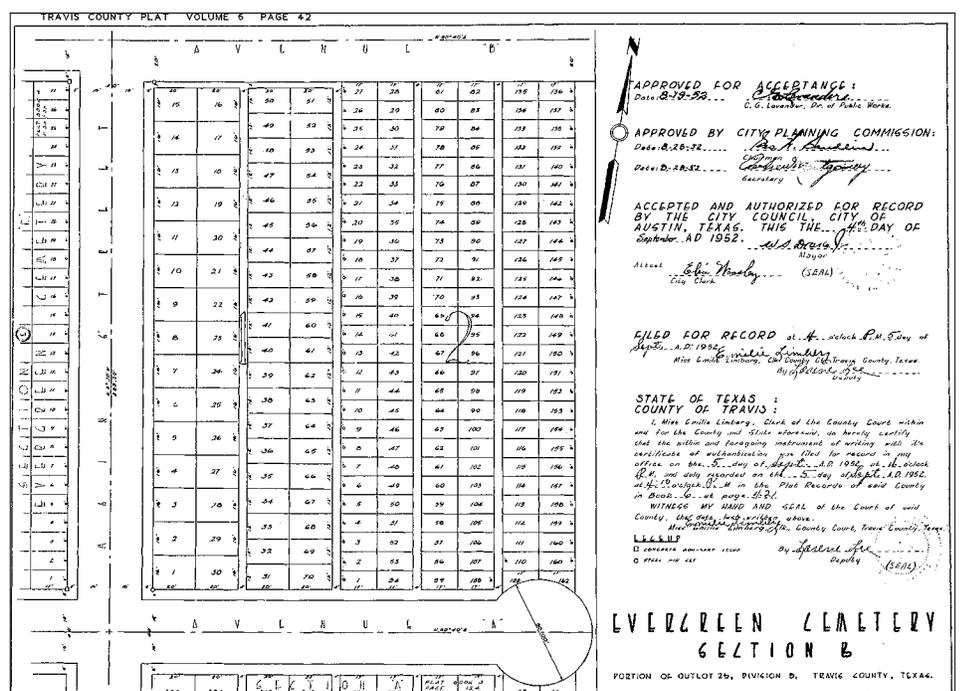


Figure 343. Map of Section B, Evergreen Cemetery, 1952 [City of Austin]

Section D was established in 1959. It was divided into three blocks of different sizes and shapes: Block 1 was closest to the cemetery entrance, Block 2 was located immediately north of Block 1, and Block 3 was sited to the west of the other blocks. Two unnamed paved drives divided the blocks from one another: one between Blocks 1 and 2 and the other between Blocks 2 and 3. Perpendicular to one another and intersecting at their southwest corners, these drives connect Avenue A and Main Street within the cemetery.¹⁴⁸

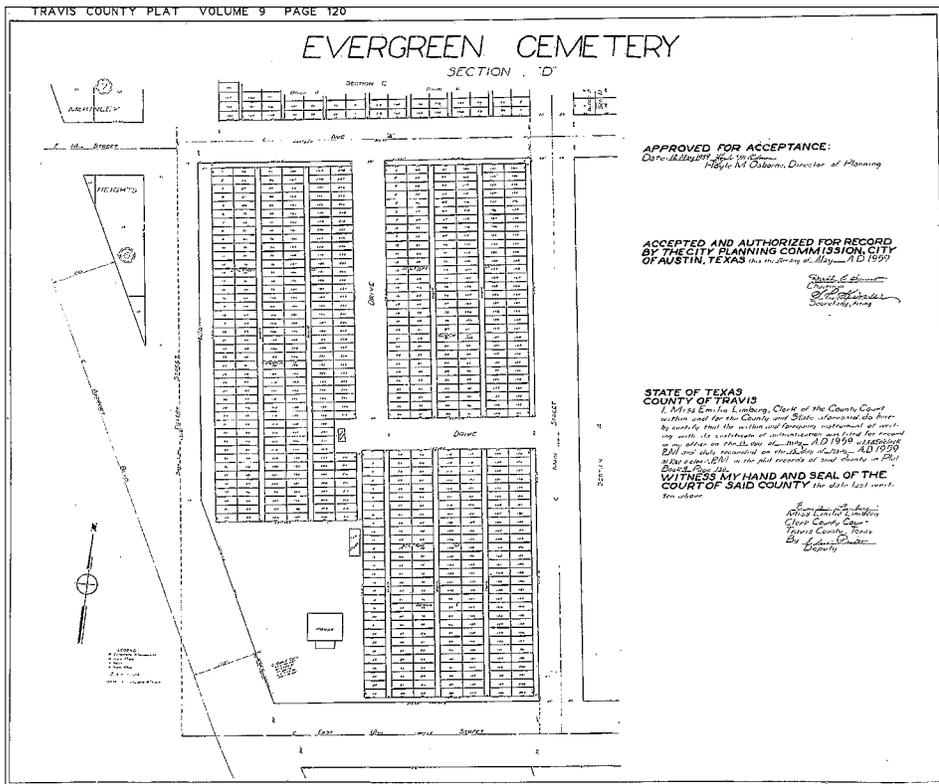


Figure 344. Map of Section D, Evergreen Cemetery, 1959. Notice the sexton's house in the southwest corner. (City of Austin)

By the end of August 1959, all of the lots in Section A and most of Section C (Blocks 1, 4, and 5) had been sold. Only seven individual spaces remained unsold in Section C, Block 2, and another 75 spaces were available in Block 3. Section B was partially sold and a few spaces had been purchased in Section D, Block 3 (closest to Tillery Street), while the rest of Section D remained undeveloped.¹⁴⁹

148. Travis County Plat Maps, volume 9, page 120.

149. Minutes, regular meeting of Austin City Council, August 27, 1959.

At one time, a caretaker's house and carport were located in the cemetery. An undated map provided by the Texas Historical Commission shows the house located in an undeveloped area near the corner of East 12th Street and Airport Blvd. The dates of the house's construction are unknown, but City Council in 1932 voted to rent a house for the sexton while the cemetery house, which had burned down, was being rebuilt.¹⁵⁰ The plans shown below were prepared by Gregory S. Moore, a structural/architectural engineer who was the city's building inspector in the 1930s and served as the city planning engineer in the 1940s.

In 1934, resident W. H. Fuller asked Council to provide "a telephone and full-time sexton at Evergreen Cemetery."¹⁵¹ The matter of the telephone and sexton were brought back to the Council's attention a few months later by Dr. E. H. Givens, "representing a committee of colored citizens," and "referred to the city manager for attention."¹⁵² Several undated aerial photos show that a building, likely the caretaker's house, was present in the cemetery at some time during the mid-twentieth century.

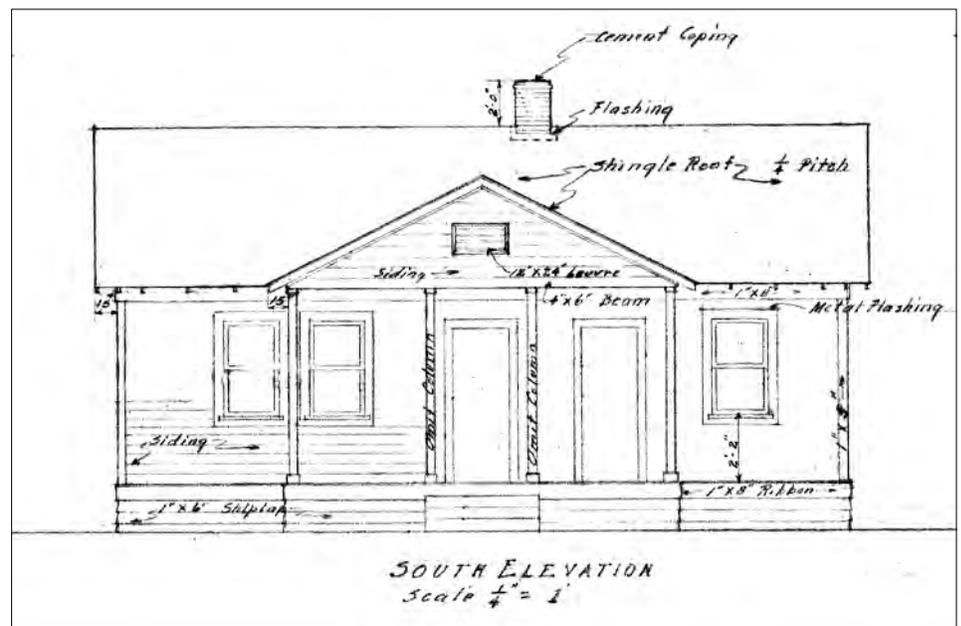


Figure 345. Drawing of caretaker's house for Evergreen Cemetery, Gregory S. Moore, city building inspector, undated (City of Austin)

150. Minutes, regular meeting of Austin City Council, December 1, 1932.

151. Minutes, regular meeting of Austin City Council, May 3, 1934.

152. Minutes, regular meeting of Austin City Council, August 2, 1934.

Evergreen Cemetery and adjacent lands were officially annexed to the City of Austin on December 23, 1946.¹⁵³ The aerial photograph, below, shows the cemetery as it appeared in 1952. The caretaker's house and its freestanding garage are visible in the lower left corner of the photo.

In March 1954, Dr. E. H. Givens asked City Council to enlarge Evergreen Cemetery. Council directed the City Manager to "investigate the need and the possibility of purchasing more area" and to report back in two weeks.¹⁵⁴ The matter remained under investigation for several months.

In 1955, Evergreen Cemetery was expanded by just over 16 acres, through the purchase of property then owned by Arthur A. Stiles and his sister, Margaret Stiles. The Stiles tract, "on the north side of East 12th Street immediately north of Evergreen Cemetery," was a portion of the former Highland Park Cemetery. At the time of its purchase,



Figure 346. 1952 aerial photograph of Evergreen Cemetery (City of Austin)

153. City of Austin Ordinance 461223-C, December 23, 1946.

154. Minutes, regular meeting of Austin City Council, March 4, 1954.

Mr. Stiles indicated that the cemetery was placed in use “some 50 or 60 years ago” and was used as a cemetery “until about 30 years ago”; the City Department of Public Works, based on information gathered from Mr. Stiles, “estimated that there are not more than 500 graves in the entire tract.”¹⁵⁵

A chain link fence and gates were constructed around Evergreen Cemetery in 1966, to replace a wire fence along Tillery and 12th Streets. Cyclone Fence Division of U.S. Steel presented the lowest bid and was awarded the contract for fencing at both Evergreen Cemetery and Austin Memorial Park Cemetery.¹⁵⁶ A similar, separate bid was accepted from Sears Fence Company in 1970; it is unclear whether that chain link fence replaced or extended the 1966 fence.¹⁵⁷

Section E, the last part of the original cemetery to be developed, was not established until 1972. Lots 1–23 were made available for \$55 each in May of that year.¹⁵⁸ Section E, like the original blocks in Section C, was platted as individual spaces within larger lots.

Although the additional land to expand Evergreen Cemetery had been purchased in 1955, it was not developed until 1977, when additional roadways were paved in the cemetery addition. That year, the City authorized more than \$26,000 for road and irrigation system improvements at Evergreen Cemetery (CIP No. 75/74-03).¹⁵⁹ That work was completed in 1978. The new roads served to delineate the general boundaries of sections to be developed over the following decades.

Sections F, G, H, and J were platted in 1979 and the irrigation system modified to include the new sections in 1980. Section F was platted in two parts: one along 12th Street, just across the paved roadway from Section A, with spaces for flush markers; another small section containing infant graves lies at the far eastern corner of the cemetery. In 1980, spaces in Section F sold for \$280 (flush part) and \$40 (infant part), respectively. Between the two Sections F lies the irregularly shaped Section H. A triangular area at the southeast corner of the cemetery grounds remains undeveloped.

Section G is a small section, also located along the roadway that separates it from Section A. It is immediately adjacent to Section J, and together Sections G and J are bounded by roadways. Section K was platted in 1997.

Although it is not clear where they were located, the City sold “cremation spaces (as designated in cemetery)” in all three cemeteries (Evergreen, Austin Memorial Park, and Oakwood Annex Cemeteries) in 1992. Those spaces cost \$125.

155. Memorandum to Walter E. Seaholm, City Manager, dated February 9, 1955, submitted by the City Manager for Council consideration and approval.

156. Minutes, regular meeting of Austin City Council, December 22, 1966.

157. Minutes, regular meeting of Austin City Council, December 3, 1970.

158. Minutes, regular meeting of Austin City Council, May 18, 1972.

159. Minutes, regular meeting of Austin City Council, December 8, 1977.

New rules and fees were established in the late 1970s. In 1978, in addition to raising prices for interments, City Council considered charging a higher fee for Sunday burials but took no action. However, the Council did agree to require permanent containers for burials in Austin Memorial Park Cemetery and Evergreen Cemetery, with the exception of Sections 9, 9A, and 10 in Austin Memorial Park Cemetery and Sections D and E in Evergreen Cemetery. Council members noted that these sections were expected to be entirely sold within another year, after which all new sections would require permanent burial containers.¹⁶⁰ A series of rules and regulations governing many aspects of cemetery operations were adopted at that time.¹⁶¹

Evergreen Cemetery currently contains few amenities. A 25-foot-tall flagpole and flag were given to the City by a Mrs. Warren, to be placed in Evergreen Cemetery in honor of her husband, who died in England during World War II.¹⁶² A small concrete-block restroom building, now out of service, is located at the intersecting driveways within Section D. It is not clear when that was constructed, although it appears on the 1959 plat map for Section D and therefore was extant by then.

In 2007, Section D was replatted to add more burial lots in the area where the caretaker's house once stood, now known as Block 5. The area was assessed by PARD Forestry in February 2014 and approved for in-ground burials.

Today, Evergreen Cemetery has more than 12,000 interments and receives more than 100 new burials annually in newly and previously purchased lots. While it historically has been an African American cemetery, in recent years, more Latino people have been buried there, mostly in Section J. Only 375 lots remain available for purchase, and no additional unplatted land is currently available or could become available without archeological investigations. At this time, Evergreen Cemetery has approximately 5–7 years of additional capacity, at current rates of in-ground interment.

160. Minutes, regular meeting of Austin City Council, May 4, 1978.

161. Resolution 780504-022, "Rules and Regulations of Cemeteries Owned and Operated by the City of Austin," adopted May 4, 1978.

162. Minutes, regular meeting of Austin City Council, February 15, 1979.

HISTORICALLY SIGNIFICANT PERSONS

The following individuals were among the most respected members of the original segregated Old East Austin community. Their contributions pre-dated the turn of the 20th century and continued on through recent years. According to Sandra Kirk, who provided much of this list, "Each one is buried in Evergreen Cemetery as both testament to their love for East Austin and as documentation of Austin's segregation. They rest as tributes to the heights of power, pride and independence of Old East Austin. Among those of us who survive them and know of the generous works they accomplished, there is widespread consensus that these were indeed our prominent citizens."

Along with Ms. Kirk's significant contribution, information provided below comes from the Handbook of Texas Online; the Reflections Portrait Guide, published by the City of Austin George Washington Carver Museum and Cultural Center; and a list of burials at Evergreen Cemetery compiled by Robert Sage and used for this project with his permission.

This list of historically significant persons is intended to be as inclusive as possible, given the availability of existing information. This project's scope and budget did not include extensive primary research. As a result, it is limited to those people for whom biographical information had been developed in the past. The master plan team recognizes that the historical record is not equitable and often has excluded non-white/Anglo people and women. This makes it impossible, within the constraints of this project, to adequately recognize people who may have been important community leaders or noteworthy for any number of reasons. This list of historically significant persons, therefore, is likely incomplete. Should additional information be developed in the future, consider making it available in the same location where this plan is published.

Educators

John Mason Brewer (1896–1975), educator, Texas folklorist, author, poet; first black member of the Texas Institute of Letters (1954) and the Texas Folklore Society; first black vice-president, American Folklore Society

Dr. L. June H. Brewer (1925–2010), one of the first African American students admitted to the University of Texas (to graduate school) in 1950; regional director, Delta Sigma Theta sorority; professor of English, Huston-Tillotson College; chair, English Department; first endowed professorship; multiple visiting professorships; professor emeritus

Lucille Dotson Crawford (1923–1991), educator, community activist; teacher, Lincoln High School, Port Arthur, Texas; Rosewood Elementary, Austin; and L.C. Anderson High School, where she taught physical education, dance, and organized the cheerleaders and drill teams; counselor, Lanier High School; retired in 1989; active member of Ebenezer Third Baptist Church, organizer of annual Family Night event; director, Board of the Ebenezer Child Development Center; politically active for over 20 years, serving as precinct chair; president, Black Austin Democrats; member, NAACP, League of Women Voters

Theodore C. Calhoun (1905–1990), teacher, coach, L. C. Anderson Junior High School; principal, Kealing Junior High School (32 years); deacon, trustee, and treasurer of Ebenezer Baptist Church; president, State Teachers Association; organized the Travis County Teachers State Credit Union; member of Phi Beta Sigma Fraternity and Phi Delta Kappa, University of TX Chapter; upon retirement, served with SCORE, CAPCO, and the Retirees Coordinating Board, AARP

Morris Crawford, Jr. (1947–1983), educator, photographer; teacher, L.C. Anderson High School; amateur photographer, chronicling events in the African-American community

Thelma C. Dotson Calhoun (1911–2015), educator, community leader; Travis County Supervisor, African American Schools; reading specialist, Austin Independent School District; retired in 1977; deaconess, organizer and leader of the children's choir, Ebenezer Third Baptist Church; member, for more than 70 years, Delta Sigma Theta Sorority; charter member, Top Ladies of Distinction, Inc.

Dr. William Bee Campbell (1890–1956), principal, Anderson High School

Dr. James Larance Hill (1928–2012), high school teacher; deputy commissioner, Texas Education Agency; director, southwest field office, Educational Testing Services; associate vice president, administration and public affairs, University of Texas at Austin; vice president, community and school relations, UT; first African American vice president at the University of Texas at Austin; later senior vice president, special assistant to the president of the university

Dr. John Quill Taylor King, Sr. (1921–2011), professor of mathematics, Samuel Huston College, later Huston-Tillotson College; dean, Huston-Tillotson College, 1960–1965; president, chancellor, and president emeritus, Huston-Tillotson College; author; U.S. Army, 1942–1946; U.S. Army Reserve, 1946–1983, retiring as major-general; lieutenant general, Texas State Guard; thirty-third degree Mason

Friendly R. Rice (?–1990), principal, Blackshear Elementary School, 1931–1972; initiated hot lunch program and the first library in an African American elementary school in Texas; F. R. Rice Secondary School was named in his honor

Dr. John Jarvis Seabrook (1899–1975), banker, minister, professor; first permanent president, Huston-Tillotson College, 1955–1965; civil rights activist; died of a heart attack while arguing before Austin City Council to rename 19th Street as Martin Luther King Jr. Boulevard in West Austin as well as East Austin; the MLK Jr. Blvd. bridge over IH-35, a symbol of connection between downtown and East Austin, was named after Dr. Seabrook in 2010

Dr. William T. Shropshire (?–?), vice president of finance, Huston-Tillotson College

C. R. Steward (?–?), principal, Rosewood Elementary

Business Leaders

U. V. Christian (?–1975), proprietor, Christian School of Cosmetology

Ishmael R Dotson (1887–1929), owner, tailor shop (on 6th Street between Red River and Congress Avenue)

Emma Marie Gilbert (?–?), proprietor, Peoples Business College

William J. Isaac (1906–1975), proprietor, Isaacs General Store (downtown, East 6th Street)

Alice Taylor (Johnson) King (1891–1984), co-owner, King-Tears Funeral Home

E. L. Langdon (?–?), owner, Langdons Mechanics and Body Shop

Oral R. Lott, Sr. (1893–1952), owner, Lott's Lumber Company

Joe Lyons (?–?), general contractor

Percy Lyons (?–?), general contractor

Arthur Parks (1907–1988), general contractor

Kitty Dotson House Pollard (1867–1944), restaurant owner

Della J. Philips Richards (1908–1988), owner, Phillips Funeral Home (later Phillips & Upshaw Funeral Home)

William M. Tears, Sr. (1865–1940), founder, Tears Funeral Home (now King-Tears Funeral Home), 1901

William M. Tears, Jr. (1892–1942), co-owner, King-Tears Funeral Home

Bernard Timmons (?–?), owner, Timmons Barber Shop

Ruth Upshaw (?–1982), co-owner, Phillips & Upshaw Funeral Home

Music

Elmer Akins (1911–1998), radio announcer and live gospel music promoter; “Gospel Train” recognized as longest continuously-running radio show in America, 2002; Texas Association of Broadcasters “Texas Broadcast Legend,” 1998

Virgie Carrington DeWitty (1901–1980), musician, composer, teacher; director of music, Ebenezer Baptist Church; music director, National Baptist Convention of America; music director, Missionary Baptist General Convention of Texas; professor of music, Huston-Tillotson College

Dr. Marcet Hines King (1922–1995), professor of music/department chair, Huston-Tillotson College

Fannie E. Glasco Madison (1888–1980), teacher, vocal and instrumental music, Tillotson College; first director, Ebenezer Baptist Church Gospel choir

Ruth Davis Sauls (1934–2014), pianist, organist; music teacher, Pearce Middle School and Martin Junior High School, Austin; music director, National Baptist Association

Nathaniel “Nat” Greene Williams, Sr. (1921–1997), pianist, professor of music, chair of Music Department, Huston-Tillotson College/University; developed the University’s first four-year music program, orchestra, marching band, glee club, and many other musical ensembles; entertained President Lyndon Baines Johnson and opera star Marian Anderson, among many others; music director, KTBC-TV; performed regularly on the Uncle Jay Show and the original “Cactus Pryor Show”; 2012 inductee, Austin Music Memorial, recognizing notable, deceased Austin musicians and Austin music industry professionals who made a positive, lasting impact on the Austin music community

Medicine

Dr. Connie Yerwood Connor (ca. 1908–1991), physician and community leader; first black physician named to the Public Health Service (now Texas Department of Health); chief, Division of Maternal and Child Health, Texas State Health Department; retired as director of health services in 1977; trustee, Samuel Huston College and then Huston-Tillotson College, 1937–1992; president, Lone Star State Medical, Dental, and Pharmaceutical Association; first African American appointed to the Austin Human Relations Committee; member, first board of trustees, Mental Health-Mental Retardation Center of Austin and Travis County; chair, board of trustees, Wesley United Methodist Church

Dr. Virgil Hammond (?–?), dentist

Dr. E. L. Roberts (?–1967), physician, Roberts Medical Clinic; provided first hospital rooms available to African Americans in Austin

Dr. Charles R. Yerwood (1885–1940), physician; father of Dr. Connie Yerwood Connor

Religion

Dr. Lee Lewis Campbell (ca. 1865–1927), pastor, Ebenezer Baptist Church, 1892–1927; moderator, St. John’s Regular Baptist Association; founder, St. John’s Institute and Orphanage; president, General Baptist State Convention; vice president, National Baptist Convention; founder, *Austin Herald* newspaper

Maud Anna Berry Fuller (1868–1972), Women’s Auxiliary of the National Baptist Convention: president, 40 years; also served as secretary; founded and edited a national newspaper, the *Woman’s Helper*; organized national organizations for black Baptist youth; established a mission in Liberia; awarded doctor of humanities degree by Union Baptist Theological Seminary (Houston, Texas); with her husband, William Handy Fuller, purchased the N. W. Rhambo Funeral Parlor in 1932 and also operated an insurance business in Austin

Clara Johnson (?–?), first African American president, United Methodist Women

Civil Rights

Willie Mae Kirk (1921–2013), teacher, 1947–1982; community and civil rights leader; co-founder, Mother’s Action Committee, appointed to first City of Austin Human Rights Council, 1968; Willie Mae Kirk Branch, Austin Public Library, was named for her

Juanita Jewell Shanks Craft (1902–1985), community and civil rights leader; state, local, and regional organizer, National Association for the Advancement of Colored People (NAACP); led a youth movement to oppose the segregation of the Texas State Fair, 1955–1967; invited to the White House, in recognition of her work, by three Presidents: John F. Kennedy (1963), Lyndon B. Johnson (1967), and Richard M. Nixon (1970); served on Dallas City Council, 1975–1978; after her death, memorialized in the Hall of State at the Texas State Fairgrounds; remembered by President Jimmy Carter as a “national treasure” and by Chief Justice of the United States Supreme Court Thurgood Marshall, with whom she had worked on desegregation in Texas, as someone without whom “what the NAACP accomplished in Texas could not have transpired”; NAACP Golden Heritage Life Membership Award (1978); Eleanor Roosevelt Humanitarian Award for public service (1984); the City of Dallas named a United States Post Office in her honor

Law Enforcement

Tommy Lee “Buster” Gregg (1931–2012), vice president, Bray and Jordan Pharmacies; chief deputy constable, Travis County Precinct 1

Louie White (1932–2008), captain, Austin Police Department; established community policing model in Austin

Sports

Dick “Night Train” Lane (1927–2002), professional football player, Los Angeles Rams, Chicago Cardinals, and Detroit Lions; as a rookie, set record for most interceptions in an NFL season (14), which still stands; National Football Hall of Fame; married to singer Dinah Washington

African American Firsts

Willie Ray Davis (1924–2006), one of first African Americans to join the Austin Fire Department, 1952; first African American firefighter officer in the state of Texas, 1966; promoted to captain, 1973; retired with honors, 1983; Distinguished Service Award

Virgil Lott (1924–1968), attorney; first African American graduate, University of Texas School of Law

Oscar L. Thompson (1907–1962), first African American graduate, University of Texas at Austin (master’s degree in genetics)

EXISTING CONDITIONS

Ecological Setting

The acid soils at Evergreen, which are of the Travis-Chaney Association, support vegetation and flora that are distinct from those on the other associations found in the area. At the flora level, this association is home to many species commonly found on the sandy acid soils of eastern Texas but seldom if ever found on the clayey alkaline soils in the other 97 percent of Travis County. The typical vegetation on these soils is a mix of post oak/blackjack oak/ Eastern red cedar woodlands and patches of mid- to shortgrass grasslands. All three of these woody keystone species exist at Evergreen, and there is at least one tree, a blackjack oak, that could be the largest individual of its species in the county.

Evergreen is mostly developed and maintained, with a wooded, unmaintained area in its eastern part. In the developed areas of the cemetery, woody vegetation and intermittent water availability attracts common urban wildlife species, including many birds and a few mammals such as squirrels, raccoons, and opossums. The undeveloped wooded area in the northeastern part of the park, paralleling Tannehill Branch, provides cover, foraging area, and habitat for more wildlife. However, due to the type and density of vegetation in these areas, the cemetery is unlikely to contain suitable habitat for the listed species tracked by the Texas Parks and Wildlife Department in Travis County. Frequent mowing and foot traffic also make the maintained areas unsuitable as habitat for protected plants.

Evergreen Cemetery is located in Karst Zone 4, which includes areas that do not contain endangered cave fauna. No City-defined Critical Environmental Features (CEFs) were observed in the cemetery during recent surveys.

Topography

The highest point on the site, about 565 feet above mean sea level (AMSL) occurs at the midpoint of the western property line (Figure 347). Two ridges extend from this point: a broad ridge to the north and a narrow ridge to the southeast. The second ridge curves northeast in the eastern part of the cemetery, so that the two ridges form an approximate bowl around a drainage channel that flows into Tannehill Branch. This channel runs through the northeast corner of the property. Most marked burials associated with Highland Park Cemetery are located along these gently sloping ridges.

In the northeast portion and southeast corner of the site, the topography is much steeper, with slopes up to 15 percent as the land falls toward drainageways. The topography flattens in the very northeast corner of the site, where Tannehill Branch passes through the cemetery property. The steep slopes and riparian corridor are heavily wooded.

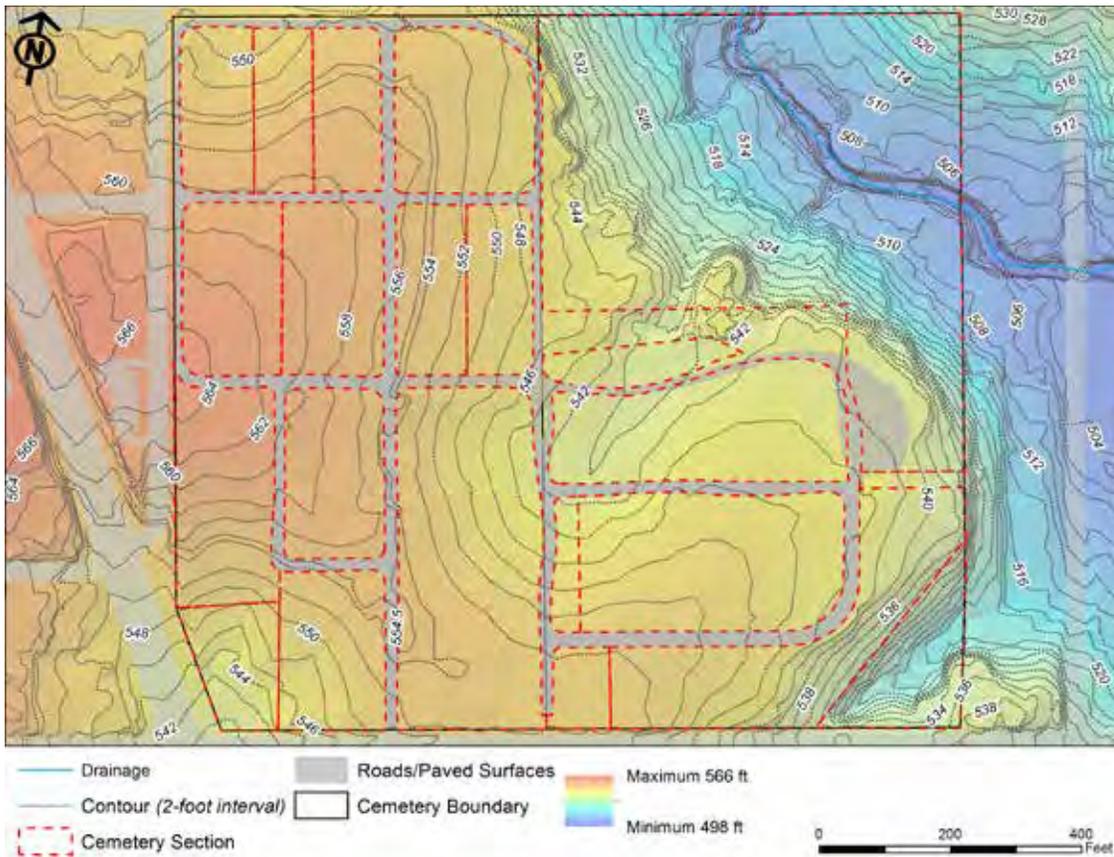


Figure 347. Topography of Evergreen Cemetery (Project Team)

Geology and Soils

The northern portion of Evergreen Cemetery is within the Ozan Formation of the Navarro Geological Group (Ko), dating to the Upper Cretaceous epoch. The Ozan Formation consists of clay, marly, calcareous content roughly 600 feet or more in depth. The southern portion of the cemetery consists of fluvial terrace deposits (Qt). These gravel deposits are located along stream terraces and date to the Pleistocene epoch.

Evergreen Cemetery contains three soils types that arise from these deposits, as well as imported soils: a combination of Travis soils and urban land makes up about 75 percent of the entire area of the cemetery, a combination of urban land and Ferris soils makes up about 15 percent, and a combination of urban land and Houston Black soils makes up the remaining 10 percent (Figure 348).



Figure 348. Soils map, Evergreen Cemetery (Project Team)

The first type of soil present at Evergreen (TuD) consists of 45 percent Travis soils, about 35 percent urban land, and about 20 percent other soils. Travis soils have a surface layer of gravelly fine sandy loam about 18 inches thick, with a second layer of red gravelly sandy clay to a depth of 50 inches. Urban soils are made up of a mixture of native and imported soils and other material and cannot be described unless specifically tested. The Travis soils and urban land in the cemetery are characterized by 1–8 percent slopes, and the majority of marked burials occur within this soil type.

Of the second type of soil (UvE), urban land makes up at 40 percent, Ferris soils about 35 percent, and other soils 25 percent. Ferris soils have a surface layer of light olive-gray clay to a depth of about 36 inches, with an underlying pale yellow silty clay material. Soils of this type in the cemetery are characterized by 10–15 percent slopes and the majority is wooded.

The third type of soils present in the cemetery (HsD) consists of 56 percent Houston Black clay, 30 percent urban land, and 14 percent other soils, including Heiden clay and Burleson clay. Houston Black soils have a surface layer of very dark gray clay or gravelly clay about 30 inches thick, with a secondary layer of dark gray clay to a depth of 75 inches, underlain by mottled clay. The portion of the cemetery where these soils occur is characterized by 0–8 percent slopes and is entirely wooded.

Cultural Setting: Previously Conducted Archaeological and Historical Investigations

The Texas Historical Commission's Archaeological Sites Atlas indicates that Evergreen Cemetery (assigned trinomial number 41TV1705) was initially recorded as an historical site in 2004. An additional site (41TV1755, recorded in 1995) overlaps the cemetery boundaries and is that of the former Highland Park Cemetery. This Latino and African-American burial ground was abandoned by the city in 1976. The site was recommended for preservation by extending the fence of the Evergreen Cemetery to include the burials associated with the Highland Park Cemetery, and to stabilize the adjacent creek bank in order to halt exposure of graves through erosion (prompted in part by the discovery of human remains, from a grave that had eroded into the middle of the Tannehill Branch Channel, during a 1995 unrelated archeological survey). Additional research was also recommended in order to determine more accurately the identities of those interred there.

No additional archaeological sites, surveys, National Register of Historic Places-listed properties or historic districts, State Antiquities Landmarks, or historical markers are recorded within 30 meters of

the cemetery boundaries, although a small area survey was conducted within 30 meters of site 41TV1755. This survey was conducted in 1995 under permit number 1540, as part of the Greenwood Avenue Channel Improvements project for the City of Austin. Additionally, archeologists conducted a second survey of portions of Evergreen Cemetery in early 2009 under Antiquities Permit 5007, revisiting Site 41TV1755 and re-assessing the resource at that time. The site was recommended for additional work should future actions increase the risk of damage to it.^{162b}

Spatial Organization

Evergreen Cemetery is located about 2½ miles east of the Austin city center. The approximately rectangular site is surrounded by a major city thoroughfare along its southern boundary, residential neighborhoods to the east and west, and thick woodland to the north.

163. Bradford M. Jones and Mason Miller, *Final Reconnaissance Survey of the Proposed Evergreen Cemetery Expansion*, Travis County, Texas (Austin, Texas: Hicks & Company, 2010)

The cemetery boundaries are formed by city streets on two sides: East 12th Street to the south, and Airport Boulevard and Tillery Street to the west (Figure 349). To the east and north, the cemetery abuts an area of thick woodland vegetation, which reinforces the site boundaries. Combined with the slopes that tend toward Tannehill Branch to the northeast, the woodland creates a sense of enclosure on the eastern part of the cemetery.



Figure 349. Evergreen Cemetery (Field map by Project Team)

Internally, the cemetery is organized in a grid. In the original platted section, secondary east-west drives branch off the main north-south cemetery drive, Main Street, with burial sections oriented north to south in the resultant spaces. The secondary drives in this portion of the cemetery line up approximately with the adjacent city grid. The more recently platted section is divided from the rest of the cemetery by another north-to-south cemetery drive, East Main Street, with secondary drives creating burial sections oriented east to west.

Burials throughout the cemetery are oriented approximately to the east, in the Protestant Christian tradition. Several areas of the cemetery contain special burials, including an infant burial section near the eastern boundary of the site, and a section for flush monuments along the southeastern side. The southeast corner of the site is undeveloped, due to challenges resulting from unsuitable slopes.

The wooded area in the northeastern corner of the site contains at least three marked graves surviving from the historic Highland Park Cemetery, which preceded Evergreen but was later abandoned. It is thought that Highland Park may have been located in the eastern portion of Evergreen and served primarily as a pauper burial ground. A spoils pile is located along the edge of the woodland in the eastern portion of the cemetery and may obscure unmarked burials.

One visitor services structure, a small restroom building, is located in the southwest corner of the site, near the intersection of Airport Boulevard and East 12th Street. It is located just north of the corner lot, which formerly contained a caretaker's house and associated outbuilding but is being redeveloped as an additional burial area.

Circulation and Access

Public access to Evergreen Cemetery is available from its southern boundary along East 12th Street. The entrance is located near the center of the original 15-acre cemetery tract, with access controlled by a gate in the chain link boundary fence (Figure 350). There are other gated vehicular access points along Tillery Street, but the gates are kept locked. The main entrance on 12th Street includes a rather steeply pitched apron between the street and the central entrance drive, which can cause vehicles to scrape or “bottom out.”

Internal circulation within the cemetery is hierarchical in nature, with secondary roads branching off the central entrance drive, Main Street. Main Street provides access from its southern end on East 12th Street, and stretches across the entire cemetery north to south. A formal allée of trees runs along either side of the wide asphalt drive, which serves as the spine from which the rest of the cemetery drives arise (Figure 351).

In the western half of the cemetery, the narrower secondary drives subdivide the burial area, running east to west in approximate alignment to the adjacent city grid. Avenue C, running along the north boundary line, aligns with East 16th Street; Avenue B aligns with East 14th-1/2 Street; Avenue A (and its extension into the eastern part of the cemetery, Avenue K) aligns with East 14th Street; and the drive providing access to the restroom aligns with East 13th Street. When Evergreen was first developed, Avenue A terminated at its eastern end in a circular node. It was later extended to form Avenue K. Other secondary drives in the western portion of the cemetery include two narrower north-south drives, one providing access to the restroom from Avenue A, and one along the west boundary between Avenues A and C. A length of concrete curbing is present at the intersection of Avenue C and Main Street, installed presumably to prevent vehicles from cutting across the corner.



Figure 350. The entrance to Evergreen Cemetery along East 12th Street (John Milner Associates)



Figure 351. A formal allée of trees along the entrance drive, Main Street (John Milner Associates)

A second north-south drive traverses the cemetery parallel to Main Street, along what was the eastern boundary of the cemetery prior to its incorporation of the Highland Park Cemetery tract in the 1950s. The street, simply called East Main Street, was formerly a narrow dirt track used as a drive, but it was improved once the eastern sections of the cemetery were platted in the late 1970s. The southern half of East Main Street is not quite straight, curving slightly to accommodate several mature trees (Figure 352).

The three secondary section drives in the eastern portion of the cemetery arise from East Main Street. Avenues F and G—asphalt paved drives constructed at the same time as East Main Street—run east to west, with Avenue F curving north near the eastern cemetery boundary to meet Avenue G. Avenue K, extending from the east end of Avenue A, is an unpaved gravel drive that follows a meandering path along the north edge of Section K, which was platted in the late 1990s (Figure 353). Avenue K curves south to meet the intersection of Avenues F and G. This portion of Avenue K is lined with a concrete curb, which was recently added to control vehicles in that area and prevent damage to headstones (Figure 354).



Figure 352. East Main Street curves slightly to accommodate several mature trees. (John Milner Associates)

Evergreen Cemetery contains no formal parking area; visitors customarily park along the cemetery drives. Much of Avenue K abuts areas of bare dirt, marking areas of recent spoils removal. Most of the asphalt cemetery drives are in fair to poor condition, with much cracking, loss of surface material, and edge degradation (Figure 355).

Pedestrian circulation within the cemetery consists of the narrow grass paths between rows of burials. Paths between groups of plots are around 12 feet wide. Concrete public sidewalks are located outside the boundary fence along East 12th Street and Airport Boulevard. A bus stop is located on the west side of the cemetery on Tillery Street.



Figure 353. Avenue K extends from the east end of Avenue A. This street has since been repaved. (John Milner Associates)



Figure 354. A concrete curb lines a portion of Avenue K to prevent damage to headstones from vehicles. This street has since been repaved. (John Milner Associates)



Figure 355. Edge degradation of the cemetery drive due to vehicle parking (John Milner Associates)

Vegetation

Trees

Evergreen Cemetery hosts a variety of plants, primarily trees with a few types of shrubs and ornamental plants (Figure 356).



Figure 356. Trees in Evergreen Cemetery (Project Team)

Allées composed of a mix of crape myrtle (*Lagerstroemia indica*), ligustrum (*Ligustrum lucidum*), cedar elm (*Ulmus crassifolia*), and live oak (*Quercus virginiana*) specimens stand along Main Street and other cemetery roads (Figure 357). These species are also found in the burial area, along with pecan (*Carya illinoensis*), ashe juniper (*Juniperus ashei*), black jack oak (*Q. marilandica*), bur oak (*Q. macrocarpa*), chinquapin oak (*Q. muehlenbergii*), post oak (*Q. stellata*), Shumard oak (*Q. shumardii*), Texas red oak (*Q. buckleyi*), chinaberry (*Melia azedarach*), and a variety of pines. Specimens of Italian cypress (*Cupressus sempervirens*), Chinese parasol (*Firmiana simplex*), Arizona ash (*Fraxinus velutina*), and Texas mountain laurel (*Sophora secundiflora*) are also present (Figure 358).

The woodland dominating the northeast corner of the cemetery is primarily composed of cedar elm and Ashe juniper, with smaller concentrations of hackberry (*Celtis occidentalis*), chinaberry, and ligustrum. Less common species found within this woodland include Texas persimmon (*Diospyros texana*), Jerusalem thorn (*Parkinsonia aculeata*), huisache (*Acacia farneciana*), lacebark elm (*Ulmus parvifolia*), American elm (*Ulmus Americana*), Texas ash (*Fraxinus texensis*), Arizona ash (*F. velutina*), blackjack oak, live oak, and bur oak.



Figure 357. Live oak and crape myrtle along Main Street within the cemetery (John Milner Associates)

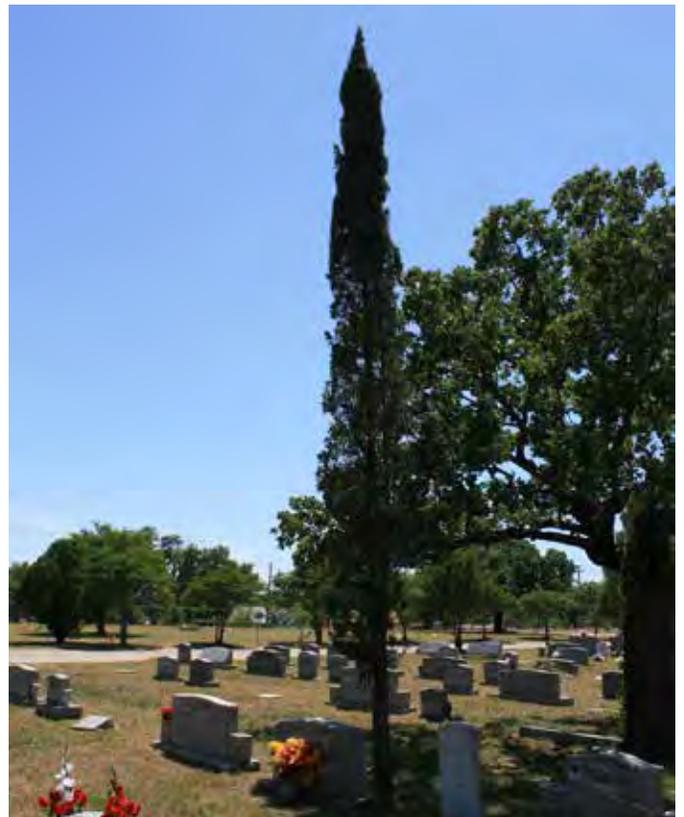


Figure 358. An Italian stone pine planted next to a headstone in Section G (John Milner Associates)

Historic aerial photographs of Evergreen Cemetery indicate a historic pattern of formal plantings of evergreens in relation to family plots. An aerial from 1952 shows that Section A was the most heavily planted and was also surrounded by rows of trees or large shrubs on its south and west sides. (Figure 359). An aerial from 1966 shows that this pattern of formal evergreen plantings at family plots was continued in Sections B and C. (Figure 360). Since then, this pattern of plantings has given way to a greater focus on smaller, ornamental plants at family and individual plots and to the creation of allées along the internal cemetery drives.



Figure 359. Aerial photograph of Evergreen Cemetery, 1952 (City of Austin).



Figure 360. Aerial photograph of Evergreen Cemetery, 1966 (City of Austin).

Shrubs, Vines, and Bulbs

A fair number of shrubs and other ornamental species are planted in association with family plots and individual grave sites. Shrub species observed in Evergreen Cemetery include boxwood (*Buxus sempervirens*), nandina (*Nandina domestica*), rose (*Rosa* sp.), lantana (*Lantana camara*), arborvitae (*Thuja* sp.), Texas sage (*Leucophyllum frutescens*), oleander (*Nerium oleander*), photinia (*Photinia* sp.) and rosemary (*Rosmarinus officinalis*) (Figure 361).

Other ornamental species include Dutch iris (*Iris germanica*), crinum lily (*Crinum asiaticum*), spiderwort (*Tradescantia pallida*), prickly pear cactus (*Opuntia* sp.), Spanish dagger (*Yucca torreyi*), and century plant (*Agave americana*) (Figure 362). Many annual species are also present, often planted as plot coverings.



Figure 361. Shrubs are often planted in association with both family plots and individual grave sites. (John Milner Associates)



Figure 362. Many ornamental species, including prickly pear cactus, are also present in the cemetery. (John Milner Associates)

Grave Markers

Evergreen Cemetery was established for the African American community. Although part of Evergreen encompasses a portion of an older cemetery, Highland Park, only a few graves from the earlier graveyard are marked. Evergreen is divided into multiple sections, some of which are subdivided; undivided sections include A, E, F, G, H, J, and Infant F. The rest of the sections in the cemetery are B1, B2, C1, C2, C3, D1, D2, D3, K1 and K2. Additional areas in three of the corners of the cemetery are undeveloped.

Marker Types

Evergreen contains mostly granite and marble markers in the form of headstones on bases, tablet stones, slant-faced markers, block markers, and surface markers. Granite is prevalent as a marker material. Footstones are not common in this cemetery; those few present are typically made of granite. In some cases, Veterans Administration (VA) markers are used as footstones (Figure 363).

Bronze markers, set flush with the surface of the ground, are found in all sections except A and B. Both VA and private bronze markers are prevalent in Section H, which exclusively contains flush surface markers (Figure 364).

Handmade concrete markers are found throughout Evergreen Cemetery (Figure 365–Figure 368). Concrete markers and slabs, made with pink sand and resembling pink granite, are found in Section C and D.

One distinctive marker type appears to be made by an unidentified local artist. These handmade concrete markers feature a unique design with cast glitter on the surface, leading the survey team to nickname them “Little Mirrors” (Figure 370–Figure 372). Quite a few of these markers are present at Evergreen Cemetery in Sections B, F, H, J, and K.

Many markers are embellished with ceramic photographs (Figure 373–Figure 375). Some recent markers replace these photos with photorealistic etchings (Figure 376). Several ceramic photos are damaged, possibly by vandals or from rocks thrown by mowers.



Figure 363. VA marker as footstone (McDoux Preservation)



Figure 364. Flush markers in Evergreen Section H (McDoux Preservation)



Figure 365. Handmade marker in Section B (McDoux Preservation)



Figure 366. Handmade marker (McDoux Preservation)



Figure 369. Handmade marker with embedded glass (McDoux Preservation)



Figure 368. Handmade marker with wooden letters (McDoux Preservation)



Figure 367. Handmade metal heart marker (McDoux Preservation)



Figure 370. "Little Mirrors" marker, front (McDoux Preservation)



Figure 371. "Little Mirrors" marker, back (McDoux Preservation)



Figure 372. "Little Mirrors" marker, close-up showing glitter (McDoux Preservation)



Figure 373. Headstone with ceramic photos (McDoux Preservation)



Figure 374. Headstone featuring a ceramic photo (EMcDoux Preservation)



Figure 375. Close-up of a ceramic photograph (McDoux Preservation)



Figure 376. Etched photo on a marker (McDoux Preservation)

It is not uncommon to see graves marked only with a funeral home marker, usually on a metal stake but sometimes in a more substantial metal frame and placed flush on the ground (see next page). These small markers are especially susceptible to mower and trimmer damage.

Other, less common marker types include obelisks, steles, bodystones, bolsters, round pylons, rustic/boulder markers, stone crosses, memorial benches, poured concrete ledger stones, and statuary.

Handmade and unusual markers include:

- Section A: Wooden cross, pile of bricks
- Section C: Wooden cross, many handmade and ornamented markers, small plastic decorative crosses
- Section D: Markers with nichos, heart-shaped metal surface marker (1997), bricks with names written on them in marker
- Sections F and H: Rock cairn
- Section J: Wooden cross, painted/stenciled concrete footstone, concrete with applied tile and statue, wood letters set into concrete
- Section K: Hornitos, stack of rocks or bricks (perhaps to protect funeral home marker on stake), marble tile made into slant-faced marker, stained glass set into concrete, welding helmet with name and date (Figure 380–Figure 382).



Figure 377. Funeral home marker (McDoux Preservation)



Figure 378. Funeral home marker (McDoux Preservation)



Figure 379. Flush funeral home marker surrounded by gravel (McDoux Preservation)



Figure 380. Oven-shaped hornito in Section K (McDoux Preservation)



Figure 381. Oven-shaped hornito in Section K (McDoux Preservation)



Figure 382. A welding helmet serving as a marker (McDoux Preservation)

Adverse Conditions

As in other cemeteries, the primary adverse conditions observed in Evergreen Cemetery included general soiling; biological growth; tilted, sunken, displaced, or fallen markers due to shifting soil; worn or unreadable inscriptions; cracking; and mower/trimmer damage.

Mower and trimmer damage is worse at Evergreen than at any of the other cemeteries, particularly in Sections A, B, D, F, and H (see below). A marker near the roadway at one corner of Section B appears to have been displaced by contact with a vehicle.

Ponding water, due to a dripping faucet, was observed near the restroom building in Section A (Figure 387). Subsidence was observed in Sections B, C, and D. Overhanging trees and encroaching vegetation were observed in Sections B, F, H, and J.

Many older markers are smaller slant-faced stones with a lower center of gravity, and fewer of these are tilted or fallen than the newer larger markers.

Bronze urns are missing from both stone and bronze markers (Figure 388). At least one bronze marker (in Section J) appears to have been removed or possibly stolen, leaving behind only a concrete foundation. Stone urns are also missing from markers where they were clearly previously installed.



Figure 383. The base of this marker is heavily damaged by trimmers (McDoux Preservation)



Figure 384. Both the base and face of this marker are damaged by trimmers (McDoux Preservation)



Figure 385. Marker damaged by trimmers (McDoux Preservation)



Figure 386. Funeral home marker damaged by mowers (McDoux Preservation)



Figure 387. Ponding water in Section A (McDoux Preservation)



Figure 388. Bronze collar left behind when urn was removed (McDoux Preservation)

Plot Coverings

There are numerous examples of plot coverings in Evergreen Cemetery. Plot coverings are highly variable and individualistic. Mounding over graves, chopped or scraped clean of grass, is found throughout Sections F and H, and, to a lesser extent, in Sections B and K (Figure 389). Rock-covered mounds, primarily composed of white marble gravel, are also present (Figure 390).

In Section K, mulch and ornamental plants are also common plot coverings and are frequently contained within informal plot enclosures (Figure 391–Figure 393).

Graves also may be covered by slabs of granite or poured concrete, in one case containing granite aggregate (Figure 394, Figure 396, Figure 397). In Section D, one concrete slab over a grave is topped with ceramic floor tiles (Figure 395).

Plot Enclosures

There is only one instance of a family plot enclosure at Evergreen Cemetery (Figure 398), although individual plot enclosures are common, especially in the more newly-platted burial sections. The single family plot enclosure is composed of granite curbing with granite block corner posts and two engraved thresholds (Figure 399). The curbing shows some signs of damage from string trimmers or mowing equipment.

Individual plot enclosures are found in all sections, although less so in Section B. Curbing materials tend to be informal, likely installed by family members of the decedent. Garden edging is common, including modular concrete blocks, bricks, and wire, wooden, or plastic fencing. Other enclosure materials present in the cemetery include stones and landscape timbers. Enclosures are sometimes painted and often contain plot covering materials such as gravel, mulch, or plants.

Plot Fencing

No formal plot fencing, such as that found in Oakwood Cemetery, is located in Evergreen. Several recent plots, especially in Sections J and K, feature a variety of low, garden-type edgings, as described above.



Figure 389. Mounded graves kept scraped clean of grass (McDoux Preservation)



Figure 390. A mounded grave covered with white marble gravel (McDoux Preservation)



Figure 391. A plot covered with a colored gravel in Section K; also note the painted concrete block edging (John Milner Associates)



Figure 392. Many graves in Section K employ plants as a plot covering. (John Milner Associates)



Figure 393. A variety of plot coverings in Section K (John Milner Associates)



Figure 394. Formal plot coverings include this example of a stamped concrete slab. (John Milner Associates)



Figure 395. Concrete slab inlaid with ceramic tiles (McDoux Preservation)



Figure 396. Poured concrete slabs covering graves in Section B (McDoux Preservation)



Figure 397. Granite slab grave coverings (John Milner Associates)



Figure 398. Granite curbing surrounding a family plot in Section C (John Milner Associates)



Figure 399. Engraved threshold, part of granite plot curbing (John Milner Associates)



Figure 400. Concrete curbing enclosing a plot (McDoux Preservation)



Figure 401. A variety of materials are used for individual plot enclosures, including modular concrete blocks, and wooden or wire fencing. (John Milner Associates)



Figure 402. Plastic garden edging surrounding a plot in Section K (John Milner Associates)

Water Features

An underground irrigation system was installed in Evergreen in the 1970s. Steel pipe risers, most terminating with a hose bib and/or a quick coupler for attaching an impulse sprinkler head, are located in a grid pattern throughout the cemetery, occurring approximately every four rows of burials and spaced approximately 70 feet apart (Figure 403). The risers are similar to those located in Oakwood Cemetery and Oakwood Cemetery Annex, although the risers in Evergreen are not encased in concrete. At the time of survey, many of the irrigation risers had developed leaks or constant drips. During the development of this master plan, the City replaced 122 vacuum breakers and 58 quick couplers within the irrigation system at Evergreen Cemetery. It is expected that some of the 110 removable, transportable impact heads purchased as part of this effort to be shared amongst the city's cemeteries may be deployed here at some interval.



Figure 403. A steel pipe riser, part of Evergreen's underground irrigation system (John Milner Associates)

Buildings and Structures

Buildings

The only building in Evergreen Cemetery is the small restroom facility, located in the southwestern portion of the site (Figure 404). The modular concrete block building is painted white and has separate entrances on its north and south sides for the single-stall men's and women's facilities. A green-painted plywood board on the southwest side of the structure screens the building from view from Airport Boulevard. A portable toilet is located between the restroom structure and the access drive to provide an ADA-compliant restroom facility for visitors. The date of construction of the restroom is unknown at this time, but it was certainly built by the late 1950s, as the structure appears on a cemetery plat dated 1959.



Figure 404. The small restroom facility and adjacent portable toilet (John Milner Associates)

A house that may have housed the cemetery caretaker once stood in the southwest corner of the cemetery, and is visible on historic USGS topographic maps and aerial photographs of the cemetery as late as 1981 (Figure 405). An associated garage is visible in aerials photographs as late as 2004. A driveway to the house and garage entered the house site from East 12th Street, near its intersection with Airport Boulevard; its location is still marked by a residential scale, double-leaf, chain link driveway gate (Figure 406). The gate is no longer in use and is kept padlocked. The date of construction for both structures is unknown, but documentation suggests that the house was built in the early 1930s to replace an earlier structure. The house was demolished between 1981 and 1985; the carport remained on the site until around 2004 or 2005.



Figure 405. Caretaker's house, carport, restroom, and another unidentified building, c.1964 (Evergreen House detail 1964 HAO)



Figure 406. This chain link gate on East 12th Street previously allowed access to the house and garage. The fence and gate have since been updated. (John Milner Associates)

Structures

Evergreen contains only one above-ground structure, a gray granite, double-vault tomb that is located near the middle of the northwest quadrant of the cemetery (see Figure 398). This is also the only family plot within the cemetery that is marked with a formal curb system, also of granite, with square granite corner stones and an entrance stone inscribed with the family name.

Fence System

Until very recently, when new fencing was installed, Evergreen Cemetery was surrounded by a chain link boundary fence that was installed ca. 1966, replacing an earlier wire fence along Tillery and East 12th streets. The main entrance along East 12th Street features a double gate to control access to the site (see Figure 350 on page 291). When the gate is open, one side is held in place with a rubber strap wrapped around an adjacent tree, which is in poor condition. Three other double gates in the fence, two along Tillery Street and the other associated with the former caretaker's house, are kept locked. Understandably, some adjacent residences have installed screening elements along the northern site boundary for privacy (Figure 407). Alternative screening ideas that are more compatible for the cemetery and still provide privacy can be explored.



Figure 407. Screening elements installed on the chain link fence by adjacent property owners (John Milner Associates)

Small-Scale Features

Site Furnishings

A number of site furnishings are clustered near the cemetery entrance on Main Street. An aluminum flagpole stands along the west side of the drive, just inside the cemetery entrance gate (Figure 408). A mulched planting bed bounded by wood edging surrounds the flagpole area. The 25-foot flagpole was a gift to the cemetery, donated in 1979 by a citizen identified only as "Mrs. Warren," in honor of her husband, who died in World War II. It displays the U.S. flag and the Texas state flag. Other site furnishings in the entrance area include a number of directional and informational signs, and a battered, galvanized steel litter receptacle, altogether contributing to a cluttered appearance from the street (Figure 409). Several other identical trash receptacles are located in other parts of the cemetery, as well as older trash receptacles formed of concrete (Figure 410).



Figure 408. An aluminum flagpole stands just inside the entrance gate. (John Milner Associates)



Figure 409. Directional signs and a battered litter receptacle clustered near the cemetery entrance (John Milner Associates)



Figure 410. A concrete curb in Section C terminates in a concrete litter receptacle. (John Milner Associates)



Figure 411. Section identification sign (John Milner Associates)

A sign identifying the cemetery is mounted on two metal posts and stands near the southwest corner, facing the intersection of East 12th Street and Airport Boulevard (Figure 414). The sign stands inside the fence and beneath a large overhanging live oak and is difficult to read from the street.

Other site furnishings within Evergreen include painted steel section identification signs, mounted at around four feet above the ground on galvanized steel poles (Figure 411). These are identical to the section identification signs located in Austin Memorial Park. Individual plots usually are identified by ground-level concrete markers, many of which are obscured by vegetation or worn to the point of illegibility (Figure 412). A least one instance of a square metal plot marker is present within the cemetery (Figure 413).

Three wood bollards stand on the southeastern corner of the restroom building to prevent vehicles from driving on burial plots at that intersection (see Figure 404 on page 311). One metal and one wood bollard stand close to the new curb and gutter installation and are both painted yellow (see Figure 354 on page 293).



Figure 412. Ground-level concrete markers identify plot corners. (John Milner Associates)



Figure 413. A square metal plot marker (John Milner Associates)



Figure 414. A PARD sign identifying the cemetery near the southwest corner; the sign is difficult to read from outside the cemetery. (John Milner Associates)

Grave Furnishings

Grave decorations are found throughout Evergreen Cemetery, although they are more common in the more newly-platted burial sections in the eastern portion of the cemetery. Items observed include decorative benches, flowerpots, silk flowers, trellises, candles, and garden ornaments (Figure 415 on page 316). Marble vases and urns, concrete planters, cast stone urns, and basket-weave terra cotta planters are common throughout Evergreen. Small toys, pinwheels, and ceramic statues are common in the infant burial section.

Some graves are furnished with a decorative bench at the foot of the plot, facing the headstone, but this is not as common in Evergreen as it is at Austin Memorial Park Cemetery.



Figure 415. Grave decorations in the infants burial section (John Milner Associates)

Utilities

PVC sewer standpipes are located in the cemetery caretaker's house plot on the southwestern corner of the site (Figure 416).

The public right-of-way that bounds the cemetery along East 12th Street and Tillery Street is lined with utility poles that stand just outside the cemetery boundary fence on the 12th Street side in the verge between the sidewalk and street on Tillery (Figure 417). The poles have a negative impact on the historic character of the view from inside the cemetery.



Figure 416. PVC sewer standpipes near the location of the former caretaker's house (John Milner Associates)

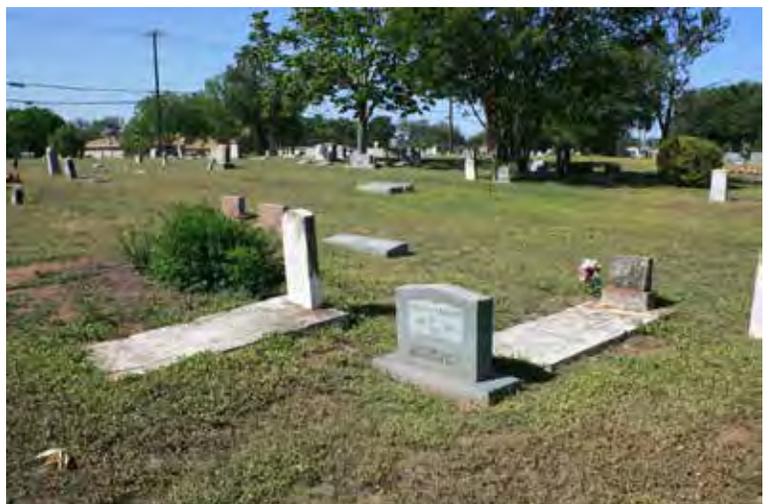


Figure 417. View of adjacent overhead utility lines from inside the cemetery (John Milner Associates)

SIGNIFICANCE

In order to develop treatment recommendations that are well-grounded in national standards, this master plan proposes areas and periods of significance, evaluates the cemetery under National Register Criteria, and determines its integrity.

The applicable Criteria for Evaluation for Evergreen Cemetery are presented below, along with one Criterion Consideration. Per National Register requirements, except for archeological sites and cemeteries nominated under Criterion D, burial places must also meet the special requirements of Criteria Considerations C or D.

Criterion A: *Properties can be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.*

Evergreen Cemetery was established in 1926 and is still active. Only the oldest sections of Evergreen Cemetery are likely to be eligible for listing in the National Register at this time. Section A was the first part of the cemetery to be developed, and it contains burials dating from the 1920s through the 1950s, including the graves of many prominent families and individuals. The next section to be developed, Section C, was platted in 1938 but prices for the lots there were not set until 1947, with the earliest burials taking place that year. Section B opened in the 1950s, and Section D was platted in 1959. Those sections and all later sections appear to contain predominantly burials that would be too recent to qualify for the National Register.

Section A, and possibly Section C, of Evergreen Cemetery may be significant under Criterion A, for association with segregation and the development of Austin generally and the African American community in East Austin specifically, following the 1928 City Plan and during the Civil Rights movement.

Criterion B: *Properties can be eligible for the National Register if they are associated with the lives of persons significant in our past.*

Evergreen Cemetery is potentially significant under Criterion B, for its association with a group of persons of outstanding importance to the African American community.

Criterion C: *Properties may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.*

Additional research should explore the variety of folk craft traditions represented by handmade grave markers at Evergreen Cemetery, which may be significant under Criterion C.

Criterion D: *Properties may be eligible for the National Register if they have yielded, or may be likely to yield, information important in prehistory or history.*

The newer, eastern half of Evergreen Cemetery encompasses land that was likely part of the old Highland Park Cemetery, which is thought to have provided pauper burial services to the City of Austin in the early twentieth century. Because the boundaries of and burials within Highland Park are today undocumented, Evergreen Cemetery may be significant under Criterion D for its ability to yield information about the burial practices used to inter the poor during that period.

Criteria Consideration D: *A cemetery is eligible if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.*

Consideration D would apply based on the presence of handmade grave markers (particularly, but not exclusively, in Section A) and the graves of individuals of transcendent importance. A detailed survey of the graves located in the section to be nominated, with biographical information about the deceased buried there, could help to substantiate their importance to the community.

Period of Significance

The time during which a property acquired the characteristics that make it eligible for listing in the National Register or for designation as a local landmark is called the *period of significance*. This period often begins when the property was established or constructed, or when events or activities that contribute to the property's historic significance began to take place. The period of significance usually ends at least 50 years before the present date.

The master plan team proposes that the period of significance for the cemetery extend from 1926, when the cemetery was established, to 1965, 50 years prior to this publication's release date.

Integrity

To be eligible for National Register listing, a property must retain integrity to the period of significance. Assessment of integrity is based on an evaluation of the existence and condition of physical features dating from a property's period of significance, taking into consideration the degree to which the individual qualities of integrity are present. The seven aspects of integrity included in National Register criteria are location, design, setting, materials, workmanship, feeling, and association, as described below.

Location refers to the place where the historic property was constructed or the place where a historic event occurred.

Design is the combination of elements that create the form, plan, space, structure, and style of a property.

Setting refers to the physical environment of a historic property.

Materials are the physical elements that were combined during a particular period of time and in a particular pattern or configuration to form a historic property.

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time.

Association is the direct link between an important historic event or person and a historic property.

The integrity of cemeteries, in particular, may be compromised by the presence of modern grave markers. As a result, it is common to list only the oldest sections of a cemetery, containing a critical mass of historic grave markers, on the National Register.

Based on an evaluation of existing conditions at Evergreen Cemetery, and in consultation with Gregory Smith, National Register Coordinator for the Texas Historical Commission, the master plan team recommends that only the original boundaries of Evergreen Cemetery—not the addition of the former Highland Park Cemetery grounds to the east—should be considered for inclusion in a National Register listing at this time. A detailed survey of the cemetery would be required to determine which sections may or may not be eligible; based on the dates of burials, it is likely that only Section A, and potentially Section C, would be included in the nomination.

TREATMENT RECOMMENDATIONS

Overall treatment objectives for Evergreen Cemetery are focused on:

- improving the exterior appearance of the cemetery;
- improving the entrance;
- improving visitor facilities;
- caring for and planting trees;
- relocating maintenance and spoils areas; and
- providing historical and wayfinding information.

Additional concerns include:

- care of grave markers and objects of art and craft;
- potential areas for cemetery expansion and a scatter garden; and
- control of fire ants and noxious lawn burs.

Treatment plans illustrating these objectives are presented at the end of this chapter.

Appearance and Entrance

Of primary concern to Evergreen Cemetery stakeholders are the exterior appearance of the cemetery, the condition of the restrooms, and the functionality of the cemetery's primary entrance. PARD recently replaced the rusting chain link boundary fence around Evergreen Cemetery, which improved the appearance of the cemetery from Twelfth and Tillery. However, the cemetery entrance has a cluttered appearance from the proliferation of signs and posts, the cemetery identity sign is difficult to see, and the driveway steepness presents a problem for some vehicles. In addition, the location of the primary entrance only one-half block from the intersection of Airport, Tillery, and Twelfth Streets causes traffic problems during large funerals.

Appearance

- Replace the south and west black chain link boundary fence with a black picket fence or other type that is more compatible with the historic character of the cemetery (refer to Figure 11 in General Management Guidelines).
- Consider rounding the fence at the corner of Airport and Tillery and attaching a cemetery identification sign that can be visible from many points at that intersection (Figure 418).

Entrance

- Consolidate signage at the Twelfth Street entrance into a single informational sign, possibly including this in a kiosk to be located across Main Street from the existing flag pole (Figure 419). (Also see Visitor Facilities, page 319.)
- Relocate the cemetery primary entrance to the intersection of Tillery Street with the cemetery's Avenue A, leaving the Twelfth Street entrance open, as well.
- Consider the cemetery gate and perimeter fence as a potential Art in Public Places competitive project, incorporating culturally significant imagery, for example (see General Management Guidelines).
- Include visitor wayfinding tools in the informational kiosk, including a graphic plan of the cemetery and grave location information, if possible; a brief account of the history and significance of the cemetery; visitor registration; and operational or maintenance rules (Figure 421).
- Install a kiosk and a small restroom building at the new cemetery entrance, incorporating it into the overall design of the entrance (Figure 420).
- Provide for one universally-accessible parking space and a stable and level area for access to the informational kiosk.
- Mark the new cemetery entrance with an appropriately decorative entrance gateway, framed by masonry piers or other material. The entrance could be marked with a sign, possibly arching, that identifies the name of the cemetery (Figure 422–Figure 426).



Figure 418. Example of a sign on a curved black metal picket fence (Google, annotated by John Milner Associates)



Figure 419. This park sign consolidates information that might otherwise be provided in smaller, separate signs. (SignsExpress.co.uk)



Figure 420. At Old City Cemetery in Lynchburg, Virginia, an informational kiosk is incorporated into the entrance gateway. (Google Maps)



Figure 421. Informational kiosk at Old City Cemetery. The kiosk contains a map and several brochures about different aspects of the cemetery. (Laura Knott, 2010)



Figure 422. Entrance to Portage Park, Chicago, flanked by masonry pier and wall composition (Google)



Figure 423. Entrance to Hillsboro Pioneer Cemetery in Oregon combines masonry and steel. (Google)



Figure 424. At Andersonville National Cemetery, brick columns support a traditional black picket fence. (Google)



Figure 425. Contemporary version of the traditional cemetery arched entrance (Portage Park, Chicago) (Google)



Figure 426. Traditional, early-20th-century arched steel cemetery gateway, located at Comal Cemetery in New Braunfels (John Milner Associates)

Visitor Facilities

Visitor access and comfort is also a high priority for Evergreen Cemetery stakeholders. The existing restroom building is outdated and is not universally-accessible. In addition, the prominent location of this very utilitarian building is not compatible with the historic character of the cemetery. Stakeholders would also like to have a visitor resting area, provided with benches, shade, and a drinking fountain, if feasible. To address visitor accommodations, the following actions are recommended:

Restroom

- Install a small restroom building at the entrance, possibly incorporated into the overall design of the entrance, as was done at Austin Memorial Park Cemetery. This building should be locked when the cemetery is closed in the evening. This could be combined with the informational kiosk or located in a separate building.
- Provide for one universally-accessible parking space and a stable and level area for access to the restroom. The parking space for the restroom can also serve the kiosk.

Visitor Gathering Areas

- Establish visitor gathering areas, possibly as part of scatter gardens, to be located at the east end of Section K and another possibly in the open, shaded area where the caretaker's residence once stood.
- Consider utilizing scatter gardens as locations for memorial trees. These trees can also serve to shade the visitor gathering areas.
- Extend the interment plot south of Section D only to the critical root zone of the three large live oaks at the corner of Twelfth and Tillery. Utilize this corner area as a visitor gathering area or scatter garden; include seating and trash receptacles.
- Create a visitor gathering area around the existing flag pole, including a paved plaza with seating, framed by vegetation, such as low hedges, and shaded by new trees. Include at least two benches and trash receptacles.
- Install site furnishings in the visitor gathering areas that are simple and contemporary so that they do not detract from the historic character of the cemetery (refer to General Management Guidelines).

Circulation

- Grind down all drives and repave, when feasible, in chip-seal asphalt with aggregate that matches the local soil.
- Avoid creating new burial plots within the grass alleys identified on the cemetery plat and reserved for circulation.

Vegetation Management

The primary goal of vegetation treatment at Evergreen Cemetery is to preserve and enhance the historic character of the cemetery through the protection of existing historic trees and the replacement of lost trees. In its early history, plantings of evergreen trees and shrubs contributed largely to the character of the cemetery; these were particularly concentrated in Section A, which was bounded on its south and west edges with a dense planting of evergreens. Although many of these trees had either died or had been removed by the late 1970s, small evergreen and ornamental trees were planted along Main Street by the 1980s. In addition, a concentration of large, deciduous trees in the northern sections provided much-needed shade in the summer, historically, and many are still standing today. Preservation, care, and maintenance of the remaining historic trees is paramount to maintaining the integrity of the entire cemetery.

The following actions are recommended for the vegetation within Evergreen Cemetery:

- Develop a construction-level planting plan to replace trees that have been lost from the cemetery, based on the conceptual plan provided as part of the cemetery preservation, as well as early aerials and ground-level evidence, such as stumps. It is possible that volunteer shrubs or perennials may mark the previous location of a tree or may obscure a stump.
- Compost, mulch, and water trees (as appropriate and as necessary for each species) during periods of insufficient rainfall.
- Ensure that over time, specimen trees remain as historic features within the landscape with a program of in-kind replacement.
- Remove volunteer trees (usually mulberry, hackberry, tree ligustrum, or gum bumelia) that threaten markers and plot enclosures. Retain other volunteer trees as needed for tree cover or to represent a lost historic tree.
- Encourage the growth of native groundcovers, including horseherb (*Calyptocarpus vialis*) and other low plants that are easily established in dry shade and can substitute for lawn grasses.
- Improve turf management through improving soils by adding compost topdressing annually.

- Upgrade the irrigation system, replacing risers with ground level hose bibs or quick couplers that can be accessed by the public to water newly-installed plants in individual or family plots, and by city staff to irrigate plant material and turf during times of drought.

Maintenance and Spoils

In the past, spoils from grave excavation has been routinely dumped in the northeast corner of the cemetery, adding as much as six feet of fill and extending the east and north edges of the cemetery terrace as much as 70 feet past the natural edge of the slope leading down to the Tannehill Branch. In addition to earthen spoils, there are also large amounts of domestic and industrial refuse, including chunks of asphalt, concrete, and limestone; lumber; yard wastes; and household items. This material has been accumulating at least since the late 1970s, when this area was developed as part of the cemetery.¹⁶³ Since the initiation of the master planning process in 2013, the most obvious earthen spoils piles have been removed. However, there is still a need for some temporary storage of maintenance equipment, concrete vaults, gravel, and spoils on the site. The following recommendations are made:

- Locate the maintenance and storage area on a previously filled area that does not contain any large shade trees. Refer to the conceptual plan provided for Evergreen Cemetery for the recommended location.
- Fence the area and screen from view from the rest of the cemetery.
- Do not at any time store maintenance or excavation equipment, concrete vaults, gravel, or spoils piles within the root zones of any large trees, including oak, ash, or cedar elm.

Historical Information and Wayfinding

Stakeholders have asked that information be available to the cemetery visitor that tells the story of the cemetery and the community it serves, as well as maps that can help visitors locate particular graves within the cemetery. In addition, although signs were recently installed to identify cemetery sections, they are too tall, standing within the historic viewshed, and are located at the center of the edge of the sections, rather than at the corners, and internal cemetery drives are not identified. Other conditions affecting wayfinding and circulation is the practice of creating new grave plots utilizing what should be reserved as pedestrian walkways between burial sections. To address these issues, the following actions are recommended. For more detail, refer to Chapter 3, General Management Guidelines.

- Install historical and wayfinding maps at the entrance kiosk. Consider incorporating QR codes that can be scanned using smart phones.
- Identify cemetery sections and drives with markers located at intersections. The markers should be durable and preferably of stone, concrete, or other material compatible with the historic character of the cemetery. Galvanized steel and unpainted aluminum are not recommended.
- Consider installing informational signs at the graves of important community leaders. These signs should be simple, contemporary, and not distract from the historic character of the cemetery.
- Continue to research location of Highland Park Cemetery and provide this information when available. Portions of Evergreen Cemetery identified as originating in Highland Park Cemetery could be identified with additional informational signs.

Grave Markers and Decorative Objects

Grave markers in Evergreen Cemetery are primarily of granite; however, there are numerous hand-crafted markers within the cemetery, many of which appear to be made by the same artist. The following actions are recommended:

- Protect, preserve, repair, and conserve cemetery markers, including unique works of art and craft.
- Document, as a high priority, the many delicate and hand-made markers within the cemetery that are threatened by weathering, vandalism, and maintenance damage.
- Conduct further research through oral history to identify the craftspersons who created these markers; consider including this information in the history of the cemetery.
- Encourage plot owners to establish groundcovers within curbed or edged plots to reduce the amount of mowing and trimming required.

Cemetery Expansion

In 2010, the City of Austin conducted a feasibility study regarding the possible expansion of burial plats in Evergreen Cemetery to the north and east towards Tannehill Branch above the waterway setback. Hicks & Company was contracted to study the potential impact of the expansion on cultural resources in the area and concluded that it has a high potential for containing late-nineteenth- and early twentieth-century graves associated with Highland Park Cemetery. However, the depth of trash and fill over this area severely limited the investigation, and Hicks & Company recommended that, prior to expanding the cemetery into this area, further investigations would be necessary.¹⁶⁴ Because additional investigations are warranted in this area, only a few areas for expansion were identified. These include:

- Remove the existing restroom and associated utilities and utilize space for plot expansion.
- Extend interment plots south of Section D only to the drip line of the three large live oaks at the corner of Twelfth and Tillery. Utilize this corner area as a scatter garden or other open-space function.
- Develop a new circular drive connecting Avenue K and Avenue G at their eastern ends and re-vegetate the semi-circular area to create a scatter garden. Note: the location for this drive is atop the artificial fill terrace, but no archeological evidence was found by Hicks & Company in this area that would point to its use as Highland Park Cemetery. Nonetheless, further investigation of this area (including engineering requirements and additional archeological investigations) prior to construction of the road is recommended.

It is possible that project-focused investigations can refine what is known about any evidence of Highland Park Cemetery below the fill areas at the north and east of Evergreen and that these areas could also support the expansion of interment plots.

Any additional expansion proposals would need to consider the potential location of Highland Park Cemetery burials and continue with archeological investigations as appropriate.

Also, while outside the cemetery boundaries, dumping in the adjacent watershed for Tannehill Creek has been a perennial problem. PARD should coordinate with Watershed Management for periodic cleanup of the creek area.

164. Jones and Miller, i.

Integrated Pest Management

Fire ants and noxious burs have been an ongoing problem at Evergreen Cemetery. The best treatment is an Integrated Pest Management Approach, which manages pests in a continuum, beginning with the most economical means that presents the least possible hazard to people and the environment.

Fire Ants

- Identify ant species as the first step in determining the need and approach for control.
- Examine maintenance practices that may be inadvertently encouraging the spread of mounds.¹
- First consider physical controls, such as pouring boiling water into the mounds. Treatment can then move to biological controls, which involve the introduction of fire ant parasites or fire ant diseases to the area. As a last resort, chemical treatments are also available, but careful consideration should be given to their affect on the environment.

Noxious Burs

Evergreen Cemetery stands atop a layer of deep, sandy soils, the ideal medium to support its many post oaks, but also ideal for the growth of the Southern sandspur (*Cenchrus echinatus*), a noxious weed with devilishly sharp burs. The best defense against these weeds is thick, healthy turf; however, it is not feasible to maintain this sort of turf, which requires a great deal of watering and mowing, within the cemetery. When a thick lawn is not possible, Texas A&M Extension Service recommends a program of pre-emergent and post-emergent herbicide use in areas that are heavily infested.¹⁶⁵

165. James A. McAfee, Ph.D., "Controlling Field Sandbur (Grassbur) in Turfgrass," <http://aggie-horticulture.tamu.edu/archives/parsons/turf/grassbur.html>

PRIORITIZED PROJECT LIST AND ESTIMATE OF PROBABLE COSTS

Priority One

(to be completed within 1–2 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Develop new cemetery entrance on Tillery Street with visitor kiosk, parking space, and restroom. Entrance (new lichgate with walls, assume \$100,000) Restroom (assume \$250,000) Kiosk (assume \$7,500) Benches/trash receptacles (2@ \$2,500 = \$5,000) Parking space and sidewalk (assume 400sf @ \$5/sf = \$2,000)	\$368,500
Remove existing restroom and associated utilities after new restroom is completed.	\$ 4,500
Organize Twelfth Street signage into one unit.	\$10,000
Replace shade trees (assume 60-4" caliper at \$800 each).	\$48,000
Relocate maintenance yard.	\$5,000
Survey grave marker conditions and prioritize for repair/conservation/resetting.	\$0 (to be completed by volunteers)
Upgrade irrigation system, replacing rotors with ground-level quick couplers and hose bibs.	\$50,000

Priority Two

(to be completed within 3–5 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Extend avenues K and G to create new scatter garden area with plaque wall, seating area, and parking spaces. Extend avenues K and G (4870 sf x \$5/sf = \$24,350). Install plaque wall (assume \$5,000). Install benches/trash receptacles (assume \$20,000).	\$98,050
Grind down paved cemetery drives, establish stabilized shoulder, and re-pave in chip seal to match native soil. (81,000 sf x \$10/sf)	\$810.000

Priority Three

(to be completed within 5–7 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Replace boundary fence on Tillery and Twelfth with black metal picket fence that is rounded at the Tillery and Twelfth corner and includes cemetery identification sign. Replace fence (1920 lf x \$40 = \$76,800). Install cemetery identification sign (assume \$3,000).	\$79,800
Place cemetery drive markers at intersections (assume 15 post-type hewn stone).	\$2,250
Replace section markers with ground-level markers (assume 15 post-type hewn stone).	\$2,250
Install informational signs at graves of community leaders (assume 15 small metal, short post).	\$3,750
Install interpretive waysides for Highland Cemetery (assume two medium interpretive signs).	\$3,000

PLANTING PLAN

Please refer to the Site Plan and Detail Plan on the following pages for locations of the plantings described below.

Trees along Main Street and Avenues A, B, F, and K

Preferred Plant Characteristics and Considerations:	Evergreen and deciduous trees in a variety of sizes and mature heights to form street space
Soils:	Fine sandy loam to 18" then red gravelly sandy clay to 50"
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Crape myrtle, live oak, post oak, cedar elm, tree-form ligustrum.

Twelfth Street and Airport Boulevard Scatter Garden

Preferred Plant Characteristics and Considerations:	Ornamental trees
Soils:	Fine sandy loam to 18" then red gravelly sandy clay to 50"
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Crape myrtle, Mexican redbud, or Texas redbud

PLANTING PLAN (continued)

Please refer to the Site Plan and Detail Plan on the following pages for locations of the plantings described below.

Screening Maintenance Yard

Preferred Plant Characteristics and Considerations:	Large evergreen and deciduous shrubs
Soils:	Fine sandy loam to 18" then red gravelly sandy clay to 50"
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Rusty blackhaw viburnum, yaupon holly, coralberry, ligustrum, or arborvitae

REPLACE THIS PAGE
WITH
EVERGREEN
SITE PLAN

REPLACE THIS PAGE
WITH
EVERGREEN
12TH & AIRPORT
SCATTER GARDEN
DETAIL PLAN

REPLACE THIS PAGE
WITH
EVERGREEN
TILLERY STREET
ENTRANCE DETAIL
PLAN

REPLACE THIS PAGE
WITH
EVERGREEN
SCATTER GARDEN
AND
MAINTENANCE YARD
DETAIL PLAN

Chapter 8

Austin Memorial Park Cemetery

Austin Memorial Park Cemetery was established in 1927. This chapter contains a historical narrative of Austin Memorial Park Cemetery’s development, an examination of its historic integrity and significance, a discussion of existing conditions observed in the cemetery during the master plan team’s site evaluations, specific treatment recommendations, and a list of potential projects with cost estimates.

IN THIS CHAPTER

- Historical Overview 340
- Historically Significant Persons 347
- Existing Conditions 355
- Significance 399
- Treatment Recommendations . 404
- Prioritized Project List and Estimates of Probable CostS . . 415
- Planting Plan 417
- Site Plans 420

This chapter should be used in conjunction with the General Management Guidelines presented in Chapter Three. The General Management Guidelines include treatment recommendations that apply to all five historic city cemeteries; this chapter provides additional detail specific to Austin Memorial Park Cemetery.

HISTORICAL OVERVIEW

Austin Memorial Park Cemetery is a lawn cemetery in northwest Austin, near the intersection of FM 2222 and MoPac Boulevard. Its address at 2800 Hancock Drive places the cemetery in the Allandale neighborhood. Nearby neighborhood associations include the Allandale, Rosedale, and Highland Park West/Balcones Area.

Austin Memorial Park Cemetery was established in 1927 by a private company, also called Austin Memorial Park. The corporation was created on August 17, 1927, for the purpose of maintaining a public cemetery and crematory. The corporation was made up of eight directors: F. W. Sternenberg, J. T. (Jack) Bowman, John A. Gracy, Charles Rosner, E. P. Cravens, D. K. Woodward Jr., and D. C. Read, all of Austin, and W. H. Chambers of San Antonio. Bowman and his wife Gladys conveyed 112.75 acres of land to the corporation for \$10 “and other good and valuable consideration;”¹⁶⁶ the articles of incorporation then valued the land at \$40,000 and established that each director, sharing equally as owners, had therefore contributed \$5,000 each for their interest in the land, in return for an equal amount of capital stock in the corporation.

The land on which the cemetery was established was made up of portions of the George W. Spear League and the Daniel J. Gilbert and James P. Davis Surveys; in 1891, it was owned by a John Hancock.¹⁶⁷ The tract¹⁶⁸ was originally bounded by the Austin-Burnet Road (now Hancock Drive) to the south, Shoal Creek to the east, and the International and Great Northern (I&GN) Railroad tracks to the west. The original northern boundary remains, marked by Ranch to Market Road 2222; the section of that road abutting the cemetery is now known as Northland Drive. The I&GN Railroad was later acquired by the Missouri Pacific Railroad, and Austinites refer to both the railroad line and the highway built next to it (State Highway Loop 1, aka the MoPac Expressway) as “MoPac.” even though the Missouri Pacific Railroad was acquired by Union Pacific Railroad at the end of the twentieth century.

The cemetery was platted beginning in 1928.¹⁶⁹ The first parts of the cemetery to be subdivided were the eastern portion of Block 1 and all of Blocks 2 and 3, on June 13, 1928; the western remainder of Block 1 was platted on March 13, 1970. These three sections are closest to the entrance. The first person to be buried at Austin Memorial Park Cemetery was a farmer from Pflugerville named M. A. Hanna, on April 25, 1928. Part of Block 8 was subdivided on December 3, 1953,¹⁷⁰ and contains many burials from the 1950s, 1960s, and 1970s.

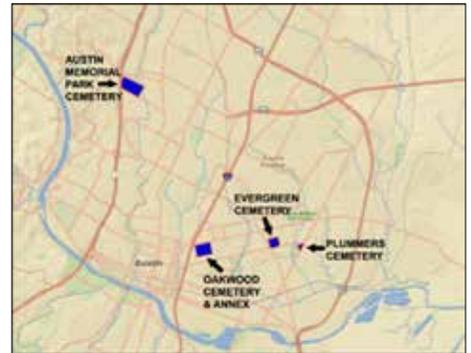


Figure 427. Map showing location of Austin Memorial Park Cemetery and the other four city-owned cemeteries in Austin, Texas (McDoux Preservation)

166. Deed of sale, Travis County Property Records, volume 407, page 16.

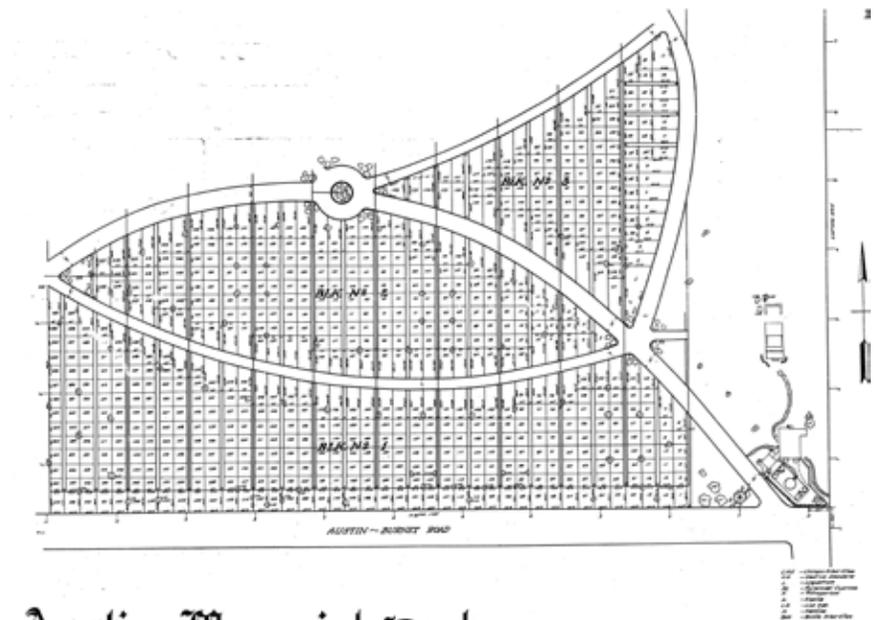
167. *Reconnaissance-Level Survey NRHP-Evaluations, Loop 1 (MoPac): FM 734 (Parmer Lane) to the Cesar Chavez Street Interchange, Austin, Travis County, Texas, CSJ No. 3136-01-107*, prepared for the Texas Department of Transportation by Hardy-Heck-Moore, Inc., 2011, 4-27.

168. Cause No. 41,120: Bertha Ganss vs. J. Carter Fiset, District Court of Travis County, Texas, 53rd Judicial District.

169. Travis County Plat Records, volume 3, 141, 166.

170. MoPac survey, 4-27.

A combination superintendent's cottage and chapel were built near the entrance, along with an octagonal "service tower." The entrance buildings were designed by architect W. H. Chambers of San Antonio, who was also one of the directors of the cemetery corporation. Austin Memorial Park Cemetery was modeled after San Antonio's Mission Burial Park, which opened in 1907 as Texas' first perpetual care cemetery (now Mission Burial Park South) and was also designed by W. H. Chambers.



Austin Memorial Park

Figure 428. Plat map of first sections of Austin Memorial Park Cemetery to be platted, in 1928 (City of Austin)

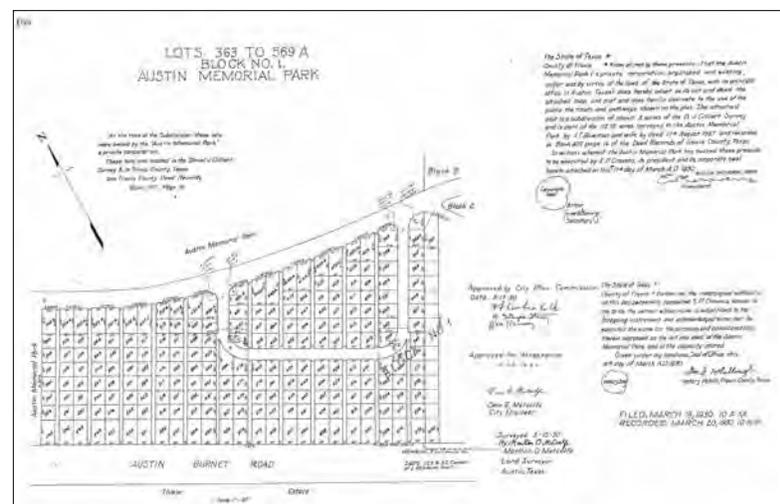


Figure 429. Plat map of western side of Section 1, Austin Memorial Park Cemetery, platted in 1930. The eastern limit of delineated plats matches the western edge of the plats on Figure 428 above. (City of Austin)

Cottage/chapel construction began in 1927 and was completed in 1928. The cottage/chapel was divided into two wings for the different functions. A freestanding rock wall extended from the service tower west along Hancock Drive and another extended southward from the residence/chapel. This entryway was marked by a lichgate, a traditional Anglo-Saxon ceremonial entrance topped by an overhead arch containing the name of the cemetery,¹⁷¹ although a historic photo appears to show the name sign hanging like a banner (in a concave orientation) rather than an arch. Three acres of the cemetery were dedicated for roads and pathways (originally unpaved) in 1930.

Except for a short section at the entrance, the cemetery's south boundary rock wall is no longer extant, perhaps having been removed when the Austin-Burnet Road was formalized as Hancock Drive, and paved.¹⁷² The cemetery gate's overhead sign also is no longer extant, possibly removed in order to allow access by dump trucks or other tall vehicles. The service tower currently contains a restroom.

The original landscape for Austin Memorial Park Cemetery included a sunken garden and plantings around the buildings. At some point, the sunken garden was filled in and, in 1976, a small flower bed with flagpole was placed in that location to commemorate the American Bicentennial.¹⁷³

Between 1928–1941, the corporation sold all or part of several hundred lots, including one acre of land near the Hancock Drive-MoPac corner of the cemetery, purchased by the Agudas Achim synagogue on May 16, 1934.¹⁷⁴ The congregation was allowed, in its purchase agreement, to plant trees or shrubs around the perimeter of the tract. The city, for its part, agreed that, within a year, it would extend the rock wall to the west end of the Jewish cemetery and provide an opening in the wall, which the congregation could enclose with a "monumental gate" with the name of the organization. Additional rules were stipulated regarding burials, plantings, markers, and grave ornamentation.¹⁷⁵

In 1941, the Austin Memorial Park organization sold the tract that



Figure 432. Sunken garden at Austin Memorial Park Cemetery, undated photograph (Historic American Buildings Survey)



Figure 433. Austin Memorial Park Cemetery entrance as it appeared in 1941 (Austin History Center)



Figure 430. Entrance to Austin Memorial Park Cemetery, undated photograph, showing service tower to the left of the gate and chapel/cottage to the right (Austin History Center)



Figure 431. Entrance to Austin Memorial Park Cemetery prior to landscaping, undated photograph (Austin History Center)

171. Jordan, 38.

172. Mo-Pac survey, 4-29.

173. Ibid.

174. The deed recording the City's purchase of the cemetery grounds erroneously reports the purchase date of the Agudas Achim cemetery property as August 1, 1933; the deed for that purchase, however, is dated May 16, 1934.

175. Deed of sale, Travis County Property Records, Vol. 503, 337–342.



Figure 435. Map of Austin Memorial Park Cemetery, as it appeared in 1941 (map provided by Sharon Blythe)

included the cemetery to the City of Austin for \$56,000.¹⁷⁶ Austin Mayor Tom Miller was quoted as saying that the corporation had sold only seven acres of plots at the time of the sale, and that the City Engineer, James Motheral, estimated that as many as 100,000 single graves could be fit into the remaining 105.5 acres.¹⁷⁷ Most of the lots that had been sold at that time were in Block 1, with 24 lots sold in Block 2, 13 lots in Block 3, one lot each in Blocks 4 and 5, 12 lots in Block 7, and a few partial or full lots in Block 9.¹⁷⁸

At the time of its purchase, the tract was located outside the city limits, but on October 16, 1941, the City passed an ordinance annexing the tract of land containing Austin Memorial Park Cemetery as well as several additional tracts of land.¹⁷⁹

Over the years, pieces of the original tract have been transferred for other purposes. In 1954, the City designated 2¾ acres of land for an electric substation. A proposal in February 1955 to use some of the cemetery land for a park was scuttled, after objections from the public.¹⁸⁰ Austin City Council, in April 1956, approved the use of 0.751 acres of land along the northern boundary of the cemetery for the widening of Northland Drive.¹⁸¹

In 1963, the City sold a three-acre portion of the tract at the southwest corner of Northland Drive and MoPac to the Covenant Presbyterian Church, for the construction of its first sanctuary, now known as Eaton Hall. The church bought another two acres in 1969. In 1965, the Suburban Alcoholic Foundation purchased five acres for the construction of their building.

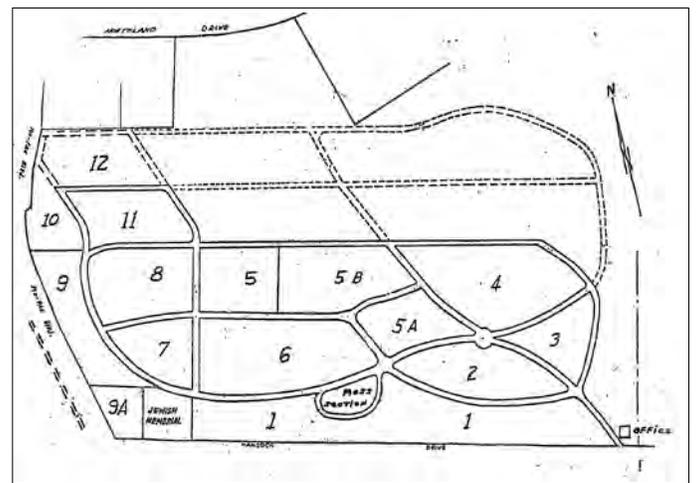


Figure 434. Undated map of Austin Memorial Park Cemetery (City of Austin)

- 176. Deed of sale, Travis County Property Records, Vol. 675, 133.
- 177. "Compromise on price worked out," *Austin Statesman* (Austin, Texas), Friday, April 4, 1941, page 13.
- 178. Deed of sale, Travis County Property Records, Vol. 675, 133-137.
- 179. City of Austin Ordinance , October 16, 1941.
- 180. Minutes, regular meeting of the Austin City Council, February 24, 1955.
- 181. City of Austin resolution, dated April 19, 1956.

Between February 1969 and November 1975, the construction of the MoPac Expressway began with the section from RM 2244 (Bee Cave Road) to RM 2222 (Northland Drive), adjacent to Austin Memorial Park Cemetery, which involved the replatting of Block 9A. The most recent reduction in the area of the cemetery occurred when the City transferred eight acres of cemetery land at the corner of Northland Drive and MoPac for the construction of the Northwest Recreation Center in 1978.

A proposal in 1966 to construct a chain link fence and gates on the north side of the cemetery, was met with some concern from citizens who were afraid that the stone wall at the south entrance might be replaced; their fears were later realized.

In 1991, a group of citizens formed a nonprofit organization called "Rescue Austin Memorial Park" (aka Austin RAMP) to preserve the current boundaries of Austin Memorial Park Cemetery. Led by a steering committee of eleven citizens who own cemetery plots, Austin RAMP initially was formed to be a voice in opposing the sale of cemetery land to the adjacent Covenant Presbyterian Church and has continued to speak out against the sale of land, as well as the use of land within the cemetery's boundaries for non-cemetery-related purposes. In 2008, Austin RAMP successfully nominated Austin Memorial Park Cemetery to the Texas Historical Commission's Historic Texas Cemeteries program. The organization continues to advocate for the preservation of Austin Memorial Park Cemetery.

In 2004–2005, Block 14 was dedicated as the Temple Beth Shalom Memorial Cemetery. Jewish tradition requires that Jewish cemeteries are physically separated from other burials, generally by a fence; however, since fences are prohibited within Austin Memorial Park Cemetery, trees and shrubs are used to create the boundary around the Jewish cemeteries within the larger one.

Today, large sections of Austin Memorial Park Cemetery remain undeveloped and available for future use. Using only the current in-ground burial options, Austin Memorial Park Cemetery has approximately 30 acres of undeveloped (unplatted) land available to be platted for burials. Not all land within the cemetery can or should be used for burials; for example, some land already has been reserved for potential roadways, in order to serve those as-yet-undeveloped sections. At the current rate of sales, Austin Memorial Park Cemetery would not run out of space for in-ground burials until 2070. Additional cremation-related interment options, such as a columbarium and/or scatter garden, could significantly extend the cemetery's interment capacity.



Figure 436. Map of Austin Memorial Park Cemetery showing the sections removed from the original during the 1950s and 1960s (City of Austin)

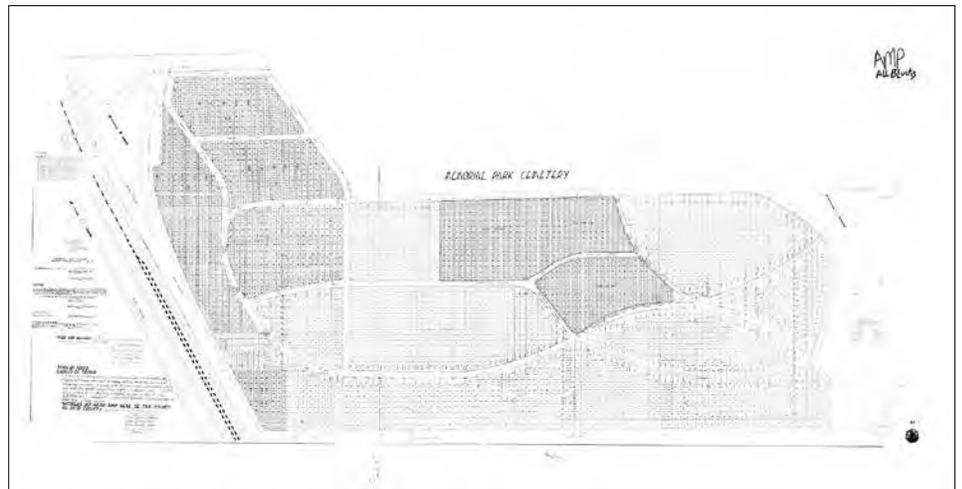


Figure 437. Plat map of Austin Memorial Park Cemetery as it appeared in 1956 (City of Austin)



Figure 438. Photograph of the entrance to Austin Memorial Park Cemetery as it appears today (Google)



Figure 441. Historic service tower at Austin Memorial Park Cemetery, camera facing southwest (John Milner Associates)



Figure 439. Historic cottage and chapel buildings at Austin Memorial Park Cemetery, camera facing northeast (John Milner Associates)



Figure 440. Historic cottage and chapel buildings at Austin Memorial Park Cemetery, camera facing southwest (John Milner Associates)

HISTORICALLY SIGNIFICANT PERSONS

This list of historically significant persons is intended to be as inclusive as possible, given the availability of existing information. This project's scope and budget did not include extensive primary research. As a result, it is limited to those people for whom biographical information had been developed in the past. The master plan team recognizes that the historical record is not equitable and often has excluded non-white/Anglo people and women. This makes it impossible, within the constraints of this project, to adequately recognize people who may have been important community leaders or noteworthy for any number of reasons. This list of historically significant persons, therefore, is likely incomplete. Should additional information be developed in the future, consider making it available in the same location where this plan is published.

The following information was compiled from information provided in the Texas State Historical Association's Handbook of Texas Online (<http://www.tshaonline.org/handbook>), except where noted.

Statesmen and Elected Officials

John Tibaut Bowman (1883–1937), private secretary to Texas Governor Oscar B. Colquitt; Texas secretary of state (briefly); banker, first president, Texas Investment Bankers Association

Dan H. Davidson (1934–2007), municipal manager; city planner, San Antonio, 1959–1961; deputy city manager, St. Petersburg, Florida, 1961–1969; deputy city manager, Austin, 1969–1972; Austin city manager, 1972–1981; president, Rotary Club of Austin; president, Boy Scouts Capitol Area Council; director, Austin Chamber of Commerce¹⁸²

Robert Christian "Bob" Eckhardt (1913–2001), attorney; southwestern director, Office of Inter-American Affairs; Texas House of Representatives, 1958–1966; U.S. House of Representatives, 1966–1980¹⁸³

Jeffrey Mark Friedman (1945–2007), attorney; at 26 years old, youngest person ever elected to Austin City Council, 1971–1975; also became the youngest mayor in city history, 1975–1977

Richard Gritz (1877–1959), Williamson County judge, 1910–1918; Commission of Appeals, Supreme Court of Texas, 1927–1935; Associate Justice, Supreme Court of Texas, 1935–1945

John Howard Winters (1901–1966), county commissioner, Potter County, 1937–1943; president, Texas County Judges and Commissioners Association, 1941–1942; executive director, commissioner, State Department of Public Welfare, 1943–1966; president, American Public Welfare Association

182. Dan H. Davidson obituary, <http://www.tributes.com/show/Dan-H.-Davidson-88612444>.

183. "Guide to the Robert C. Eckhardt Papers, 1931–1992," Briscoe Center for American History, University of Texas at Austin, <http://www.lib.utexas.edu/taro/utcah/00263/cah-00263.html>.

Educators

Walter Scott Adkins (1890–1956), geologist, author; professor of geology; first paleontologist to hold a John Guggenheim Memorial Fellowship; chief stratigrapher and head of special problems research group, Shell Development Company, 1934–1950

Irl Leslie Allison, Sr. (1896–1979), pianist, music educator; dean of music, Rusk College, 1918–1919; dean of fine arts, Montezuma College, 1923–1927; dean of music, Hardin-Simmons University, 1927–1934; founder, National Guild of Piano Teachers, as well as the American College of Musicians and National Fraternity of Student Musicians; initiated and promoted the Van Cliburn International Piano Competition; as a gardener, developed Austin's Azalea Trail

Dr. Ima Christina Barlow (1899–1990), professor of European history, West Texas State Teachers College (now West Texas A&M University); Texas historian

James Colvin (1914–2002), university administrator; USAAF captain in World War II; business manager, 1961–1967; vice president of business affairs, 1967–1980; senior vice president, 1980–1985; all at the University of Texas; president, Texas Association of State Senior College and University Business Officers, 1973¹⁸⁴

Dr. Alonzo Bettis Cox (1884–1968), professor of cotton marketing, University of Texas, 1926–1957; taught at Agricultural and Mechanical College of Texas (now Texas A&M University), 1920–1922; head of cotton marketing research, U.S. Department of Agriculture, 1922–1923; agricultural economist, USDA, 1924–1925; founder, director, UT Bureau of Business Research, 1927–1942; permanent supervisor, Texas Cotton Research Committee (now UT Natural Fibers Information Center); organized and chaired Texas Cotton Committee; national authority on and advisor to cotton industry

Joseph H. Culver, Sr. (1932–2012), Colonel, U.S. Army (retired); personnel director, University of Texas at Austin; vice president, development, University of Texas System; instructor, UT McCombs School of Business; UT Teacher of the Year Award, 1995¹⁸⁵

Dr. Caroline Crowell (1893–1972), chemist, physician; staff physician, University of Texas Student Health Center, 1926–1965

Dr. Frederick Eby (1874–1968), professor and chair, department of history and philosophy of education, University of Texas, 1909–1957; author, particularly of books on education and Christianity; known as "the father of the Texas junior college movement"

Frank Erwin, Jr. (1920–1980), politician, attorney; chairman, University of Texas Board of Regents, 1963–1971

184. "Campus Briefs," *The Alcalde*, May/June 1982, page 34.

185. Joseph H. Culver, Sr., obituary, *Austin Statesman*, <http://www.legacy.com/obituaries/statesman/obituary.aspx?pid=157853135>.

Byron Fullerton (1922–2011), teacher, lawyer, politician; high school physical education teacher; Texas assistant attorney general; dean, University of Texas Law School, 1963–1981; dean, Texas Tech University Law School, 1981–1985; artist and art collector¹⁸⁶

Herman A. Glass (1890–1963), Texas director of textbooks, 1938–1960; charter member, secretary, and president, National Association of Textbook Directors

Norman Hackerman (1912–2007), chemist; president, University of Texas at Austin, 1967–1970; president, Rice University, Houston, Texas, 1970–1985; chemistry professor, University of Texas at Austin, 1985–2007; appointed by President Lyndon B. Johnson to the National Science Board, 1968; served as chair of that Board, 1974–1980; National Medal of Science, 1993¹⁸⁷

Ira Polk Hildebrand (1876–1944), attorney; law professor, University of Texas; dean, UT Law School; established legal aid clinic

Robert Adger Law (1879–1961), professor of English, University of Texas, 1911–1957; scholar of Shakespeare and Elizabethan literature; editor, *Texas Review* (later *Southwest Review*), 1915–1924

Dr. Herschel Thurman Manuel (1887–1976), professor of educational psychology, University of Texas; supervisor, UT freshman testing program, later helped to establish the university Testing and Guidance Bureau (later the Measurement and Evaluation Center); advocate for the education of Spanish-speaking children in Texas; president, Guidance Testing Associates, 1962–1975

Dr. Edmond Thornton Miller (1878–1952), professor of economics, University of Texas, 1904–1952; expert on Texas financial history and United States currency

Dr. Ira Lon Morgan (1926–2005), physicist, entrepreneur; professor of physics, University of Texas, 1966–1976; assistant director, UT Nuclear Physics Research Lab; director, UT Center for Nuclear Studies; adjunct professor, assistant to the vice president of research, University of North Texas, 1987–1997; founded or co-founded numerous business enterprises to develop scientific products and services for industry, medicine, and the U.S. space flight program; 13 patents for nuclear apparatus; president, Austin Chamber of Commerce, 1967

Dr. Harry Estill Moore (1897–1966), sociologist; professor of sociology, University of Texas, 1937–1966; specialist in disaster studies; editor, *Southwestern Social Science Quarterly*, 1956–1966

Arno “Shorty” Nowotny (1899–1982), University of Texas dean of men, dean of student life, 1942–1964

Dr. Theophilus Shickel Painter (1889–1969), professor of zoology, University of Texas, 1921–1944, 1952–1966; University president, 1944–1952

186. “In Memoriam: Byron Fullerton,” University of Texas, <http://www.utexas.edu/faculty/council/2012-2013/memorials/fullerton.html>.

187. Dennis Hevesi, “Norman Hackerman, 95, Chemist and Former University President, Is Dead,” *New York Times*, June 23, 2007.

Dr. Harry Hunt Ransom (1908–1976), long-time University of Texas educator and administrator: instructor and professor, English department, 1935–1951; assistant dean and associate dean, Graduate School, 1951–1954; dean, School of Arts and Sciences, 1954–1957; vice president/provost, 1957–1960; president, 1961; chancellor, UT System, 1961–1971; chancellor emeritus; significantly expanded the University libraries, including special collections now housed in the Harry Ransom Humanities Research Center

Dr. Zachary Thomson Scott (1880–1964), physician; as a medical student, rescued patients during the 1900 hurricane in Galveston; in Austin, established Austin Sanitarium with Thomas J. Bennett; lieutenant commander, U.S. Navy, during World War I; in practice at Scott-Gregg Clinic with Frank C. Gregg, 1923–1947; after retirement, became a cattleman and developed San Gerford breed

Dr. Robert Lee Sutherland (1903–1976), sociologist; professor of sociology, Bucknell University; professor of sociology, University of Texas; first director, later president and president emeritus, Hogg Foundation for Mental Hygiene (later Mental Health), 1940–1974

Thomas Ulvan Taylor (1858–1941), professor of engineering and first dean of the engineering school, University of Texas, later dean and professor emeritus; first state hydrographic engineer, United States Geological Survey, 1897–1912; elected first member, Texas Society of Professional Engineers; author of many books on engineering and Texas history

Paul Jennings Thompson (1890–1964), professor of journalism, department chair, University of Texas, 1927–1959; co-founder, president, Southwest Journalism Congress; as national president, American Association of Schools and Departments of Journalism, helped to design the national accreditation program in journalism education; established summer internship program at Texas newspapers for journalism students and scholarship program

Harry Shultz Vandiver (1882–1973), internationally renowned mathematician, despite not having graduated from high school or attended college, with the exception of some graduate courses; professor of mathematics and astronomy, University of Texas, 1924–1966; leading scholar, history of mathematics

Dr. Glenn Welsch (1915–2004), professor emeritus of accounting, University of Texas, 1952–1985; awarded the first professorship of accounting at UT; president, American Accounting Association¹⁸⁸

188. "Dr. Glenn Welsch, professor emeritus of accounting, passes away," *UT News*, October 29, 2004, http://news.utexas.edu/2004/10/29/nr_business

Authors and Journalists

Curtis Kent Bishop (1912–1967), author and journalist; wrote for the *Austin American-Statesman*, Texas General Land Office, and numerous magazines; authored books on various topics, including sports and history, and under several pen names; at least six of his Western novels were adapted for motion pictures

Dr. Jean MacMullen Holloway (1911–1984), writer, attorney; youngest person to pass the Texas bar, at age 19; in practice with her husband, Sterling Holloway, from 1930–1976; licensed pilot who, during World War II, served at the Army Air Force Training Center in Fort Worth as assistant to Jacqueline Cochran, head of the Women's Air Force Service Pilots (WASPs); first editor, University of Texas Press; founding member of the Austin Commission on Human Relations

Carole Kent Kneeland (1948–1998), journalist; Texas State Capitol reporter, WFAA-TV, Dallas; news director and vice president of news, KVUE-TV, Austin

James A. Michener (ca. 1907–1997), author; won the Pulitzer Prize for his first book, *Tales of the South Pacific*, which was later adapted for Broadway by Richard Rodgers and Oscar Hammerstein as *South Pacific*; famous for writing best-selling novels that wove stories of multi-generational families into detailed accounts of historical events¹⁸⁹

Lucie Cliff Price (1900–1983), historian and genealogist

Gordon Kent Shearer (1880–1971), journalist; after writing for newspapers around Texas, served as Austin bureau chief, United Press, 1927–1947; historian and research director, State Parks Board, 1947–1961

Hart Stilwell (1902–1975), author, journalist, and poet

Joe Austell Small, Sr. (1914–1994), writer and magazine publisher, particularly of Western Americana; published *Western Sportsman*, *True West*, *Frontier Times*, *Old West*, and others for more than 30 years

Edmunds Travis (1890–1971), journalist, newspaperman; worked as a reporter or editor for newspapers in Austin and Houston throughout his career; reporter/editor, *Austin Statesman*, 1916–1925, and owner, 1922–1925

Paul Louis Wakefield (1895–1961), journalist; wrote for United Press in Paris and New York, the *Houston Chronicle*, *New York World*, and *New York Herald-Tribune*; served as an enlisted man in the U.S. Army, and later as an officer in the Texas National Guard, last ranked as major general; state director of selective service, 1949–1955; served as staff to two Texas governors, as well as U.S. Vice President John "Cactus Jack" Garner and Houston businessman Jesse Jones

189. Albin Krebs, "James Michener, Author of Novels That Sweep Through the History of Places, is Dead," *New York Times*, October 17, 1997.

Religious Leaders

Edmund Heinsohn (1888–1989), attorney; trustee, Southwestern University, Georgetown, 1931–1959; chair, board of trustees, Huston-Tillotson College; Methodist minister who worked to end segregation in the Methodist Church and at the University of Texas

Oscar Blake Smith (1902–1973), clergyman, civil rights leader, lecturer, author; pastor, University Baptist Church, 1943–1969; radio host, “Religion in Life,” a weekly program that aired for 14 years on KTBC; president, Austin Ministers Alliance; president, Council on Religion, University of Texas at Austin; chairman, Austin Human Relations Committee

Actors

Tito Goya (born Andrew Butler, 1952–1985), television and movie actor¹⁹⁰

Richard LeParmentier (1947–2013), television and movie actor, best known for his role in Star Wars as Admiral Motti, who is choked by Darth Vader using “The Force”¹⁹¹

Zachary Thomson Scott, Jr. (1914–1965), theater, television, and movie actor; Academy Award nomination, 1945

Law Enforcement

Francis Augustus “Frank” Hamer (1884–1955), Texas Ranger, 1906–1932; as special investigator for the Texas prison system, captured and killed Bonnie Parker and Clyde Barrow in 1934

Philanthropists and Community Leaders

Charles Sanford Eskridge, Jr. (1937–1984), journalist; public information specialist; activist for accessibility and other rights for people with disabilities

Willie I. Korcurek (1910–2009), civic leader, businessman, attorney; owner, Willie Kocurek Co., 1934–1977; oldest person to graduate from University of Texas Law School, at age 69, in 1980; practiced law for 22 years; member, Austin school board, 10 years (four as president); president, Texas Association of School Boards; director, National Association of School Boards; numerous awards included Austin Young Man of the Year, 1941; Austin Most Worthy Citizen, 1980; Austinite of the Year (with his son Neal), 1990; “Texas Hero For Children,” 1996; member, leader, and volunteer for many civic organizations¹⁹²

Mari Yoriko Sabusawa Michener (1920–1994), art collector; philanthropist, helped to direct more than \$100 million in donations by her husband, the author James Michener¹⁹³

190. “Tito Goya, 33: Tough Guy in Films and Real Life,” *Los Angeles Times*, December 8, 1985, http://articles.latimes.com/1985-12-08/sports/sp-15066_1_tito-goya.

191. “Richard LeParmentier, Star Wars actor, dies at 66”, *New York Daily News* via Reuters, <http://www.nydailynews.com/entertainment/richard-leparmentier-star-wars-actor-dies-66-article-1.1319157>.

192. Willie Kocurek obituary, *Austin Statesman*, <http://www.legacy.com/obituaries/statesman/obituary.aspx?pid=122129445>.

193. “James Michener’s Wife Dies,” *New York Times*, September 27, 1994, <http://www.nytimes.com/1994/09/27/obituaries/james-michener-s-wife-dies.html>.

Athletic Figures

Hubert (“Hub”) Bechtol (1926–2004), football player; Little All-American, Texas Tech University, 1943; All-American, University of Texas, 1944, 1945, 1946; U.S. Navy College Training Program, 1944–1946; professional football player, Baltimore Colts, 1947–1951; Longhorn Hall of Fame, 1963; National College Football Hall of Fame, 1990¹⁹⁴

L. Theodore Bellmont (1881–1967), director of athletics, also professor and director of physical training for men, University of Texas, 1913–1957; helped organize the Southwest Conference in 1914–1915; inaugural class, Longhorn Hall of Honor, 1957

Dana X. Bible (1891–1980), football coach, Texas A&M University, 1916–1929; University of Nebraska, 1929–1936; University of Texas, 1936–1946; UT athletic director, 1946–1956; charter member, National Football Hall of Fame; Texas Sports Hall of Fame; National Collegiate Football Rules Committee, 25 years

Mike Campbell (1922–1978), teacher, football coach; assistant coach and chief scout under head coach Darrell Royal, University of Texas, 1957–1967; assistant head coach, 1974–1976; “chief architect of one of the hallmark defenses in the history of college football”¹⁹⁵

William Harold “Spot” Collins (?–?), football player; University of Texas, 1941–1942 and 1946; team captain, Southwestern University, and Most Valuable Player, Sun Bowl, 1944; professional football player, Boston Yanks, 1947 (one season); head football coach, Southwestern University, Georgetown; U.S. Marine Corps, 1943–1945 and 1951, awarded Bronze Star for service during Korean War¹⁹⁶

William John “Billy” Disch (1874–1953), professional baseball player, 1900–1907; baseball coach, St. Edward’s University, Austin, 1900–1910; University of Texas, 1911–1940; Texas Sports Hall of Fame; inaugural class, Longhorn Hall of Honor, 1957; College Baseball Coaches Association Hall of Fame

Noble Doss (?–2009), football player, University of Texas, 1938–1941; set university records for pass interceptions in a single season and career interceptions; professional football player, Philadelphia Eagles, National Football League Champions, 1948; businessman¹⁹⁷

Bibb Augustus “Jockey” Falk (1899–1989), Major League Baseball player; baseball coach, University of Texas, 1946–1967; Longhorn Hall of Honor, 1962; College Baseball Hall of Fame; Texas Baseball Hall of Fame

194. Hubert Edwin Bechtol, obituary, Weed-Corley-Fish Funeral Home, <http://wcfish.tributes.com/obituary/show/Hubert-Edwin-Bechtol-57616135>.

195. “Former Ole Miss, Texas Coach Dies,” Ole Miss Sports website, June 17, 1998, <http://www.olemisssports.com/sports/m-footbl/spec-rel/061798aaa.html>.

196. “Football and America: The Korean War,” Pro Football Hall of Fame, <http://www.profootballhof.com/history/general/war/korean/page2.aspx>; also Southwestern University Hall of Fame, http://southwesternpirates.com/general/halloffame/bios/collins_william_harold00.html.

197. Bill Little, “One last train ride for Noble,” February 17, 2009, University of Texas Athletics, http://www.texassports.com/news/2009/2/17/021709aaa_720.aspx.

Harvey Penick (1904–1995), golfer; assistant golf pro, Austin Country Club, at age 13; head golf pro, 1923; golf coach, University of Texas, 1931–1963; president, Texas chapter, Professional Golfers Association, 1932–1934; Texas Golf Hall of Fame; Texas Sports Hall of Fame; inaugural PGA National Teacher of the Year, 1989; best-selling author, *Harvey Penick's Little Red Book*

Thomas Casper "Buck" Steiner (1899–2001), cattleman and rancher; founder, Capitol Saddlery; rodeo operator; National Cowboy Hall of Fame member

John Owen "Chief" Wilson (1883–1954), professional baseball player, early 1900s; with Pittsburgh Pirates, 1908–1913, set existing record for triples in one season (36), 1912; St. Louis Cardinals, 1914–1916; San Antonio (Texas League), 1917¹⁹⁸

198. Mark Armour, "Chief Wilson," Society for American Baseball Research "Biography Project," <http://sabr.org/bioproj/person/ed5711f8>.

EXISTING CONDITIONS

Ecological Setting

Austin Memorial Park Cemetery is situated in a heavily developed suburban environment in northwest Austin. The cemetery is located at roughly 670 to 700 feet above mean sea level (AMSL). The nearest natural waterway is Shoal Creek, which forms the eastern boundary of the cemetery and drains into the Colorado River to the south (Figure 443). The 100-year floodplain of Shoal Creek parallels and partially occurs within the eastern border of the cemetery; more of the creek's 500-year flood zone is within the cemetery boundary.

Most of Austin Memorial Park Cemetery is mapped as Karst Zone 3, which includes areas that probably do not contain endangered cave fauna, and a small percentage of the site is mapped as being in Karst Zone 2, which includes areas having a high probability of suitable habitat for endangered or other endemic invertebrate cave fauna. Karst is formed by the dissolution of soluble rocks including limestone, dolomite, and gypsum, and is characterized by sinkholes, caves, and underground drainage systems that act as an aquifer and provide refuge for several protected vertebrate and invertebrate species. No karst features of other City-defined Critical Environmental Features (CEFs) were observed at the cemetery during recent surveys.

Topography

Austin Memorial Park Cemetery is set on a slope leading down to Shoal Creek to the east. From a high point of 708 feet AMSL near the northwest corner of the site, the land slopes gently down in a southeasterly direction to an elevation of about 640 feet AMSL as it falls toward the creek. No slopes above eight percent are found on the site. A slight rise occurs in the middle portion of the cemetery north of its developed area; this feature could be composed of fill material or could be a natural phenomenon (Figure 442).

A drainage swale extends off the edge of the cemetery road into the wooded area in the eastern portion of the cemetery, near the north extent of the maintenance enclosure. The swale helps to direct surface runoff into Shoal Creek.

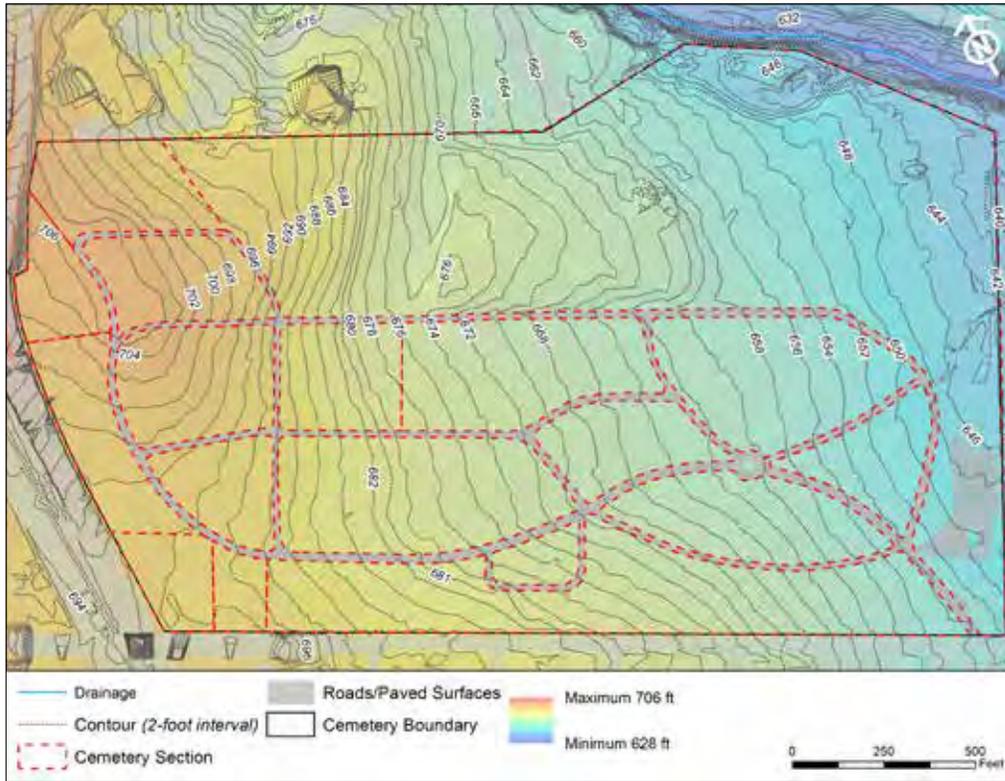


Figure 442. Topography of Austin Memorial Park Cemetery (Project Team)

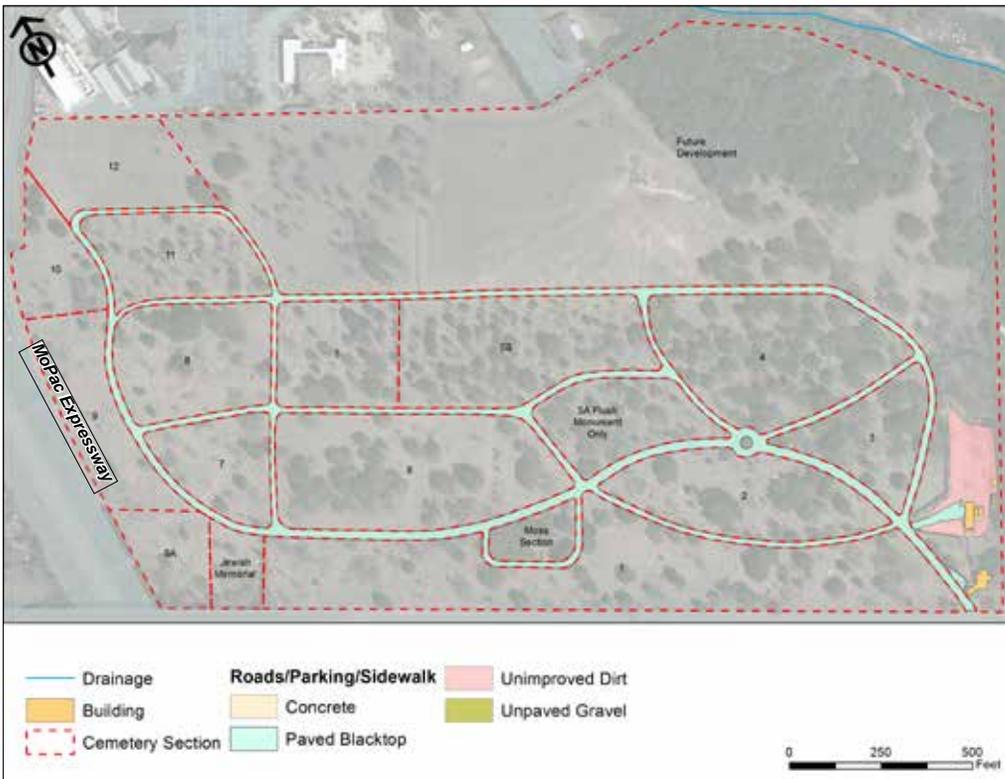


Figure 443. Austin Memorial Park Cemetery (Project Team)

Geology and Soils

Austin Memorial Park Cemetery falls within the Eagle Ford Geological Group and Buda Limestone geological deposits, which date to the Upper Cretaceous and consist of shale and limestone. From these deposits, as well as imported soil, arise four distinct soil types, with burials present in each type (Figure 444).

The majority of the cemetery is composed of about 75 percent Tarrant soils, 20 percent urban land, and about five percent other soils. Where they are undisturbed, Tarrant soils have a surface layer of clay or clay loam about eight inches thick, underlain with limestone. Urban land-type soils are made up of a mixture of native and imported soils and other material and cannot be described unless specifically tested. Excavation activities in Tarrant soils typically require the underlying limestone to be broken by blasting or pneumatic hammers. This soil type is present in the eastern third of the cemetery.

The second soil type present at the cemetery is a combination of urban land and Austin soils (UsC), consisting of about 60 percent urban land, about 30 percent Austin soils, and 10 percent other soils. Undisturbed Austin soils have a surface layer of silty clay about 15–36 inches deep, underlain by partly weathered chalk. This soil type is present in about the center third of the cemetery.

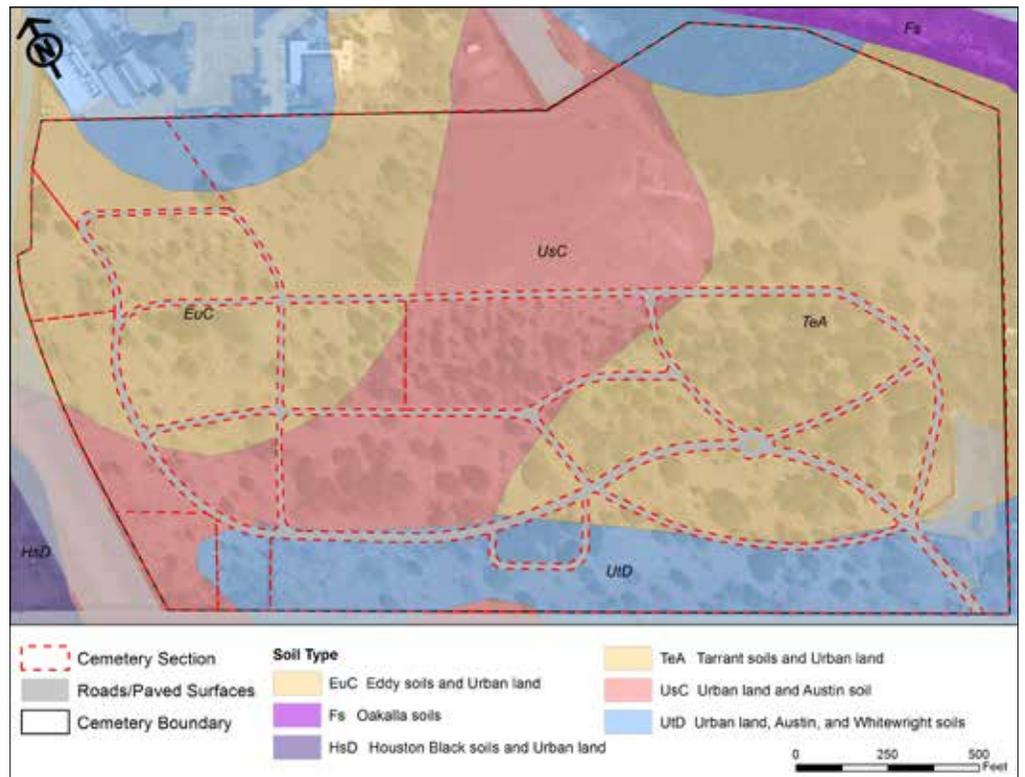


Figure 444. Soils map, Austin Memorial Park Cemetery (Project Team)

The third soil type is comprised of about 55 percent Eddy soils, 35 percent urban land, and 10 percent other soils. Eddy soils have a shallow surface layer of gravelly loam or gravelly clay loam to a depth of about 3 inches. Below this is a 14-inch layer of gravelly loam that is about 70 percent chalk fragments, underlain by weakly cemented chalk. The underlying chalky layer is easily broken up when required for excavation activities. This soil type is present in the northwestern portion of the cemetery.

Present in smaller concentrations along the southern boundary and a portion of the northwestern boundary is a combination of about 40 percent urban land, 30 percent Austin soils, 25 percent Brackett soils, and 5 percent other soils. Brackett soils have a surface layer of about 5 to 8 inches of clay loam, underlain by soft limestone.

Of the four soil types present in Austin Memorial Park Cemetery, the two containing Austin soils are the best suited for burials, as they have deep surface layers and underlying materials that are easily broken up. The section of the cemetery containing Eddy soils is fairly well suited for burials; although it has a shallower surface layer, the underlying material is easily excavated. Portions of the cemetery exhibiting Tarrant soils are poorly suited for burials, with a very shallow surface layer and underlying material that is difficult to excavate.

Cultural Setting: Previous Archeological and Historical Investigations

The Texas Historical Commission's Archeological Sites Atlas indicates that Austin Memorial Park Cemetery was first included in their records in 2004. In 2008, the cemetery was designated a Historical Texas Cemetery. It is not recorded as an archeological site. An area survey crosses into the extreme northeastern corner of the cemetery. This survey was conducted in 1985 for the U.S. Army Corps of Engineers - Fort Worth District. No sites in the immediate vicinity were recorded during this survey. No additional archaeological sites, surveys, National Register of Historic Places-listed properties or historic districts, State Antiquities Landmarks, or historical markers are recorded within 30 meters of the cemetery boundaries.

Spatial Organization

Austin Memorial Park Cemetery was established along the Austin-Burnet Road, in what was then farmland outside the growing city of Austin and adjacent to a railroad line. This context changed rapidly, particularly after World War II, and now the cemetery sits within a larger context of residential subdivisions and related small-scale retail. In 1965, the city sold around five acres to Covenant Presbyterian for the construction of a new church, which still stands at its northern edge. Then, in 1968, portions of the cemetery's western edge were sold for the creation of the MoPac Expressway (MoPac), which was constructed atop a massive concrete wall that now visually and audibly dominates the cemetery on that side. Finally, in 1979, the city constructed the Northwest Recreation Center adjacent to the church on land that had been part of the northern reaches of the cemetery. Primary access to the site is from Hancock Drive, previously known as Austin-Burnet Road, which forms the southern boundary of the cemetery. The expressway and associated wall, the forested area along Shoal Creek to the northeast, and the chain link fence along Hancock Drive all contribute to form a sense of enclosure within the site and help to reinforce the edge of the cemetery.

Austin Memorial Park Cemetery is divided into 18 burial sections, two of which are not numbered but instead are named: Moss Section and the Congregation Agudas Achim Cemetery, sometimes identified on maps as "Jewish Memorial." No graves are present in Section 12, and Section 14 (Temple Beth Shalom) is relatively new. A large area is set aside for future development.

The entrance to the site, located at the southeast corner of the cemetery, is comprised of a stone gateway flanked on either side by rusticated limestone buildings, all of which were constructed just prior to the opening of the cemetery in 1928. This building complex includes the recently renovated cemetery office, located in the old chapel and caretaker's residence, and the service tower, which contains the cemetery's original two restrooms. Another historic building, which once served as the cemetery's office, is now used as the cemetery staff break room; the adjacent garage is still used for maintenance purposes. This building and associated sheds are screened from the rest of the site by an eight-foot wood privacy fence.

Burial sections within the cemetery are structured around a pattern of both curving and straight drives. The sections are delineated within the areas defined by the drives. Larger burial sections are divided into subsections and sometimes marked by vegetated barriers (Figure 445). Each section is identified by a metal sign displaying a number (or a number and a letter, in the case of 9A and 5B), with several exceptions: 5A Flush Monument Only, containing only ground-level grave markers; Moss Section, a very small area named after a prominent family buried there; and an area called "Jewish Memorial" in the cemetery plot plan, but more accurately known as Congregation Agudas Achim Cemetery. This cemetery was purchased in 1933 by Congregation Agudas Achim, or "Community of Brothers," originally a Orthodox congregation that is now part of the United Synagogue of Conservative Judaism. This section is divided from the rest of the cemetery by a hedge. In 2005, a section of Austin Memorial Park Cemetery was reserved for exclusive use by Temple Beth Shalom.

Within these sections, burials are organized in well-defined rows and generally oriented to face southeast. In some instances, a family monument in the center of a family plot is oriented toward the cemetery drive for visibility. The orientation of the graves is reinforced by the planting of trees in straight lines between some rows of headstones. In some locations, groves of large live oaks form an uninterrupted canopy and create distinct spaces, especially in older sections of the cemetery (Figure 446).

Circulation and Access

Access to the cemetery is from Hancock Drive near its intersection with Bull Creek Road. Vehicular circulation through the cemetery is composed of both curved and straight asphalt drives, with no visible hierarchy and no identification or directional signage. These unnamed drives define the cemetery sections, which vary in shape. The drives vary in condition, with some deteriorating at the edges and exhibiting many cracks, potholes, worn areas, and mismatched patching. No formal parking is available for cemetery visitors, apart from a small parking lot serving the office, so visitors park along the side of the cemetery drives.

The formal entrance to the site on Hancock Drive is composed of a double-leaf entrance gate hung between rusticated limestone columns, which are part of the larger rock wall and building complex (see Structures, page 415). The entrance drive extends north just past the cemetery office, whereupon it splits off into three drives that then continue through the cemetery, splitting and merging with others to form the larger circulation network (Figure 447). A parking bulb-out on the east side of the drive serves the office, providing spaces for four cars and an additional universally accessible parking space (Figure 448).



Figure 445. Larger burial sections are sometimes subdivided by vegetation. (John Milner Associates)



Figure 446. Groves of live oak trees in the Moss Section create a distinct spatial character. (John Milner Associates)



Figure 447. The gated entrance to Austin Memorial Park Cemetery (John Milner Associates)



Figure 448. Parking along the entrance drive includes a universally accessible space. (John Milner Associates)

A concrete curb and gutter lines the entrance drive to just inside the cemetery gate, where the curb material changes to a mortared rock curb that lines both sides of the drive. Historic photographs indicate that this rock curb formerly extended well into the cemetery, but it has been either removed or covered in asphalt everywhere except along the entrance drive and around the small traffic circle at the intersection of the entrance drive with three other drives. In both places, the rock curb is in poor condition, exhibiting cracks and broken stones, missing material, and inappropriate repairs (Figure 449, Figure 450). The concrete curb and gutter is in fair condition, exhibiting several large cracks (Figure 451).

An asphalt road extends from the east of the entrance drive near its intersection with the larger cemetery road system, allowing access to the maintenance complex (Figure 452). Just inside the gated entrance to the complex, gravel on either side of the asphalt drive serves as parking for cemetery staff. The road surface at the turn into the maintenance area from the entrance drive is significantly damaged from large trucks (Figure 453).

Pedestrian circulation in the building area consists of concrete sidewalks, which provide access from the parking area to the cemetery office and from the cemetery office to the maintenance building through a gate in the privacy fence (Figure 454, Figure 455). Although the visitor parking lot includes a universally accessible parking space, there is no ADA-compliant entrance into the cemetery office. A gravel path leads from the west side of the entrance drive to the entrances for the service/restroom tower (Figure 456). Within the burial area, pedestrians travel along grass aisles between burial plots.



Figure 449. Poor repair of the rock curb lining the entrance drive (John Milner Associates)



Figure 450. Rock curb lining the traffic circle at the intersection of cemetery drives (John Milner Associates)



Figure 451. A cracked portion of concrete curb, just inside the entrance gate; the cracking is likely due to pressure from the adjacent pecan tree, which probably is a volunteer, rather than having been planted there. (John Milner Associates)



Figure 452. Access to the maintenance complex from the cemetery entrance drive (John Milner Associates)



Figure 453. Damage to the road surface from turning vehicles; this has since been repaired (John Milner Associates)



Figure 454. Sidewalk providing access to the cemetery office from the parking area (John Milner Associates)



Figure 455. Concrete sidewalk leading from the cemetery office to the maintenance complex (John Milner Associates)



Figure 456. Gravel path leading to the service/restroom tower (John Milner Associates)

Vegetation

Austin Memorial Park Cemetery is mostly developed and maintained in mown grass, with some undeveloped and secondary growth woodland bordering the Shoal Creek floodplain to the east. In the maintained areas, woody vegetation—including shrubs and trees—provide shade, cover, foraging opportunities, and nesting habitat for numerous common bird species and squirrels. The unmaintained wooded area in the eastern part of the site provides cover, foraging area, and habitat for more wildlife, including deer, foxes, opossums and raccoons. However, due to the density and type of vegetation in these areas (including a large percentage of exotic invasive species, particularly in the shrub layer), the cemetery is unlikely to contain suitable habitat for listed threatened and/or endangered species. Frequent mowing and foot traffic also make the maintained areas unsuitable as habitat for protected plants, though the less frequently disturbed open areas in the park's northern part may provide more suitable habitat. Many trees are large enough to have protected status.

Trees

Austin Memorial Park contains by far the widest variety of trees of any of the historic Austin cemeteries (Figure 458). A canopy of mature shade trees covers much of the burial area, with the most plentiful species being large live oaks (*Quercus virginiana*) and cedar elms (*Ulmus crassifolia*), most of which pre-date the cemetery and contribute strongly to its character. These trees appear in aerial photographs from the 1950s and generally follow the crest of the ridge around which the cemetery is organized (Figure 459). In older burial sections, these large trees form an uninterrupted canopy, creating a sense of enclosure within distinct spatial areas (Figure 457, also see Figure 446 on page 361).



Figure 457. Rows of mature live oak and other trees form an uninterrupted canopy. (John Milner Associates)

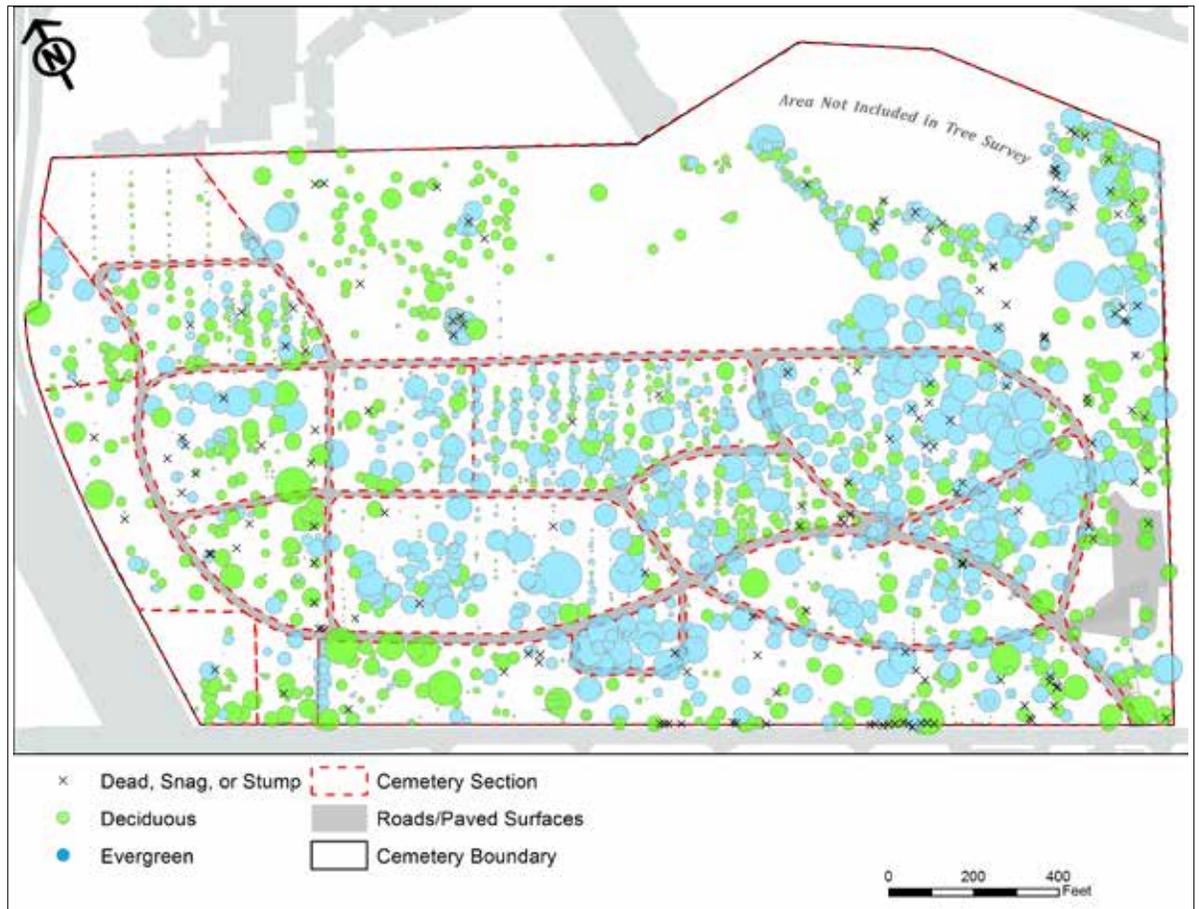


Figure 458. Trees in Austin Memorial Park Cemetery (Project Team)



Figure 459. Aerial photograph of Austin Memorial Park Cemetery, 1952 (City of Austin)

Trees that were planted after the cemetery was established were typically arranged in lines following the grid of cemetery plots (Figure 460). These include large numbers of crape myrtle (*Lagerstroemia indica*), as well as Texas red oak (*Quercus buckleyi*), Italian cypress (*Cupressus sempervirens*), Texas mountain laurel (*Sophora secundiflora*), pecan (*Carya illinoensis*), Shumard oak (*Quercus shumardii*), Chinese tallow (*Triadica sebifera*), arborvitae (*Thuja* sp.), bur oak (*Quercus macrocarpa*), hackberry (*Celtis occidentalis*), Ashe juniper (*Juniperus ashei*), Arizona ash (*Fraxinus velutina*) and other ash species, Mexican white oak (*Quercus polymorpha*), mulberry (*Morus* sp.), Italian stone pine (*Pinus pinea*), redbud (*Cercis canadensis*), chinaberry (*Melia azedarach*), holly (*Ilex* sp.), and maple (*Acer* sp.). Although most of these trees were typically planted between rows of burials, some were planted in association with a specific family plot or individual burial (Figure 462–Figure 461 on page 366). The mulberry and chinaberry are likely volunteer trees.



Figure 460. Trees are typically planted in a grid pattern aligned with the burials. (John Milner Associates)



Figure 461. A maple associated with a burial within a family plot (John Milner Associates)



Figure 462. Italian cypress planted around an individual burial headstone (John Milner Associates)



Figure 463. Dwarf pomegranate planted between two stones in a family plot (John Milner Associates)

Historic photographs indicate that the cemetery drives were formerly lined with columnar silver poplar (*Populus alba*). A 2014 tree survey did not note any surviving specimens; however, crape myrtle and Ashe juniper grow along the roadway in some places in the cemetery (Figure 464).

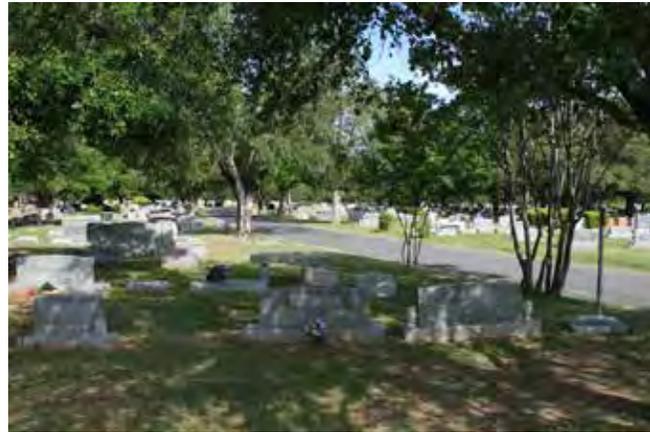


Figure 464. An undated photograph of the cemetery shows cemetery drives lined with rock curbs and silver poplar; a similar view in 2014 shows crape myrtle and Ashe juniper along the cemetery drive, and the removal of the rock curbs. (John Milner Associates)

A number of new trees have been planted in Section 12 in the northern corner of the cemetery in 2009–2010. The trees are arranged in a uniform grid, surrounded by mulch rings, and irrigated with tall, impact-type sprinkler heads (Figure 465). There do not appear to be any burials in this section; it is possible that the trees were planted in advance of opening the section to plot purchases so that the tree canopy has time to mature prior to burials. Species include crape myrtle, live oak, Mexican white oak, and Texas red oak.



Figure 465. Young trees planted in a grid in Section 12 (John Milner Associates)

Several mature trees are associated with the historic office/chapel building at the cemetery entrance and the cemetery entrance drive. A large ash (*Fraxinus* sp.), likely a volunteer specimen, stands in the lawn between the cemetery office and Hancock Drive, pecans (also likely volunteers) stand to the north and east sides of the building, and two large live oaks are located in the building's north yard, shading an employee picnic area. Two large crape myrtles stand to the north side of the service tower, screening the structure from the burial area. A row of crape myrtle and live oaks stands along the east side of the entrance drive. The trees associated the cemetery entrance are surrounded by mulch rings and/or garden edging. The mulch ring around the large ash is kept in place with a steel edge, while the two live oak to the rear of the building are surrounded by a mortared rock curb (Figure 466).

A densely wooded area stands in the eastern portion of the cemetery above Shoal Creek. The woods are dominated by cedar elm and live oak, with smaller concentrations of Ashe juniper, chinaberry, and a variety of deciduous trees similar to those found in the burial area. A dense understory of ligustrum, an invasive plant in local woodlands, is located along the edges of the woodland.



Figure 466. Mature live oaks surrounded by a rock curb, behind the cemetery office (John Milner Associates)

Shrubs, Vines, and Bulbs

The entire burial area of the cemetery is planted in turf that is kept mowed. The turf comprises primarily St. Augustine (*Stenotaphrum secundatum*) in shady areas, and Bermuda grass (*Cynodon dactylon*) in sunny areas.

A wide variety of ornamental shrubs, perennials, and other plants have been planted in association with family plots and individual burials. Species observed during an April 2014 field visit included a variety of evergreen and deciduous shrubs and groundcovers. Evergreen shrubs include variegated euonymus (*Euonymus japonicas*), dwarf yaupon (*Ilex vomitoria* 'Nana'), Texas sage (*Leucophyllum frutescens*), nandina (*Nandina domestica*), boxwood (*Buxus sempervirens*), and rosemary (*Rosmarinus officinalis*) (Figure 468, facing page). Deciduous shrubs include roses (*Rosa* sp.), dwarf pomegranate (*Punica granatum*), and vitex (*Vitex agnus-castus*) (Figure 467). In addition, there are a number of more sculptural "accent" plants, including sago palm (*Cycas revoluta*), red yucca (*Hesperaloe parviflora*), soft-leaf yucca (*Yucca recurvifolia*), cast iron plant (*Aspidistra elatior*), and prickly pear (*Opuntia* sp.) (Figure 469). Groundcovers include wandering jew (*Tradescantia pallida*), liriopse (*Liriope spicata*), Asian jasmine (*Trachelospermum asiaticum*), vinca (*Vinca minor*), and monkey grass (*Ophiopogon japonicas*) (Figure 470). Flowering perennials, include Dutch iris (*Iris germanica*) and spiderwort (*Tradescantia bracteata*), are supplemented by a wide variety of annual species, including impatiens, petunias, and snap dragons, often planted as a plot covering or in decorative pots (Figure 471).



Figure 467. Roses planted adjacent to a headstone (John Milner Associates)



Figure 468. Carefully pruned shrubs serve as an enclosing element for a family plot. (John Milner Associates)



Figure 469. A variety of sculptural accent plants (John Milner Associates)



Figure 470. Wandering Jew (foreground) and Dutch iris (background) (John Milner Associates)



Figure 471. Annual species planted as a plot covering (John Milner Associates)

A number of ornamental plants are associated with the cemetery office and entry sequence. Knockout roses and Texas sage are planted in a mulched bed along the short stretch of public sidewalk on Hancock Drive (Figure 472). Nandina, boxwood, and Christmas ferns are planted along the foundation of the south face of the cemetery office (Figure 473), while Dutch iris, Spanish dagger (*Yucca gloriosa*), nandina, rosemary, and Indian hawthorn (*Raphiolepis indica*) grow at the building's entrance (Figure 474). Other trees include a pecan, close to the cemetery gate, and a large oleander (*Nerium oleander*) to the east side of the building.



Figure 472. Knockout roses and Texas sage along Hancock Drive near the cemetery entrance (John Milner Associates)



Figure 473. Nandina, boxwood, and ferns are planted along the south façade of the cemetery office. (John Milner Associates)



Figure 474. Ornamental vegetation near the office entrance; nandina partially screen utility fixtures. (John Milner Associates)

Other entry plantings include several rosemary shrubs in the mulched bed surrounding the flagpole, and sparse groupings of dwarf yaupon and lantana (*Lantana* sp.), set in mulched linear beds lined with plastic edging, on either side of the entrance drive outside the cemetery gate (Figure 475, Figure 476). A line of large ligustrum (*Ligustrum lucidum*), trained to tree form, grow along the sidewalk connecting the cemetery office and the maintenance complex, crossing the walk at a diagonal and continuing to the complex's fence, indicating the alignment of a previous walkway (Figure 477). A tall hedge of red-tipped photinia (*Photinia fraseri*) lines the south side of the wood privacy fence surrounding the maintenance complex; the combination of the shrub and the fence reduce visibility at the maintenance complex entrance, requiring signs and a mirror to help vehicles navigate the turn.



Figure 475. Rosemary shrubs planted at the base of the flagpole (John Milner Associates)



Figure 476. Recent plantings of dwarf yaupon and lantana along the entrance drive (John Milner Associates)



Figure 477. A line of ligustrum crosses the sidewalk to the maintenance complex at an angle. (John Milner Associates)

The entrance to Austin Memorial Park Cemetery was once ornamented by an elaborate garden display, comprising a dense evergreen foundation planting, including what appears to be a mix of Italian cypress, holly, deodar cedar, and arborvitae (Figure 478). On the street side of the chapel, a rectangular sunken garden was outlined with a stone retaining wall and filled with evergreen shrubs, with a groundcover layer that was likely ornamental perennials and annuals. A broad limestone path led from the breezeway between the chapel and caretaker's house to provide access to the sunken garden. None of these plants survive today, and the sunken garden is no longer evident above ground.

Volunteer vegetation, mostly vines such as Japanese honeysuckle (*Lonicera japonica*) and trumpet creeper (*Campsis radicans*), drape the boundary fence in many areas. Although classified as an invasive species, the honeysuckle does help to screen the lowest portion of the MoPac expressway ramp where it borders the cemetery (Figure 479).



Figure 478. An undated photograph showing the former sunken garden (City of Austin)



Figure 479. Volunteer vines screening the MoPac expressway ramp (John Milner Associates)

Grave Markers

While the types and styles of markers are more homogeneous in this cemetery than in the other four city cemeteries, largely due to its more recent age, Austin Memorial Park Cemetery contains a wide diversity of markers representing different ethnic groups, including people of Jewish, Latino, African American, Russian, Irish, Chinese, Japanese, Korean, and Vietnamese descent (Figure 480).

Marker Types

The most common marker found at Austin Memorial Park Cemetery is a granite headstone on a granite base (Figure 481). In addition to granite, a few marble and limestone examples are present, as well as handmade concrete markers. Other marker types are found throughout the cemetery, including slant-faced markers, curved-top markers, scroll markers, memorial benches as grave markers, and bronze, marble, or granite Veterans Administration (VA) surface markers (Figure 482–Figure 485 on page 377). Some VA markers are used as footstones (Figure 486).

Tablet stones (with no base) are present but to a much lesser extent than in the other cemeteries. Many grave markers feature integral marble and granite planters (Figure 487–Figure 489 on page 377).

This is the only cemetery where the survey team observed grave marker inscriptions with paint in the carved areas (Figure 488–Figure 490). Funeral home markers include simple metal frames or rectangular ceramic plaques (some with photographs), both placed on short stakes.

Family plots contain a large primary headstone with secondary individual headstones, often accompanied by initialed footstones and cornerstones, also made of granite (Figure 491).

Austin Memorial Park Cemetery contains a wide variety of markers that feature crosses, including Russian, Celtic, leaning crosses, iron crosses, and even a wooden cross (Figure 492–Figure 494).

Very large boulder markers are also common here. These generally feature one flat surface upon which the inscription is carved (Figure 497–Figure 496).

Some of the more unusual or high style designs include book on base (Figure 497), pedestal with sundial (Figure 498), fine art designs (Figure 489, Figure 500), a carved limestone wave with dolphins, rustic/found stones and other found objects (Figure 501, Figure 502), bronze sculpted cowboy boots (Figure 503), pulpit with open book (Figure 504), and pink granite chunks in pink terrazzo concrete with tile Virgin Mary (Figure 505).



Figure 480. Many different ethnic groups are represented in the cemetery. (John Milner Associates)



Figure 481. Granite headstone on a granite base, the most common marker type in the cemetery (McDoux Preservation)



Figure 482. Slant-faced marker (McDoux Preservation)



Figure 483. Memorial bench as grave marker (McDoux Preservation)



Figure 484. Memorial bench as grave marker, with embedded geode (McDoux Preservation)



Figure 485. Bronze marker (McDoux Preservation)



Figure 486. VA marker used as a footstone (McDoux Preservation)



Figure 487. Grave marker with integrated planters (McDoux Preservation)



Figure 488. Integrated planters (John Milner Associates)



Figure 489. Graver marker with integrated planters and incense holder (John Milner Associates)



Figure 490. Slant-faced grave marker with painted decorative carvings (McDoux Preservation)



Figure 491. Large family plot marker with footstones (John Milner Associates)



Figure 492. Russian cross (McDoux Preservation)



Figure 493. Celtic cross (McDoux Preservation)



Figure 494. Wooden cross grave marker (McDoux Preservation)



Figure 495. Boulder marker with name inscription (McDoux Preservation)



Figure 496. Boulder marker with inscription and carved-out niches (McDoux Preservation)



Figure 497. Book on base marker in the Moss Section (McDoux Preservation)



Figure 498. A pedestal topped with a sundial in the Moss Section (McDoux Preservation)



Figure 499. Sculptural marker (McDoux Preservation)



Figure 500. A sculptural marker in Section 1 (McDoux Preservation)



Figure 501. Large piece of quartz used as a marker (McDoux Preservation)



Figure 502. An example of a found object marker (McDoux Preservation)



Figure 503. Bronze sculpted cowboy boots (McDoux Preservation)



Figure 504. A pulpit marker topped with an open book (McDoux Preservation)

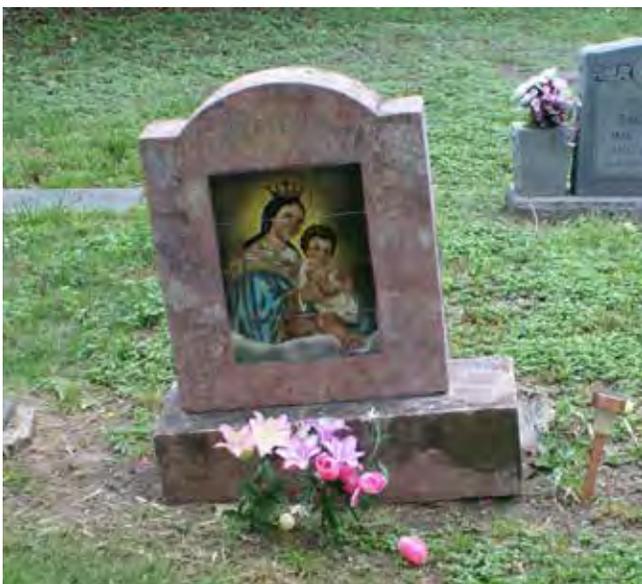


Figure 505. Pink granite marker with tile depiction of the Virgin and Child (McDoux Preservation)

Adverse Conditions

Tilted, sunken, fallen, and displaced markers are found throughout Austin Memorial Park Cemetery, as are markers with exposed concrete foundations (Figure 506). Section 2 especially has many fallen markers. The ground is most uneven on the west side of the cemetery, in Sections 9A, 9, and 10; many grave markers in these areas have exposed foundations.

Soiling and organic growth, mostly lichen and bacteria, were observed. As in other cemeteries, grass clippings on grave markers contributed to this problem. Encroaching tree trunks and roots have displaced many grave markers in this cemetery.

Proximity to the roadway is an issue in Sections 3 and 5A.

Mower and trimmer damage was only observed in Section 10, where the ground is particularly uneven (Figure 507, Figure 508).

A bronze marker is missing in Section 5 and another is partially pried off its foundation in Section 9A (Figure 509, Figure 510).

Ponding of water, due to a hose left running, was found in Section 7 (Figure 511); ponding was also observed in Section 8, but the cause was not obvious.

Subsidence was observed, likely a result of improper, insufficient, or poorly compacted fill over interments.



Figure 506. A marker with an exposed concrete foundation (McDoux Preservation)



Figure 507. Trimmer damage to a VA marker (McDoux Preservation, AM-DSC08707)



Figure 508. Damage to tile from rocks thrown by mowers (McDoux Preservation, AM-DSC08676)



Figure 509. Missing bronze marker (McDoux Preservation)



Figure 510. A partially-pried up bronze marker (McDoux Preservation)



Figure 511. Ponding and subsidence in Section 7 (McDoux Preservation)

Plot Coverings

Plot coverings in Austin Memorial Park Cemetery are highly variable and individualistic. Some graves are covered with granite ledger stones, bodystones, and slabs; surface markers may take the shape of pillows (Figure 512). Graves are also scraped free of grass, mounded with dirt (Figure 513), or covered with other materials such as river rocks (Figure 514), white marble gravel (Figure 515), mulch (Figure 516), pavers (Figure 517), or ornamental plants (see Figure 469 and Figure 471 on page 371).



Figure 512. Precast curved concrete vaults covering individual burials (John Milner Associates)



Figure 513. Grave mounded with dirt (John Milner Associates)



Figure 514. Grave covered in river rocks (John Milner Associates)



Figure 515. Graves in a family plot set with white marble gravel (John Milner Associates)



Figure 516. Mulch-covered family plot (John Milner Associates)



Figure 517. A plot covered with concrete paving stones (John Milner Associates)

Plot Enclosures

There are very few formal family plot enclosures in Austin Memorial Park Cemetery, although there are many individual grave enclosures, especially in newer sections of the cemetery. Some family plots in older sections are outlined with shrub borders, typically boxwood or other easily-pruned shrubs (see Figure 468 on page 371). Other family plots are marked with small flush monuments at the corners (Figure 518).

Individual grave enclosures are highly variable and individualistic. Curbing materials include shrubs and other plants, rock outlines (Figure 519), plastic and metal landscape edging (see Figure 514 on page 383), brick and concrete pavers (Figure 520–Figure 522, facing page), wood landscape timbers (Figure 523, Figure 524), and decorative fencing (Figure 525).



Figure 518. Family plot marked with small flush corner monuments (John Milner Associates)

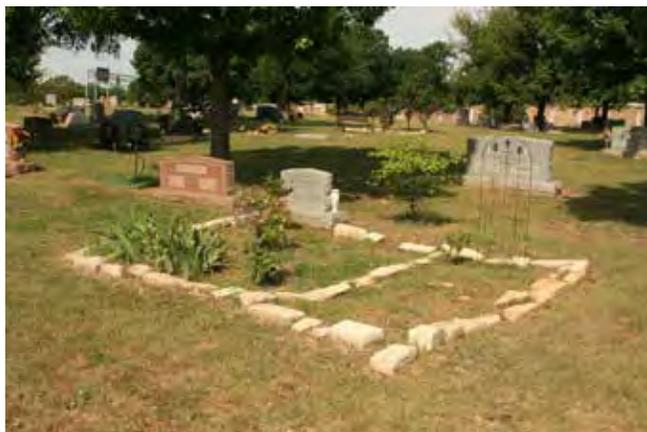


Figure 519. Plot outlined with an ashlar limestone rock curb (John Milner Associates)



Figure 520. Concrete pavers edging a mulch-covered burial site (John Milner Associates)



Figure 521. Concrete paving units set around a family plot (John Milner Associates)



Figure 522. Plot curb made of brick paving units (John Milner Associates)



Figure 523. Plot curb made of painted wood (John Milner Associates)



Figure 524. Landscape timbers outline an individual grave (John Milner Associates)



Figure 525. Garden fencing as plot curbing (John Milner Associates)

Water Features

Irrigation is provided in Austin Memorial Park through a system of above-ground hose bibs connected by underground piping. Many of the tall bibs have attached hoses and decorative hose racks, likely installed by plot caretakers (Figure 526). The irrigation bibs are placed every four rows of burials, with the exception of Sections 12 and 14, which use equipment with a “long-throw” design that allows spacing every eight rows. During the development of this master plan, the City replaced 300 vacuum breakers and 50 quick couplers in the irrigation system at Austin Memorial Park. It is expected that some portion of the 110 removable, transportable impact heads also purchased, which are to be shared amongst the City’s cemeteries, will be used at Austin Memorial Park at some interval.

The only other water feature in the cemetery is a copper sink in a painted wood cabinet, located along the road in the Congregation Agudas Achim section (Figure 527). Traditionally, mourners at a Jewish funeral wash their hands before leaving the cemetery as a symbolic cleansing. The sink is in fair condition, exhibiting some patina. It appears to provide a convenient perch for birds, as it was also covered in bird droppings during the master plan team’s site visits.



Figure 526. Irrigation riser with attached hose and decorative hose rack (John Milner Associates)



Figure 527. A ceremonial copper sink at the edge of the Jewish Memorial section (John Milner Associates)

Structures

Buildings and Structures

When the City acquired the original cemetery tract, it included an office, chapel, service tower, and caretaker's residence, which were constructed to form the cemetery entrance prior to the cemetery's opening in 1928 (Figure 528–Figure 529 on page 388). These four rough-hewn limestone buildings were designed in the Spanish Colonial Revival style, which was popular in the United States during the 1920s. As is typical of the style, the buildings display a combination of details that loosely reference the eighteenth-century Spanish Colonial buildings of the Americas, including low-pitched clay tile roofs, cast concrete ornaments, roman arches, wrought iron, balconies, and Baroque-style helical columns. A rough-hewn limestone wall once extended from the service tower along Hancock Drive, but most of it was demolished and replaced with a chain-link fence in the late 1960s (Figure 530 on page 388). All of these features were designed by architect W. H. Chambers, of San Antonio, who also designed the Mission Burial Park in that city.

Today, the cemetery manager's office is located in the chapel, a one-room building on the northeast side of the entrance gate. The chapel is connected by a breezeway to a larger building that once served as the caretaker's residence and now houses the administrative services for all of the cemeteries managed by PARD (Figure 531 on page 389). A matching limestone curb outlines a shrub bed on its western face. The building has one addition that appears to be recent (Figure 532).

The octagonal stone service tower stands at the southwest side of the cemetery entrance and houses public restrooms (Figure 533). These restrooms do not comply with ADA regulations.

North of the administrative office stands the maintenance building, one end of which contains an enclosed space that once served as the cemetery office and is now a break room for cemetery employees (Figure 534).



Figure 528. An early photograph of the buildings at the cemetery entrance (photograph of a historic image displayed in the cemetery office, provided by Save Austin's Cemeteries, Inc.)



Figure 529. Modern comparative view of the cemetery entrance (Google)



Figure 530. Austin Memorial Park Cemetery, April 1928. The rock wall is visible extending along Hancock Drive, formerly Austin-Burnet Road. (C03874. Austin History Center, Austin Public Library)



Figure 531. The cemetery manager's office (right) is connected by a breezeway to the larger building that once served as the cemetery caretaker's residence. (John Milner Associates)



Figure 532. Addition (right) to the former caretaker's residence (John Milner Associates)



Figure 533. Service/restroom tower (John Milner Associates)



Figure 534. Cemetery maintenance building, formerly the cemetery office (John Milner Associates)

Extending to the south from the administrative building is a combined freestanding/retaining wall constructed in rough-hewn limestone to match the buildings (Figure 535). It is in only fair condition, exhibiting severe cracking and bowing, which is evident on its east face (Figure 536). It has separated completely from the administration building and appears to be held in place only by a steel electrical conduit mounted on its east face (Figure 537).



Figure 535. Limestone retaining wall (John Milner Associates)



Figure 536. Severely cracked portion of the wall, with attempted repair visible below the steel conduit (John Milner Associates)



Figure 537. The wall has completely separated from the adjacent building. (John Milner Associates)

Extending from the chapel and service tower are rock walls, topped in metal picket fencing, that end in the rock piers that support the large, double-leafed, black-picket entrance gate (Figure 538). The piers are topped with oversized, Colonial Revival lanterns made of concrete. The east pier displays evidence of another mason, having rogue inclusions of a dark chert and shards of terracotta tile. Another wall extends to the south several feet to end in a large stone pier. It is likely that this pier and the adjacent short length of wall were constructed after the removal of the cemetery's original limestone boundary wall, as it displays the patterning and proportions of a different, less-skilled mason.

In the woodlands above Shoal Creek, linear piles of rock and a roughly square limestone cobble assemblage were initially thought to be the remnants of a fence and/or a structure, but close inspection by archeologists indicates these are either naturally-occurring or are of more recent age, possibly associated with cemetery maintenance (Figure 539).



Figure 538. Rock piers support the entrance gate. (John Milner Associates)



Figure 539. A rock assemblage in the woodlands above Shoal Creek (John Milner Associates)

Fence System

A chain-link fence, installed ca. 1966, surrounds the cemetery on all sides. For most of its extent, the fence is about six feet tall (Figure 540); however, along the north edge of the site where the cemetery abuts a church and the city recreation center, the fence is only four feet tall (Figure 541). The fence is in fair condition. It exhibits some rusting and has volunteer vegetation, mostly vines, growing on it in many places. In the wooded area above Shoal Creek, the fence was cut in several places with wire cutters, and the resulting holes are patched with metal mesh.

In addition to the boundary fence, a tall wood slat privacy fence surrounds the maintenance complex near the southeast corner of the site (Figure 542). The fence has double gates at its two vehicular entrances, one along the cemetery entrance drive and the other on the north side of the complex (see Figure 452 on page 363). An additional pedestrian gate in the south side of the fence accommodates the concrete sidewalk connecting the cemetery office and maintenance building.



Figure 540. A six-foot chain-link fence surrounds much of the site. (John Milner Associates)



Figure 541. The fence is four feet tall along the northern edge of the site. (John Milner Associates)



Figure 542. A wood privacy fence surrounds the maintenance area; the pedestrian gate is visible on the left. (John Milner Associates)

Small-Scale Features

Site Furnishings

When the cemetery was first completed, the entrance was marked by a sign mounted between the chapel and service tower above the entrance drive (Figure 543). It appears to have been composed of cables attached to the buildings that supported individual large letters, painted white, reading "Austin Memorial Park." This sign is no longer extant, but the cable hooks are still in place on the buildings (Figure 544).

Today, an aluminum flagpole stands at the entry to the cemetery along Hancock Drive in the grassy area between the cemetery office and the roadway. The flagpole stands in a mulch bed outlined with limestone chopblock and set with rosemary shrubs (see Figure 475 on page 373).



Figure 543. Undated photograph of the cemetery entrance, showing the sign hung over the entrance drive (Austin History Center, Austin Public Library)



Figure 544. Cable hooks for the former entrance sign are still visible on the exterior of both the tower and the chapel. (John Milner Associates)

The numerous signs in the cemetery are especially clustered at the entrance and along the cemetery entrance drive. A large cemetery identification sign, matching those at the other historic cemeteries and standing on aluminum supports, conflicts with city road signs along Hancock Drive (Figure 545 on page 394). A number of directional signs are located along the entrance drive, including signs with cemetery regulations and other information about the cemetery (see Figure 538 on page 391). Additionally, a mirror is placed at the entrance to the maintenance complex to assist drivers making the blind turn out of the area.

Within the cemetery, there are relatively few signs. A historical marker stands at the intersection of the entrance drive and the larger system of cemetery roads, detailing the importance of the cemetery (Figure 546, facing page). Markers on aluminum posts are placed along the roadway to indicate burial section numbers (Figure 547).

Additional site furnishings in the cemetery include several concrete and pea-gravel refuse receptacles placed along roads (Figure 548) and a wood picnic table provided for park staff behind the cemetery office (Figure 549). The litter receptacles are in fair condition, exhibiting some cracks and chips.



Figure 545. The large cemetery entrance sign; the flagpole is visible just to the left. (John Milner Associates)



Figure 546. Official Texas Historical Marker, describing the cemetery's significance (John Milner Associates)



Figure 547. Markers mounted on aluminum posts are placed along the roadway at the edge of each section. (John Milner Associates)



Figure 548. Refuse receptacle along the entrance drive (John Milner Associates)



Figure 549. Wood picnic table provided for park staff behind the cemetery office (John Milner Associates)

Grave Furnishings

Numerous grave decorations have been placed throughout the burial area of the cemetery, especially in the newer sections, and range from the restrained to the flamboyant.

Many gravesites at Austin Memorial Park Cemetery are furnished with decorative benches. Designs range from formal to rustic to whimsical. Bench materials include carved granite or marble, cast iron, powder-coated steel (see Figure 516 on page 384), wood slats (see Figure 469 on page 371, Figure 514 on page 383, and Figure 520 and Figure 523 on page 385), concrete (see Figure 517 on page 384), and plastic (Figure 550, below). Many include additional decorative features such as stained glass, carved names, or even university logos (Figure 551). Some benches are quite deteriorated, while others appear to be durable and/or well maintained. Benches are, in some cases, placed at the foot of a grave, close enough to lean inappropriately against the back of an adjacent marker. A few exedra (curved benches used as part of the primary marker) are present.

Other grave furnishings include tables, chairs (see Figure 525 on page 385), trellises (see Figure 519 on page 384), and arbors.



Figure 550. A decorative plastic bench (John Milner Associates)



Figure 551. A bench with wood slats and metal and stained glass decorative elements (John Milner Associates)

Statuary is most frequently used next to grave markers for decoration (Figure 552; also see Figure 467 on page 371), although, in a very few cases, it serves as the grave marker (see Figure 499 on page 379). For example, a unique sculptural installation in Section 4 consists of a stained glass feature between two trees (Figure 553). Similarly, stone and concrete planters decorate many graves, as an integral part of a marker (see Figure 487 and Figure 488 on page 377), in addition to a marker (Figure 554, Figure 555) or, in some places, in place of a traditional marker (Section 11).

Marble, granite, and bronze urns are found throughout the cemetery. The theft of bronze urns seems to be less common here than at the other cemeteries.



Figure 552. Statuary and other decorative elements (John Milner Associates)



Figure 553. A stained glass installation (John Milner Associates)



Figure 554. A variety of decorative planters (John Milner Associates)



Figure 555. Plastic planters in a family plot (John Milner Associates)

Other grave decorations abound throughout the cemetery and range from the restrained to the flamboyant; these include birdbaths, bird houses (Figure 557), garden ornaments, silk flowers, wind chimes hung in adjacent trees (see Figure 552 on page 397), and candle and incense holders (Figure 558).

Although not decorations, small stones are often placed on markers, in the Jewish tradition (Figure 556), to indicate that visitors have stopped by to pay their respects.



Figure 556. Small stones placed on markers (John Milner Associates)



Figure 557. Bird houses and free-standing birdbath (John Milner Associates)



Figure 558. Candle and incense holders at a grave (John Milner Associates)

SIGNIFICANCE

In order to develop treatment recommendations that are well-grounded in national standards, this master plan proposes areas and periods of significance, evaluates the cemetery under National Register Criteria, and determines its integrity.

The master plan team consulted with Gregory Smith, National Register Coordinator for the Texas Historical Commission, regarding the potential eligibility of this cemetery for the National Register.

The applicable Criteria for Evaluation for Austin Memorial Park Cemetery are presented below, along with one Criterion Consideration. Per National Register requirements, except for archeological sites and cemeteries nominated under Criterion D, burial places must also meet the special requirements of Criteria Considerations C or D.

Criterion A: *Properties can be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.*

Austin Memorial Park may be significant as an example of the lawn-park cemetery movement that gained popularity in the early twentieth century.

Criterion C: *Properties may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.*

The buildings at the entrance to Austin Memorial Park Cemetery may be significant for their architecture and as examples of cemetery buildings constructed following the privatization of cemetery management in the early 1900s.

Criteria Consideration D: *A cemetery is eligible if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.*

Consideration D could apply based on the design of the cemetery property as an example of the lawn-park movement.

Note that Criterion B (*Properties can be eligible for the National Register if they are associated with the lives of persons significant in our past*) is not applicable at this point in time. While many historically significant people are buried at Austin Memorial Park Cemetery, their death dates are mostly in the 1960s or later. As a result, the cemetery would not meet the 50-year cut-off for eligibility under Criterion B.

Period of Significance

The period of time during which a property acquired the characteristics that make it eligible for listing in the National Register or for designation as a local landmark is called the *period of significance*. This period often begins when the property was established or constructed, or when events or activities that contribute to the property's historic significance began to take place. The period of significance usually ends at least 50 years before the present date.

The master plan team proposes that the period of significance for Austin Memorial Park Cemetery extend from 1927, when the cemetery was established, to 1965, 50 years from this publication's release date.

In addition to the buildings at the cemetery's entrance, Blocks 1, 2, and 3 (the oldest sections) may be the only parts of the property eligible for listing in the National Register within that period of significance. Additional research beyond the scope of this master plan will be required to complete a National Register nomination.

Previous Evaluation of Significance

In 2011, cultural resources firm Hardy Heck Moore, Inc., completed a reconnaissance level survey of historic resources within the Area of Potential Effects (APE) of roadway improvements for Loop 1 (MoPac) between FM 734 (Parmer Lane) and Cesar Chavez Boulevard. This survey was completed on behalf of the Texas Department of Transportation (TxDOT) in order to identify any non-archeological historic resources that might be indirectly impacted by planned roadway improvements, as required by Section 106 of the National Historic Preservation Act.

Although a limited number of properties fell within the APE, the survey took a wider view to determine whether impacts to those properties would have an adverse effect on the neighborhoods in which the properties were located, even though the overall subdivision boundaries extended well beyond the APE. The survey therefore primarily reviewed residential suburbs that might be listed on the National Register of Historic Places as historic districts.

Austin Memorial Park Cemetery was identified and discussed as an historic resource adjacent to, but not within, the APE. The survey report, in its discussion of the Criteria for the Evaluation of Significance, noted that:

(Austin Memorial Park Cemetery) is a memorial park, a type of cemetery developed in the early twentieth century that is operated and regulated by a private company. Austin Memorial Park Cemetery was modeled after Mission Burial Park in San Antonio ... the first perpetual care cemetery in Texas. Since its founding, Mission Park Cemetery has been expanded with a funeral home

and other modern cemetery services and amenities shifting its function to that of a funeral home/cemetery combination as opposed to an unaltered memorial park. Mission Burial Park South does not have any historic designations.

The idea of perpetual care and regulation characteristic of memorial park cemeteries has been maintained following the Austin Memorial Park Cemetery's transfer of ownership to the City of Austin. Typical of memorial parks, (Austin Memorial Park Cemetery) features expanses of lawn and natural landscaped features, as opposed to the hilly terrain, designed landscape elements, and other picturesque features of nineteenth-century romantic cemeteries ... In addition, gravestones are not of elaborate Victorian design and, collectively, do not have any distinctive design elements. Their design is regulated, with some being flush to the ground. The de-emphasis of elaborate funerary art is typical of the focus on natural beauty and economy in twentieth century memorial parks.

Few changes have been made in the design and layout of Austin Memorial Park Cemetery. ... [Its] overall plan, grave markers, and landscaping embody the principles of a twentieth-century memorial park. Since it is an early example of a privately owned (memorial) cemetery that marked a departure from past funerary traditions in the city, (Austin Memorial Park Cemetery) is noteworthy for its historical association with evolving cemetery practices of the early twentieth century. It possesses significance under Criterion A.

The survey report further states that Austin Memorial Park Cemetery is significant under Criterion B, due to “the number of burials of well-known and influential individuals” and under Criterion C, as the buildings at Austin Memorial Park Cemetery “are noteworthy for their physical attributes and design qualities.” The survey does not discuss Criteria Consideration D in detail but mentions that the burial of notable persons in the cemetery meets this Criteria Consideration through “its association with persons of transcendent importance at local, state, and national levels.”

In summary, the survey found that:

... Despite later residential development surrounding the cemetery and the loss of cemetery property for the construction of MoPac and surrounding institutional and recreational development, Austin Memorial Park Cemetery retains a secluded atmosphere, and its original geographic context is present to a great extent. (It) retains its integrity to a noteworthy degree and possesses all seven aspects of integrity as defined by the NRHP. Under Criteria Consideration D, (Austin Memorial Park Cemetery) possesses significance under Criteria A, B, and C, and is recommended Eligible for inclusion in the NRHP in the areas of Community

Planning and Architecture at the local of significance. The period of significance is defined as 1927 to ca. 1971, when the retaining wall for MoPac Expressway was completed and defined the western boundary of the property.

Reconnaissance-level surveys are, by definition, not exhaustive and are intended to provide only a preliminary opinion on potential National Register eligibility. The National Park Service notes that reconnaissance surveys differ from intensive-level surveys in terms of the level of effort involved. Reconnaissance may be thought of as a “once over lightly” inspection of an area, most useful for characterizing its resources in general and for developing a basis for deciding how to organize and orient more detailed survey efforts. Intensive-level surveys, on the other hand, are “designed to identify precisely and completely all historic resources in the area.”

In addition to the National Park Service guidelines, TxDOT has established its own Standards of Uniformity (including procedural and documentation requirements) for reconnaissance survey reports. While reconnaissance-level surveys necessarily include a preliminary discussion of *potential* eligibility for the National Register, the responsibility for making a case for listing in the National Register falls upon the person preparing the nomination.

Integrity and Threats

In addition to the above criteria, cemeteries must retain historic integrity. Specifically, according to National Register Bulletin 41:

[T]o meet National Register standards for integrity, development of the historic period should predominate ... In some cases, an entire cemetery may not qualify for the National Register. If the original area has remained essentially intact while modern expansion occurred beyond or around it, then the historic portion likely will qualify because it is easy to draw boundaries that exclude the non-historic areas ... When a large historic cemetery with scattered gravesites has had modern infill, the entire cemetery still may be eligible if the proportional number, size, and scale of new features are not so imposing as to overwhelm the overall historic appearance. Once the non-historic features begin to dominate, and one's impression is of a modern cemetery with isolated historic burials or clusters of historic gravesites, then the overall historic character of the cemetery has been lost, and it would not meet National Register standards.

Based on these requirements, a nomination to the National Register for Austin Memorial Park Cemetery might be limited to the entrance, cemetery buildings, and Blocks 1–3.

Block 1 and Block 2 contain grave markers primarily made of granite, with some marble markers and a few limestone examples. Bronze plaques, either flush with the ground or mounted on stone, are present, as are a small number of handmade concrete markers. Most markers are modern in appearance. Block 3 contains mostly granite grave markers with a few marble examples. No limestone markers or bronze plaques were observed in this section. The greatest variety in marker design is found in Block 2. A few particularly artistic examples are located in Block 1. It may be necessary to establish that the blocks to be nominated do not include a disproportionate number of modern markers, in order to make the case for the historic integrity of those blocks. In addition, if the cemetery were to be nominated under Criterion B at some point in the future, the locations of graves of significant persons would need to be mapped in order to determine whether they are within the blocks to be nominated.

With that said, the master plan team encourages anyone interested in nominating Austin Memorial Park Cemetery to the National Register to do so. The guidance provided in this section is intended not to discourage, but to assist future researchers in planning and investigating the historic contexts and criteria for the evaluation of significance that may be applicable at whatever point in time a nomination may be prepared.

TREATMENT RECOMMENDATIONS

Overall treatment objectives for Austin Memorial Park Cemetery are intended to:

- improve the exterior appearance of the cemetery;
- improve and protect viewsheds within and from the cemetery;
- interpret the cemetery's history to visitors, improve wayfinding, expand visitor services through the adaptive reuse of the historic buildings and their landscape settings; and
- expand burial options to include a columbarium and/or scatter garden.

Additional concerns related to grave decoration and other personal site furnishings are common to all cemeteries and are addressed in the General Management Guidelines.

Treatment plans illustrating these objectives are presented at the end of this chapter.

Exterior Appearance and Internal Viewsheds

A primary concern of many Austin Memorial Park Cemetery stakeholders is the exterior appearance of the cemetery's southern boundary fence, the cluttered appearance of the entrance, and incompatible views within the cemetery to the maintenance yard and to MoPac. The chain-link boundary fence on the south border replaced an original limestone wall and now presents an unkempt appearance to passersby along Hancock Drive. The cemetery entrance is cluttered with a proliferation of various signs and posts, and the cemetery identity sign is set too high, blocking views of the buildings, and not close enough to the entrance gate. The following actions are recommended.

Exterior Appearance and Entrance

- Replace the southern cemetery chain-link boundary fence with a black picket fence, a combination stone-and-black-picket fence, or other type of fence that is more compatible with the historic character of the cemetery. A stone wall should reference the original and match the workmanship exhibited in the stone wall located in the east front yard of the cemetery office. Consider incorporating black pickets to extend the height of the enclosure to that required for security (see General Treatment Recommendations).
- Replace the rest of the boundary fence with black picket fencing, black powder-coated chain-link fencing, or other compatible material (see General Treatment Guidelines).

- Explore, in collaboration with the adjacent property owners, strategies to enhance the boundary between the cemetery and residences and businesses. As some adjacent neighbors have expressed concern about the visual impact of fencing, PARD will work closely with the neighbors to ensure that any enhancements or screening do not have a negative impact. PARD will provide advance notice to owners of immediately adjacent properties that about the cemetery at such a time that improvements along the boundary are planned.
- Construct a public sidewalk on Hancock Drive along the cemetery's southern boundary.
- Consider replacing the cemetery identification sign with one that references the original cemetery sign, which was attached between the two entrance buildings. It may not be practical to install a sign that drapes between the two, but an arching sign may be appropriate. Consider the sign as a potential Art in Public Places competitive project.
- Install a kiosk at the entrance. The kiosk would contain a graphic cemetery plan, grave location information, a brief account of the history and significance of the cemetery, visitor registration, and operational or maintenance rules. The design of the kiosk should reference the historic character of the historic buildings at the cemetery entrance (see General Management Guidelines).
- Consolidate entrance signage into one unit, potentially at the entrance kiosk.

Internal Viewsheds

- Relocate the maintenance yard from its current location to one that is farther from the entrance and out of the viewshed of burial areas. Consider the remnant spoils pile location in the north of the cemetery. Future access for maintenance vehicles to a relocated maintenance yard would be developed in consultation with the Northwest Recreation Center. Use of this access point would be limited to PARD maintenance trucks, trailers, and equipment that might be towed by these vehicles; trucks and equipment operated by cemetery contractors; and delivery vehicles, including (but not limited to) small tractor trailers. Cemetery visitors would continue to use the main entrance on Hancock Drive.
- The Texas Department of Transportation plans to plant 47 Monterey oak trees, along the edge of the MoPac wall, which would help to visually screen views of the highway structure from within the cemetery. Consider additional layered plantings to include columnar evergreens, large shade trees, vines, and other plants. If planting space is limited, continue to add trees within cemetery paths between the highway and the cemetery drive to increase the density of the buffer.

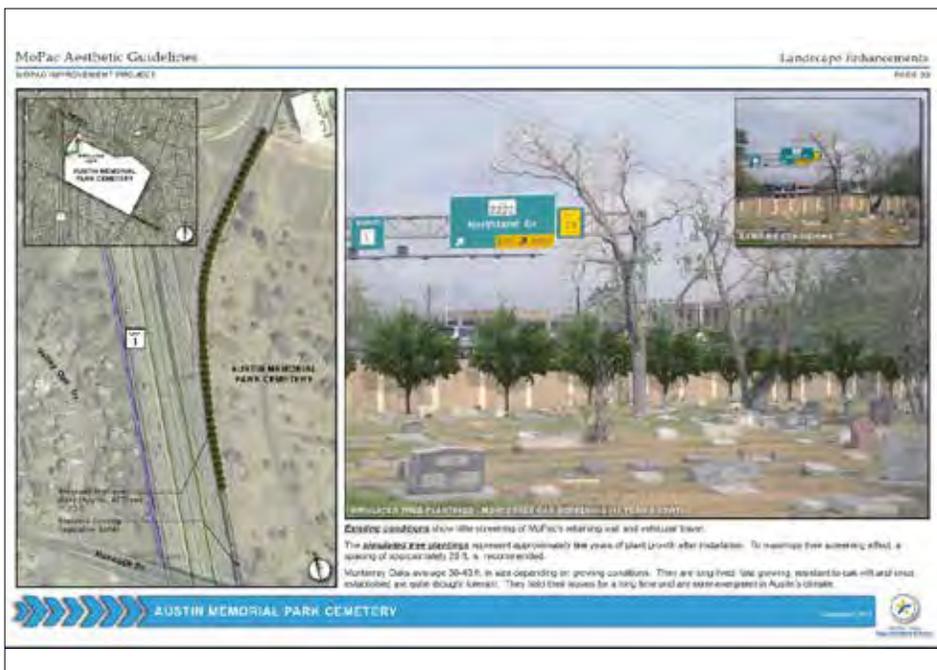


Figure 559. MoPac screening wall planting plan (TxDOT)

Historical Information and Wayfinding

Stakeholders have asked that general information about the history of the cemetery be made available, as well as information to help visitors locate particular graves within the cemetery. PARD also has an opportunity to provide additional/improved wayfinding assistance; although signs were recently installed to identify cemetery sections, they are located along the sides of the sections, rather than at the corners where directional assistance would be more helpful. In addition, internal cemetery drives are not named, making navigation within the cemetery confusing and difficult. To address these issues, the following actions are recommended. (See General Management Guidelines for details.)

- Install historical information and wayfinding maps at an entrance kiosk.
- Identify cemetery sections and drives with markers located at intersections. The markers should be durable and preferably made of stone, concrete, or other material compatible with the historic character of the cemetery. Galvanized steel and unpainted aluminum are not recommended.
- Consider installing informational signs at the graves of important community leaders. These signs should be simple, contemporary, and not distract from the historic character of the cemetery. Consider incorporating QR codes that can be scanned using smart phones.
- Grind down the asphalt entrance drive and other cemetery drives that were lined in limestone units, and recover and re-set the stone. This distinctive edging could help identify major cemetery drives and assist in visual wayfinding.

Visitor Services

The primary goals for the improvement and expansion of visitor services at Austin Memorial Park Cemetery include site planning that supports the adaptive reuse of the historic cemetery buildings for staff and visitor support. It is the desire of the City of Austin to renovate (and possibly construct an addition to) the caretaker's residence, renovate the chapel for office use, adaptively reuse the multiuse building as a visitor meeting room and accessible restrooms, and adapt the service tower for another use, such as storage. An architectural study is currently underway to assess the feasibility and program for these changes.¹⁹⁹ Recommendations related to these new uses include:

- Move the maintenance yard to an area that is out of the viewshed of the majority of burial sites in the cemetery. Remove the existing wood screening fence.
- Adapt the multiuse building for visitor services, and place a small parking lot to the north of the building.
- Develop an outdoor visitor gathering area between the office and the multiuse building, with walking paths and benches that would offer opportunities for groups of various sizes to gather before or after a funeral.
- Consider reconfiguring the head-in parking at the office and expand by installing 4–5 additional parking spots along the entrance drive, which can be used by office visitors.
- Relocate the flagpole and planting bed in front of the building and reset the flagpole as part of the design of the garden between the office and multiuse building, possible as a veterans memorial.

199. Hatch + Ulland Owen Architects.

Expand Burial Options

Austin Memorial Park Cemetery is an actively used facility with about one-third of its in-ground burial spaces still available. However, stakeholders would like to have alternatives to in-ground burials, such as columbaria or scatter gardens (see Appendix P regarding SpeakUp Austin survey results). See the General Management Guidelines for an explanation of these interment options.

- Identify an area in the cemetery that can be used to develop a columbarium. Consider placing the columbarium in the viewshed of the cemetery entrance so that it is easy to find. Use a distinctive design for the structure, possibly incorporating a vertical element that would also help with wayfinding (Figure 560–Figure 563 on page 410). Prioritization of this recommended project is based on need as well as the availability of funding for capital improvements.
- Develop a feasibility study for the columbarium to determine how many units will be needed, projected into a set timeline.
- Based on the size and location of the columbarium, determine if a parking lot is required or if columbarium visitors could utilize the cemetery drives as they are doing currently for funerals.
- Identify an area or areas that can be developed as a scatter garden (Figure 564 and Figure 565 on page 411). The columbarium could be designed in such a way that it defines an area for a scatter garden. A designated wooded area could also be considered (Figure 566 and Figure 567 on page 411).

The location of any additional future scatter gardens, columbaria, and associated parking would be determined after careful review by and consultation with the Texas Historical Commission and the City of Austin Landmarks Commission.

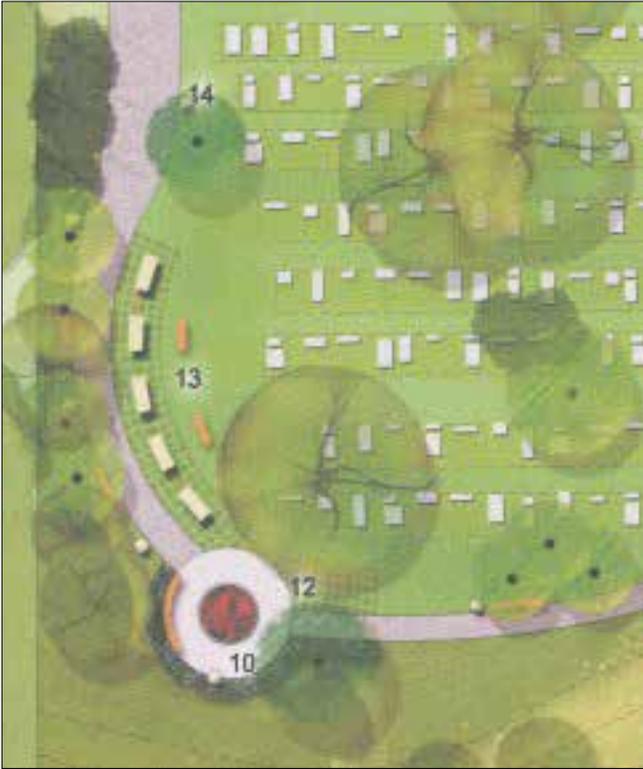


Figure 560. Columbarium as cemetery node at Fort Garry Cemetery (<http://fortgarrycemetery.ca/plan-now/columbarium-niches/>)



Figure 562. Columbarium structure at St. Joseph's Catholic Church (<http://stjosephcc6.web711.discountasp.net/stjodnn/portals/0/StJosephPictures/Columbarium.jpg>)



Figure 561. Ground-level columbarium, Arlington Cemetery (<https://lancastrgraveyardrabbt.files.wordpress.com/2011/12/p1010761.jpg>)



Figure 563. Award-winning columbarium design for Westminster Presbyterian (<http://archinect.com/features/article/89230/showcase-westminster-presbyterian-church-urban-columbarium-and-courtyards>)



Figure 564. Sunnyside Scattering Garden with monument for individual plaques (<http://www.surrey.ca/images/pagelimages/SunnysideScatteringGarden02.JPG>)



Figure 565. Rest Haven Memorial Park combined columbarium and scattering garden (<http://www.resthavenmemorialpark.com/CremationGarden>)



Figure 566. Ludford Park - Wallace Stuart Natural Burial Grounds (<http://wallacestuart.co.uk/natural-burial-grounds/>)



Figure 567. Newly planted woodland burial garden (<http://natural-burial.typepad.com>)

Vegetation

When Austin Memorial Park Cemetery was established, its finest natural feature was the extensive grove of live oaks that gives the Moss Section and Sections 3, 4, 5, and 6A their distinctive shaded character. These areas also display the lushest turf, some of which is the St. Augustine variety, which thrives in well-watered shade. In the intervening years, additional shade trees and ornamental trees have been planted by individuals in or adjacent to family plots and, by the City of Austin, in rows between cemetery sections. Today, the cemetery is dominated by three species, the native live oak and cedar elm—many of which pre-date the cemetery—and the ornamental crape myrtles, all of which were certainly planted after 1928. Of the five cemeteries, Austin Memorial Park Cemetery contains the highest number of healthy trees, likely due to the high clay content of its soils and the presence of an operational irrigation system. Recommendations regarding trees are as follows:

- Develop a tree management plan, for any sections that have been developed or will be developed for any purpose, that includes the ongoing replacement of trees that have been lost due to death or disease. Base the plan on information assembled from historic aerials, old tree surveys or other planning documents, and any ground-level evidence, such as stumps. Determine species, if possible, by identification of stumps and other vegetative remnants.
- Compost, mulch, and water trees (as necessary and as appropriate for each species) during periods of insufficient rainfall.
- Remove volunteer trees (usually mulberry, hackberry, tree ligustrum, or gum bumelia) that threaten markers and plot enclosures. Retain other volunteer trees as needed for tree cover or to represent a lost historic tree.

When Austin Memorial Park Cemetery was first established, the landscape around the residence, office, and service tower was designed on a residential scale. The plantings in the immediate area reflected the exotic nature of the Spanish Colonial Revival style of the buildings and their whimsical ornamentation. Historic photographs of the cemetery entrance show a rectangular sunken garden (no longer existing) contained by a limestone retaining wall, a popular feature in residential gardens of the early twentieth century. The garden measured approximately 20 feet by 40 feet and extended south of, and perpendicular to, the chapel building. It was planted with evergreen shrubs, including four arborvitae at its corners and sheared boxwood or other small-leaved evergreens flanking its central walk. These plants formed an evergreen frame to what appears in photographs to be roses or other deciduous shrubs and possibly a mix of perennials and annuals. Italian cypress specimens were planted at the corners of

the chapel and the service tower, several nandina can be seen growing on the west side of the east retaining wall, and more shrubs appear to the north of the parking area.

Another photograph shows that one of the cemetery drives was lined with an allée of Lombardy poplar, a tall and dramatic species popular in this country in the nineteenth and early twentieth centuries, but notoriously weak-wooded and susceptible to disease.²⁰⁰ Today, the cemetery entrance garden is well-maintained, but the spirit of the original design has been lost. The following actions are recommended:

- When the ash tree that is currently growing on the south side of the chapel reaches the end of its life, do not replace it with another tree in the same location, as this tree obscures the original views of the entrance buildings.
- Remove the shrubs that have been planted in the verge between the sidewalk and Hancock Drive and install turf. While in good condition, these shrubs contribute to the overall visual clutter at the entrance and detract from the appearance of the building.
- Remove the planting beds that line the drive and replace with turf.
- Develop a new planting design for the front garden that frames and enhances the building's appearance. Consider referencing the original sunken garden in the design.
- Develop a new planting design for the service tower side of the entrance that references the original design.
- Replace trees that have been lost along the cemetery drives to restore the sense of an allée of trees.

Guidelines for the care of trees and shrubs located within common areas, care of commemorative trees and plants, and overall lawn care strategies are provided in Chapter 3, General Management Guidelines.

200. Christina D. Wood, "A Most Dangerous Tree': The Lombardy Poplar in Landscape Gardening," *Arnoldia* 54(1), 1994, 24-30.

Grave Markers

Although many grave markers in Austin Memorial Park Cemetery have shifted and settled due to soil conditions, few are in need of conservation and repair. Most grave markers in this cemetery are composed of granite, a more durable material than marble or limestone, both of which are found primarily at the older cemeteries. However, original examples of art and craft should be carefully documented and protected. The following actions are recommended:

- Avoid using riding mowers and metal core trimmers within 12 inches of markers and plot enclosures. Nylon whips without metal cores can be used for detailed trimming.
- Encourage the establishment of groundcovers within curbed or walled family plots, to reduce the amount of mowing and trimming required.
- Reset tilted markers to their original position, adding a compacted gravel base when resetting to minimize settling.
- Repair damaged markers using techniques as directed by a materials conservator specializing in historic marker material.
- Clean markers as recommended in Chapter 3, General Guidelines and Recommendations.

PRIORITIZED PROJECT LIST AND ESTIMATE OF PROBABLE COSTS

Priority One

(to be completed within 1-2 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Renovate the cemetery offices to better accommodate staff and visitor needs, including universal accessibility.	\$1,000,000
Replace the chain-link boundary fence along Hancock Drive.	
Option 1: Replace with black metal picket fence (2300 lf x \$40).	\$92,000
Option 2: Replace with stone wall (2300 lf at 5' tall x \$300/lf).	\$690,000
Option 3: Replace with combination stone wall and black metal picket fence.	\$ TBD
Design and construct a new cemetery sign between the entrance gate piers.	allow \$95,000
Develop a kiosk to provide historical and wayfinding information.	
Option 1: Install information on a board within the office colonnade.	\$2,500
Option 2: Construct a new kiosk as part of a new visitor garden adjacent to the office.	\$7,500
Create new wayfinding signage system within the cemetery.	\$250,000
Develop methodology for monitoring tree conditions.	\$ TBD
Upgrade irrigation system as needed, replacing rotors with ground-level quick couplers and hose bibs.	\$ TBD
Name the cemetery drives as part of the wayfinding project.	\$0 (to be completed by volunteers or staff)

Priority Two

(to be completed within 3-5 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Relocate the maintenance yard, with a new building, to the cemetery's north section. Adaptively reuse the maintenance building as a visitor services center. Construct an addition to the office building for administrative and sales offices.	\$5,000,000
Construct a new, 10-car parking lot adjacent to the new visitor services center.*	\$75,000
Develop a visitor gathering area/garden between the office and new visitor services center.	\$ TBD
Redesign the cemetery entrance garden.	\$150,000
Develop a columbarium within the cemetery.	\$2,000,000
Locate at least one scatter garden within the cemetery.	allow \$500,000
Grind down the asphalt cemetery drive layer and reset limestone units along curbs.	\$408,000
Place cemetery drive markers at intersections.	\$4,500
Replace the chain link boundary fence along the northern boundary with black chain link.	\$34,000
Plant additional trees to screen views on the western boundary (MoPac).	\$29,000
Replace trees along cemetery drives.	\$24,000
Adaptively reuse the service tower for storage or other purpose.	\$ TBD

Priority Three

(to be completed within 5-7 years)

These probable costs are estimates based on comparable projects and previous estimates. All costs are subject to fluctuation and/or increase.

<i>Item</i>	<i>Estimated Cost</i>
Replace the chain link boundary fence along the eastern boundary with a screening fence.	\$34,000
Develop and install interpretive signs at graves of important community leaders.	\$5,000
Investigate the possibility of green burials within the cemetery.	\$ TBD
Install a concrete sidewalk along Hancock Drive.	\$57,500

* The Master Plan team originally recommended a 30-car parking lot to meet anticipated visitor needs. The size was reduced to 10 spaces, based on a citizen request and resulting direction by the Environmental Board and Planning Commission. Future construction plans should be based on expected needs as calculated at that time.

PLANTING PLAN

Please refer to the Site Plan and Detail Plans on the following pages for locations of the plantings described below.

MoPac Expressway Screening

Preferred Plant Characteristics and Considerations:	Variety of tree sizes and mature heights to accomplish layered screening
Soils:	15-36" silty clay and loam, some shallow soils
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Crape myrtle, Italian cypress, arborvitae, Ashe juniper, Texas ash, cedar elm, honey mesquite, Lacey oak, escarpment live oak, Monterey oak, Texas red oak, Mexican buckeye, desert willow, Eve's necklace, goldenball leadtree, kidneywood, Texas mountain laurel, Texas persimmon, pomegranate, Mexican redbud, Texas redbud, Mexican silktassel, evergreen sumac, and rusty blackhaw viburnum

PLANTING PLAN (continued)

Please refer to the Site Plan and Detail Plans on the following pages for locations of the plantings described below.

Hancock Drive Entrance Drive and Internal Cemetery Drives

Preferred Plant Characteristics and Considerations:	Large evergreen and deciduous trees
Soils:	15-36" silty clay and loam, some shallow soils (8-16") and chalk
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	Southern live oak, Texas ash, cedar elm, Lacey oak, escarpment live oak, Texas red oak

PLANTING PLAN (continued)

Please refer to the Site Plan and Detail Plans on the following pages for locations of the plantings described below.

Office and Visitor Area Garden

Preferred Plant Characteristics and Considerations:	Small evergreen and deciduous trees
Soils:	15-36" silty clay and loam, some shallow soils (8-16") and chalk
Sunlight:	Full sun
Planting Cycle:	Install all plants in fall and winter
Installation and Maintenance:	Refer to the City of Austin's <i>Native and Adapted Landscape Plants</i> guide (Appendix A) for information on installing and maintaining specific individual species
Recommended Species by Common Name:	<p>Trees: crape myrtle, Italian cypress, arborvitae, Ashe juniper, honey mesquite, Mexican buckeye, desert willow, Eve's necklace, goldenball leadtree, kidneywood, Texas mountain laurel, Texas persimmon, pomegranate, Mexican redbud, Texas redbud, Mexican silktassel, evergreen sumac, rusty blackhaw viburnum</p> <p>Screening shrubs: Italian cypress, arborvitae, Ashe juniper, Mexican buckeye, Texas mountain laurel, Texas persimmon, pomegranate, Mexican silktassel, evergreen sumac, rusty blackhaw viburnum</p>

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AMPC SITE PLAN

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MOPAC EXPWY
SCREENING DETAIL
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HANCOCK DRIVE
ENTRANCE DETAIL
PLAN



PART III

Policy and Funding Recommendations

Chapter 9

Regulations and Laws

This chapter provides an overview of the laws and regulations governing cemetery preservation and management, including a brief analysis of how current local, state and federal laws and regulations may affect preservation and maintenance activities in municipal cemeteries, and a discussion of specific laws that may apply to issues such as:

- the archeological identification of unmarked graves, cemetery expansion and construction within cemetery boundaries;
- severely deteriorated grave sites that pose health and safety concerns; and
- plot ownership and right of burial.

Please note that all information in this chapter is provided for reference purposes only and does not constitute legal advice. The City of Austin should seek qualified legal counsel before acting on any information included in this report. In addition, the information provided is current as of the completion of this report; however, laws change over time, and the specific statutes discussed here should be reviewed on a regular basis to ensure that City staff have access to the most current versions for reference.

OVERVIEW OF LAWS AND REGULATIONS

The management and preservation of cemeteries are subject to federal and state laws, as well as local (city, county, and/or township) ordinances. In cases where a conflict arises between federal and state laws, the United States Constitution provides that federal laws take precedence.

Federal Statutes and Regulations

Federal laws, established by the United States Congress, that are pertinent to the management of Austin's cemeteries primarily deal with:

- Cemeteries as historic properties
- Archeological concerns
- Grave markers for veterans
- Consumer protections

The Secretary of the Interior publishes standards and guidelines for preservation planning; the identification, evaluation, registration, and documentation of historic and archeological resources; and the treatment of those resources. For more information, see Chapter 3, Preservation Treatment Approach.

Cemeteries as Historic Properties

The **National Historic Preservation Act** of 1966 (as amended) (NHPA) requires the federal government to consult with state, tribal, and local entities to ensure that any projects on federal property or involving federal funding, or requiring a federal license or permit, both identify cultural and historic resources and also take steps to avoid, minimize, or mitigate any negative impacts to significant resources. Compliance with **Section 106** of NHPA provides for the identification of historical and cultural resources within a proposed project area, consultation with state and local parties and Native American Tribes, and a public input process to ensure that citizens have the opportunity to be heard.

The **National Environmental Protection Act of 1969** (as amended) (NEPA) similarly provides a process for evaluating the potential environmental impacts on natural and cultural resources of a federally funded or permitted project. Although NEPA and NHPA compliance can be conducted simultaneously, compliance with NEPA does not, in and of itself, fulfill the requirements of NHPA.

The **National Register of Historic Places** officially recognizes those historic resources deemed worthy of preservation. This program is administered by the National Park Service (Department of the

Interior), which works through State Historic Preservation Offices and Tribal Historic Preservation Offices. While listing on the National Register affords no direct protection for historic properties, eligibility for listing on the National Register is used to identify historic and archeological resources during Section 106 and NEPA compliance activities.

Archeological Concerns

The **Archeological Resources Protection Act** of 1979 (as amended) (ARPA) strengthened protections for archeological sites on public (federal) lands and Native American tribal lands.

The **Native American Graves and Repatriation Act** (NAGPRA) protects the discovery of Native American human remains or grave goods on federal lands and/or tribal lands, or if they are at any time retained by a repository that receives federal funding.

If cultural materials (including human remains, funerary objects, sacred objects, or items of cultural patrimony) are removed from federal lands, the **Curation of Federally Owned and Administered Archeological Collections** is regulated as well.

Grave Markers for Veterans

The first Federal laws governing the provision and design of grave markers for deceased veterans were enacted in the early 1860s and have been continually updated and expanded since then by (in succession) the U.S. War Department, Department of the Army, Veteran's Administration (VA), and Department of Veteran Affairs. Today, grave markers furnished by the U.S. Government for veterans and their qualifying family members fall under the management of the National Cemetery Administration.

The sizes, materials, designs, and inscriptions of veterans' markers are regulated by law. They may be obtained for all veterans who were not dishonorably discharged, as well as their surviving spouses and dependent children. In 2001, **Public Law 107-103** allowed the VA to furnish government markers for the graves of veterans buried in private cemeteries, even if the deceased's grave is already marked with a non-government marker.

Following a six-year study funded by the Department of Veteran Affairs and conducted by the National Center for Preservation Technology and Training, with assistance from the Harvard University School of Engineering and Applied Science, the VA has implemented policies for cleaning bacteria, fungi, and algae from government-issued marble headstones.

Consumer Protections

In 1982, the Federal Trade Commission enacted **Funeral Rule 195** which provides protections to consumers when dealing with funeral homes. This includes services that may be provided by funeral homes, such as the burial of human remains. Deceptive practices prohibited by the Rule include representing that state or local laws or cemetery regulations require embalming, the use of caskets or outer burial containers, or the purchase of specific funeral goods or services, when that is not the case. Funeral providers are required to identify and describe in writing to the consumer any applicable laws or regulations that do require the purchase of funeral goods and/or services.

No Federal law regulates the management or operation of non-National cemeteries or mausoleums unless the cemetery sells both funeral goods and funeral services, in which case the Funeral Rule applies. In addition, if a state agency or commission finds that its own rules effectively provide the same or greater overall level of protection to the consumer, then that state agency or commission may apply to the Federal Trade Commission for the exemption of the Funeral Rule. In that case, the State becomes responsible for the administration and enforcement of these requirements.

State Laws

State laws in Texas regulate cemeteries through the Texas Health and Safety Code (primarily Chapters 711–715), the Texas Administrative Code (Title 13, Part 2, Chapter 22), and the Texas Penal Code (Sections 28, 31, and 42). These laws, along with any applicable municipal ordinances, are enforced by local (county and municipal) law enforcement officials. State agencies do not enforce cemetery laws.

Laws enacted by the State of Texas that are applicable to cemeteries have to do with:

- Establishing a cemetery (dedication of land)
- Cemetery management and operations, including the organization of a cemetery association and provisions for perpetual care
- Responsibilities and authorities of municipal and county governments to establish, maintain, and control cemeteries within their boundaries or jurisdictions
- Criminal activities, including theft, graffiti, and the desecration of graves
- Abandonment, as well as the discovery of an abandoned cemetery and petitioning for conservatorship of an abandoned cemetery

Establishing a Cemetery

The Texas Health and Safety Code regulates the establishment of a cemetery, including where the cemetery can be located, how deep the burials must be, and who has access to the property. While the process of dedicating a cemetery may include filing a deed of dedication with the county property records office, enclosing the burial ground with a fence, or placing grave markers of some kind, none of those activities are required in order to establish a cemetery. The presence of one or more burials is sufficient to consider a cemetery “dedicated.” On the other hand, a property that has been formally dedicated for cemetery use is considered a cemetery even if it has no burials.

Case law has established that property previously dedicated for cemetery purposes can be sold, as long as it is still used as a cemetery and maintained for that purpose. (*Barker v. Hazel-Fain Oil Co.*, 219 S.W. 874 (Tex. Civ. App.–Fort Worth 1920, writ ref’d))

Only a corporation can establish a cemetery today. Chapter 711 of the Texas Health and Safety Code states that any new cemeteries must be established as perpetual care cemeteries.

Cemetery Management

The operation of perpetual care cemeteries is regulated by the Texas Department of Banking, as outlined in Texas Health and Safety Code, Chapter 712.

Anyone who wants to visit a cemetery may do so, even if there is no established route in or out of the property, and even if that requires travel over private property. The property owner can designate a route for reasonable access during reasonable hours, but cannot prevent someone from visiting a cemetery. That portion of Chapter 711 of the Texas Health and Safety Code was upheld in case law (*Davis v. May*, 135 S.W.3d 747 (Tex.App.–San Antonio 2003, pet. denied)).

Responsibilities of Local Governments

Several sections of the Texas Health and Safety Code give municipal governments the authority to establish (or purchase) and operate cemeteries. A municipal government also may take over a cemetery in the interest of public health and safety, as long as the property is not a perpetual care or family cemetery. Once a municipality has control of a cemetery, it is responsible for maintaining it for the protection of public health, safety, comfort, and welfare.

A county commissioners court may take over the maintenance of a neglected public or private cemetery within the county, as outlined in Chapter 713 of the Texas Health and Safety Code.

Criminal Activities

Section 28 of the Texas Penal Code states that damaging, destroying, or marking a human burial site with graffiti are all state felonies.

- Theft of any property, regardless of value, from a human corpse or grave, including the theft of a military grave marker, is a state jail felony offense. (Section 31)
- Disrupting a funeral service is a Class B misdemeanor. (Section 42)
- Disturbing, disinterring, or treating a human corpse or cremated remains in an offensive manner is a Class A misdemeanor. (Section 42)
- Vandalizing, damaging, or treating in an offensive manner a space where a human corpse or cremated remains are known to have been interred or laid to rest is also a Class A misdemeanor. However, this does not apply to a member or agent of a cemetery organization that removes an item from a grave that either was placed in the cemetery in violation of the organization's rules or has become "wrecked, unsightly, or dilapidated." (Section 42)

Abandonment of a Cemetery

Once a property is dedicated for use as a cemetery, it cannot be used for any other purpose unless the dedication is removed. This requires the action of a district court. Furthermore, no improvements can be made to the property, even if the cemetery is considered neglected or abandoned.

If a previously unknown or abandoned cemetery is discovered, the person making the discovery is required by the Texas Health and Safety Code to file a notice of the discovery with the county clerk where the cemetery is located. The notice must be filed within 10 days of the discovery and must include the legal description of the property, the approximate location of the cemetery, and a description of the evidence of burial(s). The Texas Historical Commission provides detailed instructions and sample notice forms for completing this process. For more information, contact the Cemeteries Coordinator at the THC.

It is possible to form a non-profit association for the purposes of gaining legal responsibility for a historic cemetery in order to assure its preservation. Chapter 715 of the Texas Health and Safety Code provides more information about how to petition the court for conservatorship of a cemetery; the THC Cemeteries staff are a resource for this, as well.

Other State Regulations and Statutes

In addition to the state laws described above, the following state statutes or regulations authorize state agencies to affect cemeteries and their operation.

The Antiquities Code of Texas protects historical and archeological sites on property owned by the state or by local governments.

The Texas Government Code (Chapter 442) establishes the Texas Historical Commission and its duties, including the state historical marker program, recognition of Historic Texas Cemeteries, and protection for Recorded Texas Historic Landmarks. THC also manages programs at the state level for cemetery preservation, education, and outreach.

Texas Local Government Code (Chapter 318) provides for the establishment of County Historical Commissions, which administer the state historical marker program at the local level and are frequently involved in cemetery preservation.

Texas Health and Safety Code (Sec. 716.302) permits the disposition of cremated remains in three ways:

- in a crypt, niche, grave, or scattering area of a dedicated cemetery;
- by scattering the remains over uninhabited public land, sea, or other public waterways; or
- on private property as directed by the authorizing agent with the written consent of the property owner.

Unless the container is biodegradable, the remains must be removed from the container before scattering.

Local Ordinances

Current rules and regulations for cemeteries in the City of Austin are located in the Code of the City of Austin, Texas, *Title 10 Public Health Services and Sanitation, Chapter 10-1, Cemeteries*.

City Code regulates the administration of the city-owned cemeteries, the establishment and management of the perpetual care fund, and restrictions on:

- The use of city cemetery property for construction staging or construction activities;
- The burial of persons within the city limits except in a dedicated cemetery;
- The use of streets within a cemetery to haul heavy loads or for any purpose other than conducting cemetery business or visiting a cemetery; or
- The burial of any person in a cemetery within the city without the cemetery administrator's written approval and the written consent of the owner of the burial lot or grave.

PARD requires the completion of an interment authorization form for all burials, dis-interments, or re-interments, whether casketed or cremated remains. This includes the identification of the person authorized to make arrangements for the disposition of the remains, per state law. The same form would be required for the scattering of cremated remains in a scatter garden or placement in a columbarium.

LEGAL ISSUES OF PARTICULAR INTEREST

The City of Austin has asked for a summary of archeological laws and regulations that govern the identification of unmarked graves, cemetery expansion, and construction within cemetery boundaries; as well as recommendations to resolve legal issues related to severely deteriorated grave sites that pose health and safety concerns and to guide legal determinations of plot ownership and the right of burial.

As stated previously, this report is provided for informational purposes only and does not constitute legal advice. The City of Austin should seek qualified legal counsel before acting on any information included in this report.

Unmarked Graves and Cemetery Construction or Expansion

No state laws either empower or prohibit the identification of unmarked burials or the boundaries of unmarked or abandoned burial grounds. However, once discovered, a cemetery or unmarked grave is protected under the National Historic Preservation Act (NHPA), the Antiquities Code of Texas, The Texas Health and Safety Code (Chapter 711), and potentially the Native American Graves Protection and Repatriation Act (NAGPRA).

Within a known cemetery, grave markers or the lack thereof do not, in and of themselves, indicate the locations of all graves within the cemetery. Burial records may be incomplete or lost altogether, such as in the case of Plummers Cemetery, or in the “pauper’s grounds” within Oakwood Cemetery, Oakwood Cemetery Annex, and Evergreen Cemetery.

The eastern half of Evergreen Cemetery and adjacent property (particularly down the slope toward Tannehill Creek), which includes land believed to have been used, in part, for the earlier Highland Park Cemetery, also may include unmarked graves.

If an unmarked burial is discovered during a construction project or any other activity, state law requires the person undertaking the activity to:

- Stop work immediately.
- Contact the Texas Historical Commission’s Archeology Division.
- Record the location of the grave or cemetery by filing a Notice of Existence with the county clerk in the county where the cemetery or burial is located, within 10 days of discovery.

For projects in or near areas where burials are known to be located, or where unmarked burials may be located, it may be advisable to have a qualified archeologist perform an exploratory investigation or be present on site during any excavation activities. In any case, the City should consult with a qualified archeologist during the planning stages of a project.

Severely Deteriorated Grave Sites

Members of City staff and the public have raised concerns about the deteriorated condition of grave markers, box tombs, and other historic resources, as well as less serious problems, such as sunken earth over graves, markers that have sunk or been partially buried in the earth over time, and tilted and fallen grave markers.

For much of the nineteenth and early twentieth centuries, lots within cemeteries in Austin were sold as real property, with the deed for each lot conveyed and recorded in county property records. Today, buyers purchase interment rights (the right to utilize a burial space) rather than *fee simple* ownership of the property.

Most, if not all, of the burial lots in Oakwood Cemetery and Oakwood Cemetery Annex—where most of the severely deteriorated grave sites and markers are located—were purchased as real estate. As families have dispersed over time and ownership rights have been diluted, it may be difficult or nearly impossible to establish who has the right to make changes to grave sites, grave markers, and associated resources or to conserve or repair those historic resources.

In some other states, particularly in New England and the eastern seaboard, where cemeteries are much older than those in Texas, statutes contain language that allows cities and/or non-profit organizations to clean, repair, or even reproduce grave markers and associated “ancient” resources in the interest of their preservation. However, Texas law does not enable that activity. Applicable Texas statutes enable municipalities to maintain cemeteries within its control “for the purposes of public health, safety, welfare, and comfort.”

In general terms, *public health* refers to the “prevailing healthful or sanitary condition of the general population.”²⁰¹ The exposure of human remains as a result of a collapsing box tomb could, conceivably, constitute a threat to public health. However, “the inherent powers of the state to protect the public’s health, safety, and welfare are limited by individual rights to autonomy, privacy, liberty, property, and other legally protected interests.”²⁰²

201. Lawrence O. Gostin, “A Theory and Definition of Public Health Law,” Georgetown University Law Center, 2007, 7, <http://scholarship.law.georgetown.edu/facpub/95>.

202. Ibid.

The term *public safety* typically is used in the United States to describe the prevention of or protection from events or activities that could endanger the general public or cause injury or property damage. *Public safety* at the municipal level is often focused on law enforcement and emergency services, but it can also include building inspections and code enforcement.

Code enforcement (per Texas Local Government Code, Chapter 214, Subchapter A, "Dangerous Structures") is primarily focused on substandard buildings, although Section 214.002 states that:

- (a) If the governing body of a municipality finds that a building, bulkhead or other method of shoreline protection, fence, shed, awning, or other structure, or part of a structure, is likely to endanger persons or property, the governing body may:
 - (1) order the owner of the structure, the owner's agent, or the owner or occupant of the property on which the structure is located to repair, remove, or demolish the structure, or the part of the structure, within a specified time; or
 - (2) repair, remove, or demolish the structure, or the part of the structure, at the expense of the municipality, on behalf of the owner of the structure or the owner of the property on which the structure is located, and assess the repair, removal, or demolition expenses on the property on which the structure was located.

In historic preservation terms, a fence, shed, or awning would be considered a *structure* or part of a structure, but a grave marker or related resource would be considered an *object*.²⁰³ It likely would be difficult to make the case for classifying a grave marker or box tomb as a structure.

It should be noted that this section also requires that:

- (b) The governing body shall provide by ordinance for:
 - (1) the assessment of repair, removal, or demolition expenses incurred under Subsection (a)(2);
 - (2) a method of giving notice of the assessment; and
 - (3) a method of recovering the expenses.

Should the City determine that it would be practical or desirable to utilize code enforcement as a means for repairing graves or grave markers in the city cemeteries, it probably would need to adopt an ordinance providing for the evaluation of graves in order to objectively assess each potential threat to public health or safety, as well as the means by which property owners would be contacted in advance of the repair, and how or from what sources the repair expenses could be recovered. Perhaps a non-profit organization such as Save Austin's Cemeteries

203. National Park Service, *How to Apply the National Register Criteria for Evaluation*, National Register Bulletin 15, 1990 (revised 1997), 4-5.

might establish a fund to pay for repairs in cases where property owners could not be located or could not afford to reimburse the City for those expenses.

The question of eminent domain, and whether the City could condemn a burial lot within a cemetery for the purpose of addressing public safety issues, has been raised by members of the public. The Texas Local Government Code, Chapter 251, enables a municipality to acquire property by eminent domain for the purpose of (among other things, “the providing, enlarging or improving of a municipally owned ... cemetery.” Should the City wish to exercise this power, the process for doing so is governed by Chapter 21 of the Texas Property Code and involves notice to the property owner, the opportunity for the property owner to voluntarily accept a bona fide purchase offer for the property, and (if an agreement for purchase cannot be reached) the legal condemnation of the property through petition to a court, which will then appoint a panel of three special commissioners to assess the damages to be paid to the owner of the condemned property. It seems unlikely that the pursuit of eminent domain in these cases would be cost-effective for the City, nor would it likely be viewed positively by the community.

LEGAL DETERMINATIONS OF PLOT OWNERSHIP AND THE RIGHT OF BURIAL

As previously mentioned, the ownership of grave lots within the city cemeteries, and the right of family members to be buried in family plots, has become diluted over time.

The Texas Health and Safety Code, Section 711.039, addresses plot ownership and rights of interment. In summary:

The person named on the certificate of ownership of the burial plot is considered the exclusive owner of that plot.

If the plot owner leaves a will that explicitly provides for the disposition of the burial plot, or files or records a written declaration for the disposition of the plot with the cemetery office, the legal interest in the burial plot property passes as stated in the will or declaration. If the disposition of the burial plot has not been provided for by one of those instruments, the Health and Safety Code provides for the burial of surviving spouses and children in any remaining graves, niches, or crypts in the plot *without the consent of a person claiming an interest in the plot.*

However, a surviving spouse or child may each waive his or her right to be buried in the plot in favor of a relative of the owner or the owner's spouse.

Once the plot owner has been interred, only a will or a written declaration filed with the cemetery office, or a surviving spouse or the owner's heirs-at-law may convey the right of interment in that burial plot.

Multiple people cannot be buried in the same plot without the consent of each owner of the plot.

If more than one person has an ownership interest in a burial plot, they may designate one person (by written notice) to represent the plot with the cemetery office. Without such notice, the cemetery office may inter or permit the interment in a plot at the request or direction of any one of the registered co-owners.

Should an individual claim the right of burial in a family plot, it should be their responsibility to provide sufficient evidence to support that claim. The Cemeteries Manager or staff should not be expected to determine whether or not the individual has the right of burial.

Heirship and the disposition of ownership rights to a burial plot may be traced through wills or (in the absence of a will) affidavits of heirship filed with the county clerk's office as an alternative to settling an estate with limited assets through probate court.

The tracing of a chain of title for each cemetery property is possible, but likely to be time-consuming and best accomplished by a researcher familiar with property records research and the Travis County Property Records office. The City, should it wish to enable such research for the benefit of the public, might partner with local non-profit organizations, such as Save Austin's Cemeteries, Preservation Austin, or the Austin Genealogical Society, or any other appropriate non-profit, which could provide that service for a fee, if desired. Research assistance of this sort would be most successful if it were well planned in advance, included sufficient training for volunteer researchers, and provided a structured format for capturing and storing data and applicable documentation, ensuring a consistent product that meets the City's requirements.

RECOMMENDATIONS

Many chapters in this section include a review of best practices as well as recommendations. However, the laws of other states, which may enable different actions in those locations, are unlikely to be of help to the City of Austin beyond serving as examples or references.

It may be possible for the City to utilize its authority as a home rule city to enact an ordinance which gives PARD the ability to make repairs to graves, grave markers, and associated historic resources. Such an ordinance should require the City to hire qualified cemetery conservation professionals to carry out those repairs. In the absence of municipal funding or reimbursement by surviving family members, a coalition of like-minded non-profit organizations, such as those named on the previous page, could help raise the money needed for that sort of work.

In any case, the City would likely benefit from engaging an attorney specializing in cultural resources law to advise on these issues.



Chapter 10

Cemetery Oversight

The management and review of proposed changes to historic and cultural resources within Austin’s five historic cemeteries is overseen by the Parks and Recreation Board, with additional oversight for designated historic resources provided by the Historic Landmark Commission.

Austin City Council has created a number of boards and commissions for the purpose of providing specialized management within the city in a variety of areas. These boards and commissions are comprised of Austin citizens, who serve on a volunteer basis. The two entities that review proposed projects within the city cemeteries include the Parks and Recreation Board and the Historic Landmark Commission.

In the recent past, several changes to individual gravesites or family plots, or other proposed projects, have indicated that additional advising from a panel of individuals with specialized cemetery knowledge would benefit both the Parks and Recreation Department (PARD) and stakeholders.

This chapter reviews the current structure of cemetery oversight, discusses best practices, examines several recent cases in Austin that make a case for change, and provides recommendations for organizational improvement.

CURRENT STRUCTURE

The city cemeteries are currently overseen by the Parks and Recreation Board and the Historic Landmark Commission. Individuals who are interested in participating on either board or commission must apply to serve. After being selected by Council, they are then sworn in and complete training in basic governmental procedures (such as the Texas Open Meetings Act, Robert's Rules of Order for conducting meetings, and ethics). Afterward, they attend meetings on a generally monthly basis. Terms of service are staggered to ensure continuity as members cycle on and off each board or commission; members of both the Parks and Recreation Board and the Historic Landmark Commission serve for three years.

Parks and Recreation Board

The purpose of the Parks and Recreation Board is to advise the city council and the city manager regarding:

- the acquisition, development, improvement, equipment, and maintenance of city parks and public playgrounds;
- the future development of city parks, playgrounds, and recreational facilities, and the purchase of additional land for those purposes; and
- improvements in the maintenance, operation, and general welfare of the city's parks, playgrounds, and recreational facilities and their use by the public.

Within the Parks and Recreation Board, two committees provide oversight for (1) Contracts and Concessions, and (2) Land, Facilities, and Programs. Both of these committees are advisory in nature and consist of at least three Board members, with support from a member of city staff.²⁰⁴

As indicated above, the focus of the Parks and Recreation Board is not on cemeteries; this is understandable, since the management of the cemeteries was outsourced for 23 years. Since April 2013, the city cemeteries have been directly managed by the Parks and Recreation Department.

Historic Landmark Commission

When cemeteries are designated by the City as local landmarks, as are Oakwood Cemetery and Oakwood Cemetery Annex, they subsequently are protected by the City historic preservation ordinance. Any proposed changes to historic resources within these two cemeteries are to be reviewed and approved in advance by the Historic Landmark Commission. This approval process, which is utilized for the protection and management of historic resources nationwide, involves the

204. Bylaws of the Parks and Recreation Board, as approved August 26, 2014.

submittal of an application to the Historic Landmark Commission for a Certificate of Appropriateness (COA); that is, permission to proceed.

The commission is charged with ensuring that the proposed project complies with City ordinances, and its reviews of COA applications are based on the Secretary of the Interior's Standards for the Treatment of Historic Properties. The applicant is not permitted to begin work without a COA.

In the past, cemetery staff have not always been provided the training to recognize the need for Historic Landmark Commission approval before they begin work or permit work to be conducted in the cemetery. This limits the commission's ability to fulfill its responsibilities.

The Need for Specialists

Within the historic preservation profession, cemetery resources and related materials are an area of specialization. Many historic preservation professionals focus on buildings and historic districts, whereas cemeteries are part of a collection of related resource types known as *cultural landscapes*. Therefore, even people who work in the preservation field may not have much knowledge of the unique needs of cemeteries. Private citizens—even those with an enthusiasm for cemeteries, genealogy, etc.—are even less likely to have the technical knowledge needed to make informed decisions.

Neither the Parks and Recreation Board or the Historic Landmark Commission are required to seat members with expertise or specialized knowledge in cultural landscapes or the types of historic resources found in cemeteries, although several historic preservation professionals and architects currently serve on the Historic Landmark Commission; ostensibly, they should know how to locate a cemetery resources specialist when one is needed. However, when engaged on an ad hoc basis, such a person would be unlikely to develop and impart institutional knowledge to the commission.

The City of Austin is fortunate to have ready access to the University of Texas School of Architecture's Architectural Conservation Laboratory, led by conservator Frances Gale. No formal association has been established between the City and the University in this area.

Without access to expert advice, the Parks and Recreation Board (and less directly, the Historic Landmark Commission) are not being served as well as could be.

CEMETERY ADVISORY COMMITTEES

Dozens of cities across the United States maintain a Cemetery Advisory Committee to provide specialized counsel to City officials and staff. Many of the cities utilizing this sort of committee are relatively small, in terms of population, but some are responsible for more than a dozen historic cemeteries. Such a committee is not limited to small cities, however; larger cities (such as Tempe, Arizona, and Sarasota, Florida) use this format as well. Therefore, the use of a cemetery advisory committee may be considered a best practice relevant to Austin.

The role of the Cemetery Advisory Committee varies from city to city, and may be defined with as little detail as “assist the Parks Board in matters related to cemetery operations.” A review of available information indicates that many of these committees provide the following services:

- Advise city officials on the condition of city cemeteries.
- Advise city staff on the maintenance and administration of city cemeteries.
- Advocate for the preservation and improvement of city cemeteries.
- Identify grants and other funds for the benefit of the cemeteries upkeep.
- Make recommendations to improve the present services being offered by the cemetery.
- Make recommendations concerning the future needs of the cemetery, including activities or improvements that will enhance the attractiveness of the cemetery.
- Conduct research and provide advice on matters that will ultimately elevate the financial success of cemetery operations, through marketing activities or service deliveries that are deemed appropriate for a municipal cemetery operation.

The size of these committees is generally 3–5 members. In some cities (such as Tempe, Arizona), they are a subset of a larger city Parks board, but in many cases, they exist separately from a Parks board or commission.

As is sometimes the case for boards or commissions, commission seats may be reserved for people who meet specific requirements, such as general area of residence, professional experience or education, or membership in a community organization, such as the local historical society. *Ex officio* members often include representatives from the local historic commission and/or other relevant boards.

Cemetery Advisory Committees generally work with one staff liaison; in some cases, a second staff member provides additional support. The committee may meet monthly or on an as-needed basis; this likely varies from one municipality to another, depending on the average caseload to be considered.

Cleaning and Conservation

When historic markers and related resources require conservation or cleaning, this is currently accomplished by volunteers. PARD should support these efforts by ensuring that there is guidance from persons with materials conservation knowledge to ensure that the historic value and sensitive materials present in many monuments and markers are not compromised.

Programming Proposals

During the development of the master plan, stakeholders have voiced concerns and objections about the types of programming that might be held in Austin's historic city cemeteries. It is possible and desirable to have respectful and appropriate programming in historic cemeteries, and proposals can be evaluated by objective criteria.

RECOMMENDATIONS

A Cemetery Advisory Committee would be well-positioned to make recommendations to the Cemetery Division on a variety of issues, including programming. A citizens advisory committee of this type was also recommended in the Comprehensive Business Analysis prepared by Texas State University for Austin's cemetery operations, in 2010.²⁰⁵

Responsibilities

The role of a Cemetery Advisory Committee would be as follows:

- To regularly evaluate and report on the condition of City cemeteries;
- To advise City staff, as needed, on maintenance activities that could inadvertently threaten historic or cultural resources;
- To advocate for the preservation and improvement of City cemeteries; and
- To help PARD identify grants and other funding opportunities to support the activities recommended in this plan.

205. Thomas Longoria, PhD. *Austin Cemeteries: A Comprehensive Business Analysis*, October 5, 2010.

Structure

PARD could work with the community to determine the number of members and terms of advisory committee members. University of Texas faculty member Frances Gale or her designee might be invited to serve in an *ex officio* capacity.

The committee would make recommendations to PARD and serve as a resource for staff and the community.

Benefits

A Cemetery Advisory Committee could provide not only additional oversight but also technical and/or design assistance to plot owners, family members, and non-profit partners.

It could establish a review process to ensure that city staff have professional expertise to guide their decisions about historic resources which could, individually or collectively, adversely affect the cemetery's historic integrity. Finally, the committee could be responsible reviewing and making recommendations to PARD about programming and/or interpretation proposals related to the City cemeteries. (See Chapter 15.)

Importantly, such a committee could provide this assistance for those cemeteries not currently designated as City historic landmarks: Plummers Cemetery, Evergreen Cemetery, and Austin Memorial Park Cemetery.

Chapter 11

Emergency Preparedness

In recent years, stewards of cultural resources have increasingly studied ways in which they can prepare for emergencies and disasters, both natural and man-made. This report is based on the extensive writing on this topic that has been prepared in service of that goal.

This chapter identifies emergencies that could threaten Austin's city cemeteries, reviews best-practice planning processes and procedures as advocated by leaders in the field of cultural resources, and recommends actions that the City of Austin can take to prepare for disaster or emergency events.

Much has been written about this issue by specialists, including the Federal Emergency Management Agency (FEMA), National Center for Preservation Technology and Training (NCPTT), and Chicora Foundation. Professional assistance is available to city and state governments and non-profit organizations through professional emergency and disaster management consulting firms. While this chapter discusses these issues, the master plan team are not experts in this area; our recommendations, therefore, defer to those who are.

An *emergency* or *disaster* is a sudden event that causes extensive property damage, injury, or loss of life. For the purposes of this report, the terms will be used interchangeably. These events may be caused by natural forces, such as tornadoes or floods, or be the result of human negligence, error, or intent, or the failure of a man-made system.

POTENTIAL THREATS

Austin's city cemeteries and the historical and cultural resources within them may be at risk from the following natural disasters:

- Fire, principally as a threat to trees, buildings, and records in cemetery offices
- Tornadoes, tropical storms, or other windstorm events, which could damage cemetery trees and cause related damage to monuments, markers, buildings, and other structures as a result of downed trees, broken tree limbs, or windthrown trees or grave furnishings
- Rain events and associated flooding or flash flooding
- Earthquakes, which have been increasingly frequent in parts of Texas

Man-made emergencies or disasters might include:

- Failure of the drainage channel at Oakwood Cemetery, which could cause adjacent markers and parts of gravesites to fall into the channel
- Destruction of above- or below-ground resources, due to vehicular impacts, vandalism, theft, etc.

In any of these cases, good preparation is necessary to ensure that damage is mitigated to the extent possible and that further damage is not inadvertently caused by volunteers or staff during the disaster recovery process.

BEST PRACTICES

The following best practices are summarized from publications by FEMA, NCPTT, and Chicora. Detailed plans, forms, and other technical information is available from those sources.

Planning

Preparation for emergencies is the key to an efficient and swift response. Planning activities include:

1. Identify sources of technical and professional assistance in advance.

Many natural disasters are not site-specific, but rather strike a large area at once. Having arrangements made in advance with tree companies, flood mitigation firms, etc., can benefit the City in terms of priority response. In addition, some disaster/emergency management firms may contract with local agencies and organizations to provide services only on an as-needed basis. Many cultural organizations in Galveston either had contracts with such firms before Hurricane Ike or now have similar arrangements. Establishing those relationships in advance also would allow the City to work with these knowledgeable professionals to identify and prioritize potential needs at a relaxed pace, which would likely lead to more well-informed decision-making.

2. Conduct a regular threat assessment/gap analysis.

In addition to the issues identified in this plan, previous studies have identified issues such as the potential loss of paper-based records management; as a result, the City has taken steps to move its cemetery records into an electronic database. Other existing programs involve tree crews regularly identifying and removing dead limbs that might fall on visitors or historic markers.

The ongoing identification of new threats and monitoring of known threats will allow the City not only to plan to deal with those threats, but also to keep that plan up-to-date over time.

3. Mitigate threats.

Once threats are identified, they can be mitigated. FEMA recommends the development and implementation of a hazard mitigation plan. Ideally, a community-wide plan would include cultural resources, such as cemeteries.

4. Train staff.

Some disaster events can be forecasted with enough notice to make preparations. Staff need to be trained so that they are prepared to secure facilities, vehicles, etc., and (to the extent possible) ensure the safety of the public.

Staff should know the chain of command: who is to be in charge, and what each person's role is, during or immediately following an emergency event. Note that the normal chain of command may not be appropriate during a disaster. Also, the only person talking to the media should be a designated media representative.

5. Assemble equipment and supplies.

In the event of a disaster, the Cemeteries staff may need to rope off areas, close roadways, and document conditions through notes and photography. They may need access to personal protective equipment or foul weather gear, first aid supplies, gloves, emergency electrical power, fuel for power tools, etc.

While the City may not need to keep such supplies and equipment on hand year-round, knowing what should be available and having the ability to assemble it quickly is important.

In the Event of Disaster

Although planning is important, if such a plan is not yet available when the City is faced with an emergency event, the basic response should be to:

1. Ensure human safety first.

Following disaster events, the first priority must be to ensure the safety of any staff, professionals, or volunteers responding to the scene. Identify and rope off any areas where structures, markers, or trees are unstable and present a risk to those on the ground. Make a note of and similarly prevent access to any other hazards, such as electrical wires, hornet or wasp nests, holes in the ground, etc.

2. Document damage.

Take photographs, complete appropriate forms, and otherwise record the condition of the area.

3. Clear roads and walkways.

Ensure that emergency and repair crews can access areas as needed.

4. Stabilize any precarious trees, objects, or structures to prevent further damage until repair crews arrive.

5. Follow established procedures for identifying, tagging, and temporarily relocating, if necessary, any damaged markers or marker fragments.

Pieces of markers should not be moved before they are identified. Marker fragments can be very difficult to reassemble or repair once removed from their original context.

CITY RESOURCES

City of Austin Departments to contact, in case of emergency, include:

- Austin Police Department
- Austin Fire Department
- Austin Energy (for downed power lines)
- Public Works Department (for water mains, sewer lines, etc.)

RECOMMENDATIONS

The following actions are recommended.

Conduct a disaster assessment, following prescribed practices as established by FEMA or other organizations. If possible, work with the Texas Historical Commission, which has experience in disaster documentation and recovery efforts.

Identify and prioritize threats.

Create and implement a hazard mitigation plan for different scenarios, including the training of staff and/or volunteers.

Update the threat assessment (and, as needed, mitigation plan) on a regular basis.

Establish contractual relationships with disaster recovery firms or repair crews well in advance of need. Involve these parties in the review and plan update process.



Chapter 12

Historic Designations

The process of designating historic landmarks at the national, state, and local level is used to convey various degrees of recognition and/or protection. Cemeteries may be designated as “historic” in several ways. Each of these processes uses its own set of criteria for evaluating the significance of a cemetery and determining whether it qualifies for designation.

Government agencies are responsible for evaluating the significance of historic resources and conferring historic designations to those resources for which an application, supported by evidence of significance, has been brought forward. This takes place at the local, state, and Federal level. At the local level, a municipal or county government may designate a local historic landmark or historic district. The State of Texas, through the Texas Historical Commission (THC), recognizes Recorded Texas Historic Landmarks, State Antiquities Landmarks, and Historic Texas Cemeteries. THC also recognizes historically important people, places, and events through its subject marker program. Finally, THC administers the National Register of Historic Places for the State of Texas on behalf of the National Park Service, which is a part of the U.S. Department of the Interior. Through the National Register, cemeteries can be recognized as National Historic Landmarks, Historic Landmarks, or Historic Districts.

Austin's five City-owned cemeteries currently hold the following historic designations:

- Austin Memorial Park Cemetery – Historic Texas Cemetery
- Evergreen Cemetery – no designations
- Oakwood Cemetery – City of Austin Historic Landmark, Historic Texas Cemetery, National Register of Historic Places
- Oakwood Cemetery Annex – City of Austin Historic Landmark, National Register of Historic Places
- Plummers Cemetery – no designations

The remainder of this chapter explains the different historic designations for which Austin's municipal cemeteries could be nominated, the criteria against which their significance would be evaluated, the documentation required to substantiate significance, and recommendations for pursuing additional designations.

THE NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places was established as part of the National Historic Preservation Act of 1966. It is the United States' official Federal list of buildings, structures, sites, objects, and districts that have been deemed worthy of preservation due to their significance in American history, culture, architecture, archeology, or engineering. The nomination of burial places to the National Register is described in that program's *Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places*.

Anyone can nominate a cemetery to the National Register. The nomination process involves conducting research and completing a nomination form. The Texas Historical Commission's National Register staff can provide guidance to interested parties who are preparing nominations. Completed nominations are submitted to the THC's State Review Board for review prior to being forwarded to the National Park Service for consideration.

Please note that this master plan and its discussions of significance and potential eligibility for the National Register for each cemetery do not include all of the information that would be needed in order to prepare a National Register nomination. In order to nominate a property to the National Register, the preparer must place the property within at least one historic context and evaluate the property within that context. As explained in the *Bulletin*, "Decisions about the relative significance of cemeteries and burial places can be made only with knowledge of the events, trends, and technologies that influenced practices of caring for and commemorating the dead, and with some concept of the quality and quantity of similar resources in the community, region, state, or nation. Such background provides the

context for evaluating significance.” The research needed to develop a historic context and National Register nomination for this cemetery was not within the scope of work of the Master Plan project, although the data gathered and presented in this report should provide a starting point and guidance for future researchers who might wish to pursue such a designation.

Cemeteries and burial places may be nominated to the National Register in several different ways, depending on their size and context. As noted in the *Bulletin*:

A burial place may be classified as a “site,” “district,” “building,” “structure,” or “object.” A single or compound burial of limited scope, such as trailside graves or small family plots, would be classified appropriately as a “site.” Also, when a cemetery is nominated as a significant or “contributing” feature within a larger historic district, such as a village or company town, it is counted as a “site.”

A complex burial site, such as a cemetery encompassing a multitude of burials, developed landscape features, and buildings, is a “district.” Its component parts are enumerated and described, and those which contribute to the significance of the nominated area are distinguished from non-historic features which are unrelated to the period of significance. Individual monumental tombs may be classified as “structures,” and grave markers having artistic merit or cultural significance may be counted as significant “objects.” The overall landscape design including roadways, ponds, and plantings may be counted as a “site” within the district if the design is a significant feature.

A National Register nomination for a historic district also identifies resources within that district as Contributing to the qualities that make the district significant, or Non-Contributing. In cemeteries, the site itself is usually Contributing, as are any significant buildings (e.g., sexton’s cottage, gate house, mausoleum), structures (e.g., internal plot curbing, fencing), or objects (e.g., markers, monuments, grave furnishings).

Eligibility for Listing

Properties may be nominated to the National Register on the basis of their significance in one or more of four areas. The Criteria for Evaluation of Significance are presented below, with applicable text quoted from *Bulletin 41*.

These Criteria for the Evaluation of Significance include:

Criterion A: *Properties can be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.* In order to qualify under this Criterion, “the events or trends with which the burial place is associated must be clearly important, and the connection between the burial place and its associated context must be unmistakable.”

Criterion B: *Properties can be eligible for the National Register if they are associated with the lives of persons significant in our past.* For a cemetery to qualify under this Criterion, “the person or group of persons with which the burial place is associated must be of outstanding importance to the community, state, or nation as required by Criteria Consideration C.”

Criterion C: *Properties may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.* According to the *Bulletin*, “Under Criterion C, funerary monuments and their associated art works, buildings, and landscapes associated with burial places must be good representatives of their stylistic type or period and methods of construction or fabrication. Alternatively, such property types may represent the work of master artists, designers and craftsmen, or the highest artistic values of the period. Appropriate areas of significance would be architecture, art, or landscape architecture.”

Criterion D: *Properties may be eligible for the National Register if they have yielded, or may be likely to yield, information important in prehistory or history.* The *Bulletin* states, “While commonly understood to apply to archeological research, Criterion D also encompasses information important in the study of material culture and social history.” This includes the ability of a cemetery to provide information about the spiritual beliefs of a group of people as evidenced by burial practices, such as the practice of placing specific types of objects on graves, which has been traced back to West Africa and can be observed in African-American cemeteries in the southern United States.

If a burial ground (not just the grave of a historical figure) meets Criteria D, it need not also meet the requirements of least one of the Criteria Considerations. Otherwise, a cemetery additionally must qualify under Criteria Consideration C or D, and may also qualify under Criteria Consideration A or one of the other Criteria Considerations.

The Criteria Considerations include:

- a. A religious property is eligible if it derives its primary significance from architectural or artistic distinction or historical importance.
- b. A property removed from its original or historically significant location can be eligible if it is significant primarily for architectural value or if it is the surviving structure most importantly associated with a historic person or event.
- c. A birthplace or grave of a historical figure is eligible if the person is of outstanding importance and if there is no other appropriate site or building directly associated with his or her productive life.
- d. A cemetery is eligible if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.
- e. A reconstructed building is eligible when it is accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived.
- f. A property primarily commemorative in intent can be eligible if design, age, tradition, or symbolic value has invested it with its own historical significance.
- g. A property achieving significance within the past fifty years is eligible if it is of exceptional importance.

The two Criteria Considerations that apply to Austin's city-owned cemeteries are Criteria Consideration C and D.

When nominating a cemetery under Criteria Consideration C, the *Bulletin* provides the following guidance: "A historical figure of outstanding importance is one whose contributions to local, State or national history were truly extraordinary. The accomplishments of such a person must stand out in kind and degree from those of others active at a comparable level in the same field and during the same period of time."

When making a case for Criteria Consideration D, the *Bulletin* advises, "To be considered a person of transcendent importance, an individual would have to meet the same test as that for a grave. To qualify for its age, a cemetery must date from an early period within its geographic and cultural context. The age of a burial place might be considered early relative to the period for which we have information about human activity, or relative to the exploration, settlement, and development of an area by a particular group. As with any other type of property, a cemetery may be eligible for the quality of design represented in its funerary art, construction or engineering techniques, landscape architecture, or other values recognized under National Register Criterion C. Likewise, under Criterion A, a cemetery may possess significant associations with historic events, including general events that reflect important broad patterns in our history."

Typical Strategies for Nominating Cemeteries to the National Register

Oakwood Cemetery was listed on the National Register as part of the East Austin Historic Resource Area submission in 1985. The description of the cemetery in that document is very brief—a single paragraph—as was typical of nomination documents from that period. The cemetery is identified as being significant under Criterion C for Architecture, based on its "Gothic Revival structures," which likely refers to grave markers, as well as the Chapel.

Oakwood Cemetery Annex was listed on the National Register in 2003. That nomination is typical of today's standards for research and documentation. The property was nominated under Criteria A, for its association with "persons of individual and collective importance that shaped the city's urban development," and under Criterion C for Art and Landscape Architecture. As a cemetery with distinctive design features, it meets Criterion Consideration D at the local level of significance. Five Contributing resources were identified at Oakwood Annex: three buildings (the small brick gatehouse and the Rather and Wooten mausoleums), one site (the cemetery grounds), and one structure (unidentified).

A review of other contemporary Texas cemetery nominations to the National Register reveals that most, like Oakwood Cemetery Annex, are nominated as Historic Districts under Criteria A and C, as well as Criteria Consideration D and sometimes also Criteria Consideration A. Typically, the site itself is identified as Contributing, as are a small number of other buildings, structures, and/or objects. City cemeteries in Brownsville, Del Rio, and San Antonio have all been listed on the National Register in recent years. However, these examples are primarily applicable to Oakwood and Oakwood Annex, which functioned as the official City Cemetery in Austin and are contemporaneous with the listed cemeteries in those other cities.

In order to determine potential strategies for listing Evergreen Cemetery and Plummers Cemetery, the author reviewed a sample of National Register listings for African American cemeteries in other states. Most of these examples seem to be more similar to Plummers than to Evergreen, in terms of age, history, resources, and plan.

Golden Hill Cemetery in Clarksville, Tennessee, is one example that may provide a model for nominating Plummers Cemetery. Like Plummers Cemetery, Golden Hill is relatively small (just under eight acres) and was established by an individual. It was listed as an Historic Landmark (site) on the basis of Criteria A and C, with Criteria Consideration D, in the areas of ethnic heritage, art, and settlement patterns. Plummers Cemetery may be eligible for listing within the context of Texas rural folk cemeteries, as well as for the presence of handmade markers which are found throughout the site. Although Plummers Cemetery lacks the distinctive work of a master stonemason, which is present in Golden Hill Cemetery, it does contain a number of headstones—likely made by the same individual or business—that are distinctive for their use of concrete with an aggregate or cast surface of relatively large pieces of mica. The bibliography in the Golden Hill nomination also provides assistance to future researchers.

Evergreen Cemetery was established in 1926 and is still active. Only the oldest sections of Evergreen Cemetery are likely to be eligible for listing in the National Register at this time. Section A was the first part of the cemetery to be developed, and it contains burials dating from the 1920s through the 1950s, including the graves of many prominent families and individuals. The next section to be developed, Section C, was platted in 1938 but prices for the lots there were not set until 1947, with the earliest burials taking place that year. Section B opened in the 1950s, and Section D was platted in 1959. Sections B and D and all later sections appear to contain predominantly burials that would be too recent to qualify for the National Register.

Section A, and possibly Section C, of Evergreen Cemetery may be eligible under Criterion A, for association with segregation and the development of the African American community in East Austin following the 1928 City Plan, as well as the Civil Rights movement; and under Criterion B, for association with a group of persons of outstanding importance to the African American community. Criteria Consideration D would apply based on the presence of handmade grave markers (particularly, but not exclusively, in Section A) and the graves of individuals of transcendent importance. A detailed survey of the graves located in the section to be nominated, with biographical information about the deceased buried there, could help to substantiate their importance to the community.

Austin Memorial Park Cemetery, established in 1927, is in a similar situation. Only Blocks 1, 2, and 3 are likely to be old enough and contain enough historic graves to qualify for the National Register, along with the entrance structures and historic cemetery buildings. An earlier reconnaissance-level survey conducted by Hardy Heck Moore, Inc., in 2011 recommended Austin Memorial Park Cemetery for potential inclusion on the National Register based on Criterion A for community development, Criterion B for the presence of graves of historically important persons, and Criterion C for the architecture of the gates and buildings at the entrance to the cemetery. Additionally, that report recommended that a future nomination might make the case for the presence of persons of transcendent importance as described in Criteria Consideration D.

STATE DESIGNATIONS

The State of Texas, through the Texas Historical Commission (THC), recognizes cemeteries as Historic Texas Cemeteries or, less commonly, State Antiquities Landmarks. THC also recognizes historically important people, places, and events through its subject marker program. All three designations may be announced to the public through the placement of a large cast aluminum plaque, generically referred to as a marker.

Historic Texas Cemeteries

The Historic Texas Cemetery (HTC) designation is perhaps the easiest of all designations to obtain, as its primary purpose is to notify present and future owners of adjacent property of the cemetery's existence. The HTC program was established in 1996; the first designation was completed in 1998. Since then, more than 1,600 Texas cemeteries have been recognized through this program.

To qualify, a cemetery must have been established at least 50 years before the date of application, unless it is exceptionally significant. While some research is required in order to complete the application and document the history of the cemetery, and its development and associations, this documentation is far less extensive than that required for any other designation.

Anyone may nominate a cemetery for the HTC designation. The property owner and all adjacent property owners will be notified by the Texas Historical Commission before the designation is completed.

The current HTC application and guidelines for completing the application are available from the Texas Historical Commission.

If approved for designation, the applicant is required to record an official Declaration of Dedication with the county clerk's office, which transfers with the sale of the property and notifies future owners of the cemetery's presence on their land. The HTC designation does not, however, restrict property owners' use of the land adjacent to the cemetery or the operation of the cemetery itself. A cemetery that has been designated as a Historic Texas Cemetery may display an official HTC marker, which includes a distinctive seal that differentiates it from other Texas historical markers.

Complete information about the Historic Texas Cemeteries program is available on the Texas Historical Commission website at www.thc.state.tx.us.

Austin Memorial Park Cemetery and Oakwood Cemetery are already recognized as Historic Texas Cemeteries. While the boundaries of Oakwood Cemetery Annex are clearly marked and, therefore, the HTC designation is not necessary, an HTC designation would provide value for both Evergreen Cemetery and Plummers Cemetery.

Subject Markers

The Texas Historical Commission also uses historical “subject” markers to commemorate people who made lasting contributions to the State of Texas, community organizations, or businesses, and to recognize events that changed the course of local or state history.

The earliest Texas historical markers were erected in the 1800s, primarily to mark early military heroes and state leaders. These were followed by monuments at the graves of Stephen F. Austin and Elizabeth Crockett (wife of David Crockett), a series of 123 pink granite markers along the Camino Real, and more than 1,100 monuments erected to mark the Texas Centennial in 1936. The current Texas Historical Marker program was established in 1962, and has placed more than 15,000 markers throughout the state.

Anyone may initiate the application for a marker. The Texas Historical Marker program is administered through the state’s County Historical Commissions (CHC). Applications are accepted by the Texas Historical Commission only during a specified period each year (currently September 1 through November 15), and applicants are advised to begin working with their local CHC well in advance of the application period.

The application for a Texas Historical Marker must be adequately researched and documented. The CHC approves all marker applications and submits them to the THC for review. Applicants interact solely with the CHC during the marker application, review, approval, and dedication process.

Complete information, forms, and contacts for the Texas Historical Marker program can be found on the Texas Historical Commission website at www.thc.state.tx.us.

Oakwood Cemetery is the subject of a Texas Historical Marker, erected in 1972 (prior to the establishment of the Historic Texas Cemeteries program); Oakwood also contains subject markers at the graves of several notable people, including:

- Susanna Dickinson, who (with her infant daughter) was one of the two white/Anglo survivors of the Alamo
- John Crittenden Duval, last survivor of Fannin’s Army, who died in 1897
- Swante Palm, an early leader of Swedish immigration to Texas
- Major William “Buck” Walton, who served as the Texas attorney general

Due to the availability of Historic Texas Cemeteries markers, pursuit of general subject markers for Austin’s municipal cemeteries is not recommended.

State Antiquities Landmarks

Cemeteries located on public or private land may be designated as State Antiquities Landmarks (SAL). Because any changes to a designated SAL (including excavations) must be approved in advance by the Texas Historical Commission, this designation is not recommended for City of Austin cemeteries.

LOCAL LANDMARK DESIGNATIONS

The City of Austin designates local historic landmarks through the application of a zoning overlay, which is added to the base zoning for a specific tract of land. This overlay does not change the base zoning, but rather adds a layer of protection for the property. Designation at the local level provides the highest level of protection. While listing on the National Register of Historic Places is primarily a method of recognition, and the Historic Texas Cemeteries designation serves to alert property owners to the presence of a cemetery, only a local Historic Landmark designation provides for ongoing management and preservation.

In order to be designated as a City of Austin Historic Landmark, a property must meet the following criteria:

- The property is at least 50 years old and represents a period of significance of at least 50 years ago, unless the property is of exceptional importance as defined by National Register Bulletin 22, National Park Service (1996); and
- The property retains a high degree of integrity, as defined by the National Register of Historic Places, that clearly conveys its historical significance and does not include an addition or alteration which has significantly compromised its integrity; and
- The property is individually listed in the National Register of Historic Places; or is designated as a Recorded Texas Historic Landmark, State Antiquities Landmark, or National Historic Landmark OR demonstrates significance in at least two of the following categories:
 - (i) Architecture. The property embodies the distinguishing characteristics of a recognized architectural style, type, or method of construction; exemplifies technological innovation in design or construction; displays high artistic value in representing ethnic or folk art, architecture, or construction; represents a rare example of an architectural style in the city; serves as an outstanding example of the work of an architect, builder, or artisan who significantly contributed to the development of the city, state, or nation; possesses cultural, historical, or architectural value as a particularly fine or unique example of a utilitarian or vernacular structure; or represents an architectural curiosity or one-of-a-kind

building. A property located within a local historic district is ineligible to be nominated for landmark designation under the criterion for architecture, unless it possesses exceptional significance or is representative of a separate period of significance.

- (ii) Historical Associations. The property has long-standing significant associations with persons, groups, institutions, businesses, or events of historic importance which contributed significantly to the history of the city, state, or nation; or represents a significant portrayal of the cultural practices or the way of life of a definable group of people in a historic time.
- (iii) Archeology. The property has, or is expected to yield, significant data concerning the human history or prehistory of the region;
- (iv) Community Value. The property has a unique location, physical characteristic, or significant feature that contributes to the character, image, or cultural identity of the city, a neighborhood, or a particular group.
- (v) Landscape Feature. The property is a significant natural or designed landscape or landscape feature with artistic, aesthetic, cultural, or historical value to the city.

The City Historic Landmarks Commission reviews all applications for designation. Once designated, any changes to a City Historic Landmark must be approved in advance by the Commission. A property owner who desires to make a change (including removing, altering, or constructing a new marker, memorial, monument, building or structure) must submit an application for a Certificate of Appropriateness to the Commission. City Planning staff in the Historic Preservation office can assist applicants with this process.

For complete information about applying for a Historic Landmark designation or a Certificate of Appropriateness, visit the City of Austin Planning and Development Review department website at <http://www.austintexas.gov/department/historic-landmarks>.

Oakwood Cemetery and Oakwood Cemetery Annex are both designated as City Historic Landmarks. Based on the criteria for local designation, it is unlikely that any of the other three cemeteries would qualify for local Landmark status, for the following reasons:

- The periods of significance for Evergreen Cemetery and Austin Memorial Park Cemetery, in their entirety, do not end at least 50 years ago (in 1965, by the time an application could be prepared and approved by the Landmarks Commission). One might, however, explore the possibility of designating the original boundaries of Evergreen Cemetery and the early blocks of Austin Memorial Park Cemetery. Evergreen Cemetery could

be nominated on the basis of its historical associations and community value, while Austin Memorial Park Cemetery could be nominated on the basis of its historical associations, community value, architecture, and landscape features.

- The period of significance for Plummers Cemetery could be argued to end in the 1960s. While the integrity of the site has been impacted to some extent by time and damage to markers, it could be nominated for local landmark designation on the basis of its historical associations and community value. Indeed, the designation of Plummers Cemetery as a local landmark and the cemetery's preservation and protection were listed among the Top Ten Action Items in the East MLK Combined Neighborhood Plan of 2002.

RECOMMENDATIONS

Based on the above review of potential designation opportunities, the following next steps are recommended:

Higher Priority

- Pursue Historic Texas Cemetery designations for Evergreen Cemetery and Plummers Cemetery.

Lower Priority

- Pursue City Historic Landmark designations for Plummers Cemetery, Evergreen Cemetery, and Austin Memorial Park Cemetery.

To Be Completed by Volunteers

- Pursue a listing on the National Register of Historic Places for Plummers Cemetery.
- Pursue a listing on the National Register of Historic Places for Evergreen Cemetery.
- Pursue a listing on the National Register of Historic Places for Austin Memorial Park Cemetery.



Chapter 13

Grave Ornamentation

Although the City of Austin established rules governing the operation of the cemetery and the responsibilities of owners of properties or burial rights, the rules specific to gravesite ornamentation have, for many years, been unenforced. The City is currently conducting a public engagement initiative, intended to find a balance between the need to maintain the cemetery appropriately and sensitivity to cultural considerations, as well as the needs of cemetery users to memorialize and commemorate loved ones.

This chapter summarizes the history of this issue. A complete review of the rules process, including a review of best practices and recommendations for developing alternative solutions, which then can be vetted publicly, is being conducted separately. While parts of that process were originally intended to be part of this master plan, the expanded scope of work has since been separated from the plan.

The current rules and regulations governing gravesite ornamentation, along with other administrative and operational issues, were developed sometime in the 1970s. For many years, starting with the establishment of Oakwood Cemetery in 1839, the maintenance of the cemetery grounds and care of graves was left to individual family members. However, as discussed in Chapters 2, 4, and 5, changing burial practices and societal notions about death led to a greater professional aspect to the care of cemeteries.

It is not known when the City first established rules for grave ornamentation. Most early rules simply governed the conduct of cemetery workers and visitors. Also unknown is whether, to what extent, or for how long the grave decoration rules were enforced by InterCare Corporation, Inc., which contracted with the City for the

maintenance of management of the city cemeteries from 1990 to 2013. What is known is that grave ornamentation was not regulated for many years, and as a result, many people grew accustomed to decorating graves.

In part, this is increasingly a cultural issue. Mexican American traditions include a strong and ongoing relationship with the deceased, which is demonstrated by decorating graves for holidays and special occasions. As the Latino (primarily Mexican American) population of Austin has increased—from just over 10% in 1960 to more than 35% in 2015 (Figure 568)—the presence of continually decorated graves has almost certainly increased in city cemeteries.

This change can be seen particularly in Evergreen Cemetery, which was historically an African American burial ground but, in recent years, has—in the newer sections—become the resting place for many Latino and Latina Austinites.

The city's Asian population is also growing rapidly, and many of those cultures maintain burial traditions that include grave offerings. This is especially evident in Austin Memorial Park Cemetery.

In that cemetery, many Anglo family members, particularly those with loved ones buried in Section 5, have either appropriated these cultural practices or created their own decorating traditions. In addition to leaving grave goods, people have placed site furnishings, erected trellises and arbors, affixed decorations to or hung them from nearby trees, and created plot enclosures or covers using a variety of materials. Many of the additions are colorful; some are designed to move in the wind. The effect is exuberant and lively, but

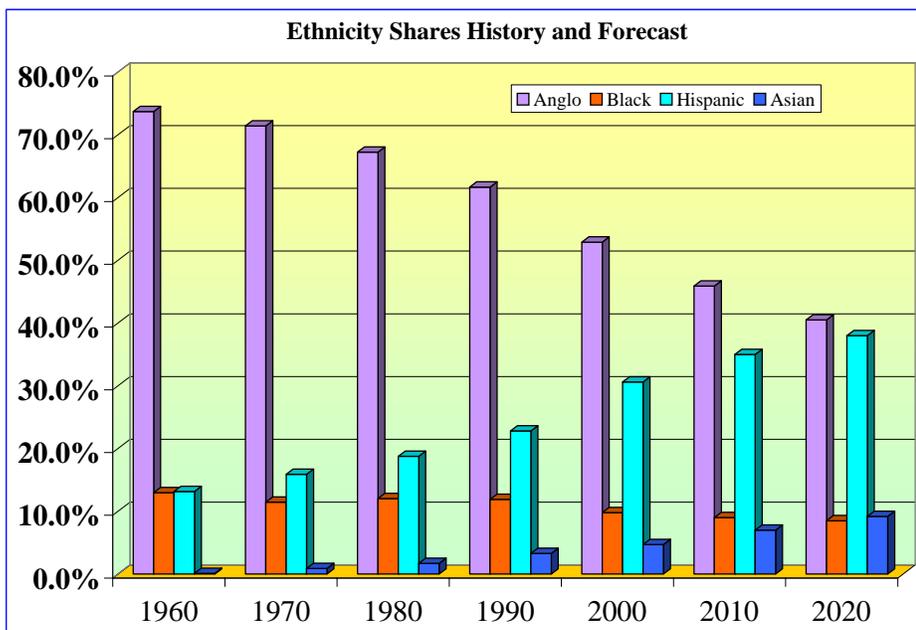


Figure 568. Changing demographic trends in Austin (City of Austin)

the number and general coverage of these items creates a challenge for maintenance staff, who are charged with mowing and trimming grass in these areas. In addition, beauty is in the eye of the beholder, and these decorations are either considered attractive or an eyesore, depending on who is doing the considering. One particular issue is the deteriorated condition of benches, which are not always well maintained and must be removed by cemetery crews when they become a hazard.

In October 2013, PARD Cemetery Management announced the intention to perform consistent enforcement of the existing rules, giving several months' notice through the placement of signs at cemetery entrances. Some community members expressed concerns and the opinion that the existing rules were outdated and did not allow for cultural expressions of grief and commemoration.

Subsequently, PARD Cemetery Management was directed, by City Council resolution, to engage the community in a review and revision of the rules and regulations. Smith/Associates, Inc., a public engagement firm from San Antonio, was contracted to conduct several meetings in May and June 2014, in order to collect feedback from attendees on a select subset of the existing rules. A revised set of rules was then drafted and, in July, circulated for review and comment. PARD then chose to conduct further analysis of the rules and regulations.

Since the master plan scope of work already included a review of the rules for grave ornamentation, PARD asked the master plan team to expand their scope of work. McDoux Preservation (which had been leading the public engagement portion of the cemeteries master plan process) drafted a revised scope of work, to include an analysis of the data gathered through the Smith/Associates public engagement process, a new review of best practices, the development of criteria for the evaluation of alternatives, and a few examples of such alternatives. McDoux was not tasked to draft revised rules. The City will be responsible for bringing forward any proposed revisions to the existing rules and regulations governing grave ornamentation.



Chapter 14

Funding and Revenue

The City of Austin's Cemeteries division budget for FY 2014 was nearly \$2.5 million, out of a total PARD budget of about \$58.5 million. PARD currently funds all of the operation of all five cemeteries through the city's General Fund. All income generated from sales of plots at Evergreen Cemetery and Austin Memorial Park Cemetery is recorded as revenue to the City's General Fund, as is interest generated by the Perpetual Care Fund.

This chapter reports on the stability and viability of the current Perpetual Care Fund model and whether current funding levels are adequate to meet the community's expected standard of care. Additional opportunities for funding of operations and/or special projects include earned income, particularly from fees associated with additional interment options, and grants to support research, educational programming, documentation, and materials conservation.

Several members of the public raised a question, during the comment period for the draft master plan, regarding the lack of current and pro forma budgets in this section. PARD has had only two budget years (FY2014 and FY2015) since resuming management of the cemeteries, both of which have included start-up expenses related to items such as equipment rental or purchase, staffing changes, and one-time operational costs associated with updating sales and burial records and creating an electronic database for cemetery record-keeping, where before there was none. These budget years may not be typical or indicative of future financial performance, therefore, were not used to develop pro forma budgets.

THE PERPETUAL CARE FUND

The City of Austin currently maintains two separate accounts for the operation of its municipal cemeteries.

The **Perpetual Care Fund Principal** is the *corpus* or body of the fund; it is managed as an investment to generate income, and it cannot be used to fund any expenses. For the past 10 years, this fund has maintained a balance of \$981,217, indicating that all interest generated has been drawn off.

The **Perpetual Care Interest Fund** is the holding account for interest generated by the Principal Fund, as well as any earned income from InterCare when cemetery operations were contracted. The investment and contract income added to this fund each year has fluctuated wildly, from \$109,484 in 2006 (a very good year for investors) to just \$1,589 in 2012, based on revenues and approved project expenses.

In addition to the Perpetual Care accounts, PARD uses Capital Improvement Municipal Bonds to fund infrastructure projects in the cemeteries. Those activities are outside the scope of this chapter but serve to underscore the City's commitment to providing excellent service at the city cemeteries.

When investment accounts are managed for conservative growth, the anticipated resulting interest growth may be estimated at between 4–5 percent per year, on average. Over the period from 2006–2012, total investment income was \$341,311, or an average of \$43,664 per year—nearly a 13% rate of return, but not enough to contribute in any meaningful way toward the total cost of cemetery operations.²⁰⁶

In addition, if the Perpetual Care Principal is not added to over time and the balance never grows, the interest generated over time will fall farther and farther behind rising costs.

This topic is of interest to cities across the United States. As the interest generated from perpetual care funds falls short of needs, city governments are beginning to consider different types of funding sources, including developing different sources of income that could be placed into revolving funds or other investment instruments.

One potential source for additional income of this kind might be one or more endowment funds, established by and contributed to by community groups, grant-making foundations, business leaders, and individuals. A citizen has suggested that civic and community leaders might institute an annual fundraising campaign for such an endowment, which would retain its corpus in perpetuity and provide interest-generated income for either specific types of projects, such as marker conservation or educational programs, or general cemetery operations.

206. City of Austin, "Report of Response to Cemetery Workgroup Meeting Questions and Requests for Information," http://www.austintexas.gov/sites/default/files/files/Parks/Cemeteries/response_to_meeting_2_questions.pdf

EARNED INCOME OPPORTUNITIES

Additional earned income and expenses have varied considerably over the past 10 years. Revenues were especially strong in 2006–2008, but after 2009, perhaps in part due to the economic downturn, sales of grave plots decreased dramatically, falling nearly 30 percent, from an annual average of 546 sales between 1992–2009 to an all-time low of 277 in 2009. As plot sales were decreasing, expenses hit an all-time high in 2012, in part because of contractual terms with InterCare Corp. that required the City to pay the vendor the difference between estimated and actual retained revenue.

While the City contracted with InterCare for the management and maintenance of the five cemeteries, between 1995 and 2012, it (the City) may have earned income primarily from the sale of interment rights and deeds, as well as 20% of the fees related to interment services provided by InterCare.

Although PARD resumed active management and maintenance duties in April 2013, it continues to contract with InterCare for interment and burial services, having executed a five-year agreement worth \$3.8 million, or about \$760,000 per year.²⁰⁷

The average sales of previous years has apparently resumed, with PARD Cemeteries reporting sales of approximately 600 burial spaces between April 2013 and October 1, 2014, and collecting approximately \$1.7 million in revenue.²⁰⁸

New Services

The business analysis conducted by Texas State University professor Thomas Longoria indicated that the City's greatest opportunities for increased income are likely to be in the form of additional interment options and services, such as scatter gardens, columbarium interment, and natural or green burials. Space requirements for scatter gardens and columbaria, especially, are significantly smaller than for traditional burial spaces, enabling a higher rate of revenue per square foot. Longoria noted that the rate of cremations in Austin was likely to exceed 50 percent by 2020 and increase, at a rate of about two percent per year, to as much as 70 percent. About half of all cremations are interred, rather than kept or scattered privately. Even if cremated remains are not interred, options for memorializations—such as wall plaques or laser-carved paving blocks— may prove to be popular alternatives and additional revenue opportunities. The potential net income from a 500-space columbarium, for example, could be \$600,000. Please refer to the 2010 *Austin Cemeteries: A Comprehensive Business Analysis*, by Dr. Thomas Longoria, for detailed information.

207. Ibid.

208. City of Austin, *Cemetery Sales Administration and Management Audit*, November 2014.

Fees for Cemetery-Related Events and Rental Income

Another opportunity for earned income might be fees associated with the rental or use of cemetery space (either buildings or grounds) for events, including wakes or memorial services or other appropriate programming. This is common practice at historic and contemporary cemeteries throughout the United States, particularly those with building spaces that are not used on a regular or continuous basis.

The rehabilitation of the Oakwood Cemetery chapel and Austin Memorial Park Cemetery building complex provide an opportunity to create spaces that can serve the community. The costs of rehabilitating those buildings are being paid for through the Capital Improvements Bond Fund, so those expenses do not affect the cemetery operating budget.

Chapter 16 contains a discussion of programming opportunities, including events and activities for which PARD could receive a portion of admission or registration fees. See that chapter for further information.

GRANT FUNDING OPPORTUNITIES

While most grant funding opportunities for historic preservation and materials conservation-related activities have been eliminated or vastly reduced, following the economic downturn experienced by the United States in 2008 and the subsequent re-evaluation of mission and giving focus by many philanthropic foundations, some small grants are still available for worthy projects, through organizations such as the Texas Historical Foundation.

Projects with an educational focus or greater community benefit are more likely to be funded than those which do not directly benefit people. Finding intersections between research needs could lead to partnerships with school or university groups (discussed in Chapter 15), which may be eligible for grants targeted toward history education, particularly if the projects result in replicable materials that can be disseminated widely to a diverse population.

Grants for technical research and work are available on an annual basis through the National Center for Preservation Technology and Training.

The Texas Historical Commission's recently relaunched Texas Preservation Trust Fund grant program might be an option for a future materials conservation project at Oakwood Cemetery. The City, in partnership with a non-profit organization such as Save Austin's

Cemeteries, might pursue such a grant for conservation activities there. Public-private partnerships that utilize in-kind donations of supplies and volunteer labor, under the supervision of a trained professional, are likely to be attractive to grant funders, who seem to prefer collaborative approaches with greater community benefits.

OPTIONS FOR RESETTING SMALL-SCALE FEATURES

A large number of small-scale features need to be repaired, restored, conserved, and reset. If a grant-seeking, public-private partnership (such as the one mentioned above) focuses on materials conservation, the City could pursue resetting activities separately. Options for a program in this area include:

- **Fee for service.** The City is not legally obligated to reset markers, and (as noted in Chapter 9) the extent of its ability to address deteriorating or damaged private property may be limited to those items which create a public safety hazard. PARD already offers this service to private individual or family who wishes to have a marker reset, in the event that it is tilted, displaced, or fallen but the amount of tilting or displacement is not sufficient to classify that marker as public safety hazard. This could be better publicized so that individuals and families are aware that the service is available.
- **Adopt-A-Marker program.** The growing popularity of cemetery tourism, combined with the potential increase in awareness and appreciation for the city cemeteries and historic resources, may provide an opportunity for individuals, families, community organizations, co-workers, or other groups to “adopt” a marker or monument in need, helping to raise the funds and (potentially, depending on the work to be done) participate in the project in some way. This could be an excellent opportunity to get local elementary, secondary, college, or university students engaged in and aware of these historic cemeteries.
- **Crowdfunded projects.** The opportunity to make a difference in the cemetery with a small donation can result in a strong fundraising program, with sufficient participation. Options could include making a one-time gift or a recurring monthly, automatic payment via credit or debit card.

In order to evaluate options and determine what would work best for the City, a monuments conservator should be engaged to survey potential subject resources for resetting, calculate the weight of those markers/monuments, and make recommendations for equipment needed to accomplish the resetting. While smaller markers can be reset using a tripod hoist constructed from wooden posts, larger and much heavier features are likely to require specialized equipment load-rated for the weight ranges of those larger features.

The City may elect to train staff or volunteers to calculate the weight of stones and determine, based on weight and the work needed, which markers could be reset by staff/volunteers and which will require the services of a professional. In some cities, this work is accomplished with student volunteers using portable hoists, although the City would want to consider its liability before pursuing that option.

RECOMMENDATIONS

- Hire a monuments conservator to train staff (and possibly volunteers) in resetting smaller markers and evaluating larger monuments for potential resetting.
- Establish which markers will be prioritized for resetting, based in part on degree of tilt, the position of the marker's center of gravity over the base, and the resulting likelihood to fall.
- Establish a variety of funding programs to generate new income to pay for these activities.

Chapter 15

Partnerships, Programming, and Tourism

Many of the recommendations in preceding chapters include the establishment or strengthening of public-private partnerships between the City of Austin and community organizations, schools and universities, and other groups. The benefits of collaborative efforts cannot be overstated; they include increased local awareness, appreciation, and support; enhanced opportunities for funding; and the overall improvement of Austin's historic cemeteries for the greater benefit of the community. In addition, the location of Oakwood Cemetery and its Annex near downtown Austin provides opportunities for heritage tourism programs that link the cemeteries to other properties throughout the City.

This chapter includes a discussion of heritage tourism programs, the development of historical data on persons buried in the cemeteries, and ways in which the City can strengthen existing partnerships and establish new partnerships to support activities such as research, inventory, survey projects, and docent programs that utilize volunteers. It also includes recommendations for a programming review and approval process that would involve the Cemetery Advisory Committee described in Chapter 10.

PARTNERSHIPS

As mentioned in other chapters, collaborative public-private partnerships can benefit the City in many ways. The City currently has informal relationships with organizations such as Save Austin's Cemeteries, Preservation Austin, and the African American Cultural Heritage District.

As the City builds additional partnerships, with an eye toward programming that benefits both parties as well as the public, it might consider working with partners developed through projects such as those described below.

Conservation and Clean-Up Projects

Currently, with proper training, volunteers from Save Austin's Cemeteries provide cleaning of grave markers. Other conservation activities could be added, including resetting grave markers and other features (see previous chapter) and some repairs, under the supervision of a professional monuments conservator. The enthusiasm of the SAC membership leads one to believe that that group would be particularly welcoming of additional opportunities for hands-on work in the cemeteries.

An Adopt-A-Marker program could provide other business or community groups with the opportunity to receive appropriate training and provide this type of hands-on assistance on a volunteer basis. An organization might be further encouraged to provide some measure of financial support if their employees or members have shown an interest in these efforts.

Documentation Projects

The Austin Genealogical Society (AGS) has long provided valuable research for many of the people buried at Oakwood and other Austin city cemeteries, and their work has informed this plan as well. The challenge is how to build upon that foundation over time, and through the efforts of more people.

The City of Austin could create an online open-source database, through the Austin History Center, for collecting and making available information developed or provided by descendants, genealogists, historians, or other enthusiasts, as well as by City staff from various departments. A wiki or other crowd-sourced database would best allow members of the public to contribute to this effort, even in the event of finding some tiny piece of information that, by itself, would be of little value.

Educational and outreach programs to make the public aware of the project, including providing links to the database on library computers,

would serve to build interest and participation. The City could also encourage and support projects that demonstrate the value of the information being gathered.

Managing Cemeteries as Historic Sites

Across the United States, many communities are managing their less-active historic cemeteries as historic sites or outdoor museums. The master plan team recommends that the City collaborate with the PARD History, Art, and Nature Division in order to provide appropriate programming at Oakwood Cemetery, Oakwood Annex, and Plummers Cemetery. Maintenance would still be provided by the Cemetery Division but paid for through the General Fund.

These cemeteries, where very few burials take place annually, are best utilized as community assets that can be linked programmatically with other city-owned museums and attractions. For example, a visual arts program in cooperation with the Austin-based Texas Society of Sculptors might create an alliance of museums and locations with outdoor sculpture, including the Umlauf Sculpture Garden, Elisabet Ney Museum, Laguna Gloria, University of Texas campus, and Oakwood Cemetery, and create walking tours, educational programming, and other activities that encourage respectful enjoyment of the many artistic markers and monuments at Oakwood.

Passive activities, such as walking tours and interpretive signage, could be provided for Evergreen Cemetery and Austin Memorial Park Cemetery, as these cemeteries are still active with burials on nearly a daily basis.

Volunteer Management

In many cities, a non-profit partner manages volunteers. For example, the Bureau of Cemeteries website for the City of Norfolk, Virginia, provides a link to volunteer opportunities which takes the viewer to the Norfolk Society for Cemetery Conservation. The NSCC trains and manages volunteers and helps to raise money for conservation efforts in that city's eight historic cemeteries. The NSCC also holds a wide variety of recreational and educational programs in that city's eight cemeteries.

Save Austin's Cemeteries, Preservation Austin, and other established non-profit organizations in Austin might be willing/able to take on a similar role in cooperation with the City. It might be helpful to have a single organization that is in charge of all volunteer management, in order to reduce the potential for conflict or confusion.

Programming

Based on much input from cemetery stakeholders, the master plan team has developed the following recommendations for educational and recreational programming. (“Recreational,” in this context, refers to leisure time activities, rather than organized sports or exercise classes.)

While some people are open to many kinds of programming, others want no programming whatsoever to take place in any cemetery for any reason. While the master plan team respects all viewpoints, it is clear that best practices for historic cemeteries include activities that bring people into cemeteries on a regular and ongoing basis. Security is improved when people are present, and regular visitors are likely to notice and report potential problems in a timely manner. Finally, when a member of the community spends time in a city cemetery and has a positive experience, he or she is more likely to support the City’s efforts to maintain and improve the cemetery grounds and facilities.

As mentioned on the previous page, a collaboration with the History, Arts, and Nature program would focus programming activities at Oakwood Cemetery and the Oakwood Cemetery Annex, and to a lesser extent, Plummers Cemetery. Proposals for programming activities, including heritage tourism activities, which have (in some cases) drawn scrutiny from community members, could be filtered through a Cemetery Advisory Committee in order to give the public a voice in the review and approval process.

RECOMMENDATIONS

To address all of these issues, the City could develop a *Community in Austin Cemeteries Program* to encourage community organizations to develop educational and recreational/leisure programs and events that bring people into Austin's oldest historic city cemeteries to experience history, art, culture, and nature.

The City of Austin Parks and Recreation Department (PARD) currently is interested in working with partners to engage visitors in a positive, respectful way with Oakwood Cemetery, Oakwood Annex Cemetery, and Plummers Cemetery. As Evergreen Cemetery becomes less active, PARD would begin working with community groups to create programming for that cemetery as well. (The City has no plans to develop programming for Austin Memorial Park Cemetery at this time.)

Although Oakwood Cemetery, Oakwood Cemetery Annex, and Plummers Cemetery are largely inactive today, a few burials take place at these cemeteries every year. In addition, family and friends visit the graves of their loved ones in these cemeteries. Visitors to all cemeteries are expected to be respectful of each other and of the deceased.

The City of Austin is a diverse community. Different ethnic groups have their own cultural traditions in terms of funerals, burials, and ongoing connections to deceased loved ones. Non-profit organizations and their members also have a wide variety of interests. The City of Austin does not favor any group over another. PARD recognizes that any program or event could be considered appropriate by one group but considered inappropriate or disrespectful by others. The master plan team has developed the sample process described on the following pages to apply clear, fair, objective guidelines for the evaluation and selection of programs and events to be held in the city cemeteries.

The Proposal Process

This process ideally would utilize the proposed Cemetery Advisory Committee and is described below as if that committee were in place.

The Cemetery Advisory Committee could review all proposals for organized programming in Austin city cemeteries and make recommendations to PARD. A sponsoring organization would submit a proposal in advance of a proposed event. PARD would consider its approval of an event after receiving a recommendation from the Cemetery Advisory Committee. Members of the sponsoring organization and the public would be welcome to attend and speak at the committee meetings during which the proposal was presented and discussed.

Proposals would be reviewed and considered on a case-by-case basis. Organizations would be encouraged to contact the Cemetery Programs Coordinator in advance to discuss program ideas.

No organization would be allowed to advertise an event or program for which they had not received approval.

PARD could reserve the right to review proposed marketing materials and plans as part of the program/event proposal package.

A Note About “Recreation”

The term *recreation* is used in this context to describe leisure activities, rather than physical exercise, organized sports, or games.

- Organized exercise classes would not be permitted in the cemeteries.
- Individuals who wish to enjoy leisure time in the cemeteries are welcome to do so at their convenience, and are not required to ask for or receive approval. However, individuals may not engage in activities that might damage cemetery resources.
- Individuals are welcome to walk for exercise on paved roads or gravel paths, but should avoid walking over gravesites.
- Individuals may ride bicycles on paved streets, but not on gravel paths or grassy areas. Bicycles absolutely may not be ridden over graves.

Sample Guidelines for Proposals

Proposed programs/events could be evaluated based on the following guidelines.

- Programs/events should engage visitors and enhance their experience and understanding of the City of Austin and its historic cemeteries.
- Programs/events should highlight or draw attention to a particular aspect of the cemetery (such as history, art, culture, or nature).
- Programs/events would occur within the cemeteries and be temporary in nature (one year or less), with the exception of projects designed to be more permanent, such as the development of interpretive materials, self-guided walking tours, and similar passive informational programs.
- Presentations should be based on credible information, gathered and documented through research.
- Programs/events should have little or no impact on historical, cultural, or natural resources.
- Programs/events should be sensitive to accessibility and safety issues for both visitors and staff.
- Programs/events should include contingency planning, in order to respect the privacy of any persons visiting the graves of loved ones or mourners who may be present in the cemetery.
- The proposal would need to explain how the sponsoring organization would: Provide participants with a copy of PARD cemetery etiquette guidelines; require participants to behave appropriately during the program/event; and remove participants whose behavior is inappropriate or could damage historical, cultural, or natural resources in the cemetery.
- Parking is not available at Plummers Cemetery. Programs/events planned at that cemetery should describe how transportation and parking would be managed.

Selection Criteria

Projects could be selected based on the following criteria. (PARD might develop a scoring matrix to help the committee with this process.)

- Ability to increase awareness and appreciation of Austin's historic city cemeteries
- Potential to engage a diverse group of residents
- Potential to benefit the cemetery in some way
- Quality of program content
- Projected attendance and ability of sponsoring organization to manage expected number of participants
- Ability to ensure safety, accessibility, and security

Eligibility

Non-profit organizations, educational institutions, and for-profit organizations with an element of public programming could be encouraged to submit proposals.

Financial Information

The sponsoring organization should be responsible for all costs associated with the program/event.

In addition, the sponsoring organization could be required to share a portion (possibly 15%) of gross registration or admission fees with PARD. These funds are applied directly to the preservation of historic, cultural, and natural resources within the cemetery where the program takes place.

This type of proposal, transparent review process, and criteria for consideration and selection would help to ensure that Austin residents would have the opportunity to both propose programming ideas and be heard in their support for or opposition to those ideas. It would provide a consistent approach and could encourage partnerships that benefit both sponsoring organizations and the City by building awareness of and appreciation for Austin's historic cemeteries.



BACK MATTER

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