

**CITY OF AUSTIN  
PURCHASING OFFICE  
REQUEST FOR PROPOSAL NO:  
0500 SCOPE OF WORK**

CEMETERY MASTER PLAN

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**1. PURPOSE**

- 1.1 The City of Austin Parks and Recreation Department (PARD) is seeking responses to this Request for Proposals (RFP) from a Consultant with expertise in cemetery master planning, cultural landscape preservation, cemetery management plans and cemetery expansion and development.
- 1.2 The purpose of this project is to develop a master plan for five historic, municipal cemeteries. The City of Austin’s Cemetery Master Plan will provide guidance for the preservation and development of the cemeteries by examining the conditions of the cemeteries, establishing goals for the cemeteries and providing an Implementation Guide to achieve the goals.
- 1.3 Critical elements of the Cemetery Master Plan will include:
  - 1.3.1 A report that comprises research, condition assessments and recommendations.
  - 1.3.2 Photographs and other graphics (e.g. maps) illustrating an inventory and conditions assessment of cemetery assets and plans.
  - 1.3.3 Development of geospatial databases of all legal boundaries, private holdings and plot locations, infrastructure, and assets.
  - 1.3.4 Recommendations for the preservation, revitalization, maintenance and expansion of the cemeteries presented in a clear, organized Implementation Guide.

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- 1.3.5 Estimates of probable implementation costs for the purpose of incorporating recommendations into PARD's Capital Improvement Program budget. Consultant will be responsible for prioritization and phasing of all implementable projects.
- 1.4 The Consultant will lead a robust public involvement process to guide the development of the Cemetery Master Plan.
- 1.5 PARD has budgeted \$130,000 for this proposal.

**2. BACKGROUND**

- 2.1 PARD manages five (5) cemeteries, two (2) of which have space available for plot sales. PARD manages all aspects of cemetery management, including operations and maintenance, sales and marketing, and internments.
- 2.2 The Cemetery Master Plan will be coordinated by PARD's Planning and Design Division with support from the Cemetery Division, PARD Forestry and PARD Capital Improvement Planning Division.
- 2.3 The planning area to be covered includes the five (5) City of Austin Municipal Cemeteries listed below:
  - 2.3.1 Austin Memorial Park Cemetery  
2800 Hancock Drive  
Austin, TX 78731
    - 2.3.1.1 Established in 1927 as a private cemetery, the City of Austin acquired Austin Memorial Park Cemetery in 1941.
    - 2.3.1.2 Austin Memorial Park Cemetery is an active municipal cemetery with capacity for approximately 20,000 additional plot sales.
    - 2.3.1.3 Austin Memorial Park Cemetery is approximately 86 acres in size and has more than 18,500 burials.
    - 2.3.1.4 Austin Memorial Park Cemetery includes the 1928 Caretaker House and Office.
    - 2.3.1.5 The cemetery is designated a Historic Texas Cemetery.
  - 2.3.2 Evergreen Cemetery  
3304 East 12th Street  
Austin, TX 78721
    - 2.3.2.1 Evergreen Cemetery was established in 1926 and has historically been the burial grounds for the surrounding African-American community.
    - 2.3.2.2 Evergreen Cemetery is an active municipal cemetery with capacity for approximately 300 additional plot sales.
    - 2.3.2.3 Evergreen Cemetery is approximately 30 acres in size with more than 12,000 burials.

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2.3.2.4 Evergreen has a small restroom building.

2.3.3 Oakwood Cemetery  
1601 Navasota Street  
Austin, TX 78702

2.3.3.1 Established in 1839, Oakwood Cemetery is the oldest municipal cemetery in Austin.

2.3.3.2 Oakwood Cemetery is 40 acres in size, has more than 23,000 burials and has no capacity for additional burials.

2.3.3.3 Oakwood Cemetery includes the 1914 Oakwood Chapel.

2.3.3.4 Oakwood Cemetery is designated a City of Austin Historic Landmark, a Historic Texas Cemetery and listed on the National Register of Historic Places.

2.3.4 Oakwood Cemetery Annex  
1600 Comal Street  
Austin, TX 78702

2.3.4.1 Oakwood Cemetery Annex was established in 1914.

2.3.4.2 Oakwood Cemetery Annex is 22 acres in size, has more than 13,000 interments and has no capacity for additional burials

2.3.4.3 Oakwood Cemetery Annex includes a 1920s historic restroom building.

2.3.4.4 Oakwood Cemetery Annex is designated a City of Austin Historic Landmark and listed on the National Register of Historic Places.

2.3.5 Plummers Cemetery  
1150 Springdale Road  
Austin, TX 78702

2.3.5.1 The 8-acre Plummers Cemetery was acquired by the City of Austin in 1957 as part of the purchase of land for Givens Park.

2.3.5.2 The predominantly African-American cemetery has ceased to be very active, but remains significant for its historic importance to the community.

2.3.5.3 Plummers Cemetery has no capacity for additional burials.

### **3. SCOPE OF WORK**

**3.1 Objective:** Consultant shall provide a historic context, conditions assessment and recommendations in a clear, organized public document to guide the preservation, management and development of City of Austin municipal cemeteries. The Plan will incorporate and reflect the input and vision of a diverse group of stakeholders to garner support for the plan and its implementation. The Cemetery Master Plan shall, at a minimum, include the following categories:

3.1.1 Historic, Cultural and Natural Context

3.1.2 Geospatial Database

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- 3.1.3 Asset Condition and Assessment
- 3.1.4 Site Analysis and Plan
- 3.1.5 Preservation and Conservation
- 3.1.6 Policy and Funding
- 3.1.7 Development and Expansion
- 3.1.8 Public Input Process
- 3.1.9 Implementation Guide

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

**3.2.1 History, Culture & Natural Context**

3.2.1.1 History

- 3.2.1.1.1 Historical, cultural and archeological significance of each cemetery.
- 3.2.1.1.2 Context of cemetery development within its area of the City of Austin.
- 3.2.1.1.3 Historically significant persons buried in each cemetery.

3.2.1.2 Cultural Context

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

3.2.1.3 Natural Context

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

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

3.2.2.1 Databases shall include at a minimum:

- 3.2.2.1.1 All legal boundaries.
- 3.2.2.1.2 Plot location and data field.
- 3.2.2.1.3 Facilities.
- 3.2.2.1.4 Above ground infrastructure.

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- 3.2.2.1.5 Irrigation lines and equipment.
- 3.2.2.1.6 Roadways and paths. Database shall include material type.
  
- 3.2.2.2 All geospatial databases shall:
  - 3.2.2.2.1 Be co-registered.
  - 3.2.2.2.2 Have identical resolution, no greater than 30 meters per cell if raster based.
  - 3.2.2.2.3 Have the same extent.
  - 3.2.2.2.4 Have the same projection and datum.  
(NAD\_1983\_StatePlane\_Texas\_Central\_FIPS\_4203\_Feet)
  - 3.2.2.2.5 Have complete Metadata.
  - 3.2.2.2.6 Be sourced from data produced in 2009 or later (with exceptions approved by the City).
  
- 3.2.3 **Asset Condition and Assessment.** Using existing reports, studies and assessments in conjunction with on-site physical evaluations and field work, Consultant shall:
  - 3.2.3.1 Inventory, access, map and document the conditions of above-ground features in the five (5) City of Austin Municipal Cemeteries.
  - 3.2.3.2 PARD will conduct a facility assessment of all cemetery buildings, which will be excluded from the scope of this project.
  - 3.2.3.3 Provide recommendations for the preservation, maintenance, rehabilitation of the asset or facility as noted below:
    - 3.2.3.3.1 **Grave Markers:** Consultant shall provide a methodology for assessing gravesites and provide an overall conditions assessment using representative examples of grave typologies (material and style) and representative conditions.
    - 3.2.3.3.2 **Fencing and Gateways:** The Consultant shall evaluate the condition, appropriateness and efficacy of fencing and gateways and shall make recommendations for repair and/or replacement in all five (5) cemeteries.
    - 3.2.3.3.3 **Roadways:** The Consultant shall evaluate road material, width and curbing and make recommendations to improve access as well as prevent threats to grave sites that are adjacent to roads.
    - 3.2.3.3.4 **Drainage Systems:** Consultant shall evaluate drainage systems and identify areas of persistent flooding and areas where storm water poses a threat to cemetery assets. Consultant will determine if additional engineering analysis is required, and prioritize accordingly in the Implementation Guide.
    - 3.2.3.3.5 **Irrigation:** Consultant will provide an overall assessment of irrigation systems, specifically the age and efficiency of the system, and determine what additional professional services are needed to repair or replace irrigation system.
    - 3.2.3.3.6 **Sidewalks and Pedestrian Pathways:** The Consultant shall evaluate the conditions of sidewalks and pedestrian pathways in

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the cemeteries. Determine if existing sidewalks need repair and replacement and provide treatment recommendations.

**3.2.4 Site Analysis & Plan**

**3.2.4.1 Spatial Organization:** The Consultant shall provide recommendations to increase operational efficiency through alterations in the siting of maintenance and spoils storage areas. The Consultant shall examine existing and potential nodes for pedestrians-related amenities such as benches and trash receptacles.

**3.2.4.2 Circulation and Access:** The Consultant shall provide recommendations to increase operational efficiency, public access, and asset protection through changes to vehicular circulation, parking and pedestrian circulation as well as addressing ADA accessibility issues.

**3.2.4.3 Signage and Interpretation:** The Consultant shall provide recommendations for the development of cemetery informational and directional signage, including way-finding and marking of cemetery sections. Identify opportunities for visitor kiosks that provide cemetery historical information and maps.

**3.2.4.4 Security and Vandalism:** The Consultant shall determine the major threats to cemetery security and identify strategies for the reduction of crime, vandalism and theft. The Consultant shall address theft and security issues with regard to historic iron fencing.

**3.2.4.5 Site Furnishings:** The Consultant shall provide recommendations for standards, specifications and siting for appropriate selection of site furnishings such as benches, trash receptacles, flag poles and planters.

**3.2.4.6 Landscape:** The Consultant shall provide recommendations to enhance aesthetics, increase operational efficiency and ensure the health of flora and fauna at the cemeteries specific to:

3.2.4.6.1 Preservation and replacement of existing vegetation and the planting of new vegetation in a way that complements the historic character of the cemeteries.

3.2.4.6.2 Identification of best practices with regard to tree care and maintenance, including recommendations for a cyclical maintenance program.

3.2.4.6.3 Maintenance with regard to mowing, edging, and weed-removal to ensure safety of gravestones and monuments.

3.2.4.6.4 Identification of best practices with regard to documenting and protecting plantings, such as bulbs, groundcover, perennials and annuals in public spaces and throughout the cemeteries.

**3.2.5 Preservation & Conservation.** The Consultant shall provide the following regarding preservation and conservation:

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- 3.2.5.1 Recommendations for conservation of gravestones, plot coverings, fencing, and curbing using representative samples of typical graves, curbing and fencing.
- 3.2.5.2 Identify appropriate and acceptable methods of restoration and repair of existing markers, installing markers and/or replacing markers.
- 3.2.5.3 Recommendations that guide the use of herbicides and pesticides to prevent damage to gravestones and monuments.
- 3.2.5.4 Recommendations for documenting and handling loose marker fragments.
- 3.2.5.5 Recommendations for the resetting of gravestones and monuments.
- 3.2.5.6 Conservation recommendations regarding cleaning gravestones as well as appropriate repair techniques and repair material for gravestones and monuments.
- 3.2.5.7 Recommendations for repairing of plot curbing and fencing.
- 3.2.5.8 Recommendations for the maintenance of commemorative features and monuments.

**3.2.6 Policy and Funding**

**3.2.6.1 Regulations and Laws.** The Consultant shall:

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

**3.2.6.2 Cemetery Oversight**

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

**3.2.6.3 Emergency Preparedness**

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

**3.2.6.4 Historic Designation**

- 3.2.6.4.1 The Consultant shall determine if the cemeteries and/or features within the cemeteries may be eligible for local, state and federal

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designation. Identify potential designations and explain benefits of designation.

**3.2.6.5 Grave Ornamentation, Maintenance, and Rule Compliance**

3.2.6.5.1 The Consultant shall review the current cemetery rules and evaluate compliance issues related to grave ornamentation and the installation of unauthorized site furnishings, such as privately-purchased benches. Recommendations shall have consideration for maintenance implications as well as sensitivity towards the needs of cemetery users to memorialize and commemorate loved ones.

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

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

3.2.6.6.2 Increased funding and grant opportunities.

3.2.6.6.3 Strategies for funding the repair of small-scale features such as gravestones. Include recommendations for an annual budget for cyclical repairs.

**3.2.6.7 Potential Partnerships and Programs.** The Consultant shall identify:

3.2.6.7.1 Ways to strengthen existing partnerships and establish new partnerships with local organizations.

3.2.6.7.2 Activities to be undertaken by volunteer organizations, such as research, inventory and survey projects.

3.2.6.7.3 Recommendations regarding strategies for fostering a more collaborative and robust volunteer program between PARD and cemetery stakeholder groups.

**3.2.6.8 Programming, Use, Recreation, and Heritage Tourism Opportunities.**

The Consultant shall:

3.2.6.8.1 Provide recommendations on developing a robust cemetery heritage tourism program.

3.2.6.8.2 Provide recommendations about appropriate recreational partnerships that may benefit the cemeteries.

**3.2.7 Cemetery Development and Expansion**

3.2.7.1 **Planting Plan:** The Consultant shall develop a conceptual Planting Plan for each cemetery with recommendations for preferred plant type with soil, sunlight requirements, planting cycle, installation and maintenance requirements. The Planting Plan shall take into consideration the historic vegetation patterns as well as the city's mission to incorporate sustainable landscaping practices.

3.2.7.2 **Land Use:** The Consultant shall identify opportunities for greater use of cemetery space, summarizing the archeological and floodplain issues at



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Austin Memorial Park Cemetery and Evergreen Cemetery and addressing the City's desire to plat additional plots within cemetery boundaries.

**3.2.7.3 New Facilities and Features.** Consultant will:

3.2.7.3.1 Explore the installation of columbarium facilities at cemeteries where appropriate, providing conceptual plans for possible locations, a probable cost estimate for installation and a probable revenue estimate for sales of columbarium spaces.

3.2.7.3.2 Provide recommendations regarding the appropriateness and process of new monuments or commemorative features in each cemetery.

**3.2.7.4 Irrigation.** The Consultant shall provide general recommendations and best practices for the future design of cemetery irrigation systems. Consultant will provide a probable cost estimate and prioritize in the Implementation Guide.

**3.2.8 Public Input Process.** The Cemetery Master Plan shall reflect the vision and desires of the community and the City's Parks and Recreation Department by providing the following:

3.2.8.1 The Consultant shall implement a public planning process involving local stakeholders in the development of the Cemetery Master Plan.

3.2.8.2 The Consultant shall demonstrate experience working with diverse communities and shall use a multitude of outreach tools to reach a broad audience. The list of outreach tools shall be provided for review by the City.

3.2.8.3 The Consultant shall propose a specific number of public meetings, focus groups, and/or presentations to boards and committees.

**3.2.9 Implementation Guide:** The Consultant shall provide an Implementation Guide with recommendations for the rehabilitation, preservation, maintenance, financial solvency and expansion of the cemeteries in the form of a prioritized project list that includes, at a minimum, project descriptions and probable cost estimates, potential funding sources, and start and completion dates. The guide shall cover all recommendations, plans, initiatives noted in sections 1.2.1 to 3.2.8.

## **4. SCHEDULE**

4.1 The Consultant shall provide the City within ten (10) working days of the Notice to Proceed (NTP) a Project Plan and Schedule including Milestones and target deliverable dates for approval by the City.

4.2 The Consultant shall provide the completed Cemetery Master Plan within twelve (12) months of the Consultant receiving a Notice to Proceed (NTP).

4.3 The NTP will be issued no sooner than [insert date] and expected no later than [insert date].

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## **5. DELIVERABLES**

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

Including, but not limited to, methods and procedures used, illustrations, results, planning and management recommendations. Reports shall be provided to City of Austin in electronic format (Microsoft Word or similar software), to include a main document and executive summary.

### **ADD ALTERNATIVE:**

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

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

- 5.4.7.1.1.1 Consultant will plot each grave site in GIS geo-database (approximately 66,500 grave sites) and provide a conditions assessment of each grave site.

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

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

- a) not less than three inches; or
- b) not less than two inches if planted by or on behalf of the city.

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

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

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

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

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

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

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

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

## **6. REPORTING**

6.1 Throughout the project, the Professional is required to deliver a Monthly Report to the PARD Project Manager including, but is not limited to,:

- 6.1.1.1 Report period
- 6.1.1.2 Project Name
- 6.1.1.3 Prior period accomplishments
- 6.1.1.4 Next period activities

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- 6.1.1.5 Risks / Issues / Resolution
- 6.1.1.6 Schedule update and milestone status
- 6.1.1.7 Budget Status (to be provided in MS Excel)

## **7. QUALIFICATIONS**

7.1 Successful completion of the Cemetery Master Plan requires a Consultant or Consultant Team with Cemetery Master Planning experience. The Consultant must secure all services necessary to meet the requirements of this solicitation. In addition to other qualifications and requested information, Consultant's experience, knowledge, capabilities in the following areas will be evaluated:

- 7.1.1 Project management
- 7.1.2 Interdisciplinary coordination
- 7.1.3 Facilitation of public involvement
- 7.1.4 Ability to locate and acquire existing data
- 7.1.5 Historic Preservation
- 7.1.6 Landscape Architecture
- 7.1.7 Cultural Landscape Preservation
- 7.1.8 Materials Conservation
- 7.1.9 Planning
- 7.1.10 Arboriculture & Horticulture
- 7.1.11 Archeology
- 7.1.12 GIS capabilities

**No stamped documents are required for this project.**

## **8. CONFIDENTIALITY AGREEMENT**

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