SLC**CEMETERY**
MASTER PLAN

Salt Lake City Cemetery Master Plan - Final Draft

Prepared For:
Salt Lake City Parks and Public Lands

Photo Courtesy: Salt Lake City Cemetery

FINAL DRAFT - JULY 7, 2017

Acknowledgments

MAYOR

Jackie Biskupski

PUBLIC SERVICES DEPARTMENT

Lisa Shaffer, Public Services Director

PARKS AND PUBLIC LANDS

Kristin Riker, Program Director

INTERNAL STAKEHOLDER GROUP

Kristin Riker, Parks and Public Lands
Lee Bollwinkel, Parks and Public Lands
Greg Davis, Public Services
Bryce Lindeman, Public Services
Tony Gliot, Parks and Public Lands - Urban Forestry
Lewis Kogan, Parks and Public Lands - Open Space

CITY MASTER PLAN DEVELOPMENT TEAM

Nancy Monteith, Parks & Public Lands
Mark Smith, Cemetery Sexton
Dawn Wagner, Salt Lake City Engineering
Katia Pace, Salt Lake City Planning
Robyn Stanczyk, Salt Lake City Civic Engagement

MASTER PLANNING TEAM

Prime Planning Consultant:

G. Brown Design, Inc.
610 East South Temple, Suite #50
Salt Lake City, Utah 84102
P. 801-575-6066 F. 801-575-6166
www.gbrowndesign.com
Mathew K. Winward, Managing Principal
Andrew Noorlander, Associate

Consultant Team Members:

Intrepid (Civic Engagement) - Courtney Bovee
Zions Public Finance - Susan Becker
Zions Public Finance - Benj Becker
CRSA Architects - Dave Triplett
ESI Engineering - Brian Campbell
Historic Landscape Architect - Susan Crook
Cost Engineers - Anthony Anzer

Thank you to all citizens who participated and provided comment and input

EXECUTIVE SUMMARY

CHAPTER 1 - INTRODUCTION

CHAPTER 2 - VISION AND GOALS

CHAPTER 3 - PRESERVATION AND MANAGEMENT

CHAPTER 4 - EXPANSION AND ENHANCEMENT

CHAPTER 5 - FUNDING OPTIONS

CHAPTER 6 - IMPLEMENTATION PLAN

LIST OF FIGURES

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EXECUTIVE SUMMARY

The Salt Lake City Cemetery had its first burial in 1848 and officially opened in 1849. It was one of a number of cemeteries developed during the rural cemetery movement (also known as the garden cemetery movement). The rural or garden cemetery movement began in 1831 with the development of Mount Auburn Cemetery in Cambridge Massachusetts with a focus on burial grounds that use landscaping in a park-like setting. Rural cemeteries, from their beginning, were intended as civic institutions designed for public use. These cemeteries were "the first public parks in America" (Clark, 2015).

Many factors led to a shift from the role cemeteries played as public parks, resulting in reduced visitation and interest in cemeteries. More recently, communities have been forced to rethink their approach to cemetery operations and management as these early cemeteries experience dwindling capacity, limited expansion opportunity, and funding challenges. As a result, many communities have started to recognize the value cemeteries provide as unique open spaces, and in a return to early cemetery history, have started offering events, tours, and passive recreation opportunities, in addition to burials. The Salt Lake City Cemetery is facing the same challenges experienced by other cemeteries from the rural cemetery era. It too, is exploring ideas and opportunities to capitalize on the Cemetery as a valuable community open space.

Background

The Salt Lake City Cemetery is located in the Avenues Neighborhood and is the largest municipal Cemetery in the nation, spanning 120.9 acres. With its first burial taking place in 1848, and officially opening in 1849, the Cemetery is figuratively an encyclopedia of Utah history beginning with the earliest pioneers who settled the Salt Lake Valley. Salt Lake City completed Phase 1 of the Cemetery Master Plan in 2009 which included information gathering and documentation. This final phase of the Master Plan builds on the information previously gathered to identify priorities and develop recommendations for the preservation, management, and development of the Cemetery for the next 20 years and beyond.

Purpose and Need

The three main purposes of this Master Plan are:

- Guide the preservation & management of Cemetery
- Expand access to and enhance appropriate uses of the Cemetery as a multi-use facility
- Address future financial sustainability of the Cemetery

The Cemetery confronts considerable challenges as it faces the future. While the expansive Cemetery has 130,000 burial sites, it is approaching full capacity and has little room for expansion. As of January 31, 2017, the Cemetery has only 900 burial sites left for sale and a contractual obligation to provide burials for 24,000 pre-sold burial sites. The Cemetery currently performs an average of 400 burials a year, and at this rate will be performing burials for more than 60 years. The Cemetery also has a contractual obligation to provide ongoing or perpetual care. This means the City is required to continually maintain all lots in the Cemetery forever. Thus, the cost for maintenance and upkeep will continue even after the Cemetery has reached capacity.

Precedent Study of Cemetery Uses

In an effort to identify opportunities and ideas that may help address challenges facing the Salt Lake City Cemetery, a comparison of various activities and uses at other cemeteries were documented (see Figure 1.7 in Chapter 1). Though all of the activities listed in the comparison may not be desired or determined appropriate for the Salt Lake City Cemetery, this comparison identifies a broad range of activities that take place at cemeteries across the country and could be implemented at the Salt Lake City Cemetery, if desired. Some of these activities include:

- Wildlife watching
- Walking and jogging
- Biking
- Star gazing
- Guided and self-guided tours
- Cultural and historic interpretation
- Photography
- Genealogical research
- Events or classes
- Arboretum

Analysis and Existing Conditions

The Master Plan builds on the information previously documented and conducts a thorough analysis for the following aspects of the Cemetery:

- Facilities and Operations Analysis (site furnishings and lighting, drainage, fencing, gates, maintenance buildings, walls, funding, new interment offerings, etc.)
- Cemetery Roadway Analysis (circulation, access, condition, and drainage)
- Architecture and Buildings (Sexton Building, maintenance compound, and restroom facilities)
- Community Resources (historic features, planting, open space, wildlife, etc.)
- Funding and Financial Analysis

Facilities and Resources Analysis - The analysis identified a number of valuable Cemetery resources including an abundance of historic elements and features, and over 3,000 trees. The analysis also determined that the Cemetery is the largest open space in the City's open space network, is used by residents for walking, jogging, and biking, and is home to a variety of wildlife. The analysis identified a number of deferred maintenance needs including approximately $12.5 million of roadway repairs, $1.6 million of necessary irrigation upgrades, $1.5 million of wall and fence repairs, and the need to replace the maintenance facilities. Detailed summaries of analysis are provided in the Appendix.

Funding Analysis - The Cemetery's current expenses are nearly double that of revenues. All revenue produced by the Cemetery (through the sale of graves, opening and closing of graves, and stone monitoring) is placed in the City general fund rather than being earmarked for Cemetery specific use. The Cemetery is allocated an operating budget from the City general fund, which

covers ongoing operations and maintenance, but is insufficient to cover larger improvement costs such as the repair of roadways and walls. The Cemetery does not have a dedicated perpetual care fund established to generate funding for ongoing maintenance, which is similar to most other municipal cemeteries in the state. Expenses are expected to increase over time and the revenue gap will continue to grow if steps are not taken to establish financial strategies to increase revenue and funding for perpetual care.

Planning Process and Civic Engagement

Phase II master planning efforts began in March of 2016 and include three main planning phases:

- Research and Analysis - review/update Phase 1 information, analysis of additional data
- Planning Options and Recommendations - development of the planning vision, project goals, and recommendations and options for consideration
- Master Plan Document Development - development of final recommendations, the master plan implementation plan, and compilation into the Salt Lake City Cemetery Master Plan Document

The planning process included a series of three public open houses, presentations to the Avenues Community Council, meetings with stakeholder groups, and frequent meetings with the City's internal stakeholder group. The information from all of the Open Houses was also shared on Open City Hall (the City's online community input platform) and project updates and announcements were provided through the City's various social media platforms throughout the project.

Vision and Goals

As part of the planning process, the planning team used the information gathered during the analysis and assessment phase, input from the community, and worked with City staff and stakeholder groups to develop the Master Plan Vision and identify planning goals. Goals were developed to address the three main purposes of the Master Plan. The Master Planning Goals were then prioritized based on input received from two public open houses and Open City Hall. The 5 highest priority goals are as follows:

- Preserve and enhance the natural resources in the Cemetery (i.e. trees and vegetation, wildlife, wildlife habitat, and views).
- Create a comprehensive strategy to repair Cemetery infrastructure including roads and maintenance facilities.
- Incorporate sustainable maintenance practices, especially those that have the potential to reduce ongoing maintenance costs.
- Enhance and develop opportunities to explore the Cemetery through walking, jogging and cycling.
- Develop opportunities to continue to provide burial and internment offerings.

All the goals were then organized based on their relevance to the three planning purposes and were used as a framework for the development of planning concepts and recommendations.

Preservation and Management

The Salt Lake City Cemetery plays an important role in the City's open space network and offers multiple opportunities for enjoyment and passive recreation. It is also an important cultural and historic resource to the community. The first planning purpose as stated previously is to develop strategies and recommendations that will guide preservation and management of the Cemetery site. To accomplish this planning purpose and the associated goals, recommendations have been developed for the following:

Historic and Natural Resources

- Historic resources - including nomination of the Cemetery for National Register of Historic Places (NRHP) and development of a Preservation Management Plan (PMP)
- Trees and vegetation

Infrastructure

- Deferred maintenance needs - including roads, walls, irrigation, maintenance facilities, etc.
- Headstone and soils storage screening
- Sustainability
- Emergency preparedness

Expansion and Enhancement

The Cemetery is used as a public open space and attracts users to enjoy the solitude, wildlife, mature trees, and other cultural, historic, and natural resources. The expansion and enhancement recommendations focus on accomplishing the second master planning purpose of expanding access and enhancing appropriate uses. To accomplish this planning purpose and the associated goals, recommendations have been developed for the following:

Public Access

- Pedestrian and bicycle improvements
  - Develop a pedestrian corridor with benches and interpretive signage along 280 North Street
  - Wayfinding signage with maps and directional signage or markers
  - Interpretive signage
  - Benches and planting at edges of roadways
  - Pedestrian and bicycle access points in the Cemetery from surrounding roadways
  - Develop active transportation routes through the Cemetery with wayfinding and directional signage and benches
- Two options for redevelopment of the area around Sexton and Maintenance Buildings to include a public columbarium plaza and consolidated or relocated maintenance facilities

Community Stewardship

- Increasing awareness through enhancements and improvements to the Cemetery website
- Steps to foster a Friends of the Cemetery Group and identification of potential partnerships

Cemetery Services

- Addition of free standing columbarium niche walls (10 total walls that can be implemented over time)
- Necessary updates to Chapter 15.24 of City Municipal Code to eliminate conflicts with Master Plan recommendations.

Funding Options

Addressing the future financial sustainability of the Cemetery is one of the three purposes of the Master Plan. Financial sustainability is important to preserving Cemetery history and maintaining the Cemetery as an important part of the City's open space network. To address the Cemetery's funding challenges the Master Plan provides recommendations and options for funding of ongoing operations and maintenance and deferred maintenance and capital improvements projects.

Ongoing Operations and Maintenance Funding

- Recommendations for Additional Revenue
  - Addition of Columbarium Niches - estimated net revenue (based on sale of 50–75 niches per year), $25,000–$35,000 from sales and fees and $15,000–$22,500 of perpetual care revenue
  - Raising opening and closing fees - projected to generate an additional $170,000 of annual revenue
  - Raising stone monitoring fees - projected to generate an additional $30,000–$40,000 of annual revenue
- Three options for the establishment of a Perpetual Care Fund

Deferred Maintenance and Capital Improvements Funding Options

- Create a Cemetery District
- Monthly Park Fee
- General Obligation Bonds

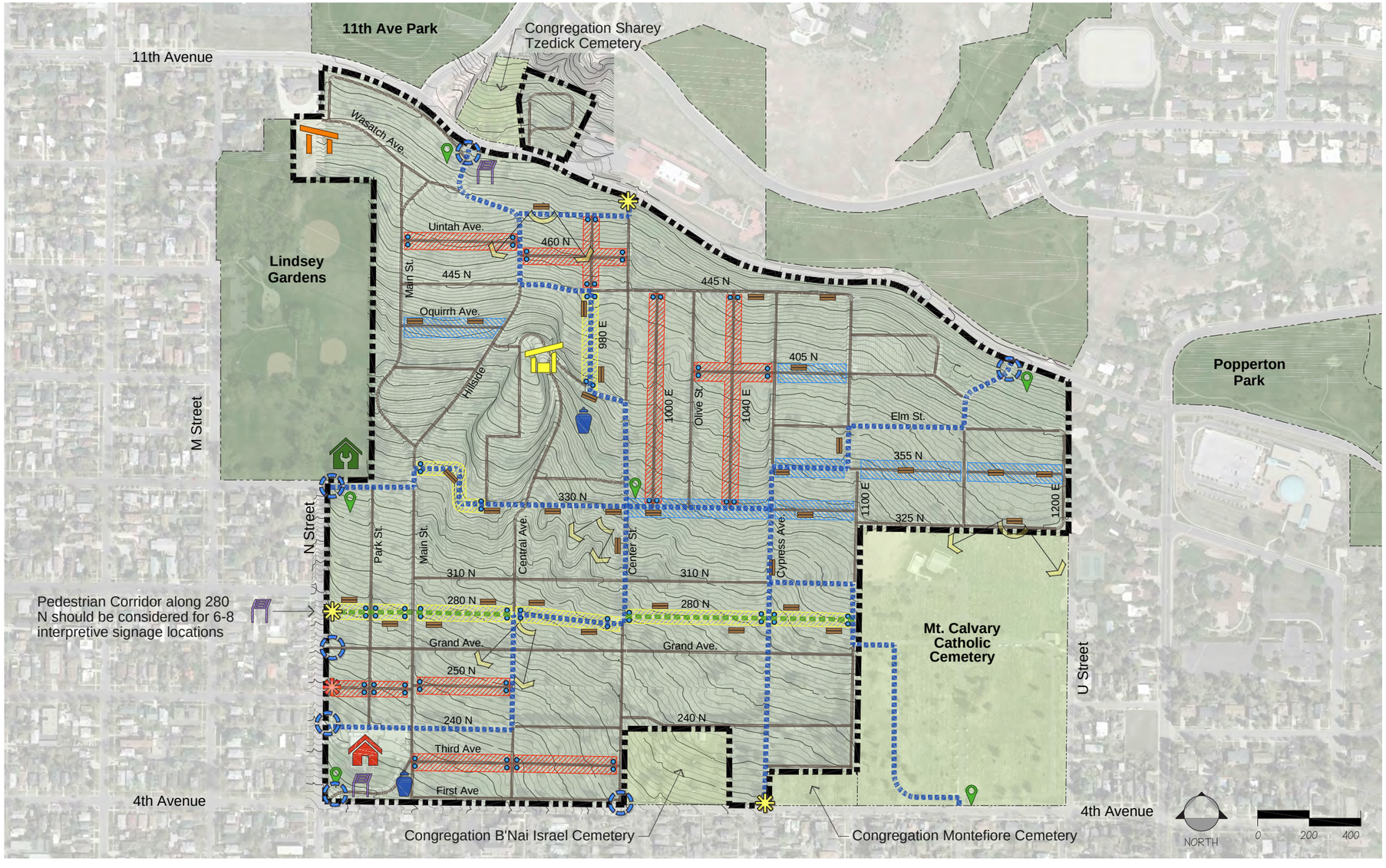
Implementation Plan

The implementation plan identifies important projects and tasks necessary to carry out the recommendations of the Master Plan. The plan outlines the proposed time frame and estimated cost for proposed projects or tasks and serves as a tool to assist the City and Cemetery.

Conclusion

The Salt Lake City Cemetery is a vital component of the City's open space network. It is a treasured cultural resource and provides great value to the community in terms of urban open space, solitude, wildlife habitat, and mature trees. Implementing the recommendations of this Master Plan will result in considerable progress toward preserving and enhancing the Cemetery for public use and as an active Cemetery. While it is almost certain that the Cemetery will continue to face challenges, the Master Plan will guide the management of the Cemetery for the next 20 years and beyond to preserve this beloved open space – this encyclopedia of Utah history.

Figure ES.1 - Overall Cemetery Improvements and Enhancements Plan



Overall Improvements & Enhancements Plan

- SLC Cemetery boundary
- SLC Parks & Open Space
- Other cemetery
- Significant views
- Existing open gate
- Existing closed gate
- Existing contours (2' contour interval)
- Cemetery roadways
- Roads with restricted public vehicular access
- Roads with restricted public vehicular access and pedestrian amenities and enhancements
- Roads with enhancements within existing right-of-way, maintain public vehicular access
- Removable bollards to restrict public vehicular access - All other roadways to remain open
- Approximate interpretive signage locations
- Approximate bench locations
- Approximate wayfinding signage locations
- Proposed active transportation (commuter bike) route through Cemetery
- Proposed East-West Pedestrian Corridor (along 280 North)
- Pedestrian and bicycle access point
- Screen headstone and soils storage area
- Add a roof structure over the existing storage bins near SLC Fire Station #4
- Approximate locations for freestanding columbarium walls
- Redevelopment of the area around the Sexton building
- Possible site for maintenance facility relocation

See Chapters 3-5 of the Master Plan for more information and detailed recommendations

CHAPTER 1 - INTRODUCTION

Cemeteries - America's First Public Parks

The Salt Lake City Cemetery had its first burial in 1848 and officially opened in 1849. It was one of a number of cemeteries developed during the rural cemetery movement (also known as the garden cemetery movement). The rural cemetery or garden cemetery is a style of burial ground that uses landscaping in a park-like setting. The rural cemetery movement began in 1831 with the development of Mount Auburn Cemetery in Cambridge Massachusetts. Within 5 years, seven other communities followed suit by dedicating "rolling, scenic tracts of land on the outskirts of town to honor the deceased" (Williams, 2014). By 1860, numerous rural cemeteries had been developed across the country, including the Salt Lake City Cemetery. Rural cemeteries, from their inception, were intended as civic institutions designed for public use. These cemeteries were "the first public parks in America. They enticed city-dwellers into an idyllic country experience with rolling green hills, shady trees, and stone benches" (Clark, 2015).

Mt Auburn Cemetery
Source: bostonatomy.com

Salt Lake City Cemetery
Source: HALS No. UT-2

Increased regulations by cities and cemeteries, the advancement of the automobile, and city-dweller's migration to suburbia are just some of the factors that led to a shift from the role cemeteries played as public parks. These changes resulted in reduced visitation and interest in cemeteries (see Figure 1.1).

As these early cemeteries started reaching capacity and facing funding challenges, communities began recognizing the value cemeteries provide as unique open spaces. In a return to early cemetery history, cemeteries have started offering events, tours, and passive recreation opportunities, in addition to burials. The Salt Lake City Cemetery is facing many of the same challenges seen by other cemeteries from the rural cemetery era and is exploring ideas and opportunities to capitalize on the Cemetery as a valuable community open space.

Figure 1.1 - Our First Public Parks: The Forgotten History of Cemeteries

Greve Cemetery in Hoffman Estates
Source: ourlocalhistory.wordpress.com

"Think of urban cemeteries as the first public parks in America. They enticed city-dwellers into an idyllic country experience with rolling green hills, shady trees, and stone benches."
(Design for the Dead: The Perfect City Cemetery, by Anna Clark).

Cinema in the Cemetery
Source: laurelhill.com

- 1831 — 1st rural or garden cemetery, Mt. Auburn was developed (7 additional rural or garden cemeteries built over next 5 years)
- 1836 — By the 1860's numerous other rural cemeteries had been developed on the outskirts of cities and small towns across the country
- 1848 — SLC Cemetery
- 1860 — Regulations begin to be implemented to balance cemetery burial functions and public use
- 1956 — Advancement of automobile and interstate highways
- 1957 — Migration to the suburbs
- 1990's — Mt. Auburn Friends of Cemetery organization established
- 1991 — Final SLC Cemetery Master Planning begins
- 2009 — Phase 1 SLC Cemetery Master Planning (information gathering)
- 2016

Rural/Garden Cemetery Movement

Rural cemeteries were considered the first public parks and frequently used for passive recreation and public gathering. Mt. Auburn Cemetery is recognized as the first garden style cemetery developed in 1831.

Departure from Cemeteries as public open spaces

Advancement of the automobile and migration to suburbs were just a few of the factors that led to a shift away from cemeteries' role as "Public Parks", reducing visitation and interest in our cemeteries.

Cemetery Private Property
Source: anda.jor.br

Return of Cemeteries as important cultural open spaces

- While cemeteries begin reaching capacity and face funding challenges, they also contain significant history, mature trees, and large tracts of open space in the midst of urban development. Communities have started to recognize the value of these unique open spaces.

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Project Background

The Salt Lake City Cemetery, located in the historic Avenues Neighborhood, is the largest municipal Cemetery in the nation, spanning 120.9 acres with nearly 3,000 trees. With its first burial taking place in 1848, and officially opening in 1849, the Cemetery is a repository of history beginning with the earliest pioneers who settled the Salt Lake Valley.

Salt Lake City completed Phase 1 of the Cemetery Master Plan in 2009, which included information gathering and documentation.

This final phase of the master plan builds on information previously gathered while soliciting community and stakeholder input to identify priorities for the preservation, management, and development of the Cemetery for the next 20 years and beyond.

Purpose and Need of the Master Plan

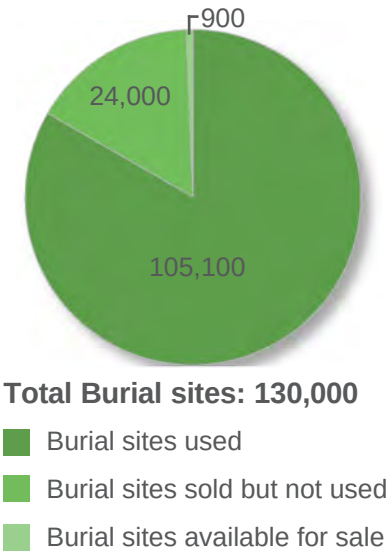
The three main purposes of this Master Plan are to:

- Guide the preservation and management of the Cemetery
- Expand access to and enhance appropriate uses of the Cemetery as a multi-use facility
- Address future financial sustainability of the Cemetery

The Cemetery confronts considerable challenges as it faces the future. While the expansive Cemetery has 130,000 burial sites, it is approaching full capacity and has little room for expansion

As of January 31, 2017, the Cemetery has only 900 burial sites left for sale and a contractual obligation to provide burials for 24,000 pre-sold burial sites (see Figure 1.2). The Cemetery currently performs an average of 400 burials a year, and at this rate will be performing burials for more than 60 years.

Figure 1.2 - Cemetery Gravesites



Burial contracts state that “the City Cemetery shall be continually maintained by the City.” With revenue from the sale of burial sites dwindling, space for expansion nearly non-existent (see Figure 1.3, Salt Lake City Cemetery Map of Active Burial Areas) and a growing list of deferred maintenance projects, the Master Plan seeks to:

- Identify solutions to address future financial sustainability
- Increase use by City residents
- Make it accessible to a greater number of residents
- Continue to operate and maintain the Cemetery in a respectful manner for the families of those interred within

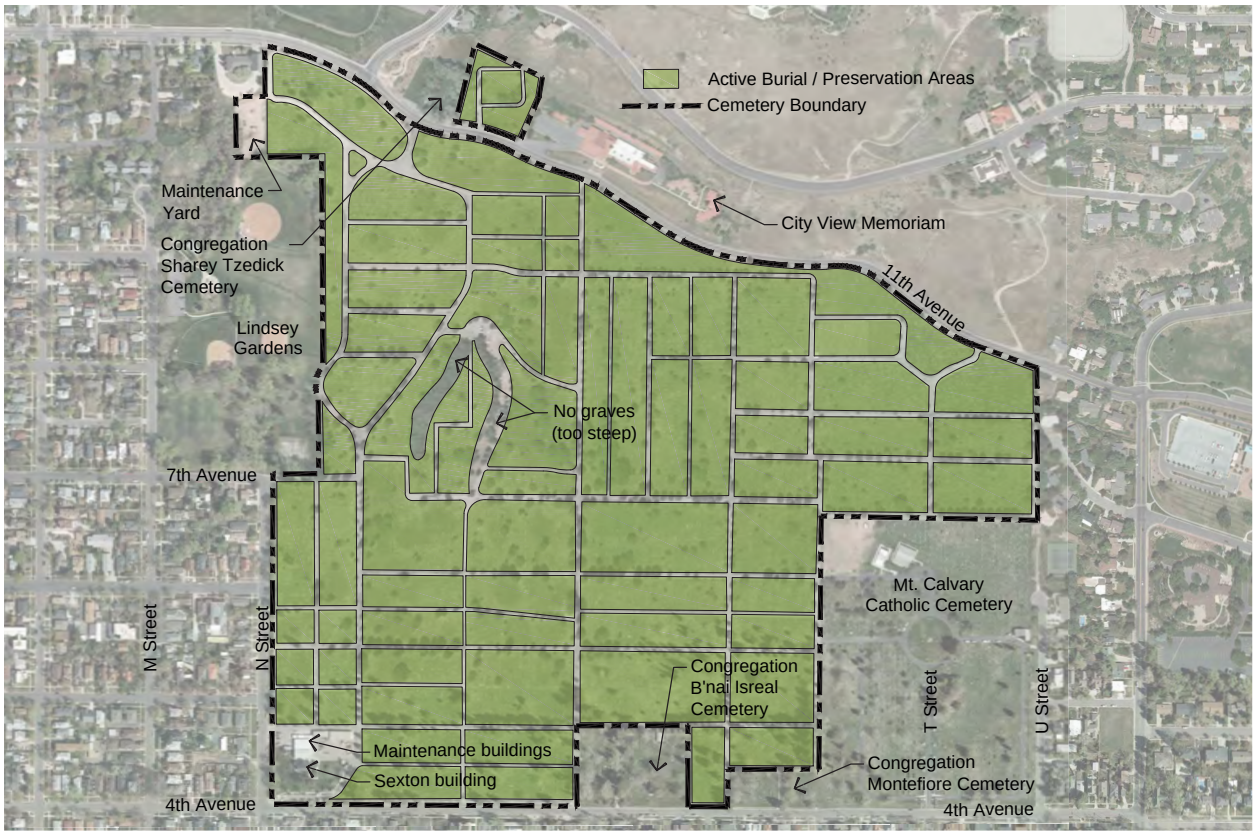


Figure 1.3 - Salt Lake City Cemetery Map of Active Burial Areas

Project Context

Physical and Land Use Context

The 120.9 acre Cemetery is located adjacent to the Avenues Historic District, approximately two miles from Downtown Salt Lake City and is bordered by 4th and 11th Avenues and N & U Streets (see Figures 1.3 and 1.4). The 300 feet of elevation change from north to south offers excellent views to the valley below. Nearly eight miles of road provide access to the Cemetery's 130,000 burial sites.

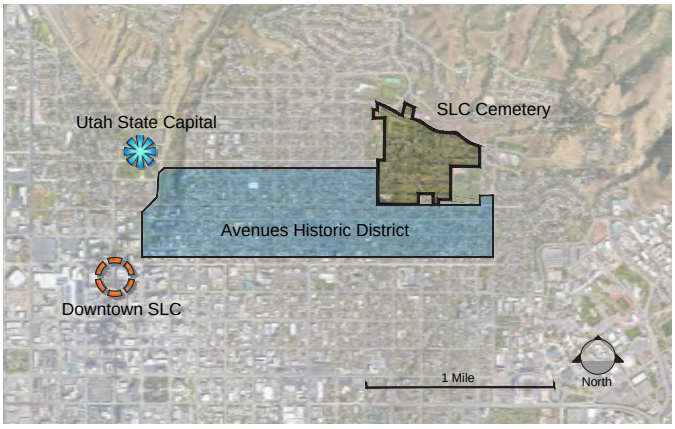


Figure 1.4 - SLC Cemetery Context Map

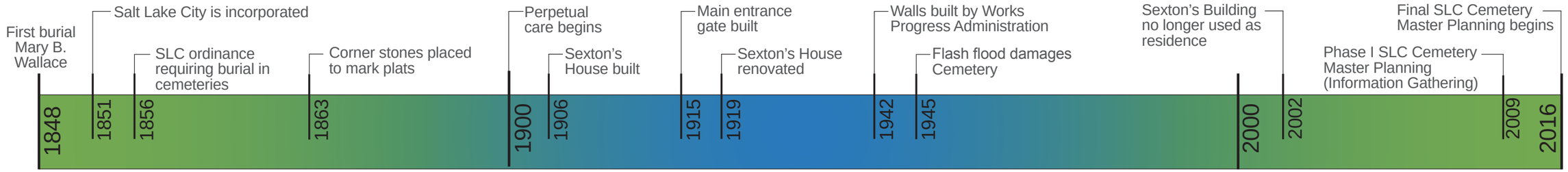
The Cemetery is surrounded by residential properties, City park and open space and a handful of commercial properties. In addition, it shares borders with the Mt. Calvary Catholic Cemetery, Congregation Sharey Tzedick Cemetery, Congregation Montefiore Cemetery, and Congregation B'nai Israel Cemetery.

Figure 1.5 - Salt Lake City Cemetery Timeline

Mary Wallace Headstone
Source: enjoyutah.org

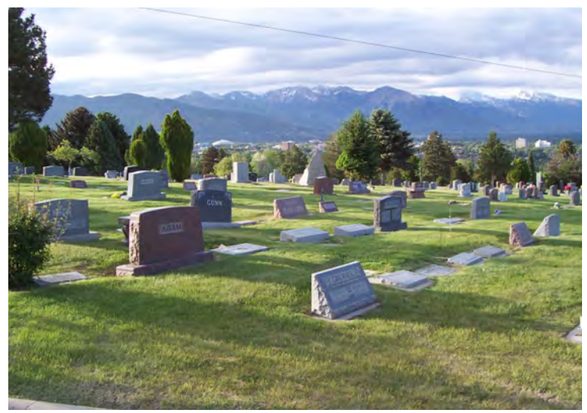
1915 Main Entrance Gate
Source: Cemetery Planning Team

Sandstone WPA Walls
Source: HALS No. UT-2



Cemetery Landscape
Source: HALS No. UT-2

2016 Sexton Building
Source: Cemetery Planning Team



2016 SLC Cemetery Landscape
Source: Cemetery Planning Team

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Historic Context

The year after pioneers arrived in the Salt Lake Valley in 1847, George B. Wallace carried the small body of his baby daughter, Mary M. Wallace, to her final resting place in the foothills above the new settlement. Other pioneer families followed Wallace's example and soon the site became an unofficial burial ground for the growing community. In February of 1849, Brigham Young appointed a committee consisting of George Wallace, Daniel H. Wells, and Joseph Heywood to recommend a suitable place for a permanent City Cemetery. The committee recommended what is now the Salt Lake City Cemetery, and an initial 20 acres was surveyed (Boone, 2011).

Upon Salt Lake City's incorporation in 1851 the Cemetery was designated as the City's official burial ground and "George Wallace was appointed the first Sexton and was responsible for planning, improving the cemetery grounds, recording information about each burial, and overseeing other cemetery operations" (Boone, 2011).

Important Historic Features & Events (see Figure 1.5, Salt Lake City Cemetery Timeline, on previous page):

- 1848 - Mary M. Wallace, first burial
- 1856 - Ordinance requiring burial in the City Cemetery
- 1900 - Perpetual Care begins
- 1906 - Sexton's House is built
- 1915 - Main Entrance Gate is built
- Approximately 1919 - Sextons House is renovated/remodeled
- 1942 - Sandstone walls built by the Works Progress Administration (WPA)

Over the years, the Cemetery has grown from relatively few burials and 20 acres to 130,000 burial sites and 120 acres. The Cemetery is the final resting place to many historically and culturally significant members of the state and community, including:

- Numerous Utah Governors & SLC Mayors
- Herbert Manning Wells (1st Utah Governor)
- Truman Angel (SLC Temple & Tabernacle Architect)
- Orin Porter Rockwell (bodyguard to Joseph Smith)
- 11 of 15 deceased LDS Church Presidents
- Numerous other LDS Apostles & Leaders
- Uinta Fremont & Zuni Pueblo American Indians

Mary M. Wallace Headstone
Source: enjoyutah.org

- Sarah Melissa Granger Kimball (1890's women's rights advocate)
- Lester F. Wire (inventor of the traffic signal)
- Hirum Bebee aka Harry Longabaugh (the Sundance Kid)
- Frank E. Moss (US Senator)
- Larry H. Miller (business leader, philanthropist, owner of NBA Utah Jazz)

The Salt Lake City Cemetery has great historical value. It is a repository of numerous historic resources and figuratively serves as an encyclopedia of Salt Lake City and Utah history.

Main Entrance Gate - September 9, 1917
Source: Utah State Historical Society

Cultural Context

The Cemetery provides great value to the community in terms of urban open space, solitude, wildlife habitat, mature trees, as well as cultural, religious and historic importance.

The Cemetery is directly associated with the founding and growth of both Salt Lake City and the Mormon Church and was "long known as the 'LDS' Cemetery because of its origin as the first burial ground for members of the Church of Jesus Christ of Latter-Day Saints, as well as for the large number of Mormon ecclesiastical leaders laid to rest in it" (HALS, 2007).

Sandstone WPA Walls
Source: HALS No. UT-2

Its layout follows the grid arrangement of the Plat of Zion design of early Mormon villages, with a nod to the rural cemetery movement in its expansive lawns, diverse arboretum and de facto status as an urban wildlife preserve. Historic gravestones by prominent stone carvers, a variety of stone walls and curbing, section markers, ornamental fencing and gates, historic concrete, and even the 1930s-40s galvanized, pop-in sprinkler system are among the many small-scale features that reveal the history of materials and workmanship used during its development, improvement and expansion since the first burial on the site in 1848.

Headstone of Gordon B Hinckley
15th President of the LDS Church
Source: deseretnews.com

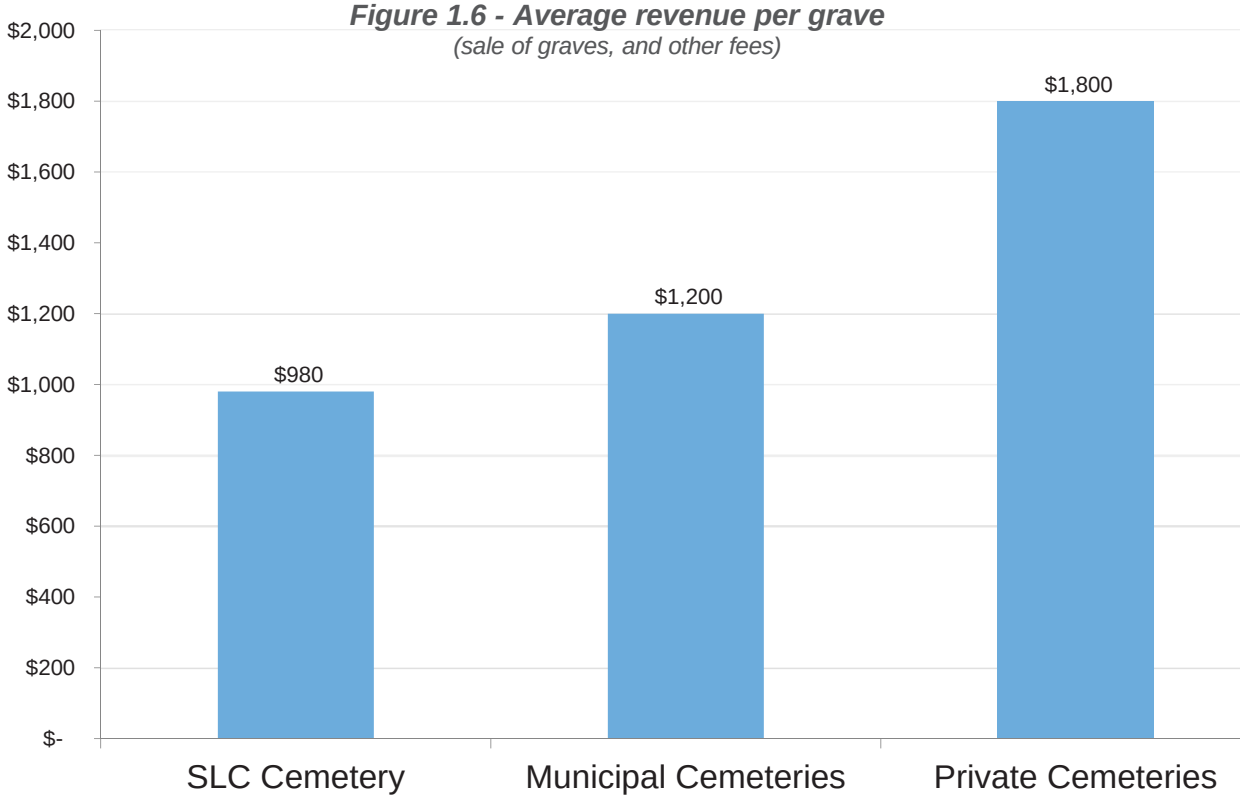
Financial Context

The Cemetery's current expenses are nearly double that of revenues. All revenue produced by the Cemetery (through the sale of graves, opening and closing of graves, and stone monitoring) is placed in the City general fund rather than being earmarked for Cemetery specific use. The Cemetery is allocated an operating budget from the City general fund, which covers ongoing operations and maintenance, but is insufficient to cover larger improvement costs such as the repair of roadways and walls.

While private cemeteries are required to establish a perpetual care fund, municipal cemeteries are not. The term "perpetual care" for cemeteries is typically defined as money set aside from the sale of each plot or niche that is held in a managed fund for the ongoing maintenance of a cemetery. Ideally, interest earned from this fund would provide for the ongoing maintenance and upkeep of the Cemetery into perpetuity. Similar to most other municipal cemeteries in the state, the Salt Lake City Cemetery does not have a dedicated perpetual care fund.

With only 900 burial rights left to sell, all revenue generated from the sale of burial rights will likely taper off by 2025. Future revenues will primarily be from the opening and closings of graves. Additionally, the Cemetery's revenue per grave (revenue from the sale of burial rights and opening and closing of the grave) is low compared to the average of other Utah cemeteries (see Figure 1.6). Each of these factors play a part in the Cemetery's current financial condition.

Figure 1.6 - Average revenue per grave
(sale of graves, and other fees)



Precedent Study of Cemetery Uses

In an effort to identify opportunities and ideas that may help address challenges facing the Salt Lake City Cemetery, multiple cemeteries across the country were studied based on their similarity in age, overall acreage, and number of burial sites. A comparison of various activities and uses at other cemeteries was documented as shown in Figure 1.7.

Though all of the activities listed may not be desired or determined appropriate by Cemetery managers and the public, it is important to gain an understanding of the broad range of activities that do take place at cemeteries across the country. Many of the activities documented could possibly be implemented at the Salt Lake City Cemetery with minimal impact to current operations, if desired.

Cinema in the Cemetery at Laurel Hill Cemetery
Source: laurelhill.com

Bike Tour at Laurel Hill Cemetery
Source: laurelhill.com

Birdwatching at Mt. Auburn Cemetery
Source: wbur.org

Figure 1.7 - Comparison of Documented Activities/Uses at other Cemeteries

Cemeteries	SLC Cemetery SLC, UT	Mt. Auburn Boston, MA	Laurel Hill Philadelphia, PA	Green-Wood Brooklyn, NY	Oakland Atlanta, GA	Evergreen Portland, ME	Forest Lawn Buffalo, NY	Oakwood Raleigh, NC
Established	1847	1831	1836	1838	1850	1855	1858	1867
Size (Acres)	120	175	78	478	48	140	269	190
Burial Plots	130,000	93,000	33,000	560,000	70,000	70,000	160,000	22,000
Site Amenities								
Gift Shop		✓	✓	✓	✓			
Chapel/Reception Center		✓		✓		✓	✓	
Greenhouse		✓			✓			
Interactive Kiosks		✓						
Visitor Center		✓			✓			✓
Natural								
Arboretum		✓			✓		✓	
Birding	✓	✓			✓	✓	✓	
Wildlife Corridor	✓	✓			✓			
Native Plantings	✓	✓						
Passive Recreation								
Dedicated Pedestrian Trails		✓	✓			✓	✓	
Jogging	✓		✓	✓	✓		✓	✓
Biking	✓		✓		✓		✓	✓
Lunar/Stargaizing		✓	✓			✓		✓
Events/Activities								
Wedding Ceremonies		✓	✓	✓	✓	✓	✓	
Business Meetings		✓			✓			
Various Clubs		✓						
Horticulture Workshops		✓						
Memory Walk		✓						
Friends of Cemetery		✓	✓		✓	✓	✓	✓
Books Published		✓						
Art Strolls/Art Fairs		✓	✓		✓		✓	✓
Wine Tasting		✓						
Beekeeping		✓		✓				✓
Historical Collections		✓					✓	
Genealogical Research		✓	✓				✓	
Car Shows			✓		✓			
Concerts			✓		✓		✓	
5K Races		✓	✓		✓			✓
Yoga			✓					✓
Trolley Rides				✓			✓	
Cinema/Movies		✓	✓					
Lecture Series		✓	✓		✓	✓	✓	
Musical/Plays/Pageants			✓	✓	✓		✓	
Tours								
Guided	✓	✓	✓		✓	✓	✓	✓
Self-guided	✓	✓	✓		✓	✓	✓	✓
Professional Photography								
Landscape Photography		✓	✓	✓	✓	✓	✓	✓
Wedding Photography		✓	✓	✓	✓	✓	✓	✓
Filming Documentaries		✓		✓			✓	

CHAPTER 2 - VISION AND GOALS

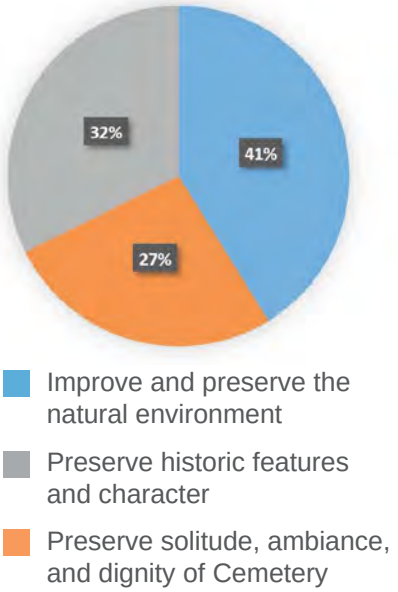
Master Plan Vision

As part of the planning process, the planning team used information gathered during the analysis and assessment phase, input from the community, and worked with City staff and stakeholder groups to develop the Master Plan Vision and identify master planning goals.

Community input helped to identify qualities and characteristics considered important and provided information related to the reasons and frequency of visits to the Cemetery. Three main themes emerged from the input received (see Figure 2.1). For detailed information related to the civic engagement process see Appendix J.

All of this information served as the basis for development of the Cemetery Master Plan Vision.

Figure 2.1 - Three Main Themes from Community Input



Master Plan Vision Statement:

Preserve and enhance the Salt Lake City Cemetery as an active Cemetery and public open space that invites the public to enjoy the Cemetery's historic, recreational, and natural resources.

Master Plan Goals

In conjunction with the development of the vision, goals were developed to address the three main purposes of the Master Plan (as outlined in Chapter 1 - Introduction). The goals were developed by the planning team with input from City staff and the stakeholder groups. The Master Planning Goals were presented at two public open houses (one held at Salt Lake City Main Library and one held at the Sweet Library in the Avenues) and posted on the Open City Hall. Community participants were asked to participate in a goal prioritization exercise. The responses were then tabulated to determine the goals identified as the highest priority (see Appendix J for the tabulated results).

The prioritization exercise provides a framework for the development of planning concepts and recommendations and can serve as a guide to the City as they make difficult decisions how to best use their limited resources for the Cemetery.

Once the prioritization exercise was completed, the Master Planning Goals were organized based on their relevance to the three planning purposes (see Figure 2.2 - Master Planning Purposes and Associated Goals).

Figure 2.2 - Master Planning Purposes and Associated Goals

***Bold** indicates high priority goals.*

Master Plan Purpose #1: Guide the preservation and management of the Cemetery	
Master Plan Goals	**Historic and Natural Resources**
	▪ **Preserve and enhance the natural resources in the Cemetery**
	▪ Manage the Cemetery with a reverent and respectful atmosphere for the loved ones of those buried there
	▪ Preserve the historic features, resources, and character
	▪ Develop an arboretum, continue to plant trees, and create interpretive information
	Infrastructure
	▪ **Create a comprehensive strategy to repair infrastructure, including roads and maintenance facilities**
	▪ **Incorporate sustainable maintenance practices, especially those that have the potential to reduce ongoing maintenance costs**
Master Plan Purpose #2: Expand access to and enhance appropriate uses of the Cemetery as a multi-use facility	
Master Plan Goals	**Public Access**
	▪ **Enhance and develop opportunities to explore the Cemetery through walking, jogging and cycling**
	▪ Create a welcoming and attractive space that can accommodate visitors by enhancing the area surrounding the Sexton Building
	▪ Increase opportunity for public use by providing new services and amenities
	▪ Make information about activities and resources more available to the public through digital and print media
	Community Stewardship
	▪ Expand the feeling of community ownership and stewardship
	▪ Work with community partners to identify opportunities and programs to highlight the rich history of the Cemetery
	Cemetery Services
	▪ **Develop opportunities to continue to provide burial and internment offerings**
Master Plan Purpose #3: Address the future financial sustainability of the Cemetery	
MP Goals	**Financial strategies**
	▪ Decrease dependence on the City's general fund by developing strategies to increase revenue-generating potential from other sources

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CHAPTER 3 - PRESERVATION AND MANAGEMENT

Master Plan Purpose #1: Guide the preservation and management of the Cemetery	
Master Plan Goals	**Historic and Natural Resources**
	▪ **Preserve and enhance the natural resources in the Cemetery**
	▪ Manage the Cemetery with a reverent and respectful atmosphere for the loved ones of those buried there
	▪ Preserve the historic features, resources and character
	▪ Develop an arboretum, continue to plant trees, and create interpretive information
	Infrastructure
	▪ **Create a comprehensive strategy to repair infrastructure, including roads and maintenance facilities**
	▪ **Incorporate sustainable maintenance practices, especially those that have the potential to reduce ongoing maintenance costs**

***Bold** indicates high priority goals.*

The Salt Lake City Cemetery plays an important role in the City's open space network and offers multiple opportunities for enjoyment and passive recreation. It is also an important cultural and historic resource to the community. One of the main purposes of this Master Plan is to develop strategies and provide recommendations that will guide preservation and management of the Cemetery site.

To accomplish this master planning purpose and the associated goals, recommendations have been developed for the following:

Historic and Natural Resources:

- Historic Resources
- Trees and Vegetation

Infrastructure:

- Deferred Maintenance Needs
- Screen Headstone and Soils Storage Area
- Sustainability
- Emergency Preparedness

Historic Resources

The Salt Lake City Cemetery is a highly significant historic resource that has the potential to produce revenue through enhanced visitor services and partnership with a non-profit friends group. The Cemetery's significance and integrity make it eligible for the National Register of Historic Places. Objections to National Register listing typically result from a misconception that locally imposed restrictions on historic properties result from National Register listing. In reality, the National Register of Historic Places is a recognition program that does not restrict the use, alteration, or demotion of historic properties.

Listing could bring the following benefits to the Salt Lake City Cemetery:

- Serve as a catalyst for community interest and support
- Give credibility to the City's efforts to preserve it
- Raise awareness of the opportunities and challenges of preservation
- Leverage resources for preservation planning and implementation
- Be used as a marketing tool to educate citizens and engage them in funding, respectful use, and interpretation and preservation projects
- Prompt the founding of a non-profit friends group

There is likely enough information available from the studies and reports that have been done on the Cemetery within the last decade to prepare a nomination to the National Register. However, the historic resources in the Cemetery still need to be fully inventoried and assessed as a first step toward the preparation of Preservation Management Plan (PMP). These resources should be stabilized and maintained until treatment plans are in place. Methods used for their stabilization and maintenance should be reversible so as not to compromise their significance and integrity. Any time there are undertakings for improvements in the Cemetery, appropriate qualified professionals, such as landscape historians, archaeologists, or historical architects, should be hired to document the existing condition of historic resources and to make recommendation to avoid or mitigate adverse effects that would compromise their integrity.

The following planning and management recommendations should be implemented as part of the master planning process, with the intended outcome being the completion of a comprehensive Preservation Management Plan. Qualified professionals will need to perform the services outlined in the recommendations. Even if City staff is qualified, the time needed to complete them will likely dictate that consultants be hired.

RECOMMENDATIONS:

- Protect or stabilize damaged gravestones with reversible methods until treatment plans for their restoration or repair are ready. Consult with gravestone restoration experts on appropriate methods.
- Nominate the Cemetery to the National Register of Historic places.
- Prepare a comprehensive Preservation Management Plan using the amended Historic American Landscape Survey (HALS) or the Cultural Landscape Report (CLR) and the

Historic Structures Reports (HSRs). The Plan should include the following components:

- Inventories and assessments of the historic buildings, structures and landscape features.
    - Complete the inventory and assessment of large-scale and small-scale historic landscape features, including hand carved gravestones and monuments. The method for doing this could be to amend the initial HALS or to complete a Cultural Landscape Report (CLR). This task could be completed individually and later included as part of the PMP.
    - Complete the inventory and assessment of historic buildings and structures. This could be done by preparing Historic Structures Reports (HSR) for each building and structure. This task could be completed individually and later included as part of the PMP.
- Period Plans. These will help guide decisions on how treatments are determined and carried out.
    - Prepare Period Plans showing significant growth and changes in the Cemetery over time. These could be amendments to the initial HALS or be part of a CLR. This task could be completed individually and later included as part of the PMP.
- Treatments for specific types of historic landscape features using guidance in Preservation Brief 36: Guidelines for the Treatment of Cultural Landscapes.
- Policies and procedures for handling broken gravestones and loose fragments of markers, (i.e. where to store them and for how long; how to notify plot owners of needed repairs; how to fund repairs when no owner can be found).
- Treatments for historic buildings and structures using the Secretary of the Interior's Standards for the Treatment of Historic Properties.
- A Maintenance Plan for all historic resources with a detailed calendar of annual and preventive maintenance, and a timeline for the implementation of preservation treatments, showing budget line items and unit costs.
- Bibliography of resources for managing historic cemeteries, including consultants and government agencies such as the National Center for Preservation Technology and Training (NCPTT).

- Conduct historic documentation and investigation as a part of every Cemetery project.
- The goal should be to maintain the historic integrity of the Cemetery. If a change is to be made, there should first be documentation of the historic condition.

COST CONSIDERATIONS: Estimated costs are provided assuming consultants are hired to perform the work.

Estimated Cost - Nomination to National Register of Historic Place: $10,000–$30,000. Low end costs assume information needed is available and would just need to be gathered and assembled.

Estimated Cost - Preservation Management Plan: $125,000

Trees and Vegetation

The mature trees and plantings at the Cemetery are an important part of the character and beauty of the Cemetery site. Roughly 3,000 total trees of forty-two different species provide interest to the landscape, shade to visitors, and habitat to wildlife. The Cemetery forest is made up of roughly 64% evergreen and 36% deciduous trees. Evergreen trees play an important part in the character and feel of the Cemetery and provide habitat and shelter to birds and other wildlife that have become a valued community resource. Maintaining a similar ratio of evergreen to deciduous trees is recommended.

Salt Lake City Cemetery Trees
Source: Cemetery Planning Team

The majority of the trees are planted along edges of the roadways creating beautiful allees with a calming and peaceful feel. Some trees are sprinkled throughout burial sections but Cemetery operations and maintenance challenges limit planting in these areas. The Cemetery forest should be carefully managed to preserve this important part of the City's urban forest, maintain the beauty and character of the Cemetery, and continue providing habitat for wildlife.

COST CONSIDERATIONS: Tree and planting recommendations can likely be implemented over time with minimal impacts to current budgets.

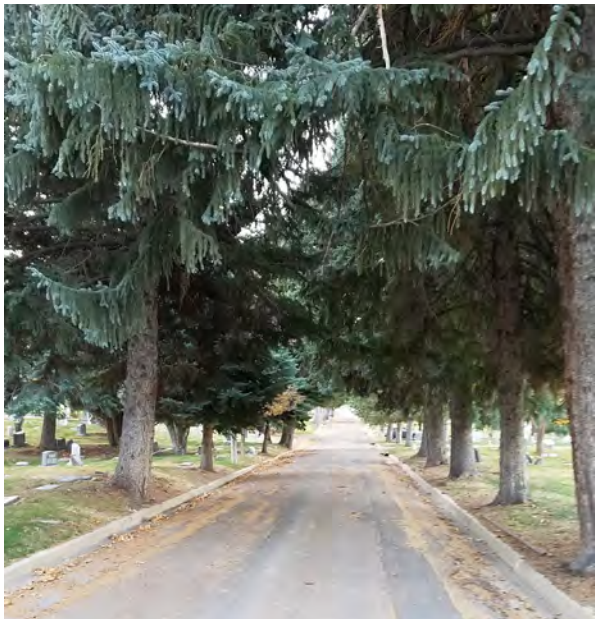
Establishment of Arboretum: The cost to establish an Arboretum at the Cemetery will vary widely depending on the number of plants mapped and labeled and whether this work is contracted out our self performed by the City. It is likely that the City, volunteers, or other partners could perform much of the necessary work. However, if the work is contracted out, an initial budget estimate of $10,000 ($5,000 for mapping noteworthy trees and $5,000 for plant name plates and labeling) will go a long way toward establishment. This assumes purchase and labeling of approximately 250 plant name plates ($20 each for purchase and installation). Cost for mapping noteworthy trees is based on 50 hours of research and mapping time at a private consulting rate of $100 an hour.

RECOMMENDATIONS:

- Tree and planting matters should continue to be addressed as a joint effort between the Cemetery and Urban Forestry divisions.
- Develop the Cemetery as an arboretum
    - Manage tree planting to maximize its potential as an arboretum by increasing the plant diversity over time as new trees are planted and aging trees are replaced. This should be done through continued cooperation with Urban Forestry.
    - Conduct a detailed tree investigation to identify "Significant Trees" (significance may be due to species, age, size, historical significance, rarity, or other noteworthy characteristics).
    - Using information from the tree investigation, develop a "Trees of the Cemetery" map and tour.

- Consider identifying and labeling significant tree species/varieties
- Both mapping and plant labeling could be done by volunteers or in partnership with local universities.

- Maintain the current evergreen to deciduous tree ratio (64% evergreen to 36% deciduous) to maintain wildlife habitat and shelter and preserve the character and feel of the Cemetery.
- Manage Cemetery Tree Plantings to allow for dead and dying trees in place (as long as safety can be maintained) to provide additional wildlife habitat.
  - Allow dead and dying trees to remain in place (as long as safety can be maintained) to provide additional wildlife habitat.
  - Dead and dying trees should be pruned to remove unsafe limbs and branches while leaving those parts of the tree that are structurally sound and pose no public safety hazards.
- As trees are removed or replaced the following recommendations should be considered:
  - When trees are removed, work with Urban Forestry to replace and diversify the Cemetery Forest.
  - Maintain a similar level of Cemetery tree canopy as currently exists (in terms of quantity, density, and age distribution of plantings).
  - As a minimum, maintain the current quantity of trees at the Cemetery. Replace trees on a minimum 1:1 ratio (trees don't have to be replaced in the same location but if a tree is removed, a new tree should be planted).
  - Where possible, keep tree allees and plan transition and replacement planting to minimize impact of removal of large mature trees along the roadways.
  - Maintain the natural vegetation corridors



Salt Lake City Cemetery Evergreen Tree Allee
Source: Cemetery Planning Team

Salt Lake City Cemetery Natural Vegetative Corridor
Source: Cemetery Planning Team

(important for wildlife) and enhance with understory plantings that will be beneficial to wildlife (such as fruiting plants for birds, blooming plants for bees, hummingbirds, and butterflies, and food sources for deer such as oaks, or shrubs that are important deer browse).

- Careful consideration should be given to avoid blocking prominent views.
- Tree planting should typically be concentrated in the areas along roadways (where space allows between roadway edge and grave sites).
- Trees located within burial sections are difficult to maintain and pose challenges to Cemetery operations and maintenance. As a general rule, as necessitated due to operational conflicts or age, trees located in burial sections will be removed and will not be replaced within burial sections. However, under careful consideration, some tree plantings could and should be located within burial sections.
- Tree and plant species and varieties should be approved by the Urban Forester and the Cemetery Sexton.

Trees That Should Not Be Planted:

- Russian Olive (Existing mature trees can remain but new succors or saplings should be immediately removed.)
- Tree of Heaven (Existing mature trees can remain but new succors or saplings should be immediately removed.)
- All Varieties of Ash (due to Emerald Ash Bore, no new Ash varieties should be planted. Existing ash trees can remain and new volunteer saplings in appropriate areas can remain)
- Norway Maple
- Siberian Elm

Trees That Should Only Be Planted in Special Circumstances:

- Cottonwood varieties

Trees That Should be Eradicated:
(Existing mature trees can remain but new saplings or succors should be immediately removed)

- Tree of Heaven
- Russian Olive
- Siberian Elm

Deferred Maintenance Needs

Ongoing maintenance and upkeep for Cemetery infrastructure (roads, walls, maintenance buildings, irrigation systems) poses a challenge for nearly every aging cemetery. The Salt Lake City Cemetery is certainly no exception and is facing a long list of deferred maintenance needs. The Master Plan goal to "*Create a comprehensive strategy to repair Cemetery infrastructure including roads and maintenance facilities"* was scored as the second highest priority among the seventeen master plan goals. This section of the Master Plan identifies the Cemetery's deferred maintenance needs and provides recommendations to address them.

List of Cemetery's deferred maintenance needs

- Repair roadways and storm drainage
- Repair walls and fences
- Replace antiquated phone system
- Update eastern half of Cemetery irrigation system
- Repair or replace gates
- Replace outdated and aging Maintenance Facilities
- Sexton Building interior repair/restoration
- Repair plat, block and lot markers within the Cemetery burial areas

Roadway and Storm Drainage Improvements

Maintenance and repair of the Cemetery roadways is one the largest challenges currently facing the Cemetery. With 7.9 miles of roads and an estimated $12.5 million dollars in repairs, it is unlikely that the roadways can be repaired as a single project. Two strategies were identified to address these challenges:

1. Develop roadway and drainage repair plans to identify and prioritize repairs into smaller projects
2. Restrict vehicle access on low priority roadways to minimize the intensity of the use, extend the life of the roadways, reduce the necessity of needed repairs, and reduce maintenance

Storm drainage analysis related to the Cemetery roadways was also addressed with the roadway analysis (see Appendix D) and should be addressed with the repair and replacement of Cemetery roadways.

Roadway Repair Priority

Cemetery roadways were prioritized for repair based on the following characteristics:

- Roads more frequently used for public and maintenance vehicular circulation were prioritized over secondary or tertiary roads.
- Roads that also serve as main routes as outlined on the Pedestrian and Bicycle Improvements Plan were given higher priority.

- Roads in poor condition were prioritized over those in fair or average condition (see Appendix D for detailed Cemetery Roadway Condition Analysis).
- Road width was given some consideration but only to the extent that wider roads tend to be primary circulation routes with narrow roads generally being tertiary circulation routes.
- Total roadway length within a priority category was considered in an effort to separate roadways into projects that would be of a more manageable size from a funding standpoint.

Roads are prioritized as follows: (See Roadway Improvements Plan, Figure 3.1)

Priority	Length (miles)	Square Feet	Estimated Cost
1a	1.3	139,000	$ 2,400,000
1b	1.3	132,000	$ 2,200,000
2a	1.2	109,000	$ 1,800,000
2b	1.1	119,000	$ 2,000,000
3	1.9	170,000	$ 2,900,000
4	1.1	71,000	$ 1,200,000
Totals	**7.9**	**740,000**	**$ 12,500,000**

**Square footages are approximate and differ due to the wide variety of roadway widths throughout the Cemetery.*

COST CONSIDERATIONS

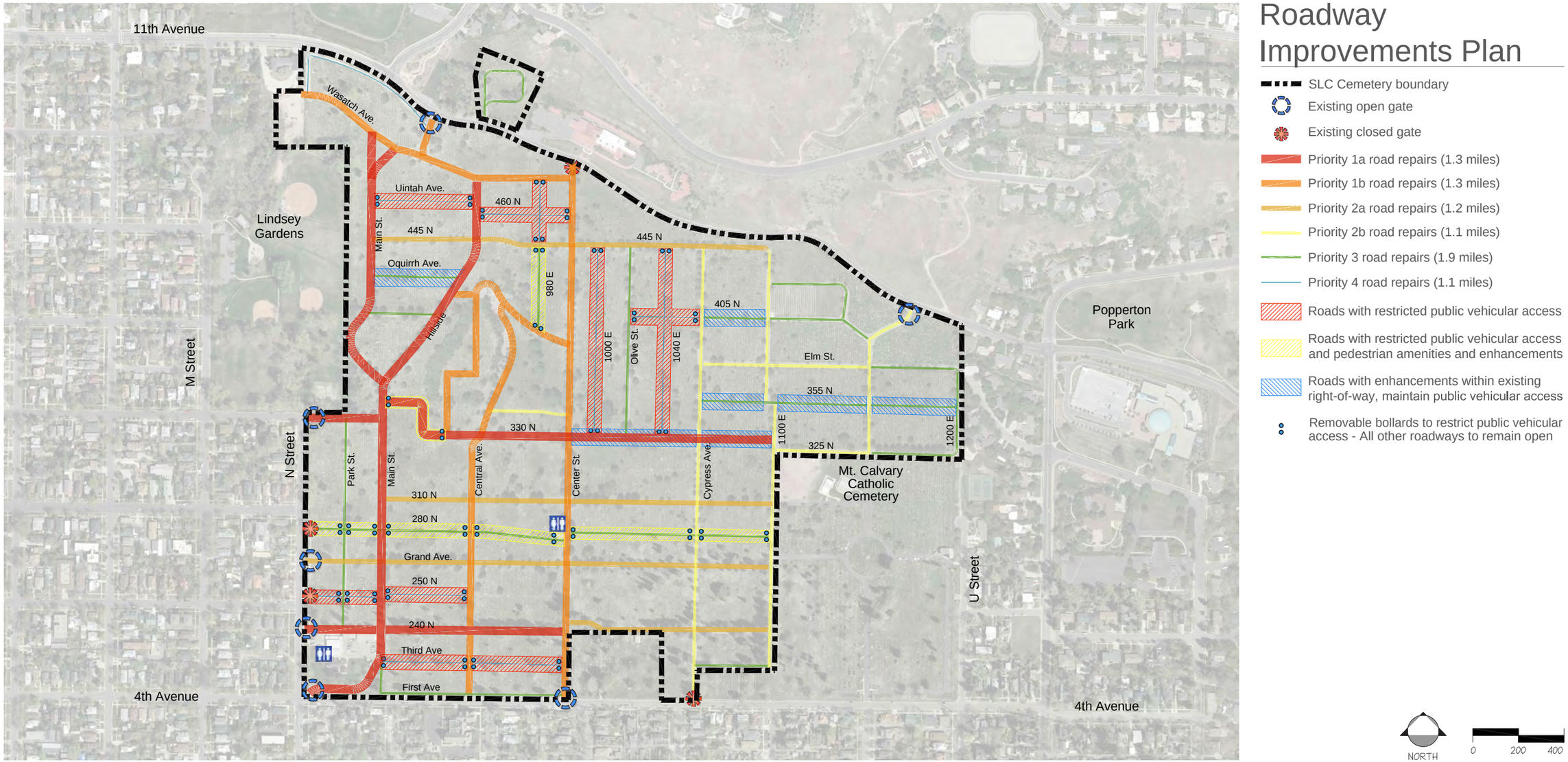
See Appendix B for more detailed information on the estimated costs. Estimated cost includes demolition, new asphalt and base course, curb and gutter (or 18" concrete edge), and storm drainage improvements as illustrated in the Storm Drainage Improvements Plan.

Storm Drainage

Storm drainage conditions related to the Cemetery roadways was assessed in conjunction with roadways (see ESI Engineering Streets Inventory in Appendix D) and should be addressed with the repair and replacement of Cemetery roadways. The Storm Drainage Improvements Plan (see Figure 3.2) illustrates recommended drainage improvements.

11th Avenue Storm Drainage - One of the greatest storm drainage problems at the Cemetery is related to storm water along 11th Avenue. In addition to storm drainage ponding against the WPA sandstone walls, much of the storm water from 11th Avenue drains into the Cemetery at the Center Street entrance and flows down Center Street to 4th Avenue (roughly 230 feet of vertical drop and 2,350 linear feet of distance). Because of the steep slopes, storm events can result in large amounts of water traveling at high velocity through the Cemetery site. Correcting the drainage issues along 11th Avenue is essential to the preservation of the WPA sandstone walls and will minimize or eliminate the drainage challenges the Cemetery deals with as a result of the poor drainage along 11th Avenue. Since the Cemetery property ends at the WPA walls, other City departments (Public Utilities and Transportation) will need to address this problem.

Figure 3.1 - Roadway Improvements Plan



Roadway Improvements Plan

- SLC Cemetery boundary
- Existing open gate
- Existing closed gate
- Priority 1a road repairs (1.3 miles)
- Priority 1b road repairs (1.3 miles)
- Priority 2a road repairs (1.2 miles)
- Priority 2b road repairs (1.1 miles)
- Priority 3 road repairs (1.9 miles)
- Priority 4 road repairs (1.1 miles)
- Roads with restricted public vehicular access
- Roads with restricted public vehicular access and pedestrian amenities and enhancements
- Roads with enhancements within existing right-of-way, maintain public vehicular access
- Removable bollards to restrict public vehicular access - All other roadways to remain open

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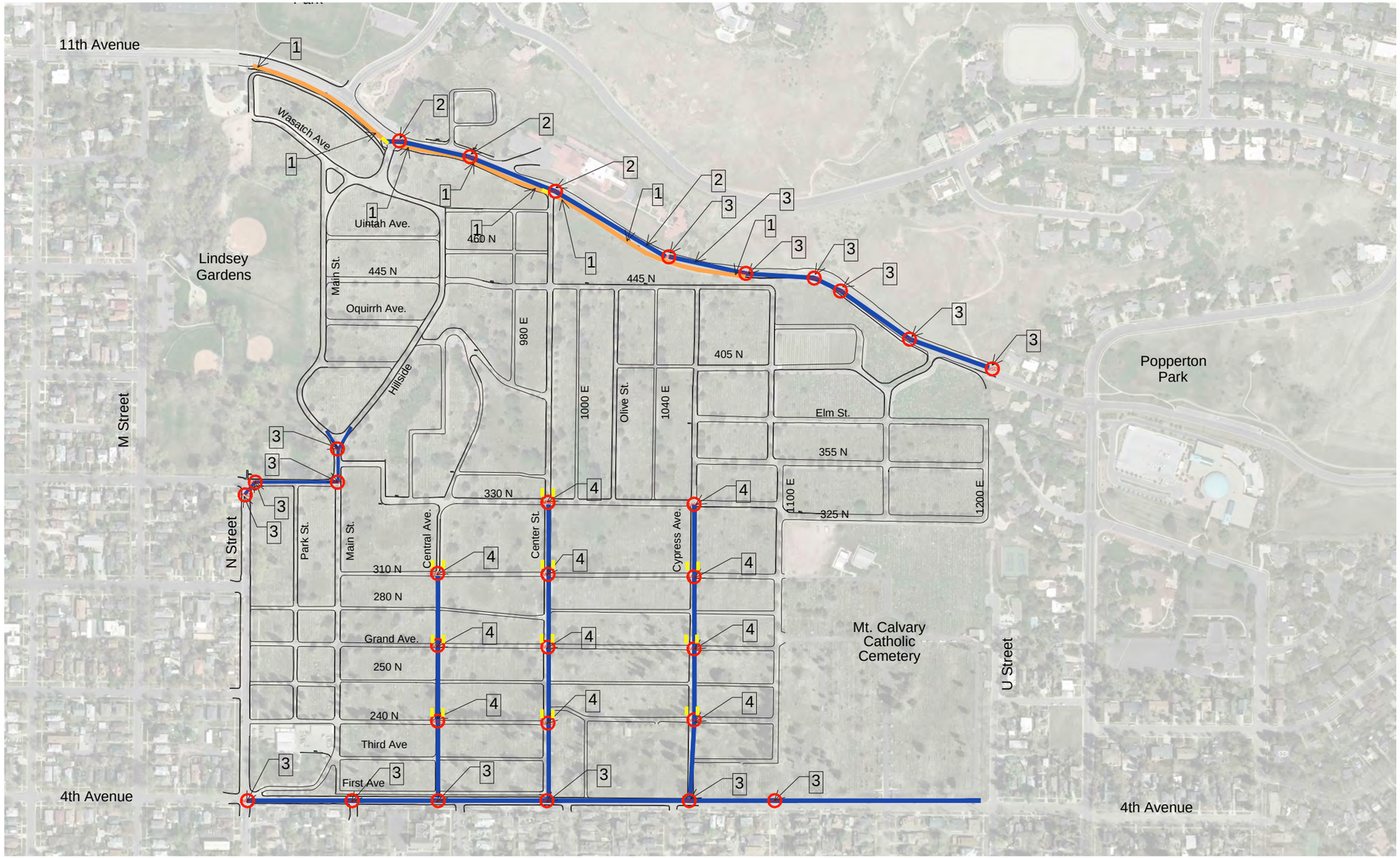
Figure 3.2 - Storm Drainage Improvements Plan



Storm Drainage Improvements Plan

- Storm drain lines
- Catch basin
- Storm drain manhole and line
- New curb and gutter along 11th Ave.

1. New curb and gutter along 11th. This was not part of the master plan budget as this project would be part of slc roadway improvements budget.
2. New storm drain and manholes in 11th. This was not part of the master plan budget as this project would be part of slc roadway improvements budget.
3. Existing storm drain and manholes.
4. New storm drain, manholes, and catch basins. These improvements were included in the master plan prices for the roadway reconstructions.

General Notes

Information shown is for master planning only. Detailed design information will be needed for each project.

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ROADWAY RECOMMENDATIONS:

- Roadways should be reconstructed with 3” asphalt over 8” compacted base course.
- If curb and gutter exists on roadways, new curb and gutter should be constructed as part of roadway work.
- If existing roadways do not have curb and gutter then roadway should be constructed with 18” wide flush concrete edge.
- Roadways will need to be re-constructed to the existing width to avoid disturbance to graves.
- Irrigation renovations east of Center Street will require installation of piping in roadways. Coordinate projects as possible to minimize cutting of new roads for irrigation installation.
- Tree planting should be coordinated with roadway improvement projects to avoid damage to newly planted trees.

DRAINAGE RECOMMENDATIONS:

- Construct recommended storm drainage improvements as part of roadway repairs and replacement (see Storm Drainage Improvements Plan, Figure 3.2).
- Add curb and gutter along 11th Avenue and slope grade away from WPA walls to keep storm water from collecting at the base of the wall.
- Improve 11th Avenue Storm Drainage system to eliminate ponding and reduce or eliminate storm water that enters the Cemetery site. Responsibility for this project lies with other City departments and not the Cemetery, as the Cemetery property ends at the WPA walls (it is mentioned here because it significantly impacts Cemetery resources and infrastructure).
- Green infrastructure solutions should be considered and incorporated where possible for future drainage projects.

Existing roadway at Salt Lake City Cemetery
Source: Cemetery Planning Team

Restricting Public Vehicular Access

As indicated on the Roadway Improvements Plan (Figure 3.1, shown previously), a number of roads have been identified as having restricted access. All but one of the priority 4 roads are identified as having restricted public vehicular access while a third of the length of the priority 3 roads are identified as having restricted access. Some of these roadways have also been identified to be enhanced by adding pedestrian amenities such as benches and ornamental plantings. These are roads that offer great views or have sections that correlate with the Pedestrian and Bicycle Improvements Plan.

Removable Bollard Example
Source: reliance-foundry.com

Restricting vehicular access is being proposed as an effort to minimize wear and tear, extend the useful life of the roadways, and minimize maintenance costs (reduce need for snow plowing and repairs), while still maintaining the road network for pedestrians, cyclists, and maintenance personnel. This can be accomplished by installing removable bollards at each access point of the identified roadways. Removable bollards will restrict vehicular access while still providing pedestrian and bicycle access. It will also give Cemetery personnel flexibility to use the roadways as needed for ongoing operations and maintenance, such as opening and closing of graves. In addition, the access could be opened for high traffic events such as Memorial Day or high profile memorial services.

Bollards should be installed according to the following general guidelines:

- Restricted access roads are between 12'–18' wide
- Bollards should be installed at each intersection on restricted access roads
- Bollards should be offset a minimum 10 feet from edge of the intersecting road
- Bollards should be spaced a maximum of 6 feet on center
- Roads less than 15' wide shall have two bollards offset 3' on either side of the road center line (see Figure 3.3)
- Roads 15'–18' wide shall have three bollards with one centered in the road and two offset 6 feet to each side (see Figure 3.4)

COST CONSIDERATIONS:

Estimated cost to install removable bollards at 36 locations - $163,000. See Appendix B for more detailed information on the estimated costs.

An estimated $44,000 could be saved if the City is able to self-perform bollard installation ($20,000 by eliminating need for Design and Engineering Fees and $24,000 savings of contractor general conditions, profit and overhead, and bonding costs).

RECOMMENDATIONS:

- Install removable bollards according to the above stated guidelines in the locations indicated on the Road Improvement Plan.
- It is recommended that all bollards be installed as a single project to minimize further deterioration of roadways rather than phasing installation over multiple years.
- Bollard used as basis of design for estimated costs is Urban Accessories model “Memphis Rem/Lock”.
- Bollards should be ornamental and reflective of the character of the Cemetery.

Figure 3.3 - Restricted Access Road Section - 2 Removable Bollards

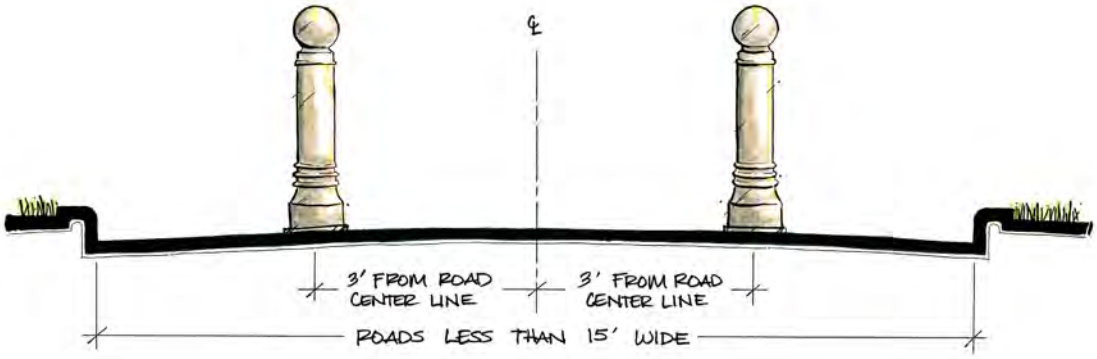
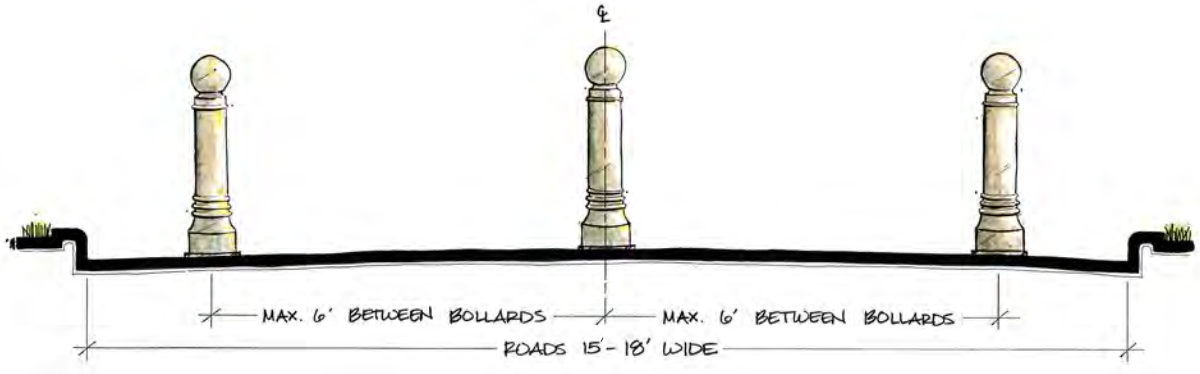


Figure 3.4 - Restricted Access Road Section - 3 Removable Bollards



Walls and Fences

Cobble Wall along 445 North
Source: Cemetery Planning Team

The Cemetery has many free-standing and retaining walls across the site. While some are simple concrete walls serving the functional needs of retaining soil and burial areas, others are stone and cobble and have decorative and historic value. The sandstone walls built by the WPA are the most notable. Portions of the WPA walls have fallen into disrepair and need to be repaired and restored. The City has undertaken repair projects recently on the sandstone WPA wall along 11th Avenue and the cobblestone wall along 405 North Street but repair of these historic walls has proven to be more extensive and costly than initially thought. Repairs on the WPA wall along 11th Avenue included repairs to the north side of the wall and the cap as well as crucial structural repairs on the south side of the wall. This project also included treatment with a water repellent sealer. It is likely an additional $1,000,000 will be needed to finish the repair on the WPA walls alone. In addition, there are many more walls that need maintenance and repair work done.

COST CONSIDERATIONS

Total wall/fence repair estimated cost - $1,500,000. See Figure 3.5 for estimated cost per wall/fence. See Appendix B for detailed estimates for the individual walls/fences.

Note on Estimated Costs: Estimated costs are an educated guess based on current analysis but could vary significantly due to the wide variability of wall conditions and repair needs as well as construction methods of the historic walls (especially stone walls). Due to the limited number of similar projects, there is not widespread cost data to rely on. It is also unlikely that the full extent of wall repair needs can be fully understood until repair work begins and masons are able to look at the interior of the walls and evaluate their structural integrity.

GENERAL WALL RECOMMENDATIONS:

- Each wall should be evaluated for its historic character and value and repaired accordingly.
- Stone walls should be repaired to visually match existing walls.
- Consider creating a pre-qualified pool of Historic Masons to do stone wall masonry work and ongoing repairs and maintenance.
- Due to the specialized expertise required for repair of the historic stone walls, consider working directly with Historic Masons and other appropriate contractors to begin wall repair work rather than contracting with design consultants to conduct detailed analysis and documents for bidding purposes. Contracting additional design studies or inventories will add cost, delay the process of repairs, and only provides a snapshot of wall conditions (as they will continue to deteriorate).
- It is recommended that shorter sections of walls be completely repaired rather than making basic repairs along the entire length of walls. Fully repaired wall sections will last much longer whereas basic repairs will only serve as a band-aid and will require additional repair work within one to two years.
- See Figure 3.5 for individual wall recommendations.

Figure 3.5 - Individual Wall Recommendations (listed in order of priority)

Priority	Wall/Fence Location	Recommendations	Estimated Cost
1	WPA Walls (along 11th Ave)	▪ Wall is currently being repaired, including the application of appropriately specified, non-film-forming, penetrating and highly breathable water repellent to all exposed wall surfaces. Water repellent treatment should be reapplied every 5-7 years. ▪ Work with appropriate city departments to add curb and gutter and other drainage improvements along 11th Ave (cost not included).	$1,000,000
2	Cobble Wall (405/415 North Hillside Avenue to 980 East)	▪ Repair section of wall from 930 East to Hillside Avenue. ▪ Repair / replace intermittent missing stones. ▪ Work directly with a historic mason to evaluate, determine, and as approved, perform specific repairs.	$61,000
3	N Street Ornamental Fence	▪ Replace concrete columns and refinish and repair ornamental iron as outlined in MJSA Historic Landscape Elements Report	$107,000
4	Cobble Wall (north and east side of 355 North to Hillside)	▪ Replace cap along shorter section of wall east of Hillside Ave. ▪ Repair / replace intermittent missing stones. ▪ Work directly with a historic mason to evaluate, determine, and as approved, perform specific repairs.	$43,000
5	Cobble Wall (south side of 330 North)	▪ Repair / replace intermittent missing stones. ▪ Perform a detailed assessment of wall condition (by a historic mason) ▪ Work directly with a historic mason to evaluate, determine, and as approved, perform specific repairs.	$10,000
6	Cobble Wall (445 North Center St. to 1100 East and 980 East toward Hillside)	▪ Replace wall caps (initial estimate is that 50% of wall cap length needs repair). ▪ Repair / replace intermittent missing stones. ▪ Work directly with a historic mason to evaluate, determine, and as approved, perform specific repairs.	$109,000
7	Concrete Wall (330 North and Central Avenue)	▪ Wall only requires minor repairs ▪ Concrete stair case is crumbling, is a safety risk and should be replaced	$12,000
8	Stone Wall along North Plat	▪ Wall only requires minor repairs (however, it is exposed to moisture due to location along 11th Ave) ▪ Perform a detailed assessment of wall condition (by a historic mason) ▪ Work directly with a historic mason to evaluate, determine, and as approved, perform specific repairs.	$18,000
9	Concrete Wall (1100 East/325 North)	▪ Replace wall as it has a number of major cracks (however, it is not an immediate structural concern). ▪ Adjacent trees may have to be removed to replace the wall	$13,000
10	Ornamental Iron Fence (west of Cypress Ave on 4th Ave)	▪ Repair / replace bent or broken sections to match existing ornamental iron fence	$15,000
11	Cobble Wall (west side of Central Avenue)	▪ Wall is in good condition and needs only minor repairs ▪ Work directly with a historic mason to evaluate, determine, and as approved, perform specific repairs.	$55,000
12	Concrete wall (north side of 330 North)	▪ Wall is in good condition, but does not match adjacent wall sections ▪ Replace section of concrete wall with Cobble wall to match the adjacent sections	$30,000
13	Walls at Maintenance Building/ Facilities (6 individual walls)	▪ Repair walls if they become a health/safety concern - otherwise wait and address walls at time of Sexton/Maintenance Area redevelopment	$22,000 (Total for all 6 walls)
14	Concrete Wall (1060 E/325 N)	▪ Wall is in good condition. Minor repairs needed.	$5,000
15	Concrete Walls (entry to Cypress Ave at 4th Avenue)	▪ No repairs needed at this time	N/A

See Figure 3.6 - Wall and Fence Location Map

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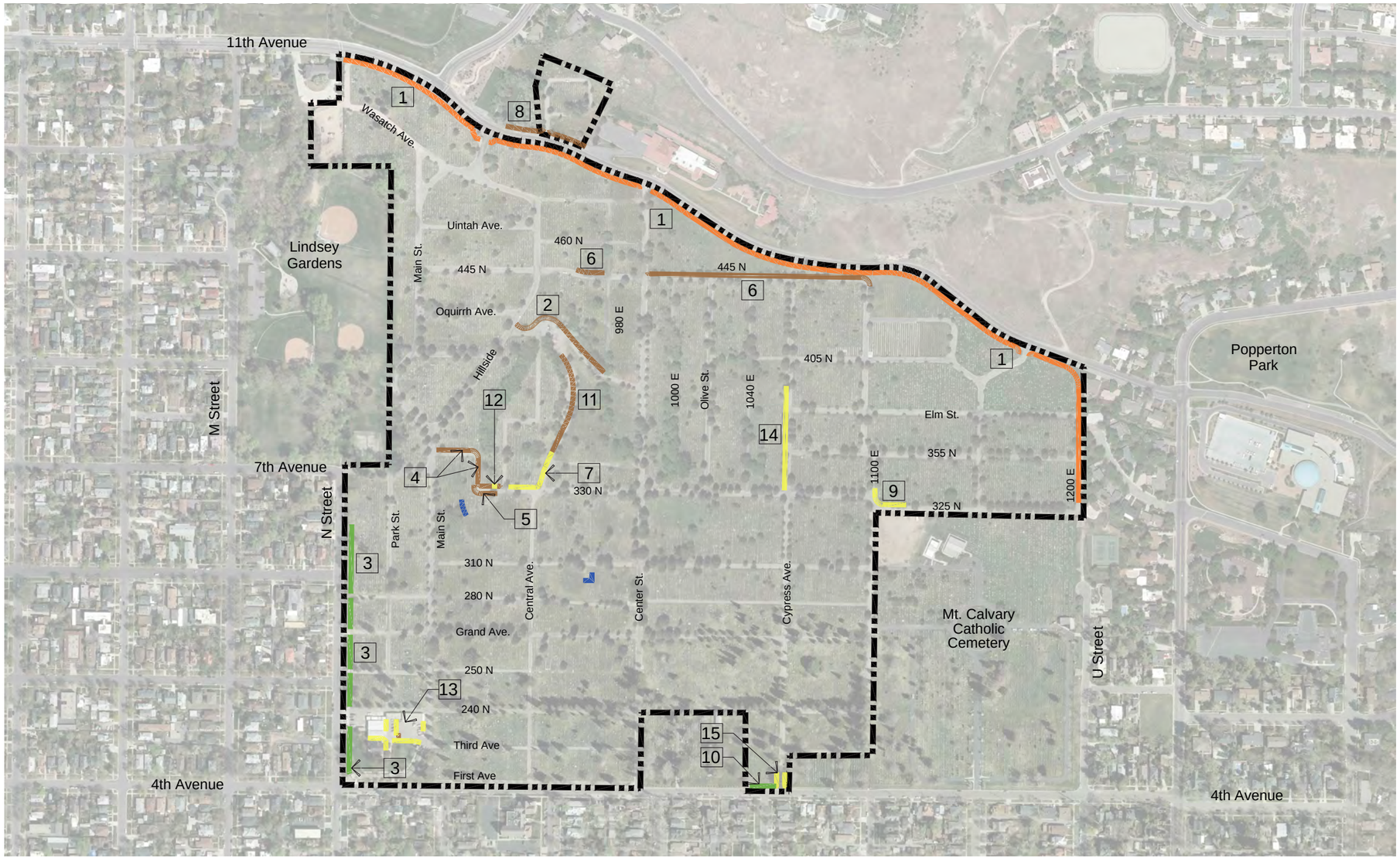
Figure 3.6 - Wall and Fence Location Map



Wall and Fence Location Map

- SLC Cemetery Boundary
- Reinforced Concrete
- Stacked Masonry (within burial sections)
- Sand Stone (WPA Walls)
- River Rock with Mortar
- Ornamental Fences
- 1 Wall Priority Identifier

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Replace Phone System

The phone system for the Sexton Building and Maintenance Facilities is outdated and in need of an upgrade. The Cemetery received an estimated cost to upgrade the phone system but has not received funding to complete this work.

COST CONSIDERATIONS

Estimated Cost - $15,000. Costs were estimated based on bids received by the Cemetery last year with appropriate escalation added.

RECOMMENDATIONS:

- Replace phone system for Sexton and Maintenance Buildings

Irrigation

The Cemetery irrigation system is essential to maintaining the beautiful and respectful atmosphere expected by the public and required by the Cemetery's perpetual care contracts. The west portion of the Cemetery was upgraded in 2013 with new polyethylene piping, valves, heads and control wiring. New control wiring was also installed to the east portion of the Cemetery at that time to enable the entire Cemetery to be centrally controlled. The east section of the Cemetery was last upgraded in the 1980's. This portion of the system is constructed with PVC piping and given the heavy use and ongoing disturbance activities of the Cemetery, has an expected useful life of 20–25 years. In general, as irrigation systems age beyond 25 years they tend to experience more frequent breakdowns, components become obsolete, and finding replacement parts may be more difficult. Currently, there are no major issues with the irrigation system other than normal repairs and maintenance. However, this portion of the Cemetery is essentially running on borrowed time and should be considered a high priority for upgrade. Irrigation heads do not require replacement as these have been upgraded and replaced as part of ongoing maintenance and operations.

COST CONSIDERATIONS

Estimated Cost - $1,600,000.

Costs were based on comparisons of other similar projects as well as irrigation upgrade work completed at the Cemetery in 2013.

RECOMMENDATIONS:

- Coordinate upgrades with roadway repairs to avoid cutting into newly reconstructed roads.
- Upgrade east section of Cemetery irrigation system by replacing irrigation mainlines, control wiring, and control valves.
- Irrigation zones including lateral piping and irrigation heads are not recommended for replacement. Cemetery staff believes the piping is in relatively good condition and the difficulty of running new piping through burial areas is likely to be very challenging.
- Consider using polyethylene piping due to its longer life and consistency in matching the west side irrigation system.

Entry Gates

Each of the vehicular access points are gated but vary in type and condition. Many are in poor condition and disrepair. The Main Entry Gate, located on the corner of 4th Avenue and N Street, provides significant historic character and value to the Cemetery and should be maintained and preserved. Ten additional gates control access to the Cemetery, the majority of which are open and actively used. Four of the gates are normally kept closed to discourage through traffic. Restoring/repairing entry gates will enhance the overall the aesthetics of the cemetery.

Closed Gate at 11th Ave
Source: Cemetery Planning Team

COST CONSIDERATIONS

Estimated Cost - $100,000 for replacement of eight gates ($12,500 per gate). Estimated costs include demolition of gates and posts, new powder coated metal gates and posts, estimate contingency, and design/engineering fees. The costs to convert three gates to pedestrian and bicycle access points are included as part of the Pedestrian and Bicycle Improvements.

RECOMMENDATIONS:

Gate Location	Recommendations
Historic Entry Gate (Corner of 4th Avenue & N Street)	Gate is an important historic feature of the Cemetery. Currently in good condition. Preserve and Maintain.
N Street/240 North	Replace with new posts and metal gate arms, painted with color to complement the character of the Cemetery.
N Street/250 North	Replace with new posts and metal gate arms, painted with color to complement the character of the Cemetery.
N Street/Grand Avenue	Replace with new posts and metal gate arms, painted with color to complement the character of the Cemetery.
N Street/280 North	Eliminate gate and convert into a Pedestrian and Bicycle Access Point by installing removable bollards.
N Street/7th Avenue (near Lindsey Gardens)	Replace with new posts and metal gate arms, painted with color to complement the character of the Cemetery.
11th Ave/920 East (WPA Wall)	Replace with new posts and metal gate arms, painted with color to complement the character of the Cemetery.
11 Avenue/Center Street	Eliminate gate and convert into a Pedestrian and Bicycle Access Point by installing removable bollards.
11 Avenue/405 N (WPA Wall)	Remove chain. Replace with new posts and metal gate arms, painted with color to complement the character of the Cemetery.
4th Avenue/Cypress	Eliminate gate and convert into a Pedestrian and Bicycle Access Point by installing removable bollards.
4th Avenue/Center Street	Replace with new posts and metal gate arms, painted with color to complement the character of the Cemetery.

Maintenance Buildings

The maintenance buildings are outdated, do not meet current codes, are sprawling, and detract from the character of the area surrounding the historic Sexton Building. While upgrading or replacing the maintenance buildings and facilities is a deferred maintenance project, it is addressed in detail as part of the expansion options for the Sexton Building area because it is so integrally connected to the development possibilities for the Sexton area. Please see the detailed discussion, recommendations, and concept plans for the maintenance facilities in Chapter 4.

Example of Maintenance Facilities
Source: Cemetery Planning Team

COST CONSIDERATIONS

Estimated Cost - costs are integral to development of the area around the Sexton Building. See estimated costs for the Sexton Building area and Maintenance Facilities in Chapter 4.

RECOMMENDATIONS:

- Design should be of architectural character to complement the Sexton Building
- Consolidate Maintenance Facility to better use space or relocate off-site to Lindsey Gardens (see Concept Design Option A and Option B in Chapter 4).
- If relocated to Lindsey Gardens area, maintenance facilities should be developed for shared-use with Parks.

Example of Maintenance Facilities
Source: martingardnerarch.com

Fueling Station

The fueling station should be considered for relocation as part of the Sexton/maintenance area redevelopment. If it is determined that relocation is not feasible, the plaza space and columbarium walls can be developed around the existing fueling station as long as appropriate screening is incorporated into the design.

Example of Above Ground Fuel Tanks
Source: convault.com

COST CONSIDERATIONS

Estimated Cost - $30,000 to remove existing tanks $150,000 for new fueling station with two new above ground tanks

RECOMMENDATIONS:

- If maintenance facilities are relocated to Lindsey Gardens, relocate the fuel station to the new maintenance facilities for Cemetery/Parks Department use only (rather than a citywide use)
- Consider installing above ground storage tanks at new facility

Sexton Building Interior Repair and Renovation

The interior of the Sexton Building has had varying levels of maintenance and upkeep over the years. The most recently completed project included stripping, fixing, and painting walls and ceilings in the Sexton's main office and two other offices. The remaining areas within the historic structure are in need of similar repair. These include:

- Main Floor - 3 rooms, kitchen, halls, and bathroom
- Upper Floor - 3 conference rooms, two storage rooms, restroom, hallway, and staircase

Other previously completed projects include replacing windows and upgrading a portion of the building with more efficient fixtures. All maintenance and upkeep projects of the Sexton Building should be planned and performed with careful consideration of its historic value and character.

COST CONSIDERATIONS:

The small size of the recommended projects, the building's historic value, as well as high variability in market conditions at the time of bidding make estimating costs for these types of improvements very difficult. As a guideline, general maintenance and upkeep for a building of this type is estimated at $3–$5 per square foot per year. Assuming $5 per square foot (for approximately 4,000 square feet), would result in $20,000 per year of estimated maintenances and upkeep costs.

In addition, recent project costs (of stripping, fixing and painting walls and ceilings of the Sexton's office) indicate that to repair the remaining areas within the Sexton building will cost an estimated $100,000.

Estimated Cost: $100,000

RECOMMENDATIONS:

- Repair walls and ceilings throughout the remainder of the building (remove paper, repair plaster and fix holes, paint).
    - Consider allocating $20,000 per year for the next 5 years for these repairs.
- Perform a detailed review by a qualified professional of the remaining fixtures in the Sexton building and upgrade with high efficiency and historically compatible fixtures as appropriate.
- Determine the building's current insulation (especially in cold attic spaces) and upgrade as necessary to improve energy efficiency if this can be done with minimal impact to the historic character of the building.
- All maintenance and upkeep projects of the Sexton Building should be planned and performed with careful consideration of its historic value and character.

Repair/Replace Plat, Block, and Lot markers

The Cemetery is divided into plats, blocks, and lots to assist Cemetery personnel and visitors in locating specific graves. Currently concrete markers are placed throughout the Cemetery to identify the different plats, blocks, and lots. Existing markers are deteriorating and are in need of replacement. Identifying and assessing the overall need to replace or install plat, block, and lot markers is recommended but will be a large project on its own and is beyond the scope of this Master Plan. As such, there is not adequate information to provide estimated costs at this time.

SLC Cemetery Block Marker
Source: Cemetery Planning Team

RECOMMENDATIONS:

- Identify and assess the overall need to replace or install plat, block, and lot markers throughout the Cemetery
- Identify the historical value of plat, block, and lot markers and, as appropriate, replace with markers that are historically compatible
- Prioritize repairs and installations and perform work as funding is available

Security System

There are not any security systems currently in place at any of the Cemetery facilities. Given the importance of the Cemetery's records, the historic value of the Sexton Building, and the value of equipment and supplies housed within the maintenance facilities, a security system should be considered.

SLC Cemetery Lot Marker
Source: Cemetery Planning Team

COST CONSIDERATIONS:

Estimated Cost: $30,000–$50,000

RECOMMENDATIONS:

- Security system could include alarms and notification for intrusion and fire.
- Specific needs of the facilities will need to be reviewed to identify the appropriate specifications and requirements.

Screen Headstone and Soils Storage Area

The headstone and soils storage area located in the middle of the Cemetery near 980 East and 415 North (see Soil and Headstone Storage Locations Map, Figure 3.9) is unattractive. Screening this use would improve the aesthetics of the area and would help preserve the respectful atmosphere of the Cemetery. This can be accomplished by constructing covered concrete landscape bins (similar to what is shown in Figure 3.8) and an enclosed area for trash, and other storage. Covering the soils storage area benefits Cemetery operations and maintenance personnel as it keeps soil piles dry and easier to work with.

COST CONSIDERATIONS:

Estimated Cost: $260,000 - See Appendix B for more detailed information on estimated costs.

RECOMMENDATIONS

- Develop four covered landscape bins (approximate size 12' wide x 25' deep), covered by a roof structure to keep soil dry and workable
- Roof structure should be designed to be tall enough to accommodate heavy equipment but minimize exposure to precipitation
- Bins should be constructed with reinforced concrete floor to accommodate heavy equipment
- Include gates with screening panels at each bin to screen bins when not actively in use
- Consider developing at least one bin as a garbage enclosure with walk-in entry from the side (see example image Figure 3.7)
- The covered landscape bins and garbage enclosure should be aesthetically appealing, unobtrusive, and fit with the character of the Cemetery

Figure 3.7 - Example of screened enclosure with side entry
Source: springerconstructionllc.com

Figure 3.8 - Example of Covered Landscape Bins at Utah Veterans Cemetery & Memorial Park
Source: Cemetery Planning Team

Roof Structure Over Existing Storage Bins Near Fire Station

Covering the concrete storage bins near the fire station (see Soil and Headstone Storage Locations Map, Figure 3.9) will protect stored materials from weather, keeping them dry and workable. This can be accomplished by constructing a roof structure over the existing bins similar to what is shown in Figure 3.8.

COST CONSIDERATIONS

Estimated Cost: $160,000 - See Appendix B for more detailed information on estimated costs.

RECOMMENDATIONS:

- Estimated size needed is 80’ wide x 30’ deep.
- Roof structure should be designed to be tall enough to accommodate heavy equipment but minimize exposure to precipitation

Figure 3.9 - Soil and Headstone Storage Locations Map

Sustainability

Comments received through the civic engagement process as well as the community's input on the Master Plan goals highlight the importance of sustainability as it relates to the Cemetery. The top ranked Master Plan goal is to "preserve and enhance the natural resources in the Cemetery" and the third ranked Master Plan goal is to "incorporate sustainable maintenance practices."

The Cemetery follows the City's sustainability policies and is actively working to incorporate sustainable practices into their facilities and ongoing operations. The Cemetery has taken a number of steps to increase sustainability including:

- Replacing gasoline powered equipment to battery powered models
- Transitioning maintenance vehicles and equipment to fuel efficient models
- Installation of irrigation central control water management system to more efficiently manage irrigation water usage
- Replacement of light fixtures throughout the Cemetery with high efficient LED lights
- Upgrades to light fixtures in the Sexton Building
- Replacement of 250 trees damaged by a large wind storm

RECOMMENDATIONS:

- Continue to incorporate City sustainability policies and review facilities and operations on a regular basis to identify areas where adjustment or improvements can be made
- Maintain the Cemetery's urban forest as outlined in the tree and planting recommendations as outlined in this Master Plan
- Continue to review policies and procedures and implement practices that impact sustainability
- Upgrade and replace equipment to efficient models as technology improves

Emergency Preparedness

As a part of Salt Lake City's open space network, the Cemetery has potential to play an important role in helping the City address and respond to emergency situations. In the event of an emergency, the Cemetery's assets become valuable resources to the City and can be used at the discretion of the Public Services Director (under direction of the Mayor or his/her emergency interim successor). These assets include equipment, machinery, fuel, personnel, and open space.

Possible emergency situations related to the Cemetery include an active shooter scenario (related to gang member burials), landslide, urban interface fire, earthquake, and flooding. However, while flooding at the Cemetery has happened in the past, implementation of flood control improvements significantly reduces the likelihood of future flooding.

The City Emergency Response Team is in the process of meeting with each City department to develop a "Continuity of Operations Plan." As part of Salt Lake City's Parks and Public Lands Department, the Cemetery should be involved in the creation of this plan.

RECOMMENDATIONS:

- Coordinate with Parks and Public Lands Department as they work with the City Emergency Response Team to create a "Continuity of Operations Plan"
- Development around the Sexton Building should consider the role the City fueling station has for emergency response
- Impact to Cemetery's emergency response assets should be reviewed and evaluated as updates or changes to the Cemetery site, facilities, or operations are considered

CHAPTER 4 - EXPANSION AND ENHANCEMENT

Master Plan Purpose #2: Expand access to and enhance appropriate uses of the Cemetery as a multi-use facility	
Master Plan Goals	**Public Access**
	▪ **Enhance and develop opportunities to explore the Cemetery through walking, jogging and cycling**
	▪ Create a welcoming and attractive space that can accommodate visitors by enhancing the area surrounding the Sexton Building
	▪ Increase opportunity for public use by providing new services and amenities
	▪ Make information about activities and resources more available to the public through digital and print media
	Community Stewardship
	▪ Expand the feeling of community ownership and stewardship
	▪ Work with community partners to identify opportunities and programs to highlight the rich history of the Cemetery
	Cemetery Services
	▪ **Develop opportunities to continue to provide burial and internment offerings**

***Bold** indicates high priority goals.*

The Cemetery is used as a public open space and attracts users to enjoy the solitude, wildlife, mature trees, and other cultural, historic, and natural resources the Cemetery has to offer. The recommendations of this chapter focus on accomplishing the second master planning purpose of expanding access and enhancing appropriate uses. To accomplish this purpose and the associated goals, recommendations have been developed for the following:

Public Access:

- Pedestrian and Bicycle Improvements
  - East-West Pedestrian Corridor
  - Wayfinding Signage with maps and directional signage or markers
  - Interpretive Signage
  - Benches and plantings at edges of roadways
  - Pedestrian and Bicycle Access Points in the Cemetery from surrounding roadways
  - Active Transportation Routes
- Redevelopment of the Sexton area and maintenance facilities

Community Stewardship:

- Cemetery Awareness
- Partnerships

Cemetery Services:

- Addition of free standing columbarium walls
- Regulations

Pedestrian and Bicycle Enhancements

One of the high priority goals as identified in Chapter 2 is to *"Enhance and develop opportunities to explore the Cemetery through walking, jogging, and cycling."* The Cemetery is already used by nearby residents and visitors as a place for walking, jogging and bicycling and is surrounded by existing and proposed routes on Salt Lake City's Pedestrian and Bicycle Master Plan. The Cemetery's location in the Avenues, its network of roads, mature trees, and beautiful landscape create an opportunity for the Cemetery to provide connections to many bicycle and pedestrian routes and offer City residents a safe and beautiful location to walk, jog, or bike.

In an effort to create greater connectivity between pedestrian and bicycle routes, enhance pedestrian and bicycle opportunities throughout the Cemetery, and encourage broader use of the Cemetery by residents, a Cemetery Pedestrian and Bicycle Improvements Plan has been developed (see Figure 4.2). The plan includes the following elements:

- East-West Pedestrian Corridor with benches and interpretive signage
- Wayfinding Signage with Map and directional signage or markers
- Benches and plantings at edges of roadways
- Pedestrian and Bicycle Access Points into the Cemetery from surrounding roadways
- Designated Active Transportation Routes through the Cemetery

East-West Pedestrian Corridor

280 North Street is a narrow road (approximately 12' wide) that has potential to be developed into a relaxing, enjoyable, and educational pedestrian corridor. This roadway passes by a number of historically important grave sites, has good views, originates just a short distance from the Sexton Building, and has restrooms and a drinking fountain along the route.

COST CONSIDERATIONS:

Estimated Cost - $180,000. See Appendix B for more detailed information on estimated costs.

RECOMMENDATIONS:

- Restrict vehicle access along entire length (except where route crosses intersecting roadways)
- Eliminate N Street/280 North gate and convert into a Pedestrian and Bicycle Access Point by installing removable bollards
- Add benches at numerous locations (See Pedestrian and Bicycle Improvements Plan for locations)
- Add interpretive signage along the corridor (Prior to the installation of interpretive signage, an interpretive plan should be prepared. See detailed discussion about Interpretive signage in the sections that follow).
- Add additional tree planting where possible and appropriate

Figure 4.1 - East-West Pedestrian Corridor Enhancement Concept (280 North Street)
Enhancements such as benches, interpretive signage, and additional tree plantings compliment the character of the Cemetery and provide opportunities for pedestrians to relax, enjoy the views, and learn about Cemetery History.

Wayfinding Signage

Wayfinding signage is proposed at each of the major access points and nodes along pedestrian and bicycle routes. Signage should be simple and unobtrusive, list Cemetery hours, and convey information about routes that pass through the Cemetery. The main signage should be located at the major pedestrian and bicycle entrances and nodes and should contain a Cemetery map showing routes with locations of amenities such as restrooms, drinking fountains, and benches. Other directional signage can be added as deemed appropriate.

Wayfinding Sign Example
Source: SLC Parks and Public Lands Signage Standards

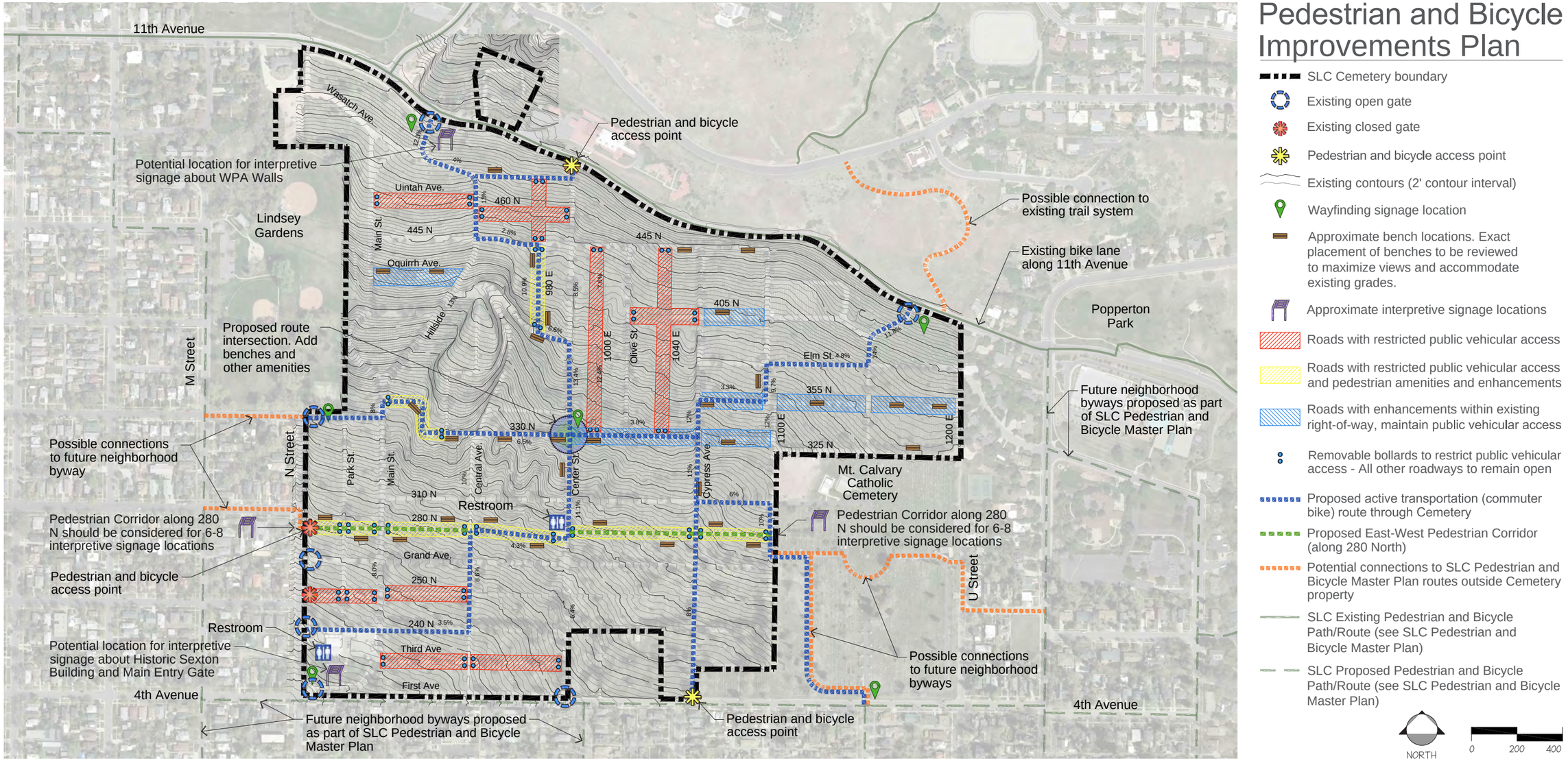
COST CONSIDERATIONS:

Estimated Cost - $5,000 per sign - please note the costs for wayfinding signage has been included as part of the estimated costs for the Active Transportation Routes Project.

RECOMMENDATIONS:

- Add wayfinding signs with maps at locations shown on the Pedestrian and Bicycle Improvements Plan.
- Wayfinding signage should be designed to complement the context and character of the Cemetery and City's signage standards and guidelines.

Figure 4.2 - Pedestrian and Bicycle Improvements Plan



Pedestrian and Bicycle Improvements Plan

- SLC Cemetery boundary
- Existing open gate
- Existing closed gate
- Pedestrian and bicycle access point
- Existing contours (2' contour interval)
- Wayfinding signage location
- Approximate bench locations. Exact placement of benches to be reviewed to maximize views and accommodate existing grades.
- Approximate interpretive signage locations
- Roads with restricted public vehicular access
- Roads with restricted public vehicular access and pedestrian amenities and enhancements
- Roads with enhancements within existing right-of-way, maintain public vehicular access
- Removable bollards to restrict public vehicular access - All other roadways to remain open
- Proposed active transportation (commuter bike) route through Cemetery
- Proposed East-West Pedestrian Corridor (along 280 North)
- Potential connections to SLC Pedestrian and Bicycle Master Plan routes outside Cemetery property
- SLC Existing Pedestrian and Bicycle Path/Route (see SLC Pedestrian and Bicycle Master Plan)
- SLC Proposed Pedestrian and Bicycle Path/Route (see SLC Pedestrian and Bicycle Master Plan)

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Interpretive Signage

The addition of interpretive signage throughout the Cemetery will increase awareness of the historic importance of the Cemetery, create an educational opportunity for visitors to enjoy, diversify the available uses of the Cemetery, and provide another reason to visit.

Interpretive signage should be complementary in overall style and design to the wayfinding signage. While the selection and development of locations and content for interpretive signage is beyond the scope of this Master Plan, some items or important events that may be worthy of inclusion as part of an interpretive signage plan have been listed below:

- Historic Sexton Building
- 1915 Entry Gate Development & Design Competition
- WPA Walls along 11th Avenue
- Wildlife of the Cemetery
- Trees/Vegetation of the Cemetery
- Cemetery Establishment and Mary Wallace Burial
- Influence of LDS Church in City history and the Cemetery
- Other interesting pieces of Cemetery history

Development of a comprehensive interpretive signage plan with locations, design, and content may be an appropriate project to generate interest from local historians and could serve as the starting point for a “Friends of the Cemetery” group. In addition to interpretive signage, there are a number of other possible methods of interpretation. Methods for interpreting the themes are limited only by the imagination and funding capabilities and might include:

- Re-enactments
- Guided walks/tours
- Self-guided brochures in printed form or as apps
- Virtual tours online or in visitor center
- Exhibits and displays

COST CONSIDERATIONS

Estimated Cost: $5,000 per interpretive sign - Costs for interpretive signage are based on a 30”x 40” color sign, installed with metal posts in concrete footings. Please note the cost for 10 interpretive signs has been included as part of the East-West Pedestrian Corridor Project.

Costs for developing an interpretive signage plan (including design and content of the signs themselves) can vary greatly and could be a project spearheaded or completed by a “Friends of the Cemetery” group.

RECOMMENDATIONS:

- Develop a comprehensive interpretive signage plan for the Cemetery to highlight the significant historic, cultural or natural resource amenities through out the Cemetery
- Install interpretive signage in the pedestrian corridor (along 280 North) and in other locations as appropriate

Benches and Plantings at Edges of Roadways

The Cemetery Pedestrian and Bicycle Improvements Plan indicates possible locations for the addition of benches throughout the Cemetery. Benches provide an enhancement to the Cemetery that can benefit those visiting for memorial purposes and recreational users alike, and provide an opportunity for visitors to stop and enjoy the peaceful atmosphere of the Cemetery. Each bench location can also be enhanced by small areas of ornamental plantings adjacent to the benches.

COST CONSIDERATIONS

Estimated Cost - $3,850 per bench location. See Appendix B for a detailed breakdown of estimated costs. Donation or memorial purchase could be an option rather than City funding. Estimated cost has been listed as a cost per bench location since benches may be added as part of other improvement projects, a few at a time, or individually (if donated).

RECOMMENDATIONS:

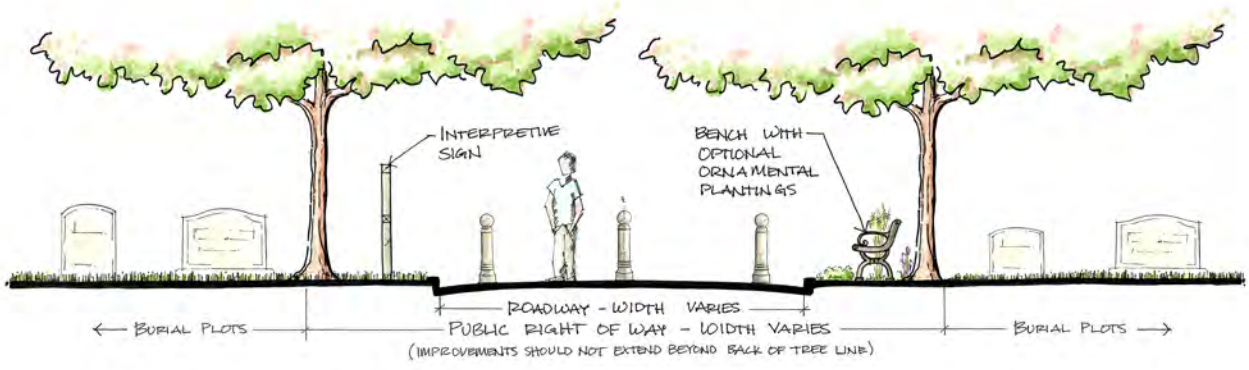
- Offer options for bench donation or purchase of memoriam placards for benches
- A single bench type, color, and style should be used throughout the Cemetery (basis of design is Victory Stanley CR10 classic series with center arm rest)
- Recommended locations are shown on the Pedestrian and Bicycle Improvements Plan (see Figure 4.2)
- Benches should not extend beyond the tree line (as shown in Figures 4.3 and 4.4)
- Bench locations should be reviewed to maximize views and accommodate existing grades
- Install benches over compacted base course or crushed gravel rather than a concrete pad to minimize the addition of impervious surfaces in the green space
- Optional ornamental planting may be added in appropriate locations as shown in Figure 4.3
- Careful consideration should be given to the health and root structure of existing trees prior to adding benches or plants within dripline of trees to avoid cutting major roots

Lighting

Many differing opinions were expressed by the public regarding the site lighting at the Cemetery. Many expressed a desire to preserve the night sky while others felt the addition of lighting would help with security and be beneficial along the active transportation routes. However, since the Cemetery closes at dusk and there are such varying views on the matter, additional lighting is not recommended at this time.

Figure 4.3 - Plan View of Benches and Plantings at Edges of Roadways

Figure 4.4 - Section View of Benches and Plantings at Edges of Roadways



Pedestrian and Bicycle Access Points

All the gates to the Cemetery are closed at dusk except the gate near the Sexton Building and fuel station. The closure of all the gates is intended to limit vehicular access but also restricts access and use by pedestrians and cyclists. The Pedestrian and Bicycle Improvements Plan proposes creating Pedestrian and Bicycle Access Points from roadways surrounding the Cemetery (see locations on the Pedestrian and Bicycle Improvements Plan, Figure 4.2, shown previously). This can be accomplished by installing removable bollards at three of the gates that typically remain closed. An approach similar to the restricted access roads should be taken by installing an appropriate number of removable bollards in each location.

COST CONSIDERATIONS:

Estimated Cost - $17,400 ($5,800 each access point)
Please note the costs for these have been included as part of the estimated costs for the Active Transportation Routes Project and the East-West Pedestrian Corridor Project.

RECOMMENDATIONS:

- N Street/280 North Gate - Eliminate gate and convert into a Pedestrian and Bicycle Access Point by installing removable bollards.
- 11 Avenue/Center Street Gate - Eliminate gate and convert into a Pedestrian and Bicycle Access Point by installing removable bollards.
- 4th Avenue/Cypress Gate - Eliminate gate and convert into a Pedestrian and Bicycle Access Point by installing removable bollards.
- Follow guidelines for placement and installation of bollards as outlined in the “Restricting Public Vehicular Access” section (see page 3-14)

Active Transportation Routes

Proposed active transportation routes create connections through the Cemetery for use by cyclists and offer amenities for pedestrians. Proposed routes were studied to take advantage of amenities such as excellent views, tree allees, restroom facilities, and to minimize the impact of steep grades. Routes have been planned in a stair-stepped manner to spread the considerable elevation gain across a greater distance, easing the burden of steep hill climbing or rapid descent. Active transportation routes should be designated by directional signs or markers similar to the image to the right.

COST CONSIDERATIONS:

Estimated Cost - $185,000 - See Appendix B for more detailed information on the estimated costs.

Example of route directional marker
Source: americantrails.org

RECOMMENDATIONS:

- Create pedestrian/bicycle friendly access points at locations shown on the plan.
- Work with City Transportation Department to have Cemetery's active transportation routes incorporated as part of Salt Lake City's Pedestrian and Bicycle Master Plan
- Provide wayfinding signs at active transportation route entry points and central nodes as shown on plan
- Add directional markers to designate active transportation routes. Design, materials, and size of directional markers should be unobtrusive and reflective of the character of the Cemetery
- Add benches along the active transportation routes as shown on the plan

Sexton Area and Maintenance Facilities Redevelopment

The Sexton Area and Maintenance facilities have been the topic of many discussions and significant study throughout the planning process. The historic Sexton Building and Entry Gate showcase the character of the Cemetery and create a welcoming gateway. However, the location of the utilitarian maintenance buildings located only a few feet from the back door of the Sexton Building detract from the character of these historic gems. The area around the Sexton Building is the only space within the Cemetery available for new development (see Figure 4.5). Doing so will require relocation or redevelopment of the maintenance facilities, which is a considerable undertaking requiring a significant financial commitment. Redevelopment of this area should include columbarium niche walls that can offer additional revenue potential.

Figure 4.5 - Area Available for Redevelopment around the Sexton Building

Some important considerations for the Sexton Area and Maintenance Facility redevelopment include:

- The Maintenance facilities are outdated and in need of replacement. While the Cemetery has managed to keep the buildings functional they are long overdue for replacement.
- The Maintenance Facilities detract from the historic character of the Sexton Building.
- Redevelopment and/or relocation of the Maintenance Facilities offer opportunity to enhance the area around the Sexton Building and develop additional interment opportunities.
- Replacement of Maintenance Facilities will provide an opportunity to consolidate the buildings and make space for other improvements as well as design the new building(s) in a manner that complements the historic character of the Sexton Building.
- Development of a shared-use space including columbarium walls and public gathering space will create a welcoming atmosphere for Cemetery visitors and offer additional revenue potential.
- Relocation of the maintenance facilities off-site eliminates the visual eyesore and creates space available for other improvements around the Sexton Building.
- Relocation of the maintenance facilities off-site to Lindsey Gardens provides an opportunity for shared use between the Cemetery and Parks Department.
- Development of the maintenance facilities at Lindsey Gardens offers benefits to the Park through the addition of parking, a pavilion, and restrooms.
- There are two Sexton Area/Maintenance Facility redevelopment options for consideration:
    - Option A: Sexton Area Redevelopment with Consolidated Maintenance Facilities
    - Option B: Sexton Area Redevelopment with Maintenance Facilities Relocated to Lindsey Gardens

OPTION A - SEXTON AREA REDEVELOPMENT WITH CONSOLIDATED MAINTENANCE FACILITIES

This concept (see Figure 4.6) consolidates the Maintenance Facilities into a single building and locates it away from the Sexton Building. The consolidated Maintenance Building offers more building square footage in a smaller footprint on the site. This creates an opportunity to develop a public space with a pavilion and columbarium niche walls. However, because the Maintenance Facilities are still located on the site, development opportunities are more limited and constrained.

COST CONSIDERATIONS:

- Estimated Construction Cost (Including Demo & Redevelopment) = $7,500,000 (See Appendix B for detailed information on cost estimates)
- Estimated Potential Gross Revenue from 1000 new columbarium niches = $1,075,000 (sale & fees), $300,000 for perpetual care (over 10–15 year period)

RECOMMENDATIONS:

- Perform a detailed Programming and Needs Assessment for Maintenance Facilities
- Consolidate Maintenance Facilities into single building
- Maintenance Facilities should be designed to have architectural character to complement the Sexton Building
- Maintenance facility should be developed as a two story building set into hill with vehicle bays on lower level access from south and office and break rooms space accessed from north side at street level
- Develop columbarium plaza to accommodate other public gatherings
- Design should include 1000 columbarium niches
- Fueling station can be maintained in place but should be carefully screened from plaza space
- Relocate Irrigation Control Center to new maintenance facility or consider adding an irrigation control room to back of existing restroom
- Include other programming elements as shown on the Option A Concept Plan (Figure 4.6)

OPTION A - CONCEPT OF SEXTON AREA WITH CONSOLIDATED MAINTENANCE

Figure 4.6 - Sexton Area with Consolidated Maintenance

Concept Includes:

- Formal gathering space and memorialization opportunity east of the Sexton Building
- Columbarium niches: 1000 (200 single sided wall niches, 800 double sided wall niches)
- 25’ x 25’ pavilion
- 22 total parking spaces
- 10,000 s.f. consolidated maintenance facility

Benefits - Sexton Area Site Improvements:

- Creates opportunity for a variety of uses including shared use by public
- Pavilion can be used for public gatherings or memorial services
- Creates a shared use plaza and includes columbarium walls
- 1000 columbarium niches can provide additional revenue
- Consolidating maintenance into a single building will improve the aesthetics and can be designed to compliment the historic character of the Sexton Building

Benefits - Maintenance Facilities Improvements:

- Consolidated maintenance facilities capitalize on grade change with lower level bay access on the south side and upper level office access on the north side
- Separate maintenance access offers security to Cemetery equipment and vehicles
- City fuel station can remain with appropriate screening

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OPTION B - SEXTON AREA REDEVELOPMENT WITH MAINTENANCE FACILITIES RELOCATED TO LINDSEY GARDENS

This concept (see Figures 4.7 and 4.8) relocates the Maintenance Facilities to nearby Lindsey Gardens and maximizes the opportunity for development in the area around the Sexton Building. Maintenance Facilities would be located in the area of the old tennis courts at Lindsey Gardens and would be developed in a manner that would offer park users additional benefits and amenities (such as additional parking, restroom access, a pavilion, and Parks Maintenance and Storage space within the new Maintenance Facility.

The relocation of the Maintenance Facilities creates the greatest flexibility for the development of the space but will also come at a higher cost. However, there would also be more space for construction of columbarium walls and greater revenue generating potential.

COST CONSIDERATIONS:

- Estimated Construction Cost (Including Demo & Redevelopment): $11,000,000

Sexton Area Estimated Cost:	$ 2,800,000
Maintenance at Lindsey Gardens Estimated Cost:	$ 8,200,000
Total Option B Estimated Cost:	$11,000,000

(See Appendix B for detailed information on cost estimates)

- Estimated Potential Gross Revenue from 1600 new columbarium Niches = $1,720,000 (sale & fees), $480,000 for perpetual care (over 15–20 year period)

RECOMMENDATIONS

Sexton Area Recommendations (see concept plan, Figure 4.7)

- Develop columbarium plaza to accommodate other public gatherings
- Design should include approximately 1600 columbarium niches
- Fueling station should be relocated to new maintenance facility location. If this is determined to not be feasible, careful screening from plaza space must be incorporated into design
- Relocate Irrigation Control Center to an irrigation control room attached to back of existing restroom
- Pavilion should complement the architectural character of Sexton Building
- Include other programming elements as shown on the Option B Concept Plan (Figure 4.7)

Maintenance Building at Lindsey Gardens Recommendations (see concept plan, Figure 4.8)

- Perform a detailed Programming and Needs Assessment for Maintenance Facilities (include possibility of sharing facility with Parks)
- Relocate Maintenance Facility to Lindsey Gardens
- Maintenance facility should be developed as a two story building set into hill and 1 story vehicle bays (with option to add some second story use over vehicle bays for SLC Parks)
- Maintenance facility should be developed with exterior access restrooms for use by park users
- Fueling station should be relocated to new location and utilize above ground storage tanks. (Fueling station would be for Cemetery and Parks use only)
- Maintenance Parking/Yard should be fenced for security purposes
- Area should be developed with separate public parking to the west
- Small pavilion may be included for shared use by park users and maintenance staff

OPTION B - CONCEPT OF SEXTON AREA WITH MAINTENANCE RELOCATED TO LINDSEY GARDENS

Figure 4.7 - Sexton Area with Maintenance Relocated

Concept Includes:

- Formal gathering space and memorialization opportunity east of the Sexton building
- Columbarium niches: 1600 (250 single sided wall niches, 1350 double sided wall niches)
- 35’ x 35’ pavilion
- Shared use gathering space
- 28 total parking spaces
- Opportunity for other types of memorialization (benches, memorial walls, plaques, etc.)
- Maintenance facilities are relocated off site

Benefits:

- Greater flexibility of development
- Offers shared use opportunities
- Pavilion can be used for public gatherings or memorial services
- Ample parking for Cemetery visitors
- 1600 columbarium niches can provide additional revenue
- Offers more space for memorialization options (benches, memorial walls and plaques, etc.)
- Relocating maintenance facilities off-site eliminates utilitarian, unsightly buildings and maintenance equipment that detracts from the historic character of the Sexton Building and main entrance gate

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OPTION B - CONCEPT OF SEXTON AREA WITH MAINTENANCE RELOCATED TO LINDSEY GARDENS

Figure 4.8 - Maintenance Relocated to Lindsey Gardens

Upper Floor Plan

Lower Floor Plan

Concept Includes:

- 35’ x 35’ public pavilion
- Dedicated public parking
- New concrete walkway from 7th Avenue to Lindsey Gardens baseball fields
- 10,000 sf shared Maintenance Facility between Parks and the Cemetery
  - Optional second story adds 1800 to 2400 sf
- Separate maintenance only parking
- New fueling station with two above ground storage tanks
- Maintenance facilities relocated to tennis court area at Lindsey Gardens

Benefits:

- Shared maintenance facilities for Parks and the Cemetery provide better access and operating efficiency as well as a higher level of service to the community
- New public pavilion
- Additional parking for Lindsey Gardens and the Cemetery
- Maintenance facility can be designed with exterior accessible restrooms for park use
- New concrete walkway from 7th Avenue improves access into park
- Fenced maintenance area and dedicated maintenance parking offers security to equipment and vehicles
- Off-site maintenance facilities would allow relocation prior to demolition of exiting facilities - no staging or temporary measures to accommodate ongoing maintenance operations during demolition and construction

Example of Maintenance Facilities
Source: martingardenarch.com

Example of Maintenance Facilities
Source: martingardenarch.com

Utah VA Cemetery Maintenance Building
Source: G Brown Design

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Cemetery History Awareness

Increasing awareness of the Cemetery's rich history offers an opportunity to generate greater understanding and support for the Cemetery. An attractive and user-friendly website will be imperative to increase awareness, share historic and other information, and offer opportunities for community involvement and partnerships. The existing Cemetery website should be enhanced with high quality photos and easy to navigate links that showcase the Cemetery as a valuable community open space. The website should include links for detailed information and history, tours and maps, and available activities, programs, and uses. Efforts to enhance the Cemetery website should be coordinated with development of interpretive signage and other interpretive strategies (as discussed in the Pedestrian and Bicycle Enhancements in Chapter 4) as these tasks may provide content that could be helpful in the website enhancement and will be mutually supportive of one another.

RECOMMENDATIONS:

- Enhance the Cemetery website with more high quality images and to be more user friendly
- Cemetery website should be enhanced with additional information about Cemetery history, activities and uses, and self-guided tour maps
- Coordinate website enhancement with the development of Interpretive Signage and strategies
- Friends of the Cemetery Group could assist in development of the website with approval and input from the City and Cemetery.

COST CONSIDERATION:

Estimated Cost: $5,000–$10,000

Salt Lake City Cemetery webpage
Source: slcgov.com/cemetery

Example of a cemetery website
Source: forest-lawn.com

Partnerships

Non-Profit Partners

Non-profit partners could play a valuable role with the Salt Lake City Cemetery. Partners can take an active role in fundraising, programming and organizing volunteers. The development of a Friends of the Cemetery Group could help the City accomplish goals identified in this Master Plan. Non-profit partners can add to the City's efforts by garnering grass roots support, developing programming and activities, and spear-heading donation or fund-raising efforts. While the Friends Group must be independent from the City, the City should be supportive of its efforts and provide guidance as necessary. The City's initial role would be to identify and encourage individuals who can act as a catalyst to start a Friends of the Cemetery Group. Once established, the group can start building a following of interested citizens, businesses, or other groups and begin to accept donations. The eventual goal should be to establish the Friends of the Cemetery as an official non-profit organization by applying for recognition of exemption by the IRS and registering with the state.

RECOMMENDATIONS:

- Encourage the development of a Friends Group by identifying potential partners and inviting selected community members to serve on a friends group steering committee.
- Establishment of a Friends Group could be done in conjunction with or in response to nomination for the National Register of Historic Places.
- Identify programs and partnerships that can be promoted and managed by the Friends Group.

Potential Partnerships

Salt Lake City may be able to increase its capacity for managing and interpreting the resources in the Cemetery by partnering with internal committees and outside entities. Potential partners include:

- Salt Lake City Historic Landmark Commission
- Historic Sites Division of the Church of Jesus Christ of Latter-Day Saints, Jenny Lund, Director
- Utah State Historic Preservation Office
- Linda Hilton, author of the Famous and Infamous tour guide
- Preservation Utah, Kirk Huffaker, Executive Director
- University of Utah Historic Preservation Certificate Program offered through the College of Architecture + Planning
- Utah Division of Wildlife Resources
- The Great Salt Lake Chapter of Audubon Society
- Salt Lake City Community Events Department
- Salt Lake City Transportation

Freestanding Columbarium Walls

Installation of freestanding columbarium niche walls, similar to the one shown in Figure 4.9, offers multiple benefits to the Cemetery (see Figure 4.10). Walls can be constructed fairly cost effectively, providing additional interment and revenue generating opportunities for the Cemetery. Figures 4.11 and 4.12 indicate locations where individual walls can be constructed .

COST CONSIDERATIONS

Estimated 50–75 columbarium niche wall interments per year initially, and growing over time.

Cost Considerations for a single columbarium wall:

- Proposed Fees – Niche Burial Right $850, Niche Opening/Closing fee $225, Niche Perpetual Care Fee $300
- Estimated Cost of Construction per wall: $48,000
- Estimated Gross Revenue per wall (includes burial right, opening/closing fees, etc.):
  $1,075 x 80 niches = $86,000
- Estimated Net Revenue per wall: $86,000 – $48,000 = $38,000
- Estimated Perpetual Care Revenue per wall (based on $300/niche): $300 x 80 = $24,000

Cost Considerations for 10 columbarium walls:

- Total Estimated Cost of Construction (for all 10 Walls) = $480,000
- Total Estimated Gross Revenue (for all 10 walls) = $860,000
- Total Estimated Net Revenue (for all 10 walls) = $380,000
- Total Estimated Perpetual Care Revenue (for all 10 walls) = $240,000

Figure 4.9 - Freestanding Columbarium Wall Example
Source: Cemetery Planning Team

RECOMMENDATIONS:

- Construct walls in approximate locations shown in Figures 4.11 and 4.12.
- Construct two walls in the area identified near the Sexton Building to begin with, and construct additional walls as the market will support.
- Walls should be double sided, 5 niches high x 8 niches wide, total of 80 niches.
- Wall design should be uniform, consistent, and reflective of the character of the Cemetery
- Salt Lake City Municipal Code 15.24.120 Prices for Gravesites will need to be amended to include a section for Columbarium Niches.
- Salt Lake City Municipal Code 15.24.290 Fees For City Sexton/Maintenance Supervisor's Services, will need to be amended to add opening and closing of columbarium niches to the list of services that fees shall be collected and add these services to the Salt Lake City Cemetery Fee Schedule.
- Salt Lake City Municipal Code 15.24.310 Burial Above Ground Prohibited, will need to need to be amended to allow for above ground burials on condition that they are constructed, maintained, and operated by the Cemetery.
- Cemetery Fees Schedule will need to be updated to include Columbarium Niche Fees.

Figure 4.10 - Benefits of Columbarium Walls

What is a Columbarium?

- Columbarium walls provide permanent and secure memorialization space for cremated remains

Why build them here?

- Offers an additional interment option
- Fits well with the character of the Cemetery
- Smaller environmental impact, uses less space
- Offers opportunity for additional revenue with minimal site or other development related expenses
- Walls can be constructed individually or a few at a time depending on funding
- Allows the Cemetery to test the market before developing a columbarium courtyard with a large number of niches

Columbarium Niche

Source: eickhofcolumbaria.com

80 vs **4**

Niches **Burials**

Yield per 2 burial plots

31%

of interments in Utah are cremations

56%

Increase in cremations nationally 2005-2015

Freestanding Columbarium Wall Example

Source: Cemetery Planning Team

Freestanding Columbarium Wall Example

Photo Credit: Mark Smith

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Figure 4.11 - Proposed Freestanding Columbarium Wall Locations Near the Sexton Building

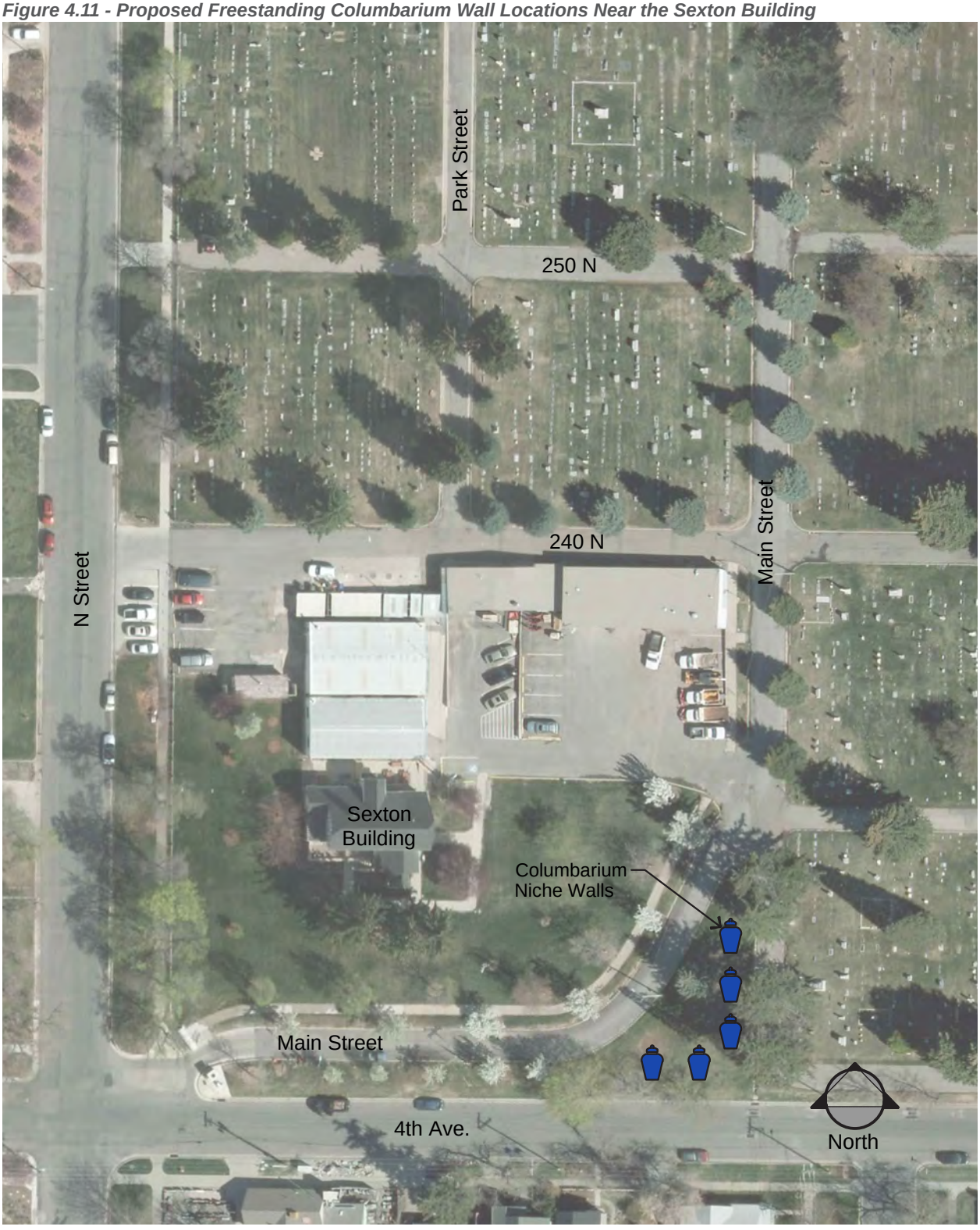

Figure 4.12 - Proposed Freestanding Columbarium Wall Locations Near the center of the Cemetery

Regulations

There are a variety of laws, rules, and regulations that govern the Salt Lake City Cemetery. This section will provide a brief review of these and make recommendations as applicable.

Federal Laws and Acts - "There are two important federal acts that have influence on historic properties and Native American Graves. These are the National Historic Preservation Act of 1966, as amended in 2000, and the Native American Graves Protection and Repatriation Act of November 16, 1990" (PHMC, 2016).

The National Historic Preservation Act gives some protection to cemeteries that are eligible or listed on the National Register of Historic Places. However, this protection only applies when federal funding, permits, or licensing is involved.

The Native American Graves Protection and Repatriation Act can help determine whether a cemetery property can be shown as part of a Native American grave site. This may be of relevance to the Salt Lake City Cemetery as it has been reported that some Native American remains were interred in the Cemetery in 2008 (see Appendix H - Historic Preservation Considerations).

The federal government also oversees development of National Cemeteries and often provides grant funding for establishment or expansion of State Veterans Cemeteries. Otherwise, cemeteries are typically governed by state and local jurisdictions.

State Law (governing cemetery operations) — Title 8 of the Utah Code governs donations for care, recording of plats and conveyances, endowment care (perpetual care), the rights and title to cemetery lots, and policies and records. Salt Lake City's policies and procedures for the Cemetery must comply with Title 8 of Utah State Code. Based on the planning review of the State Code, there are no apparent elements of City's Code, Rules, & Regulations that are not in compliance with Title 8.

Utah Department of Health — The Health Department has jurisdiction for the issuance for death certificates, permits for exhumation, and requirements for burial of someone died from infectious disease. The Cemetery complies with all Health Department regulations.

Salt Lake City Municipal Code — Chapter 15.24 of Salt Lake City Municipal Code outlines the City's regulations, policies, and procedures related to the City Cemeteries. The code is broken out into three main sections.

> Article 1. General Regulations — Article 1 sets regulations for policies such as cemetery administration and enforcement, speed limit on cemetery roadways, vehicle use, planting restrictions, grave ornamentation and artificial flowers, prohibiting dogs, and damaging or removing cemetery property.

Article 2. Lots & Gravesites — Article 2 sets regulations for sale of gravesites/burial rights, installment contracts, certificates for burial rights, procedures for reclaiming unused lots, City's purchase of unused lots, continuing care of lots, headstone, monument, & marker limitations, and policies for payment of damage.

Article 3. Interment and Disinterment — Article 3 requires burials to be located in cemeteries unless otherwise authorized by the Mayor. It also regulates burials, fees for cemetery services, record keeping requirements, and disinterment policies. Article 3 also prohibits burial of a body in any structure above ground. This section will need to be amended if the City is to develop Columbarium Niche Walls for interment of cremated remains.

RECOMMENDATIONS:

- Amend Salt Lake City Municipal Code 15.24.120 Prices for Gravesites to include a section for Columbarium Niches.
- Amend Salt Lake City Municipal Code 15.24.290 Fees For City Sexton/Maintenance Supervisor's Services to add opening and closing of columbarium niches to the list of services that fees shall be collected and add these services to the Salt Lake City Cemetery Fee Schedule.
- Amend Salt Lake City Municipal Code 15.24.310 Burial Above Ground Prohibited, to allow for above ground burials on condition that they are constructed, maintained, and operated by the Cemetery

CHAPTER 5 - FUNDING OPTIONS

Master Plan Purpose #3: Address the future financial sustainability of the Cemetery	
MP Goals	**Financial strategies**
	▪ Decrease dependence on the City's general fund by developing strategies to increase revenue-generating potential from other sources

The Cemetery faces considerable funding challenges resulting from aging facilities and infrastructure, the dwindling number of grave sites available for sale, and limited expansion opportunity. In addition, the Cemetery has a contractual obligation to provide "perpetual care" of the Cemetery site. Currently, the Cemetery does not have an established perpetual care fund (which is not atypical for municipal cemeteries). The Cemetery's current expenses are nearly double revenues and that gap is only likely to widen over time if measures are not taken to address these challenges.

Addressing the future financial sustainability of the Cemetery is one of the three main purposes of the Master Plan. Financial sustainability is important to preserving Cemetery history and maintaining the Cemetery as an important part of the City's open space network. To accomplish the master planning purpose and goals, this chapter provides recommendations for funding of ongoing operations and maintenance and deferred maintenance and capital improvements projects.

Ongoing Operations and Maintenance Funding:

- Recommendations for Additional Revenue
- Options to establish a Perpetual Care Fund

Deferred Maintenance and Capital Improvements Funding Options:

- Create a Cemetery District
- Monthly Park Fee
- General Obligation Bonds

Ongoing Operations and Maintenance Funding

Options for Additional Revenue

The Cemetery has annual ongoing operations and maintenance expenses of approximately $1.4 million. These funds are necessary to provide ongoing burial services and maintain the Cemetery in a respectful and dignified manner. Current revenues are not sufficient to offset these costs. In an effort to decrease dependance on the City's general fund, numerous potential

revenue sources were identified and evaluated. Four sources have been identified as viable options based on the following criteria:

- Provides ongoing and predictable revenue
- Supported by the market
- Generates adequate revenue to be impactful
- Compatible with solitude, ambiance, and dignity of Cemetery
- Cemetery facilities are able to support the source or activity

Recommendations for these additional revenue sources are outlined below.

Potential Revenue Sources Evaluated	Recommended
Columbarium Niche Walls	✓
Reception Center / Weddings / Events	
Photography	
Filming Movies/Documentaries	
Establish Perpetual Care Fund	✓
Genealogy Groups	
Guided Tours	
Foundations and Donations	
Raise Opening and Closing Fees	✓
Raise Stone Monitoring Fees	✓
Concerts	
Car Shows	
5k Races	

Addition of Columbarium Niches

- Market appears to be supportive of roughly 50–75 niches sold per year and increasing over time. Projected net revenue from each niche is initially estimated at $25,000 to $35,000 a year from sales and fees (this includes open/closing fees, monitoring, etc.) and $15,000 to $22,500 of perpetual care revenue, with revenues increasing as niche interments increase.

Increase Opening and Closing Fees

- Raise opening and closing fees by $400

Estimated annual net revenue from raising opening and closing fees is approximately $170,000 per year in net income. The market is currently supportive of these higher rates.

Increase Stone-Monitoring Fees

- Doubling this one-time fee is supported by the market. This would result in an additional $30,000 to $40,000 per year in net income

COST CONSIDERATIONS:

- Addition and Sale of Columbarium Niches - $25,000 to $35,000 annual net revenue from sales & fees; $15,000 to $22,500 annual perpetual care revenue
- Raise opening and closing fees - $170,000 annual net revenue
- Raising Stone Monitoring Fees - $30,000 to $40,000 annual net revenue.

RECOMMENDATIONS

- Develop and construct two free standing columbarium walls (160 niches) as a starting point (as discussed previously in this document) and build additional columbarium niche walls as the market supports.
- Raise opening and closing fees by $400 resulting in following rates:

	Resident:	Non-Resident
Regular Adult	$1,077	$1,583
Double Deep	$1,212	$1,821
Cremation	$739	$996
Infant	$805	$1,110

- Raise stone monitoring fees to the following rates:
  $138 for flat markers
  $270 for upright markers

Establishing a Perpetual Care Fund

The Cemetery does not currently have an established perpetual care fund. Net losses for 2017 are anticipated to be $700,000. Net losses are projected to grow to $1,000,000 annually by 2023. Establishment of a Perpetual Care Fund should be considered to help address these funding challenges. Options for establishing a perpetual care fund are outlined below.

Option 1 - Establish Perpetual Care Fund with One Time, Bulk Payment

Impacts

- A one-time, $20.0 million bulk payment (establishing a fund in perpetuity) would cover operating expenses up to $1.0 million per year (assuming funds were placed in an interest bearing account at 5.0% (historical fund rates for professionally managed perpetual care funds have ranged from 4.0 to 7.0 percent)
- Any increases in expenses, beyond typical inflation, or loss of revenues, would require a reassessment of the bulk amount and/or the required interest rate

Option 2 - Establish Perpetual Care Fund Over 10 Year Period (Smaller Annual Bulk Payments)

Impacts

- Establishing periodic payments to a fund over a ten-year period would require roughly $24.0 million in near equal payments (four payments of $5.0 million every other year, and $4.0 million in the final year).
- To last in perpetuity, the fund would need interest at 5.0 percent (historical fund rates for professionally managed perpetual care funds have ranged from 4.0 to 7.0 percent). The eventual, $24.0 million contribution and financial stability also assumes that some efforts have been made to increase revenues (i.e., columbarium niches), and that any increases in expenses, beyond typical inflation, or loss of revenues, would require a reassessment of the periodic payment amounts and/or the required interest rate

Option 3 - Stem Losses - Increase Revenues and Establish Perpetual Care Fund with Smaller Bulk Payment - Remainder Continues to be funded from General Fund

Impacts

- Offset some losses by increasing revenue sources that generate profit (as indicated below in the "Options for Additional Revenue heading")
- A one-time payment of $5.0 million, at an interest rate of 5.0 percent (again, within the mid-range of professionally managed perpetual care funds), would allow for yearly distributions, in perpetuity, at near $250,000
- Coupled with potential, new, or realigned revenue sources, net loss could be significantly reduced initially to near $100,000 per year (with the general fund anticipated to cover losses)
- Revenue would need to be increased annually, commensurate with increases in expenses, in order to sustain this model without additional draws from the fund account

COST CONSIDERATIONS:

Estimated Cost: Option 1 - $20,000,000
Estimated Cost Option 2 - $24,000,000
Estimated Cost Option 3 - $5,000,000

RECOMMENDATIONS

- Identify which option is feasible and makes sense for the City and begin the process to establish a Perpetual Care Fund

Figure 5.1 illustrates the impact that implementation of additional revenues could have on closing the gap between revenue and expenses.

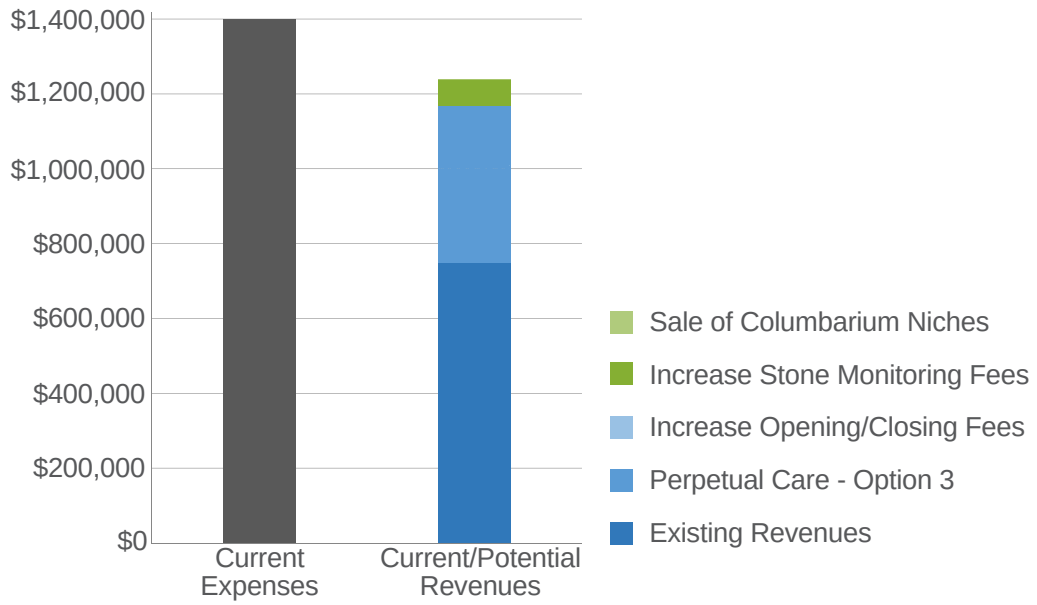

Figure 5.1 - Expenses vs. Revenues - Including Potential Revenue Sources

Deferred Maintenance and Capital Improvements Funding

Funding for deferred maintenance and other capital improvements projects is necessary to maintain Cemetery infrastructure such as roads, walls, irrigation systems, and development of other improvements such as columbarium niche walls. Funding for these types of projects is greater than can be funded from ongoing maintenance and operations budgets. Funding options for Cemetery capital improvement projects were identified and evaluated to determine viability based on the following criteria:

- Provides steady or reliable source of funding
- Provides a new source of funding
- Adequate to fund large capital improvement projects
- Does not contain restrictions or requirements that will be difficult for the City or Cemetery to meet

The funding sources that were identified as viable options for consideration are discussed in detail below.

Potential Funding Sources Evaluated	Opportunities for Consideration
Cemetery District	✓
Monthly Park (Cemetery) Fee	✓
Local Sales Tax	
Zoo, Arts and Parks Tax (ZAP)	
General Obligation Bonds	✓
Lease Revenue Bond	
Foundations and Donations	
Joint Funding Partnerships	
Grants and Other Funding Sources	
Special Assessment Areas	

For a detailed review of all of the potential funding options reviewed see Appendix G.

Cemetery District ("Local District")

Utah law allows for the creation of special districts based on Utah Code §17B. The generic term for all entities that fall under Title 17B of the Utah Code is "local district." Local districts can only be created by cities or counties. The process is initiated either by the cities or counties themselves by resolution, or by petition from a group of citizens. Local districts may be created for a variety of purposes including cemetery operations and facilities. Local districts are under the jurisdiction of a local governing board, which must have at least three members. A local district determines, at its creation, whether board members will be appointed, elected, or a hybrid with some members appointed and others elected.

If some sort of cemetery district were to be created, the total taxable value of the district would be used to determine the tax rate necessary to raise the desired amount of annual operating revenues necessary to support Cemetery operations. If Salt Lake City were to enact a tax rate of 0.000038 (the lowest of 45 Comparable Cemetery Maintenance Districts (CMD's) reviewed), it would result in annual revenue of $829,708 for the Cemetery district (See Figure 5.2 below).

Figure 5.2 - Potential Revenue Generation for Salt Lake City from a Cemetery District

Description	Amount
Salt Lake City Taxable Value	$21,834,422,772
Lowest Tax Rate of Comparative CMD's	0.000038
Annual Revenues	$829,708.07

This option is feasible and would result in costs being spread throughout the population, with the potential of a moderate amount of annual revenue. It is important to note that creation of a local district is a significant effort, and can result in the loss of direct governance.

Monthly Park Fee

Several communities in Utah charge monthly fees for parks and recreation maintenance. Since the Cemetery is part of the parks and recreation "system" in the City, it may be possible to charge a fee and use some of the revenues to fund Cemetery operations.

Herriman is an example of a city that charges a monthly park fee. If Salt Lake City were to charge a monthly fee, it would provide a steady stream of revenue that would grow each year based on the number of residential units in the City. With the growth projected for Salt Lake City, this could be a growing source of revenue. The City will need to do an analysis to justify that the fee charged is reflective of its needs to cover costs of City parks and open space maintenance.

This funding option appears to be realistic for addressing deferred maintenance and capital improvement projects. It represents a potential new revenue source that escalates with household growth (see Figure 5.3), and could provide a steady stream of income for operating costs and planned projects.

Figure 5.3 - Estimated Annual Revenues from Monthly Household Recreation Fee (including Cemetery)

Year	Population	Households	$2.00	$3.00	$4.00	$5.00
2018	205,523	82,872	$1,988,928	$2,983,392	$3,977,856	$4,972,320
2019	208,042	83,888	$2,013,312	$3,019,968	$4,026,624	$5,033,280
2020	210,592	84,916	$2,037,984	$3,056,976	$4,075,968	$5,094,960
2021	212,255	85,587	$2,054,088	$3,081,132	$4,108,176	$5,135,220
2022	213,931	86,262	$2,070,288	$3,105,432	$4,140,576	$5,175,720
2023	215,620	86,943	$2,086,632	$3,129,948	$4,173,264	$5,216,580
2024	217,322	87,630	$2,103,120	$3,154,680	$4,206,240	$5,257,800
2025	219,039	88,322	$2,119,728	$3,179,592	$4,239,456	$5,299,320
2026	220,768	89,019	$2,136,456	$3,204,684	$4,272,912	$5,341,140
2027	222,511	89,722	$2,153,328	$3,229,992	$4,306,656	$5,383,320

General Obligation Bonds

General obligation (G.O.) bonds are a common resource for funding major capital facilities, such as a recreation center or sports park, that benefits the entire community. On occasion, several communities will join together to join their resources (i.e., tax base) to build a joint facility that serves several communities. It would be extremely difficult to gather community support for the use of a G.O. bond solely to build cemetery facilities. However, the cemetery facilities could be part of a much larger bond, such as a parks and recreation bond, or public works bond, and could therefore be supportable.

It is our experience that if the recreation improvements being considered for funding through the G.O. bond have broad appeal to the public and proponents are willing to assist in the promotional efforts, G.O. bonds for recreation projects can meet with public approval. However, due to the fact that some constituents may not view them as essential-purpose facilities for a local government or may view the government as competing with the private sector, obtaining positive voter approval may be a challenge.

General obligation bonds can be issued for any governmental purpose as detailed in Utah Code §11-14-1. The proceeds from bonds issued on or after May 14, 2013 may not be used for operation and maintenance expenses for more than one year after the date any of the proceeds are first used for those expenses. Therefore, G.O. bonds would not be a viable source of operating and maintenance expenses for Salt Lake City. G.O. bonds could be used for capital improvements.

Advantages of General Obligation Bonds:

- Lowest cost form of borrowing
- 'New' source of revenues identified

Disadvantages of General Obligation Bonds:

- Timing issues; limited date to hold required G.O. election

- Risk of a "no" vote while still incurring costs of holding a bond election
- Possibility of election failure due to lack of perceived benefit to majority of voters
- Must levy property tax on all property even if some properties receive limited or no benefit from the proposed improvements
- Can only bond for physical facilities, not ongoing or additional operation and maintenance expense

This option is feasible but would likely need to be coupled with overall Park bonds in order to increase public acceptability.

Other Options

The following funding sources were not determined to be viable options based on their unpredictability of providing steady and reliable funding. However, these sources may provide opportunities for supplemental funding and should be considered as options for occasional or one time funding.

Foundations, Donations, and Private Fundraisers

Creating a foundation could provide an additional method of generating new revenues for the City – especially for preservation and development of Cemetery facilities. Likely donations would be obtained from families with deceased ancestors buried in the Cemetery, or from groups or associations that promote historical preservation.

Advantages:

- Those most involved and interested contribute to the associated costs
- Creates a sense of pride and ownership in cemetery facilities
- Partners with the private sector to increase business contributions

Disadvantages:

- Not a steady or consistent revenue source
- Cannot bond against these revenues
- May take time to build up substantial membership and revenues
- Administrative costs of running the Foundation unless done by volunteers

While not addressed as a specific strategy for individual recreation facilities, it is not uncommon for public monies to be leveraged with private fundraising often in concert with a foundation. Private funds will most likely be attracted to high-profile facilities and generally require aggressive promotion and management on behalf of City administration

A review of other Cemeteries found that have fundraising "funds" from $5,000 annually to several million. Those at the upper end have been collecting for decades, and are typically considered to

be immaculately gardened and maintained. They often have mausoleums with areas that provide reception or meeting hall space. The lower end of the fund range is often gathered from an annual mailer, or through donation boxes spread throughout the cemetery. Often, the funds are raised for a very specific purpose - i.e., a memorial bridge, a new flag pole, planting of desirable trees, fences, etc. The more visible and unique the project, the more likely people are to donate (i.e., a memorial bridge would be easier than a fence, all else being equal)

Fundraising groups indicate that it takes a solid five years to really get any momentum, but that it should be started right away. Fundraising for private cemeteries, or those with a specific purpose (Veterans), is significantly more feasible than government-owned cemeteries. Fundraising groups note that the public believes that they already pay for city-owned cemeteries through their taxes, and that they are just poorly managed.

Grants And Other Funding Sources

The following sources may serve as a supplement to, though not a replacement for, the previous funding sources. The availability of these funds may change annually depending on budget allocations. Further, most of the grant sources identified focus on parks, trails and recreation. There are not many grants available specifically for cemeteries but given the Cemetery's role in the City parks and open space network, grants may be available for Pedestrian and Bicycle Improvements, Parks & Open Space, Cultural Landscape Projects, Historical Projects (i.e. WPA wall repair), Find-A-Grave projects, gravestone restoration, etc. Cemetery eligibility would be dependent on the extent to which the City could demonstrate the Cemetery's importance to the City's parks, open space, and trails system.

Some specific grants that may provide funding opportunity could include:

- Land and Water Conservation Fund - The LWCF state assistance program provides matching grants to help states and local communities protect parks and recreation resources.
- Utah Waypoint Grant - The Waypoint program makes grant monies available with a 50/50 match to communities to build outdoor recreation infrastructure which would become an enhancement in the area.
- Recreational Trails Program (RTP) and Transportation Alternatives Program (TAP) - has helped with non-motorized and motorized trail development and maintenance, trail educational programs, and trail-related environmental protection projects.

RECOMMENDATIONS

- City needs to carefully study and review the funding options and determine which options is most feasible and appropriate for funding of deferred maintenance and capital improvement projects.

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CHAPTER 6 - IMPLEMENTATION PLAN

Time Frames and Estimated Costs

Implementation Time Frames

The Implementation Plan identifies important projects and tasks necessary to carry out the recommendations of the Master Plan and is organized by the proposed implementation time frame.

- Years 1-2
- Years 2-5
- Years 5-10
- Ongoing

The recommended implementation time frames outlined for each project or task are intended only as a guide for City staff to plan and prioritize the efforts necessary to carry out the recommendations of the Master Plan. City budgets, changing maintenance needs, and necessary construction sequencing are just a few of the factors that will influence the actual implementation time frames. It is likely that the estimated time frames will require ongoing evaluation and adjustment moving forward.

Estimated Costs

The Implementation Plan also identifies the estimated costs for each project or task (See Appendix B for detailed cost information for specific projects).

Unless stated otherwise, estimated costs include:

- Estimated Construction Cost with a 15% Estimate Contingency (necessary because estimating is being completed at the earliest part of the design process)
- 15% for Design/Engineering Costs

The City will need to make adjustments to estimated costs based on changes or updates to the stated assumptions, any new information that may impact the project scope, and cost escalation based on the time passed since costs were estimated. As project budgets are established, the City should add costs for the following:

- Add necessary escalation based on time passed since estimates were provided (assume 5% per year compounded)
- Add additional soft costs such as City Engineering/Project Management, permitting and approvals, construction contingencies, and costs for other necessary studies such as geotechnical investigations, survey, programming, or needs assessments. Please note as stated above, estimated costs include cost for Design/Engineering Fees.

*	Project	Estimated Cost
Years 1–2		
P	National Register of Historic Places (NRHP) Nomination	$10,000–$30,000
E	Work with Partners to Develop Friends of the Cemetery Group	$0–$5,000
E	Enhance the Cemetery website	$5,000–$10,000
DM E	Restrict Public Vehicular Access on Designated Roads (Removable Bollards)	$163,000
F	Raise Grave Opening and Closing Fees	Internal task
F	Raise Stone Monitoring Fees	Internal task
E	Amend Salt Lake City Municipal Code section 15.24 and the Cemetery Fee Schedule to include information related to above ground columbarium niches and allow above ground burial (see Free Standing Columbarium Walls section in Chapter 4)	Internal task
E	Construct Two Free-Standing Columbarium Walls	$95,000
DM	Priority 1a Roads	$2.4 Million
DM	Priority 1b Roads	$2.2 Million
F	Establish Perpetual Care Fund	$5–$24 Million

*DM=Deferred Maintenance E=Expansion & Enhancements F= Financial P=Preservation * Timeframes are subject to change*

*	Project	Estimated Cost
Years 2–5		
F	Identify funding options for Deferred Maintenance and Capital Improvement Projects	Internal task
E	Develop East-West Pedestrian Corridor	$180,000
E	Develop Active Transportation Routes	$185,000
DM	Replace Antiquated Phone System	$15,000
DM	Repair Walls and Fencing	$1.5 Million
DM	Update Irrigation east of Center Street	$1.6 Million
DM	Sexton Building Interior - Wall and Ceiling Repair	$100,000
P	Develop Preservation Management Plan	$125,000
DM	Security Systems for Sexton Area and Maintenance Facilities	$30,000–$50,000
P	Screen Headstone and Soils Storage Area Near Middle of Cemetery	$260,000
E	Construct Additional Free-Standing Columbarium Walls (8 additional walls)	$395,000
P	Establish Formal Arboretum	$5k for map / $5k for name plates
DM	Priority 2a Roads	$1.8 Million
DM	Priority 2b Roads	$2 Million

*DM=Deferred Maintenance E=Expansion & Enhancements F= Financial P=Preservation * Timeframes are subject to change*

*	Project	Estimated Cost
Years 5–10		
E	Install interpretive signage	$5,000 per sign
DM	Priority 3 Roads	$2.9 Million
DM	Priority 4 Roads	$1.2 Million
DM	Repair/Replace Entry Gates	$12,500 per gate
DM E	Redevelop Sexton Building Area and Maintenance Facilities	$7.5–$11 Million
P	Roof Structure Over Existing Storage Bins Near Fire Station	$160,000
Ongoing		
E	Additional Benches with Plantings at Roadway Edges	$3,850 per bench
E	Develop Themed Tours	Internal task
P	Trees & Planting Recommendations	Implement within existing Maintenance Budgets

*DM=Deferred Maintenance E=Expansion & Enhancements F= Financial P=Preservation * Timeframes are subject to change*

SLC CEMETERY
MASTER PLAN

Appendices

FINAL DRAFT - JULY 7 2017

SLC **CEMETERY**
MASTER PLAN

Appendix A - Sources

APPENDIX A - SOURCES

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SLC CEMETERY
MASTER PLAN

Appendix B - Cost Estimates

FINAL DRAFT - JULY 7 2017

APPENDIX B - COST ESTIMATES

Salt Lake City Cemetery Master Plan

Road Priority Cost Breakout - Full Repair of All Roads

Priority	Street Name	Length	Width	Total SF	Repair	Cost	
1a	Main (N)	1,188	22	26,136	Full	$	443,114
1a	Main (N)	167	21	3,507	Full	$	59,458
1a	Main (middle)	1,242	19	23,598	Full	$	400,084
1a	Main (sexton)	367	17	6,239	Full	$	105,777
1a	240 N	1,090	16	17,440	Full	$	295,681
1a	330 N(Lindsey)	36	27	972	Full	$	16,479
1a	330 N	1,433	25	35,825	Full	$	607,383
1a	Hillside	998	25	24,950	Full	$	423,006
Priority 1a Total		**1.3**	miles	**139,000**	sf	**$**	**2,351,000**
1b	Wasatch (West)	865	21	18,165	Full	$	307,972
1b	Wasatch (East)	412	14	5,768	Full	$	97,792
1b	920 E	166	25	4,150	Full	$	70,360
1b	Center St	2,357	25	58,925	Full	$	999,024
1b	Central Ave	1,732	12	20,784	Full	$	352,375
1b	405 N	609	21	12,789	Full	$	216,827
1b	940 E	737	15	11,055	Full	$	187,428
Priority 1b Total		**1.3**	miles	**132,000**	sf	**$**	**2,232,000**
2a	445 N	1,743	21	36,603	Full	$	620,573
2a	310 N	1,695	17	28,815	Full	$	488,534
2a	Grand	2,033	16	32,528	Full	$	551,485
2a	240 N	875	12	10,500	Full	$	178,019
Priority 2a Total		**1.2**	miles	**109,000**	sf	**$**	**1,839,000**
2b	355 E	258	12	3,096	Full	$	52,490
2b	Cypress	1,959	21	41,139	Full	$	697,477
2b	1100 E	1,654	21	34,734	Full	$	588,886
2b	1150 E	484	21	10,164	Full	$	172,322
2b	405 N (to gate)	234	23	5,382	Full	$	91,247
2b	325 N (330 N)	415	23	9,545	Full	$	161,828
2b	Elm	719	20	14,380	Full	$	243,801
Priority 2b Total		**1.1**	miles	**119,000**	sf	**$**	**2,009,000**

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3	Oquirrh	373	25	9,325	Full	$	158,098
3	405 N (West)	300	21	6,300	Full	$	106,811
3	Park	916	16	14,656	Full	$	248,480
3	280 N	1,977	12	23,724	Full	$	402,221
3	First	935	13	12,155	Full	$	206,078
3	Third	323	15	4,845	Full	$	82,143
3	980 E (bike rt)	362	12	4,344	Full	$	73,649
3	Olive	823	16	13,168	Full	$	223,252
3	405 N (East)	733	22	16,126	Full	$	273,403
3	425 N	460	16	7,360	Full	$	124,783
3	380 N (Elm)	361	20	7,220	Full	$	122,409
3	1200 E	405	22	8,910	Full	$	151,062
3	325 N (330N)	346	23	7,958	Full	$	134,921
3	355 N	1,101	21	23,121	Full	$	391,997
3	North Plat	640	16	10,240	Full	$	173,611
Priority 3 Total		**1.9**	miles	**170,000**	sf	**$**	**2,873,000**
4	11th Frontage	600	11	6,600	Full	$	111,898
4	N Street (11th)	177	21	3,717	Full	$	63,019
4	Uintah	438	16	7,008	Full	$	118,815
4	480 N	410	15	6,150	Full	$	104,268
4	980 E	284	10	2,840	Full	$	48,150
4	1000 E	815	12	9,780	Full	$	165,812
4	1040 E	815	12	9,780	Full	$	165,812
4	405 N	303	14	4,242	Full	$	71,920
4	250 N	684	16	10,944	Full	$	185,546
4	Third Ave	791	12	9,492	Full	$	160,929
Priority 4 Total		**1.1**	miles	**71,000**	sf	**$**	**1,197,000**
TOTAL ROAD REPAIR COST		**7.9**	miles			**$**	**12,501,000**

Notes:

* Costs include: full replacement including demo, reconstruction with asphalt, concrete edge/curb and gutter and storm drainage improvements
* Costs reflect estimated construction cost with a 15% estimate contingency and 15% design/engineering fees
* Other soft costs such as project and construction contingencies, City project management, and permits and fees are not included and should be added to budget requests as appropriate

Salt Lake City Cemetery Master Plan

Wall Repair Costs

Priority	Location	Type	Height	Length	Total SF	Price	Cost
1	11th Ave (WPA)	Sandstone (WPA)	2.5	7646	19,115	52.28	$ 999,415.83
2	405N 415 N/Hillside	Cobble	5.0	450	2,250	26.81	$ 60,328.13
3	N Street	Decorative Fence	3.0	910	-	117.00	$ 106,470.00
4	355 N/Hillside	Cobble	4.5	349	1,571	26.81	$ 42,109.03
5	330 N (south side)	Cobble	4.5	67	302	26.81	$ 8,083.97
6	445 N	Cobble	4.0	1010	4,040	26.81	$ 108,322.50
7	330 N/Central Ave	Concrete Wall	5.0	217	1,085	9.89	$ 10,725.68
8	11th Ave (N. Plat)	Cobble	2.5	266	665	26.81	$ 17,830.31
9	1100 E/325 N	Concrete Wall	2.5	200	500	24.71	$ 12,356.77
10	4th Ave/Cypress	Decorative Fence	3.0	125	-	117.00	$ 14,625.00
11	Central Ave (W. side)	Cobble	5.0	400	2,000	26.81	$ 53,625.00
12	330 N (north side)	Concrete Wall	6.0	20	120	250.00	$ 30,000.00
13	Sexton Bldg	Concrete Wall	2.5	75	188	19.77	$ 3,707.03
13	Maintenance	Concrete Wall	3.6	58	209	19.77	$ 4,128.15
13	Maint Parking	Concrete Wall	3.6	65	234	19.77	$ 4,626.38
13	Maint Parking	Cobble	2.0	11	22	19.77	$ 434.96
13	Maint Parking	Concrete Wall	3.0	49	147	19.77	$ 2,906.31
13	Maint Parking	Concrete Wall	2.0	113	226	19.77	$ 4,468.21
14	1060 E (Cypress)	Concrete Wall	3.0	300	900	3.95	$ 3,558.75
15	Cypress/4th Ave	Concrete Wall	3.0	100.00	300	0.00	Not Needed
TOTAL WALL REPAIR COSTS							**$ 1,487,722.00**

Costs per Wall Type				
Concrete Wall Cost	-	3,908		$ 76,477.28
Cobble Wall Cost	-	10,849		$ 290,733.90
Sandstone (WPA) Cost	-	19,115		$ 999,415.83
Decorative Fence	1035	-		$ 121,095.00
			Total	**$ 1,487,722.00**

Notes:

* Costs reflect estimated construction cost with a 15% estimate contingency and 15% design/engineering fees
* Other soft costs such as project and construction contingencies, City/Engineering project management, and permits and fees are not included and should be added to budget requests as appropriate

G Brown Design Inc.
Site Design & Landscape Architecture

610 East South Temple, Suite 50
Salt Lake City, UT 84102
P 575.6066 F 575.6166

Estimate of Probable Construction Cost - (not for bidding purposes)
Project: **SLC Cemetery Master Plan**
Status: Master Planning Budget Costs
Date: April 14, 2017
Prepared by: GBD

Addition of Bollards for Restricted Access -

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Improvements				
Removable Bollard (Material Cost w Freight) - (estimated 90 bollards, see plan for lo(Basis of Design: Urban Accessories - Memphis REM/LOCK)	90	EA	$ 850.00	$77,000
Bollard Installation	90	EA	$ 250.00	$23,000
			SUBTOTAL	**$100,000**
			Contractor General Conditions 12%	$12,000
			Contractor Bond 2%	$2,000
			Contractor Overhead & Profit 10%	$10,000
			SUBTOTAL	**$124,000**
			Estimate Contingency 15%	$19,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$143,000**
			Design/Engineering Fees 15%	$20,000
			TOTAL (Construction + Design)	**$163,000**

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Salt Lake City, UT 84102
P 575.6066 F 575.6166

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Date: April 14, 2017
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Bench/Resting Station with Planting

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Improvements				
Clearing and Earthwork	1	LS	$ 250.00	$250
Victor Stanley CR-10 Classic Series Bench with Center Arm Rest (materials and shipping)	1	EA	$ 1,700.00	$1,700
Bench Installation	1	EA	$ 250.00	$250
Bench Pad - Crushed stone base	50	SF	$ 6.50	$325
Concrete Mow Curb	20	LF	$ 20.00	$400
Plant Bed (soil, plants, & mulch)	50	SF	$ 5.35	$300
Irrigation	50	SF	$ 2.50	$125
			SUBTOTAL	**$3,350**
			Estimate Contingency 15%	$500
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$3,850**

G Brown Design Inc.
Site Design & Landscape Architecture

610 East South Temple, Suite 50
Salt Lake City, UT 84102
P 575.6066 F 575.6166

Estimate of Probable Construction Cost - (not for bidding purposes)
Project: **SLC Cemetery Master Plan**
Status: Master Planning Budget Costs
Date: April 14, 2017
Prepared by: GBD

Active Transportation Routes

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Improvements				
Wayfinding / Entry Signage	6	EA	$ 5,000.00	$30,000
Route/Directional Markers (along Active Transportation route)	30	LS	$ 750.00	$23,000
Victory Stanley CR-10 Bench (along Active Transportation route)	13	EA	$ 3,850.00	$50,000
Convert Gates to Pestrian/Bike Access Points	2	EA	$ 5,800.00	$12,000
			SUBTOTAL	**$115,000**
			Contractor General Conditions 12%	$14,000
			Contractor Bond 2%	$2,000
			Contractor Overhead & Profit 10%	$12,000
			SUBTOTAL	**$143,000**
			Estimate Contingency 15%	$21,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$164,000**
			Design/Engineering Fees 15%	$20,000
			TOTAL (Construction + Design)	**$184,000**

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Salt Lake City, UT 84102
P 575.6066 F 575.6166

Estimate of Probable Construction Cost - (not for bidding purposes)
Project: **SLC Cemetery Master Plan**
Status: Master Planning Budget Costs
Date: April 14, 2017
Prepared by: GBD

East-West Pedestrian Corridor Enhancements

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Improvements				
Interpetive signage	10	EA	$ 5,000.00	$50,000
Bench/Resting Stations (bench, concrete, & planting)	10	EA	$ 3,850.00	$39,000
Additional Tree Planting	30	EA	$ 400.00	$12,000
Convert Gates to Pestrian/Bike Access Points	2	EA	$ 5,800.00	$12,000
			SUBTOTAL	**$113,000**
			Contractor General Conditions 12%	$14,000
			Contractor Bond 2%	$2,000
			Contractor Overhead & Profit 10%	$11,000
			SUBTOTAL	**$140,000**
			Estimate Contingency 15%	$21,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$160,000**
			Design/Engineering Fees 15%	$20,000
			TOTAL (Construction + Design)	**$180,000**

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Salt Lake City, UT 84102
P 575.6066 F 575.6166

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Free Standing Niche Wall - 2 Walls

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Improvements				
Double Sided Columbarium walls - 12'x4' - 80 niches	160	Niche	$ 375.00	$60,000
			SUBTOTAL	**$60,000**
			Contractor General Conditions 12%	$7,000
			Contractor Bond 2%	$1,000
			Contractor Overhead & Profit 10%	$6,000
			SUBTOTAL	**$74,000**
			Estimate Contingency 15%	$11,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$85,000**
			Design/Engineering Fees 15%	$10,000
			TOTAL (Construction + Design)	**$95,000**

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Free Standing Niche Walls - 8 Walls

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Improvements				
Double Sided Columbarium walls - 12'x4' - 80 niches - 8 walls	640	Niche	$ 375.00	$240,000
			SUBTOTAL	**$240,000**
			Contractor General Conditions 12%	$29,000
			Contractor Bond 2%	$5,000
			Contractor Overhead & Profit 10%	$24,000
			SUBTOTAL	**$298,000**
			Estimate Contingency 15%	$45,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$343,000**
			Design/Engineering Fees 15%	$50,000
			TOTAL (Construction + Design)	**$393,000**

Option A - Sexton Area w/ Consolidated Maintenance Facilities

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Preparation & Demolition				
Maintenance Building Demolition	9,000	SF	$ 8.00	$72,000
Maintenance Building Abatement	9,000	SF	$ 3.00	$27,000
Irrigation Controls - Relocated to new maintenance building on-site	1	LS	$ 30,000.00	$30,000
Asphalt to be removed & disposed	19,915	SF	$ 2.00	$40,000
Concrete to be removed & Disposed	5,361	SF	$ 2.50	$13,000
Concrete Walls to be removed & disposed (allowance)	1	LS	$ 75,000.00	$75,000
Utility Termination	1	LS	$ 20,000.00	$20,000
			Total	**$277,000**
Earthwork				
Cut to be hauled off	3,000	CY	$ 40.00	$120,000
Site Clear & Grade	37,500	SF	$ 1.50	$56,000
			Total	**$56,000**
Site Utilities				
New Electrical Service (allowance)	1	LS	$ 100,000.00	$100,000
New Water Service & Lines (allowance)	1	LS	$ 75,000.00	$75,000
New Sewer Service & Lines (allowance)	1	LS	$ 90,000.00	$90,000
New Natural Gas Service & Lines (allowance)	1	LS	$ 65,000.00	$65,000
New Telephone & Internet Lines (allowance)	1	LS	$ 50,000.00	$50,000
Site Lighting (allowance)	1	LS	$ 75,000.00	$75,000
			Total	**$455,000**
Building Improvements				
New Maintenance Facilities	10,000	SF	$ 265.00	$2,650,000
			Total	**$2,650,000**
Site Improvements				
New Asphalt	6,820	SF	$ 5.00	$34,000
New Concrete Drive - 8" Thick	3,657	SF	$ 9.50	$35,000
New Curb & Gutter	703	LF	$ 20.00	$14,000
Concrete Sidewalk - 5" Thick	9,162	SF	$ 6.50	$60,000
Stairs/Ramps	500	SF	$ 30.00	$15,000
Stair/Ramp Handrail	100	LF	$ 150.00	$15,000
Retaining Wall - East Maintenance Yard (varies from 5'-10 tall above finish	450	FF	$ 40.00	$18,000
Retaining Wall North Columbarium Area (6-8' tall above finish grade)	1,215	FF	$ 38.00	$46,000
Retaining Wall North of Pavilion (5 foot tall above finish grade)	455	FF	$ 38.00	$17,000
Cheek Walls at Stairs (4 foot tall above finish grade)	110	FF	$ 32.00	$4,000
Seat Walls in Plaza Area (2 foot tall above finish grade)	595	FF	$ 28.00	$17,000
Short wall at 2 sides of Pavilion (2 foot tall above finish grade)	88	FF	$ 28.00	$2,000
6' Tall Black Chain Link Maintenance Fence with Gate	225	LF	$ 40.00	$9,000
25x25 Pavilion	1	LS	$ 55,000.00	$55,000
Columbarium Walls - Single Sided	200	Niche	$ 575.00	$115,000
Columbarium Walls - Double Sided	800	Niche	$ 375.00	$300,000
Plaza Focal Features	2	EA	$ 35,000.00	$70,000
Metal Entry Feature / Arbor	2	EA	$ 20,000.00	$40,000
Site Furnishings (allowance)	1	LS	$ 25,000.00	$25,000
			Total	**$891,000**
Lawns and Planting				
New Trees	20	EA	$ 400.00	$8,000
Plant Beds (includes plant, soil, mulch)	8,695	SF	$ 5.35	$47,000
New Turf Sod (includes sod and soil)	7,605	SF	$ 1.45	$11,000
			Total	**$66,000**
Irrigation				
Irrigation - new	16,300	SF	$ 1.25	$20,000
New Controller and POC Equipment	1	LS	$ 15,000.00	$15,000
			Total	**$35,000**
Summary				
Site Preparation & Demolition				$277,000
Earthwork				$56,000
Site Utilities				$455,000
Building Improvements				$2,650,000
Site Improvements				$891,000
Lawns and Plantings				$66,000
Irrigation				$35,000
			SUBTOTAL	**$4,430,000**
			Contractor General Conditions 12%	$532,000
			Contractor Bond 2%	$89,000
			Contractor Overhead & Profit 10%	$443,000
			SUBTOTAL	**$5,494,000**
			Estimate Contingency 15%	$824,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$6,318,000**
			Design/Engineering Fees 15%	$950,000
			TOTAL (Construction + Design)	**$7,268,000**

*Face foot unit measurement is from top of footing to top of wall x wall length

Option B - Sexton Area w/ No Maintenance Building (Maintenance Relocated Offsite)

Item/Remarks	Quantity	Unit	Unit Cost	Totals
Site Preparation & Demolition				
Maintenance Building Demolition	9,000	SF	$ 8.00	$72,000
Maintenance Building Abatement	9,000	SF	$ 3.00	$27,000
Fueling Station Demo (Two 6000 gal tanks)	2	EA	$ 15,000.00	$30,000
Irrigation Controls - Relocated to back of restroom	1	LS	$ 20,000.00	$20,000
Asphalt to be removed & disposed	19,915	SF	$ 2.00	$40,000
Concrete to be removed & Disposed	5,361	SF	$ 2.50	$13,000
Concrete Walls & Foundations to be removed & disposed (allow)	1	LS	$ 75,000.00	$75,000
Utility Termination	1	LS	$ 20,000.00	$20,000
			Total	**$297,000**
Earthwork				
Cut to be hauled off	1,600	CY	$ 40.00	$64,000
Structural Fill	500	CY	$ 45.00	$23,000
Site Clear & Grade	37,500	SF	$ 1.50	$56,000
			Total	**$143,000**
Site Utilities				
New Electrical Service (allowance)	1	LS	$ 35,000.00	$35,000
Site Lighting (allowance)	1	LS	$ 75,000.00	$75,000
			Total	**$110,000**
Site Improvements				
New Asphalt	8,433	SF	$ 5.00	$42,000
New Curb & Gutter	485	LF	$ 20.00	$10,000
Concrete Sidewalk - 5" Thick	13,310	SF	$ 6.50	$87,000
Stairs/Ramps with Handrail	1,000	SF	$ 30.00	$30,000
Stair/Ramp Handrail	200	LF	$ 150.00	$30,000
Site Wall (2 foot tall above finish grade)	350	FF	$ 28.00	$10,000
Retaining Wall at East Columbarium Area (6 foot tall above finish grad	1,125	FF	$ 38.00	$43,000
Retaining Wall at West Columbarium Area 8 foot tall above finish grad	1,188	FF	$ 40.00	$48,000
Retaining Wall North of Pavilion (5 foot tall above finish grade)	455	FF	$ 38.00	$17,000
Cheek Walls at Stairs (4 foot tall above finish grade)	660	FF	$ 32.00	$21,000
Cheek Walls at ramps (3.5 foot tall above finish grade)	650	FF	$ 30.00	$20,000
Wall South of Pavilion (3.5 foot tall above finish grade)	200	FF	$ 30.00	$6,000
Seat Walls in Plaza Area (2 foot tall above finish grade)	595	FF	$ 28.00	$17,000
35x35 Pavilion	1	LS	$ 85,000.00	$85,000
Columbarium Walls - Single Sided	250	Niche	$ 575.00	$144,000
Columbarium Walls - Double Sided	1,350	Niche	$ 375.00	$506,000
Plaza Focal Features	2	EA	$ 35,000.00	$70,000
Metal Entry Feature / Arbor	2	EA	$ 20,000.00	$40,000
Site Furnishings (allowance)	1	LS	$ 30,000.00	$30,000
10x25 Room off back of Restroom (new irrigation controls)	250	SF	$ 300.00	$75,000
			Total	**$1,331,000**
Lawns and Planting				
New Trees	20	EA	$ 400.00	$8,000
Plant Beds (includes plant, soil, mulch)	10,450	SF	$ 5.35	$56,000
New Turf Sod (includes sod and soil)	7,605	SF	$ 1.45	$11,000
			Total	**$75,000**
Irrigation				
Irrigation - new	18,055	SF	$ 1.25	$23,000
New Controller and POC Equipment	1	LS	$ 15,000.00	$15,000
			Total	**$38,000**
Summary				
Site Preparation & Demolition				$297,000
Earthwork				$143,000
Site Utilities				$110,000
Site Improvements				$1,331,000
Lawns and Plantings				$75,000
Irrigation				$38,000
			Project SUBTOTAL	**$1,697,000**
			Contractor General Conditions 12%	$204,000
			Contractor Bond 2%	$34,000
			Contractor Overhead & Profit 10%	$170,000
			SUBTOTAL	**$2,105,000**
			Estimate Contingency 15%	$316,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$2,421,000**
			Design/Engineering Fees 15%	$360,000
			TOTAL (Construction + Design)	**$2,781,000**

*Face foot unit measurement is from top of footing to top of wall x wall length

Option B - Maintenance Relocated to Lindsey Gardens

Item/Remarks	Quantity	Unit	Unit Cost	Totals
Site Preparation & Demolition				
Site Clearing and Demo	40,000	SF	$ 2.00	$80,000
			Total	**$80,000**
Earthwork				
Cut to be hauled off	9,700	CY	$ 35.00	$340,000
			Total	**$340,000**
Site Utilities				
New Electrical Service (allowance)	1	LS	$ 100,000.00	$100,000
New Water Service & Lines (allowance)	1	LS	$ 75,000.00	$75,000
New Sewer Service & Lines (allowance)	1	LS	$ 90,000.00	$90,000
New Natural Gas Service & Lines (allowance)	1	LS	$ 65,000.00	$65,000
New Telephone & Internet Lines (allowance)	1	LS	$ 50,000.00	$50,000
Site Lighting (allowance)	1	LS	$ 75,000.00	$75,000
			Total	**$455,000**
Building Improvements				
New Maintenance Facilities (Cemetery maintenance area)	10,000	SF	$ 265.00	$2,650,000
Add alt for Parks Space (added over vehicle bays)	2,000	SF	$ 250.00	$500,000
			Total	**$3,150,000**
Site Improvements				
Asphalt Public Parking Lot	7,840	SF	$ 5.00	$39,000
Concrete Maintenance Yard/Parking - 8" Thick	6,566	SF	$ 10.00	$66,000
New Curb & Gutter	650	LF	$ 20.00	$13,000
Concrete Sidewalk - 5" Thick	4,200	SF	$ 6.50	$27,000
Concrete Stairs/Ramps	1,000	SF	$ 30.00	$30,000
Stair/Ramp Handrail	200	LF	$ 150.00	$30,000
Lower Terrace Retaining Wall (2.5' tall above finish grade)	280	FF	$ 30.00	$8,000
Lower Terrace Retaining Wall (4.5' tall above finish grade)	990	FF	$ 34.00	$34,000
Middle Terrace Retaining Wall (9' tall above finish grade)	1,260	FF	$ 42.00	$53,000
Middle Terrace Retaining Wall (8' tall above finish grade)	1,140	FF	$ 40.00	$46,000
Upper Terrace Retaining Wall (8' tall above finish grade)	1,330	FF	$ 40.00	$53,000
Upper Terrace Retaining Wall (9' tall above finish grade)	840	FF	$ 42.00	$35,000
Retaining Wall along roadway (4' tall above finish grade)	550	FF	$ 32.00	$18,000
Retaining Wall tie to corner of building (15' tall above finish grade)	340	FF	$ 32.00	$11,000
Stair Cheek walls (6' tall from bottom stair)	600	FF	$ 36.00	$22,000
6' Tall Black Chain Link Maintenance Fence with Gate	235	LF	$ 50.00	$12,000
35x35 Pavilion	1	LS	$ 85,000.00	$85,000
Site Furnishings (allowance)	1	LS	$ 10,000.00	$10,000
New Fuel Tanks (Convault 3000 gal. above ground on reinforced concrete pad, with bollards)	2	EA	$ 75,000.00	$150,000
			Total	**$742,000**
Lawns and Planting				
New Trees	30	EA	$ 400.00	$12,000
Plant Beds (includes plant, soil, mulch)	17,000	SF	$ 5.35	$91,000
Lawn Sod - Landscape Repair Areas (includes sod and soil)	6,300	SF	$ 1.45	$9,000
			Total	**$112,000**
Irrigation				
Irrigation - new	23,300	SF	$ 1.25	$29,000
New Controller and POC Equipment	1	LS	$ 15,000.00	$15,000
			Total	**$44,000**
Summary				
Site Preparation & Demolition				$80,000
Earthwork				$340,000
Site Utilities				$455,000
Building Improvements				$3,150,000
Site Improvements				$742,000
Lawns and Plantings				$112,000
Irrigation				$44,000
			Project SUBTOTAL	**$4,923,000**
			Contractor General Conditions 12%	$591,000
			Contractor Bond 2%	$98,000
			Contractor Overhead & Profit 10%	$492,000
			SUBTOTAL	**$6,104,000**
			Estimate Contingency 15%	$916,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$7,020,000**
			Design/Engineering Fees 15%	$1,050,000
			TOTAL (Construction + Design)	**$8,070,000**

*Face foot unit measurement is from top of footing to top of wall x wall length

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Roof Structure Over Existing Landscape Bins

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Improvements				
Roof Structure (80'x30')	2,400	SF	$ 40.00	$96,000
			SUBTOTAL	**$96,000**
			Contractor General Conditions 12%	$12,000
			Contractor Bond 2%	$2,000
			Contractor Overhead & Profit 10%	$10,000
			SUBTOTAL	**$120,000**
			Estimate Contingency 15%	$18,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$138,000**
			Design/Engineering Fees 15%	$20,000
			TOTAL (Construction + Design)	**$158,000**

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Soils-Headstone Storage Area

Item/Remarks	Quantity	Unit	Unit Cost	Rounded Totals
Site Improvements				
Roof Structure (60'x28')	1,680	SF	$ 40.00	$67,000
Vehicular Concrete (8" Thick)	1,680	SF	$ 10.00	$17,000
8' Tall Concrete Walls - for 4 Landscape Bins (FF for One Side of Wall)	1,710	FF	$ 40.00	$68,000
Gates w/ Screen Panels	4	EA	$ 2,500.00	$10,000
			SUBTOTAL	**$162,000**
			Contractor General Conditions 12%	$19,000
			Contractor Bond 2%	$3,000
			Contractor Overhead & Profit 10%	$16,000
			SUBTOTAL	**$200,000**
			Estimate Contingency 15%	$30,000
Costs are 2017 costs, for inflation add 5% per year compounded			Escalation (0% - Current Costs)	$0
			TOTAL (Construction)	**$230,000**
			Design/Engineering Fees 15%	$30,000
			TOTAL (Construction + Design)	**$260,000**

*Face foot unit measurement is from top of footing to top of wall x wall length

SLC**CEMETERY**
MASTER PLAN

Appendix C
Existing Conditions: Cemetery Analysis and Assessment

- **Site Analysis**
- **Facilities and Operations Analysis**
- **Cemetery Walls and Fences Analysis Report by ESI Engineering**

APPENDIX C - EXISTING CONDITIONS: CEMETERY ANALYSIS AND ASSESSMENT

Site Analysis

The Salt Lake City Cemetery comprises 120.9 acres of City open space. Burial areas are manicured lawn with a diversity of evergreen and deciduous trees. The site is characterized by undulating slopes, many of which are maintained by retaining walls and terraces. An estimated 7.9 miles of roads provide access for pedestrians, cyclists, and vehicles. Information in the following analysis sections was obtained through site visits and observations, and a review of GIS data, historical data, and previous master planning studies.

Phase I Master Planning - Information Gathering & Documentation Services Summary

Salt Lake City began the master plan process in 2009 with phase 1. The primary intent of phase 1 was to:

- Identify possible areas in which the Cemetery could be expanded to help extend its lifespan
- Identify possible inventory types and ways in which the Cemetery could be developed to become more profitable and cover more of its administrative, operations, and maintenance costs and expenses
- Document the general condition of the roads and drainage infrastructure in need of renovation or repair

Much of the phase 1 document is still applicable to this phase of the Master Plan as it includes an “assessment of existing Cemetery inventory and sections, possible expansion opportunities for them, an assessment of site infrastructure elements and conditions, and a limited, preliminary financial review” (CRPA Phase 1 Master Plan, 2009).

This final phase of the Master Plan builds on the information previously documented by conducting a more thorough analysis and providing recommendations for the following aspects of the Cemetery:

- Facilities and Operations (site furnishings and lighting, drainage, fencing, gates, maintenance buildings, walls, funding, new interment offerings, etc.)
- Roads (circulation, access and condition) - See Appendix D for detailed road analysis
- Community Resources (historic features, planting, open space, wildlife, etc.) - See Appendix E for detailed community resources analysis
- Architecture and Buildings (Sexton Building, Maintenance Compound, Restroom facilities) - See Appendix F for architectural analysis report

Facilities and Operations Analysis

A detailed analysis of the facilities, operations, and built features of the Cemetery was performed. See the Figure C.1 - Existing Conditions Analysis Map at the end of this appendix.

Walls, Fencing, and Entrance Gates

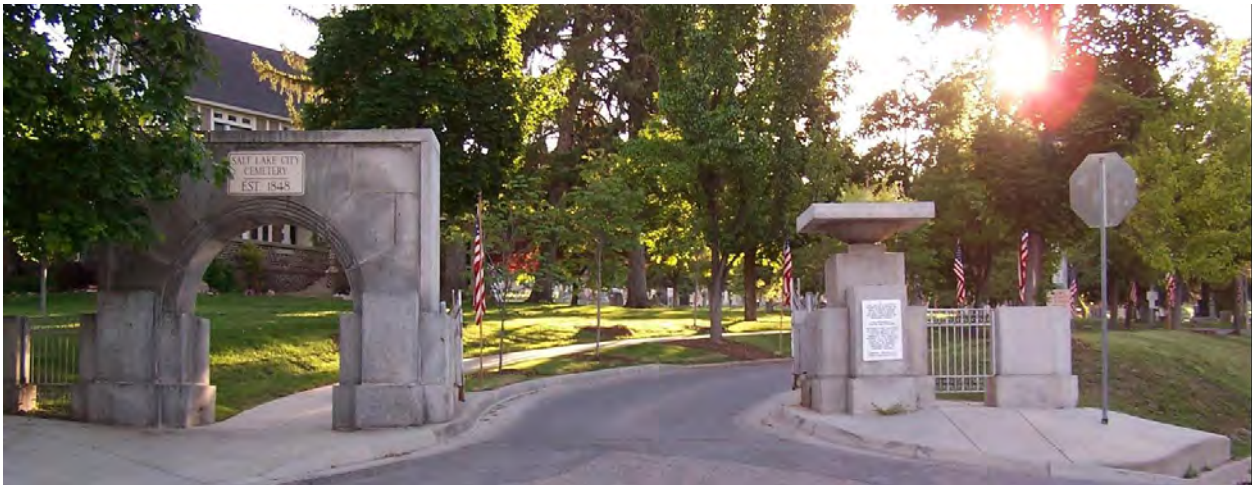
Walls, fencing, and entrance gates in portions of the Cemetery have important historic value, but have fallen into disrepair. The Cemetery has many free-standing and retaining walls across the site. While some are simple concrete, others are stone and cobble and have decorative and historic value. Many of the stone walls in particular are in need of repair. A detailed wall analysis is included in at the end of this appendix.

Fencing around the perimeter of the Cemetery is incongruous and non-continuous, with many portions (especially along 4th Avenue) devoid of fence altogether.

Each of the vehicular access points are gated, though they vary in type and condition, with many in poor condition and disrepair. The Main Entry Gate, located on the corner of 4th Avenue and N Street, provides significant historic character and value to the Cemetery. It is the product of a 1914 design competition won by Fredrick Hust and remains largely unchanged since it's construction

Entrance Gate - 4th Avenue & Cypress Avenue
Source: Cemetery Planning Team

1940's WPA Gate - 11th Avenue & 980 East
Source: Cemetery Planning Team



1915 Main Entrance Gate - 4th Avenue & N Street
Source: Salt Lake City Cemetery

in 1915. Ten additional gates control access to the Cemetery, the majority of which are open and actively used. Four of the gates are normally kept closed to discourage through traffic. These gates are opened for public access on certain holidays (Memorial and Veterans Day) and to accommodate funeral processions.

Restoring/repairing walls, fencing and entrance gates may enhance the overall the aesthetics of the Cemetery.

Irrigation

In 1900, water was piped from City Creek as the beginning of an irrigation system. It was upgraded to a galvanized pop-in sprinkler system in the 1930's–40's, and beginning in the 1980's, the east portion of the Cemetery was renovated with an automatic irrigation system. The west portion of the Cemetery's irrigation system (west of Center Street) was completely replaced with new mainline, valves, laterals, heads and wire in 2013, with wires run to the east section to enable the entire Cemetery to be centrally controlled. The system has a life expectancy of 20-25 years. The older east portion, while still functional, is in need of upgrades.

Irrigation Equipment - RPZ
Source: Cemetery Planning Team

Irrigation Equipment - Automatic Controllers
Source: Cemetery Planning Team

The current system is fed by multiple culinary points of connection with mainline sizes ranging from 2" to 6". The irrigation control center is housed within and existing maintenance building adjacent to the Sexton Building and may complicate maintenance facility relocation.

Site Furnishings and Lighting

The Cemetery has very few existing site furnishings such as benches, trash receptacles, tables, etc. The few that do exist are located in the area of the Sexton Building. There are two white stone benches located just outside the east entry of the Sexton Building. These were donated by Salt Lake Monument. A picnic table is also located seasonally at the back of the Sexton Building for staff use. The benches that do exist among the burial sections are burial or memorial markers and are not placed in a manner to facilitate public use. The addition of site furnishings such as benches would be of benefit to patrons visiting burial sites as well as those that utilize the Cemetery for its open space.

Security lighting exists at and around the Sexton Building/Cemetery Offices, Maintenance Compound, and restroom facilities. In addition, some street lighting is scattered throughout the cemetery. Street lights are a wooden power pole with a simple cobra head style light fixture attached and appear to be mostly located at roadway intersections. Lighting the Cemetery is a complex issue. Comments from Public Open Houses & Stakeholder meetings indicate a desire to preserve the dark sky over the Cemetery and avoid increasing light pollution, while other comments express the need to provide additional lighting for security.

Maintenance Compound

Located adjacent to the Sexton Building, the maintenance compound consists of multiple buildings. These facilities are essential to the operation of the Cemetery, housing the irrigation control center, equipment, tools and office space. As such, any redevelopment plan will need to provide equal or better facilities to meet operational needs.

While they play a critical role in overall Cemetery operations, the maintenance buildings detract from the historic character of the area surrounding the Sexton Building. (See Appendix F - Architectural Analysis for more information about the Sexton Building and maintenance facilities)

Fueling Station

A City fueling station is located along the north edge of the maintenance facilities. It dispenses both gasoline and diesel fuel and is available 24 hours a day 7 days a week for use by City fleet vehicles. While the fueling station is most heavily used by Cemetery maintenance equipment, it is also frequently used by City police and fire vehicles, and other City vehicles.

The fueling station was upgraded with new dispensing equipment by the City in 2016 but no work was done to the underground tanks at that time. Two 6,000 gallon composite steel underground storage tanks with fiberglass piping were put into operation on July 11,1991. One tank is for diesel and the other is for unleaded gasoline. If maintenance facilities are relocated, the fuel station would likely need to be relocated as well. Consideration should be given to both the cost and potential environmental implications of moving the fuel tanks.

Parking

Parking is permitted on all Cemetery roads, however many roads are too narrow to allow for parked cars and sufficient space for other vehicles to pass. There are a total of 26 stalls near the Sexton Building and maintenance facilities. Four stalls are designated as customer parking with the remainder used by either staff or maintenance vehicles. In its current configuration, parking is insufficient for Cemetery staff, equipment, and customer use.

Landscape Bins: Materials & Soil Storage

The Cemetery's primary materials and soil storage area is located in the Northwest corner of the Cemetery, directly south of Salt Lake City Fire Station #4. This area is used by maintenance personnel to store heavy equipment as well as extra soil that comes from the opening and closing of graves. Soil stockpiles are hauled off every 6 months, with some of it being used by other City departments. Gravel, road base, wood chips, rocks, and green waste are also stored here. The area's current configuration and size is adequate in meeting the Cemetery's needs.

Headstone and Soils Storage Area

Near the center portion of the Cemetery is a staging area for materials and the temporary storage of headstones while graves are being dug. While the area is not located on a major road and is somewhat screened by topography and vegetation, it is unsightly. Consideration should be given to either relocating the spoils area elsewhere or building an enclosure to screen views.

Proximity to City Parks & Open Spaces

Multiple City owned parks and open spaces are directly adjacent, or within close proximity, to the Cemetery. Each has been evaluated for opportunities to create connections to the Cemetery,

as well as for their potential to share relocated maintenance facilities that could benefit both the Cemetery and the park or open space.

Lindsey Gardens Park is a neighborhood park located immediately west of the upper portion of the Cemetery and primarily serves the surrounding Avenues neighborhood. This park contains ball fields, a playground, bowery, ADA-accessible restroom, passive open space, an off-leash dog area, and tennis courts. The tennis courts, located in the southeast corner of the park and directly adjacent to the Cemetery, are closed due to their poor condition. Improvements in this area of Lindsey Gardens could have considerable benefits to both the park and the Cemetery.

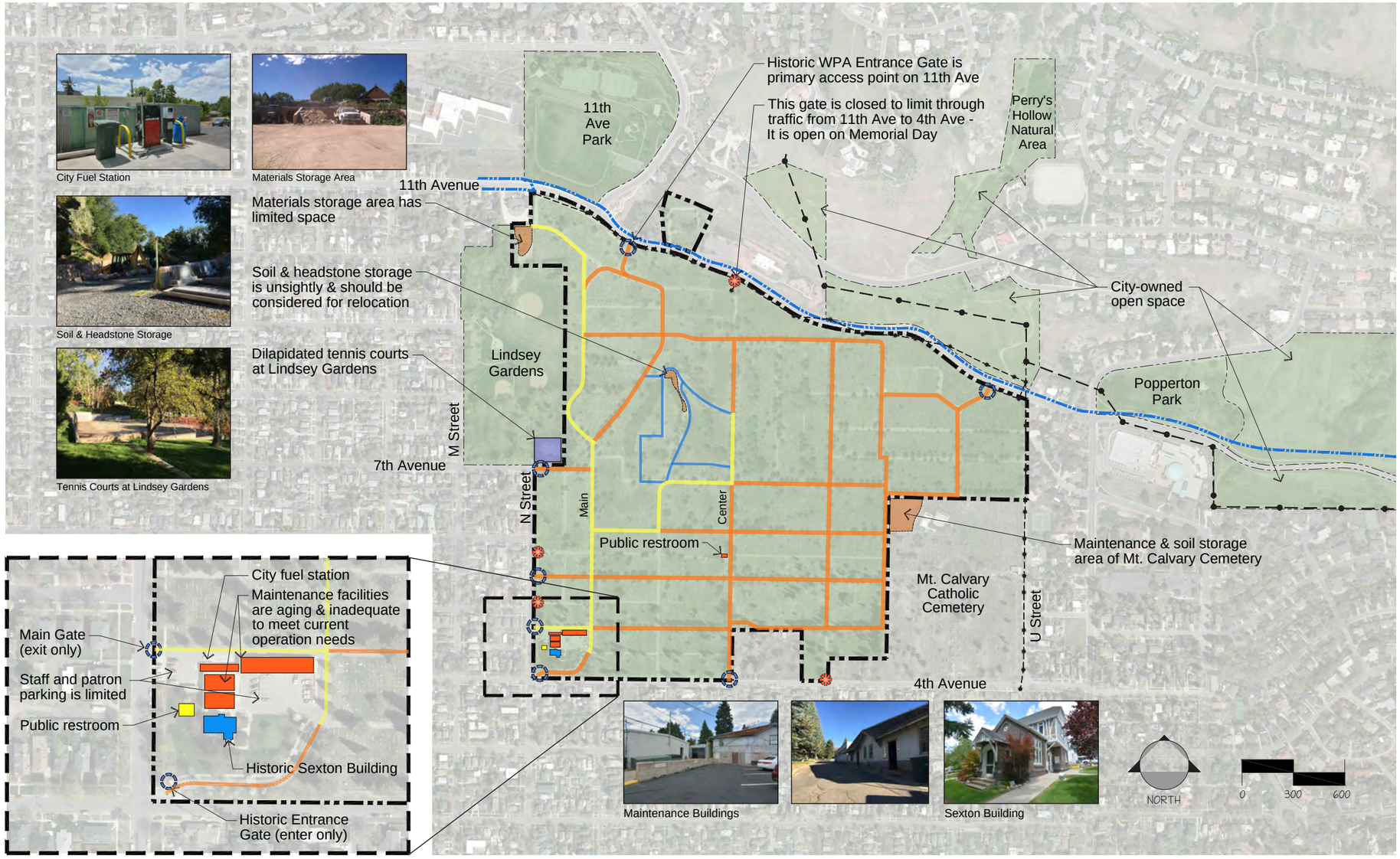
Additional nearby parks include 11th Avenue Park and Popperton Park which serve residents of the adjacent Avenues neighborhood. While both parks are close to the Cemetery, 11th Avenue creates a barrier restricting access, and they lack available space for potential expansion or relocation of maintenance facilities. Because of their proximity to the Cemetery and existing pedestrian and bicycle trails, designating routes through the Cemetery has potential to connect multiple existing and proposed trails.

To the north and east of the Cemetery lie multiple parcels of city-owned open space. The majority of this open space is undeveloped and is characterized by steep slopes and utility corridors making them unsuitable for potential expansion or relocation of maintenance facilities. The “Bobsled Trail” is a trail that passes through Perry’s Hollow open space and eventually connects to the Bonneville Shoreline Trail. City-owned open space near the northeast corner of the Cemetery provides an opportunity to create a connection between the Bobsled and other trails.

Summary of Findings

- Fencing, gates, and walls in portions of the Cemetery have important historic value, but have fallen into disrepair.
- The east half of the Cemetery’s irrigation system was installed in the 1980’s and is in need of upgrade and renovation.
- The irrigation control center is located within an existing maintenance building adjacent to the Sexton Building and may complicate maintenance facility relocation.
- The addition of site furnishings such as benches would be of benefit to patrons visiting burial sites as well as those that utilize the Cemetery for its open space.
- Lighting is a complex issue as many desire to preserve the dark sky over the Cemetery.
- Cemetery maintenance facilities and the City fuel station detract from the historic character of the Sexton Building and create an unattractive entrance to the Cemetery.
- Parking near the Sexton Building/maintenance facilities is insufficient for Cemetery staff, customer use and maintenance equipment.
- The materials and soil storage area near the fire station currently meets the Cemetery’s needs.
- The headstone and soil storage area near the center of the Cemetery is unsightly and should be considered for screening from adjacent burial areas.
- Opportunities to expand Cemetery uses within the Cemetery property are limited by the lack of available space.
- Adjacent City-owned open spaces have limited opportunity for Cemetery expansion or maintenance relocation due to steep slopes and utility easements and competing uses.
- Lindsey Gardens Park could benefit from shared-use maintenance facilities.

Figure C.1 - Existing Conditions Analysis Map



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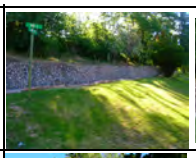
Cemetery Walls and Fences Analysis

Salt Lake City Cemetery
G Brown Design/ESI Engineering - August 2008 & Sept. 2016
Wall Inventory Summary (15-208)

Location	Type					Height	Length	Visual Condition	Comparable Photos 2008(left) & 2016(right)	Recommendations
	1	2	3	4	5					
Back of Sexton House	x					2.5'	75'	**FAIR** but movement is apparent.		These walls will need to be replaced as improvements to the Maintenance Facility are completed.
East of Garage	x					3.6'	58'	Same as above		Same as above.
East of Garage	x					3.6'	68'	Same as above	 	Same as above.
Southeast of Garage				x		2.0	11'	Same as above	 	Same as above.
Far East of Garage	x					3.0'	49'	**FAIR** but movement is apparent.		This wall will need to be replaced as improvements to the Maintenance Facility are completed.
Grass Line East of Sexton Building	x					2.0'	113'	Same as above	 	Same as above
355 N. (north and east side) to Hillside Ave.				x		2.5'-6.0'	349'	**GOOD**	 	Some repair is needed.
330 N. (North side)	x					6.0'	20'	**GOOD**	 	Doesn't match surrounding wall but in good shape.
330 N. (South side)				x		2.5'-6.0'	67'	**GOOD**	 	Some minor upkeep and repair is needed.

405/415 North (Hillside Ave to 980 E.)				x		4.5'-6.0'	450'	**GOOD**	 	
330 North and Central Ave	x					5.0'	217'	**GOOD**	 	
11th Avenue WPA Wall			x			2.5'	Several Blocks	**FAIR**	 	Needs repairs and some restoration. Wall repairs are currently under an existing project bid through SLC Engineering.
N Street (east side) Ornamental Fence					x	3.0'	910'	**POOR**	 	Needs restoration
1100 East 325 North	x					2.5'	200'	**FAIR**	 	Wall has a few major cracks. The one shown is from the tree. Wall needs some repair and the tree may need to be removed.
11th Avenue N. Plat				x				**GOOD**	 	Needs minor repair.
445 North Center to 1100 East - and - 980 East toward Hillside				x				**GOOD**	 	Needs minor repair

1060 East 325 North	x					2.0'-4.0'	300'	**GOOD**	 	Some minor repairs needed.
4th Avenue and Cyprus	x					2.0'-3.5'	100'	**GOOD**	 	
Central Ave & North of 330 N (West Side of Road)				x		4'-6'		**GOOD**		Needs minor repair
4th Avenue (between Cypress & B'nai Israel Congretation Cemetery					x	4'	125'	**POOR**		Bent and broken fence panels. Should be repaired/replaced

WALL CONSTRUCTION TYPE

1- RC (Reinforced Concrete)
2- Gravity Type- Crib Wall
3- Sand Stone
4- River Rock w/Mortar **5- Other**

NOTE:
Some walls less than 4 feet in height were not included in the study.
Also, private walls were not included either

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SLC CEMETERY
MASTER PLAN

Appendix D - Cemetery Roadway Analysis

- Circulation and Access
- Roadway Conditions
- Summary of Findings
- Roadway Analysis Maps
- Road Inventory by ESI Engineering

APPENDIX D - CEMETERY ROADWAY ANALYSIS

Circulation & Access

The Cemetery has 11 gated entries and good access from all adjoining streets. Primary access points include the Main Entry Gate at the corner of 4th Avenue and N Street, 4th Avenue and Center Street, 11th Avenue and 920 East, and 7th Avenue and N Street near Lindsey Gardens. Of the 11 gated entries, four are typically closed (except for holidays and special events) to discourage pass-through traffic.

The Cemetery has 7.9 miles of roadways, adding up to an estimated surface area of more than 17 acres. These roads allow good access to all Cemetery sections but vary greatly in width. Roads are generally laid out in an east-west and north-south grid-like fashion similar to other streets in the City. Roadways were analyzed to determine primary access and circulation routes crucial to Cemetery operations and public access. This was done to prioritize roadways for needed repairs and identify roadways that could be considered for limited access or closure.

East-west roadways are typically less steep than north-south roadways. Slope on east-west roadways is approximately 3% to 7% with short isolated sections as steep as 10%-13% and as flat as 1.5%. The slope on north-south roadways is typically 10%-13% with the steepest section of roughly 18% located at the northeast entry to 11th avenue. A few isolated and shorter sections of the north-south roadways have slopes of 7-8%.

All Cemetery streets are marked and named with street signs. Roads were initially dirt or gravel, but paving began in the 1940's (CRPA Phase 1 Master Plan, 2009). Present day roadways are paved asphalt of varying conditions.

Roadway Conditions

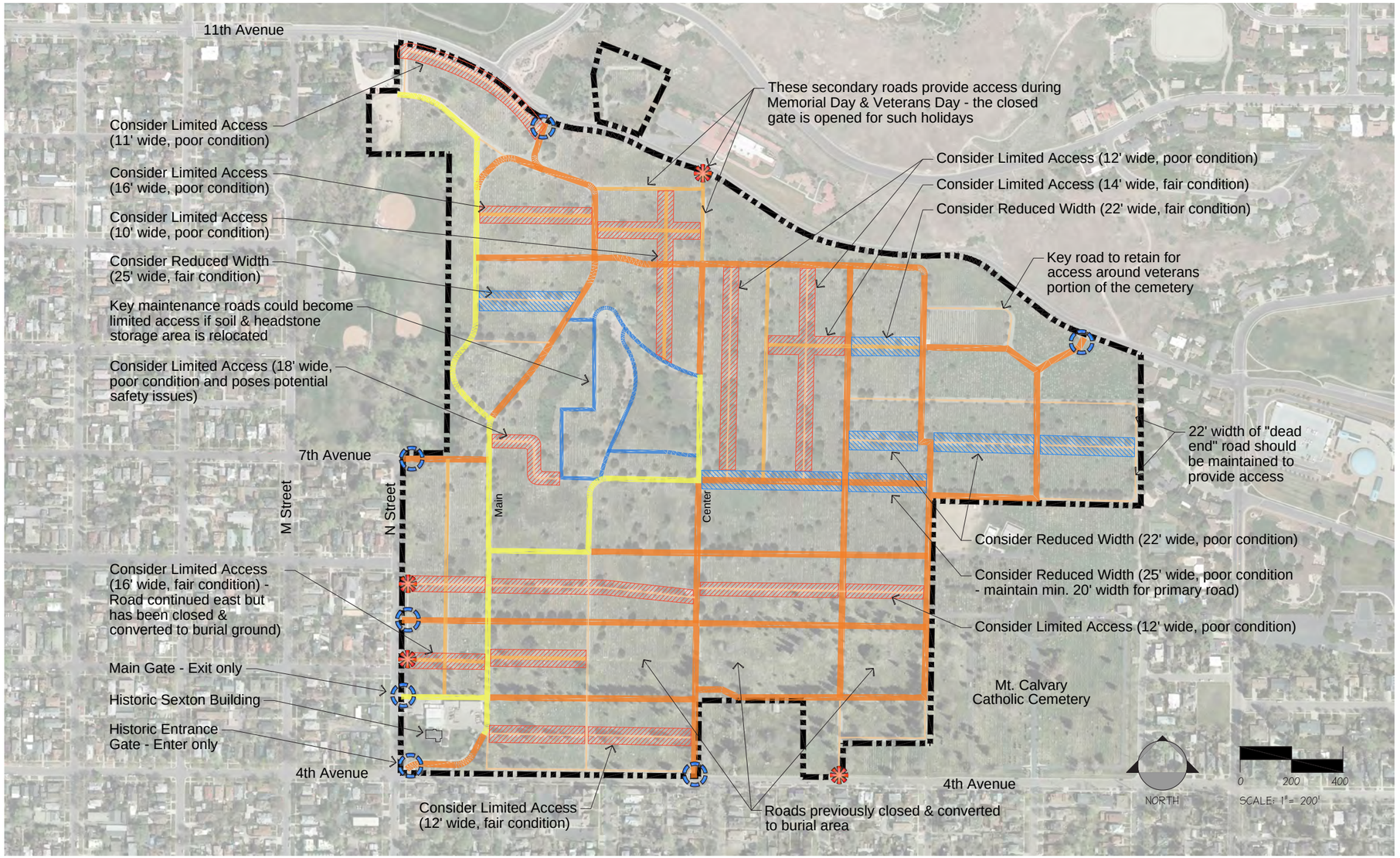
Many of the roadways are in poor condition due to ongoing wear as well as repeated cutting and patching for irrigation system repairs and improvements. The condition of all Cemetery roadways was reviewed and assessed. Roadways were ranked on a 5 scale rating system of excellent, good, average, fair, and poor condition. All Cemetery roads ranked at or below average and need considerable maintenance.

Summary of Findings

- Roughly 7 miles are in poor or fair condition and less than one mile is in average condition.
- No roadways are in excellent or good condition.
- Roadways most frequently used by the public and maintenance personnel are generally in the worst condition. These primary routes should be the highest priority for repair.
- Replacing or repairing all the Cemetery roadways as a single project may be difficult with cost estimates being as high as $12.5 million.
- Closing or restricting some roadways to public vehicle access may reduce the need of immediate repair and could provide opportunity for other enhancements such as benches, plantings, and interpretive signage.

See the following road analysis maps:
- Figure D.1 - Circulation and Access Analysis
- Figure D.2 - Roadway Conditions Analysis
- Figure D.3 - Roadway Width Analysis

Figure D.1 - Circulation and Access Analysis



Circulation and Access Analysis

- SLC Cemetery Boundary
- Open gate
- Closed gate
- Primary access & key maintenance roads
- Primary access road
- Key maintenance road
- Secondary access road
- Tertiary access road
- Roads to consider for limited access (maintenance vehicle & pedestrian only)
- Roads to consider for reduced width (identified primary access roads should maintain min. 20' width - others may be reduced to 12' wide)

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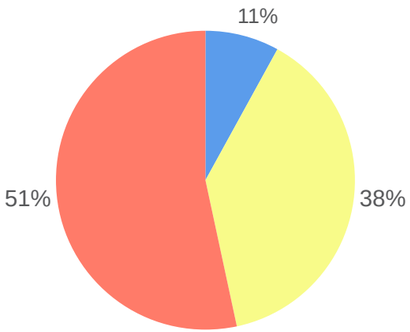
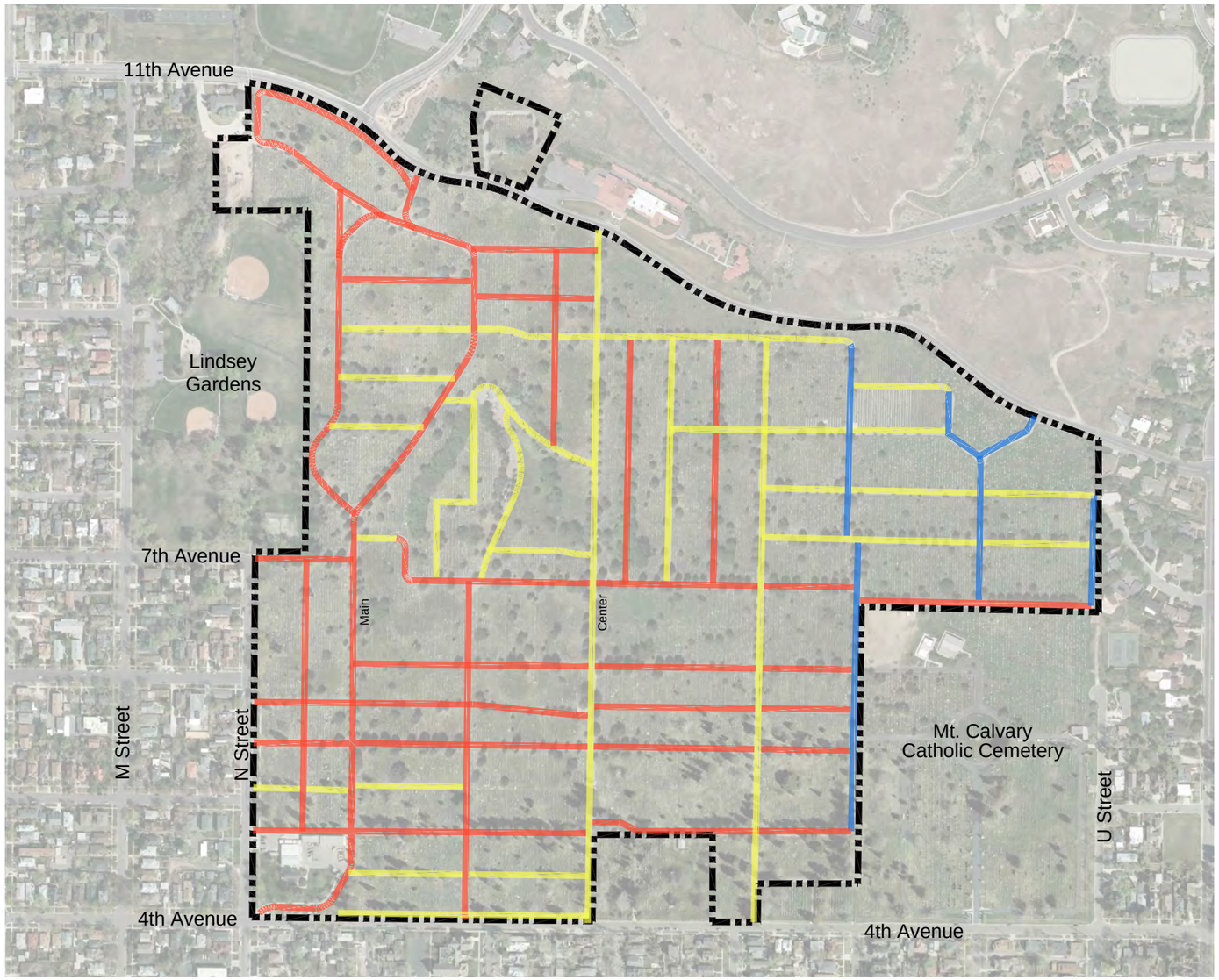
Figure D.2 - Roadway Condition Analysis



- Average Condition - 3/4 Mile
- Fair Condition - 3 Miles
- Poor Condition - 4 Miles



Roadway Conditions Analysis

SLC Cemetery Boundary

Average Condition Roads -
Drivable, no significant potholes, cracking evident

Fair Condition Roads -
Drivable, with significant potholes & cracking, close to failure

Poor Condition Roads -
Asphalt failure, becoming undrivable

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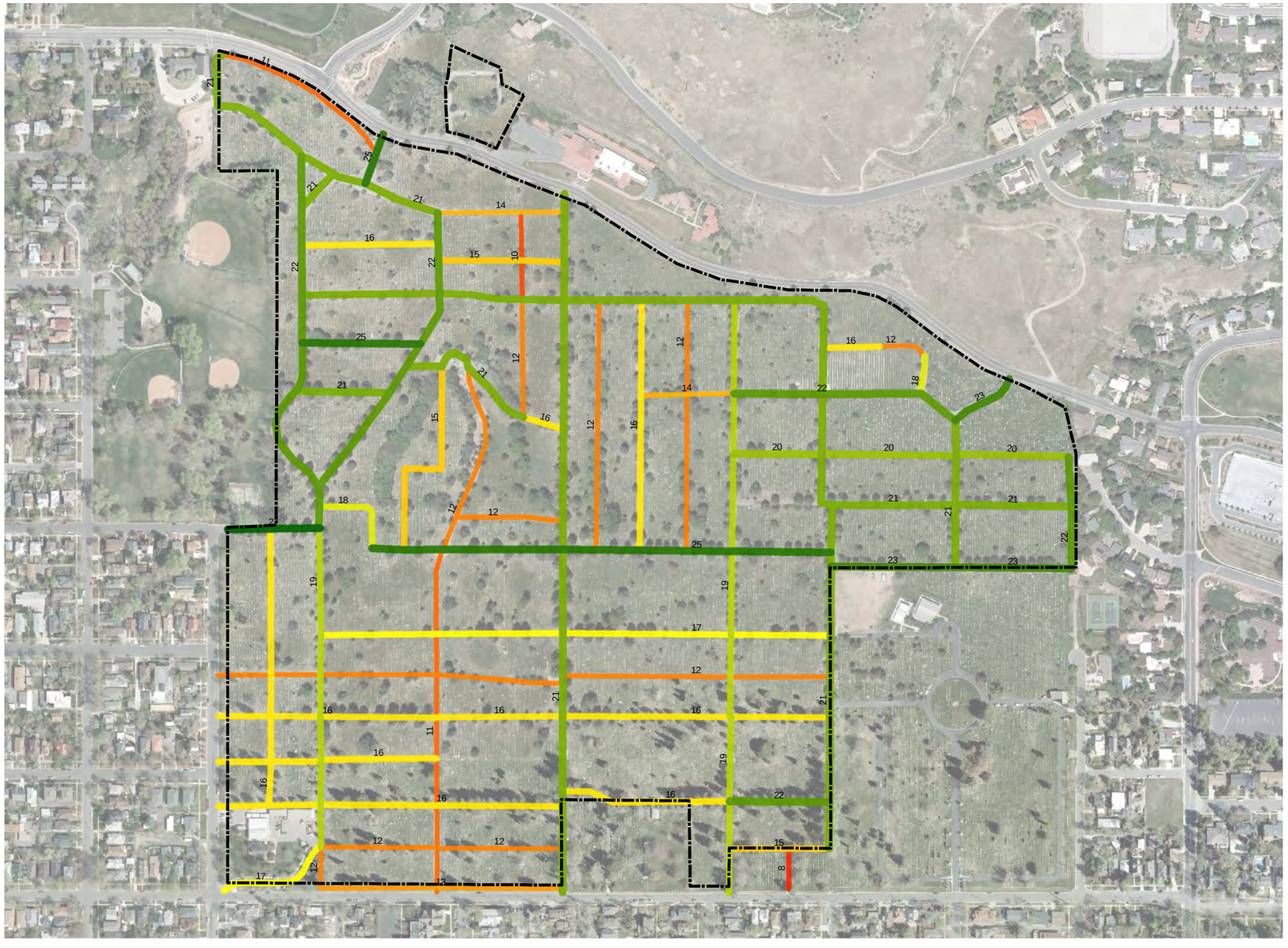
Figure D.3 - Roadway Width Analysis



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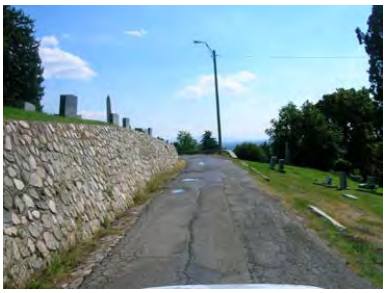
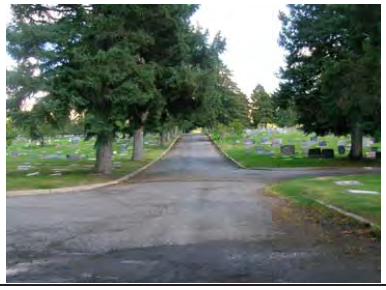
ESI Engineering - Road Inventory

Salt Lake City Cemetery
G Brown Design/ESI Engineering - Sept. 2016
Streets Inventory (15-208)

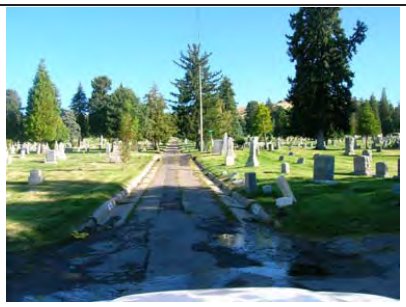
Street Name	Length In Feet (Est.)	Asphalt width (Ave.)	Visual Condition	Photo	Recommended Improvements
First Avenue (205 North)	830	13 feet	**FAIR** condition. Some visible cracking and a patch down the middle. Curb only along South edge. No curb along North edge.		Recommend 2" mill and overlay project in the future.
Third Avenue (220 North)	1,170	12 feet	**FAIR** condition. Some visible cracking and a patch through portions. Curb varies. No Gutter. Far East end appears to be less used and grass is growing in the roadway		Recommend 2" mill and overlay project in the future.
240 North	2,110	16 feet	**FAIR -POOR** condition. Visible cracking and a patch through most of the roadway. Large potholes and failed asphalt in areas. Curb varies. No Gutter. Some Curb sections missing. Drainage issues at intersections with Main, Center and Cypress.		Recommend reconstruction of 240 North. Construction project should include new asphalt, road base and modified curbs for drainage. Address drainage collection at intersections.
250 North	730	16 feet	**FAIR** condition. Visible cracking and a patch through most of the roadway. No Curb along most of the roadway. No Gutter. Some Curb sections missing.		Recommend slurry and 2" overlay. This is one road that could possibly close based on maintenance need. Notice that portions have already been reclaimed and are being used for burial areas.

Grand Ave. (270 North)	2,060	16 feet	**FAIR -POOR** condition. Visible cracking and a patch through most of the roadway. Some areas of asphalt failure with potholes. Curb both sides. No Gutter. Some Curb sections missing. Drainage issues at intersections with Main, Center, Cypress and 1100 E.		Main entrance and thru way of the cemetery. Recommend reconstruction of Grand. Construction project should include new asphalt, road base and modified curbs for drainage. Address drainage collection at intersections.
280 North/ 275 North	2,100	11 feet	**FAIR -POOR** condition. Visible cracking and patches through most of the roadway. Some areas of asphalt failure with potholes and grass. Majority has no curb. Drainage issues at intersections with Park, Main, Center, Cypress and 1100 E.		Gated Entrance into cemetery. Main thru way. Recommend reconstruction of roadway. Curb and gutter along south edge. Address drainage collection at intersections.
310 North	1,690	17 feet	**FAIR -POOR** condition. Visible cracking and patches through most of the roadway. Some areas of asphalt failure with potholes. Majority has no curb. Curb from Cypress East. Drainage issues at intersections with Park, Main, Center, Cypress and 1100 E.		Recommend reconstruction of roadway. Curb and gutter along south edge. Slope roadway to the south. Address drainage collection at intersections.
330 North	3,165	23 feet	**FAIR -POOR** condition. Visible cracking and patches through most of the roadway. Some areas of asphalt failure with potholes. Curb and Gutter along sections. Some curb missing and needing repair. Very steep sections. Drainage issues at intersections with Park, Main, Center, Cypress, 1000 E., Olive, 1040 E., 1060 E., and 1100 E.		Main access into cemetery from Lindsey Gardens. Main thru way. Recommend reconstruction of roadway. Could be done in sections. Curb and gutter along south edge. Slope roadway to the south. Address drainage collection at intersections.

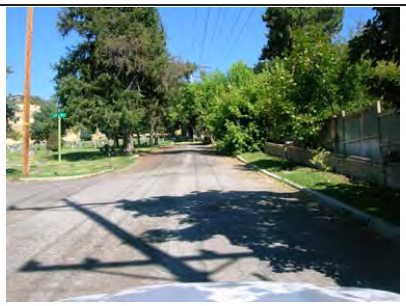
355 North	1,110	21 feet	**FAIR** condition. Visible cracking. Curb along the roadway. Some curb missing. Drainage issues at intersections with 1060 E., 1100E., and 1150 E.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Address drainage collection at intersections.
Cedar Ave./ Elm Ave./ 380 North	1,110	21 feet	**FAIR** condition. Visible cracking through most of the roadway. Some areas of asphalt failure with potholes. Curb and Gutter both sides. Gutters need to be cleaned. Drainage issues at intersections with Cypress, 1100 E. 1150 E. and 1200 E.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Address drainage collection at intersections.
405 North	1,320	20 feet	**FAIR** condition. Visible cracking through most of the roadway. Some areas of asphalt failure with potholes. No Curb from Olive to 1100 E. Curb and gutter South Side only from 1100 E to 1125 E. Curb and gutter from both sides from 1125 E. to 11th Ave Entrance. Curb repairs needed. Drainage issues at intersections with Olive, 1040 E. Cypress, 1100 E. and 1150 E.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Address drainage collection at intersections.
425 North	470	16 feet	**FAIR** condition. Visible cracking through most of the roadway. Large asphalt patch. No Curb for majority. Curb along lot Y2. Large drain box on south side. Drainage issues at intersection with 1100E.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Curb along south side to collect water. Address drainage collection at intersections.

405 North Near Plat 3 & 4	290	22 feet	**FAIR** condition. Visible cracking and a patch through most of the roadway. Curb and gutter along the south side. Curb only along north side. Drainage handled with waterway at intersections of Main and Hillside.		Recommend 2" mill and overlay. Addition of curb and gutter along north side.
425 North/ Quirrh Avenue	375	23 feet	**FAIR** condition. Visible cracking and a patch through all of the roadway. Curb and gutter along both sides. Drainage handled with waterway at intersections of Main and Hillside. Waterway on Hillside broken and in need or replacement.		Recommend 2" mill and overlay. Replace existing waterway on Hillside Street.
445 North	1730	20 feet	**FAIR** condition. Visible cracking and a patch through most of the roadway. Curb along both sides. Drainage handled with waterway at intersection of Main. Drainage issues at intersections with Hillside, 980 E., and Center Street. Other intersections have waterways.		Recommend 2" mill and overlay. Some curb sections need to be repaired. Some curb sections could be opened along the South side to allow storm water to flow over the grass areas.
Uintah Avenue/ 465 North/ 460 North	920	15 feet	**FAIR -POOR** condition. Visible cracking and patches through most of the roadway. Some areas of asphalt failure with potholes. No curb on either side. Drainage is handled on cross streets with waterways.		Recommend 2" mill and overlay. Slope and drain roadway to the south for drainage. No curb needed. Waterways need to be reconstructed on Hillside and Center Streets. This is one road that could possibly close based on maintenance need.

Wasatch Avenue	1400	18 feet	**FAIR - POOR** condition. Visible cracking and a patch through most of the roadway. Potholes and failing asphalt in areas. Curb and gutter along both sides. Drainage handled with waterway at intersection with Hillside. Drainage issues at intersection with Center Street.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Remove and replace defective curb and gutter. Area between Hillside and Center Street could be good option for reclaiming as burial areas.
Frontage Road along 11th Avenue	775	10 feet	**FAIR - POOR** condition. Visible cracking and a patch through most of the roadway. Potholes and failing asphalt along most of the road. Curb and gutter along both sides with failures in the drainage. Drainage handled with waterway at intersection with 920 East.		Recommend roadway reconstruction with new curb and gutter and redesign of drainage.
415 North/ 405 North/ 385 North	605	20 feet	**FAIR** condition. Visible cracking and a patch through most of the roadway. No Curb on either side.		Recommend 2" mill and overlay. Some areas may need to be reconstructed.
Park Street/ 670 East	905	15 feet	**FAIR - POOR** condition. Visible cracking and a patch through most of the roadway. Potholes and asphalt failure evident. Curb and Gutter both sides for drainage. Drainage issues at 240 N.,250 N., 270 N.,and 280 N.		Recommend roadway to be reconstructed. New road base and asphalt. Repair curb and gutter as needed. Drainage needs to be addressed at the intersections.

Main Street	2,545	20 feet	**FAIR - POOR** condition. Visible cracking and a patch through most of the roadway. Potholes and asphalt failure evident. Main North-South connector. Curb and Gutter both sides for drainage. Drainage issues at far South end, 240 N.,250 N., 270 N., and 280 N.		Recommend roadway to be reconstructed. New road base and asphalt. Repair curb and gutter as needed. Drainage needs to be addressed at the intersections and the far south end. Design should consider storm drain system possible in this road.
Hillside Street	990	25 feet	**FAIR - POOR** condition. Visible cracking and a patch through most of the roadway. Potholes and asphalt failure evident. Curb and Gutter both sides for drainage. Drainage issues at 240 N.,250 N., 270 N.,and 280 N.		Recommend roadway to be reconstructed. New road base and asphalt. Repair curb and gutter as needed. Replace waterways at intersections for proper drainage at intersections.
940 East	720	15 feet	**FAIR** condition. Visible cracking and a patch through most of the roadway. No curb and gutter on either side or the roadway. Drainage issue at 330 North intersection. Collection needed.		Recommend 2” mill and overlay. Some areas may need to be reconstructed. Allow roadway to drain into grass and collect at 330 N.
Central Avenue/ 980 East	1,720	12 feet	**FAIR - POOR** condition. Visible cracking and a patch through most of the roadway. Potholes and asphalt failure evident. Curb and Gutter both sides for drainage up to 330 N. No curb from 330 N. to North end. Drainage issues at 205 N. 220 N., 240 N.,250 N., 270 N.,280 N., and 310 N.		Recommend roadway to be reconstructed. This seems to be a main access for maintenance. New road base and asphalt. Repair curb and gutter as needed. Replace waterways at intersections for proper drainage at intersections.

980 East	670	12 feet	**FAIR** condition. Visible cracking and a patch through most of the roadway. No curb and gutter on either side or the roadway. Drainage issue at 445 N. and 480 N. intersections.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Allow roadway to drain into grass. This is one road that could possibly close depending on maintenance access needs.
Center Street/ 990 East	2,340	25 feet	**FAIR** condition. Visible cracking and a patch through most of the roadway. Curb and Gutter both sides for drainage. Typical drainage issues at all intersections.		Recommend 2" mill and overlay. Repair curb and gutter as needed. Construct waterways or storm drain system at intersections for proper drainage. Main thru street from 4th Ave to 11th Ave. One true connector roadway that connects the cemetery north to south.
1000 East	820	10 feet	**FAIR - POOR** condition. Visible cracking and a patch through most of the roadway. Potholes and asphalt failure evident. No curb and gutter on either side or the roadway.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Allow roadway to drain into grass. This is one road that could possibly close depending on maintenance access needs.
Olive Street/ 1020 East	820	16 feet	**FAIR** condition. Visible cracking and some asphalt failing. Not too bad overall. Curb and Gutter on both sides for drainage. Drainage issues at the intersections of 405 North and 445 North.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Replace missing curb sections as needed. Address drainage issues at 405 North and 445 North with waterways or boxes with piping.

1040 East	820	10 feet	**FAIR - POOR** condition. Visible cracking, potholes and asphalt failure evident. No curb and gutter on either side or the roadway. Drainage issues at 405 North.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Allow roadway to drain into grass. Waterways at 405 North. This is one road that could possibly close depending on maintenance access needs.
Cyprus Avenue/ 1060 East	1,990	21 feet	**FAIR** condition. Visible cracking, potholes and asphalt failure is evident. Curb and Gutter along both sides for drainage. Typical drainage issues at all intersections.		Recommend 2" mill and overlay. Repair curb and gutter on sections as needed. Construct waterways or storm drain system at intersections for proper drainage.
1100 East	1,870	22 feet	**FAIR - AVERAGE** condition. Visible cracking, potholes and asphalt failure evident in some areas. No curb and gutter on either side or the roadway until 280 North. Curb and gutter present from 280 E to the North. Drainage issues at all intersections.		Recommend 2" mill and overlay. Repair curb and gutter on sections as needed. Construct waterways or storm drain system at intersections for proper drainage.
1150 East	470	22 feet	**FAIR - AVERAGE** condition. Visible cracking and minor asphalt failure evident in some areas. Curb and gutter on both sides of the roadway. Drainage issues at all intersections.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Construct waterways or storm drain system at intersections for proper drainage.
1200 East	360	22 feet	**FAIR - AVERAGE** condition. Visible cracking and minor asphalt failure evident in some areas. Curb and gutter on both sides of the roadway. Drainage issues at all intersections.		Recommend 2" mill and overlay. Some areas may need to be reconstructed. Construct waterways or storm drain system at intersections for proper drainage.

SLC**CEMETERY**
MASTER PLAN

Appendix E - Community Resource Analysis

- Cemetery as an Open Space
- Historic Resources
- Trees and Landscape
- Sidewalks and Pedestrian Pathways
- Security and Vandalism
- Overall Opportunities and Challenges
- Community Resource Analysis Map

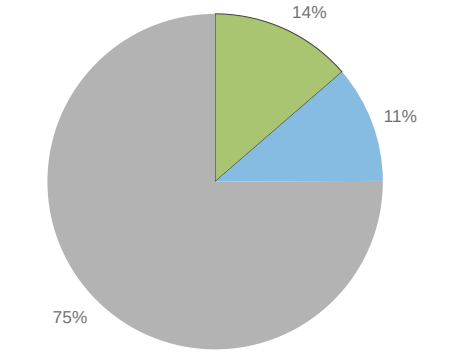
APPENDIX E - COMMUNITY RESOURCE ANALYSIS

Cemetery as an Open Space

The Cemetery represents 14% of Salt Lake City's manicured parks and open spaces. At 121 acres, it is the City's largest manicured open space, with the next closest being Liberty Park at 100 acres.

While the Cemetery doesn't provide the same level of active recreation found at other parks, it is a vital part of Salt Lake City's overall parks and open space network as an urban forest, wildlife habitat, and open space for passive recreation.

Figure E.1 - SLC Manicured Parks Comparison



Total SLC Manicured Parks (including Cemetery): 878 acres

Historic Resources

The Cemetery's historic resources are an important community asset and warranted their own detailed report. See Appendix H - Historic Preservation Considerations.

Trees and Landscape

There are forty-two species of deciduous and evergreen trees within the Cemetery ranging in size and age. Analysis of GIS data provided by the City's urban forestry department shows that nearly two-thirds of the trees are evergreen. On-site observations indicate that the majority of trees are mature, which is a central physical feature that adds to the Cemetery's unique character and feel.

In addition to the large quantity and diversity of trees, the Cemetery also contains other important landscape features such as dense vegetative corridors and 300 feet of grade change that offers great views of the valley.

Landscape areas around the Sexton Building contain a variety of trees, shrubs, ground covers and turf grass plantings whereas burial areas are primarily planted with turf grass and trees. (CRPA Phase 1 Master Plan, 2009)

Evergreen Tree Allee
Source: Cemetery Planning Team

Vegetative Corridor
Source: Cemetery Planning Team

Sidewalks and Pedestrian Pathways

Sidewalks exist primarily near the Sexton Building and serve pedestrians. Walkways are not present in any other areas of the Cemetery, where asphalt roads are used as pedestrian circulation routes. The network of roads presents and opportunity to create connections between existing and proposed pedestrian and bicycle trails. The site's steep slopes and generally poor road conditions create challenges for pedestrians or cyclists. Delineating specific paths and

re-surfacing roads or adding sidewalks could provide a meaningful enhancement for those who use the Cemetery for passive recreation.

Security and Vandalism

Safety and security is always an important consideration in cemeteries due to the deserved respect of the site, the risk of aging monuments and cemetery markers, dangers of cemetery equipment and cemetery operations (including open graves), and the general draw of mischief seeking youngsters. In addition, large open areas may be an attraction for other criminal activity such as drug use and drug dealing. General complaints from neighboring residents include alleged drug use and drug dealing, loitering and general mischief, and problems with off-leash dogs.

While the Cemetery is officially closed at dusk, site access is not entirely secured. The site perimeter is not completely fenced and the gate near the city fuel station remains open during the night (to allow police/fire access to the fuel station). Most of the walls and fences do not significantly restrict pedestrian access. Currently there are no security systems in the Cemetery.

Hazards may exist from large or aging trees, aging monuments and markers, as well as ongoing Cemetery operations such as mowing, trimming, and open graves.

The following security and safety measure currently in place include:

- 24 hour access to the fueling station for City law enforcement encourages increased presence at the Cemetery.
- The entry gate near the City fuel station remains open to allow law enforcement to drive through the Cemetery for surveillance. All other gates are closed and locked to restrict vehicular access.
- Equipment and maintenance facilities are locked up at night and security lighting is in place surrounding the Sexton Building and Maintenance Compound.
- Open graves are marked around their entire perimeter with caution tape.
- The Cemetery follows all OSHA standards and conducts biannual training on safety protocol and equipment usage.

Summary of Findings

Open Space, Trees, and Landscape:

- The Cemetery makes up 14% of Salt Lake City's total manicured parks and open space
- Cemetery trees and plants are an important part of the City's urban forest, provide wildlife habitat, and contribute to the Cemetery's character and feel.

Sidewalks and Pedestrian Paths:

- Sidewalks exist primarily at the Sexton Building while the Cemetery road network provides pedestrian and bicycle circulation throughout the rest of the Cemetery.
- The Cemetery road network presents an opportunity to create connections between existing and proposed trails.
- The 300 ft. elevation change provides great views but presents challenges to users who jog or cycle through the Cemetery.

Security and Vandalism:

- The entry gate near the fuel station is open 24/7 to allow law enforcement access for Cemetery surveillance. All other gates are closed and locked at dusk to restrict vehicular access.

Overall Opportunities and Challenges

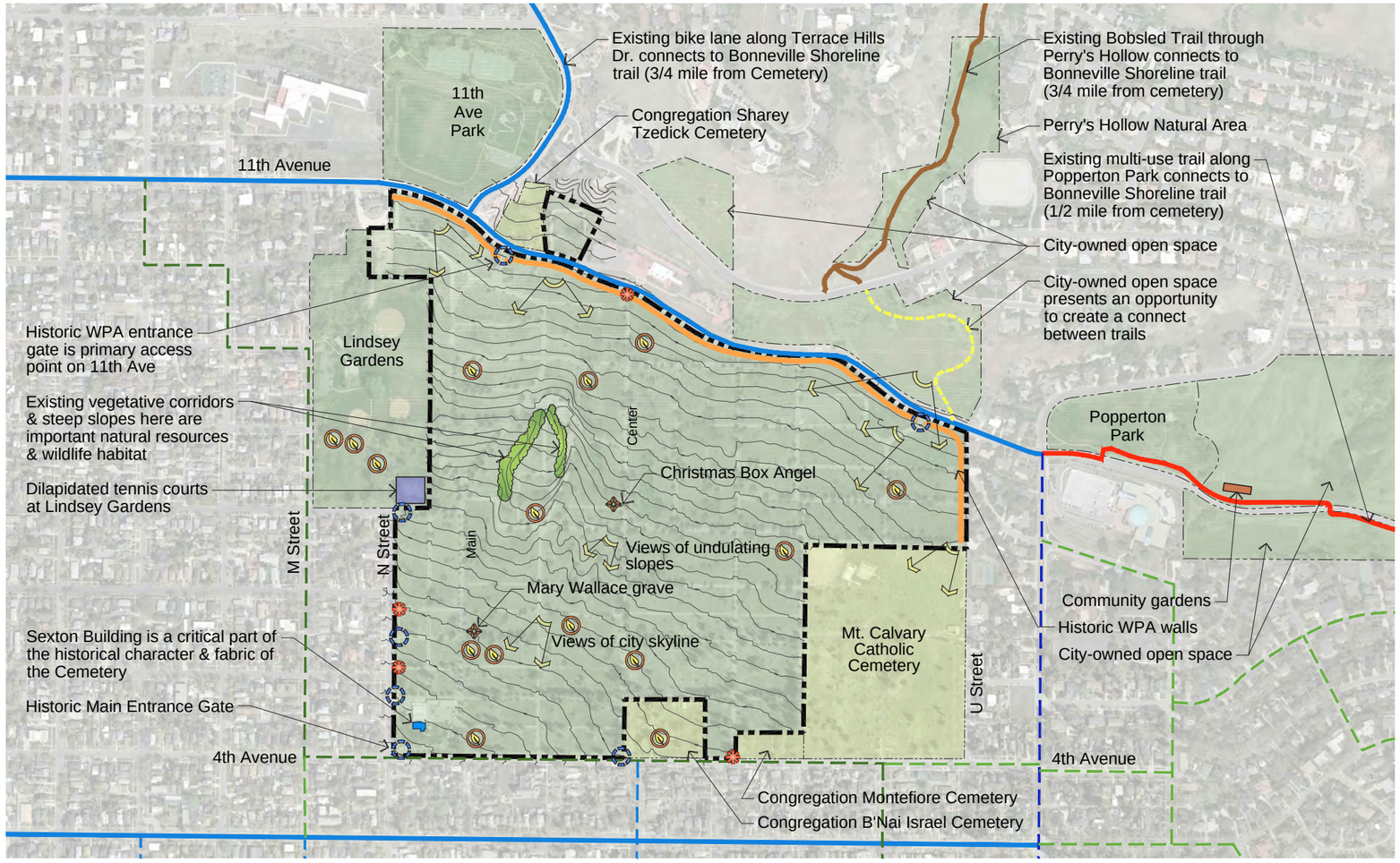
Opportunities:

- Beautiful, peaceful space
- Excellent views
- Proximity to pedestrian and bicycle trails
- Mature & diverse urban forest
- Abundant wildlife
- Adjacent to Lindsey Gardens & 11th Ave Park
- Historic Sexton Building
- Rich in history
- Perpetual care ensures maintained open space
- Well established roadway network
- Destination for genealogy

Challenges:

- Aging infrastructure (roads, retaining walls, buildings, etc.)
- Funding of long-term maintenance
- Revenue from sale of burial rights is dwindling
- Steep grades & slopes
- Very little room for expansion
- Minimal formal parking
- Trees can pose problems and damage graves

Figure E.2 - Community Resources Analysis Map



Community Resources Analysis Map

- SLC Parks & Open Space
- SLC Cemetery boundary
- Other cemetery
- Open gate - Opportunity to create connections to Bike & Pedestrian trails
- Closed gate - opportunity to allow bike & pedestrian access while restricting vehicles
- Significant historic/cultural monument
- Historic WPA walls
- Significant views
- Significant trees (based on size & species)
- Important vegetative corridors - should be preserved as an important natural resource & wildlife habitat
- Existing bike lane
- Existing natural surface trail
- Existing multi-use trail
- Proposed protected bike (SLC Bike/Ped Master Plan)
- Proposed bike lane (SLC Bike/Ped Master Plan)
- Pro. neighborhood byway (SLC Bike/Ped Master Plan)
- Proposed shared road (SLC Bike/Ped Master Plan)
- Potential connection between trails
- Existing contours (10' contour interval)

NORTH

0 300 600

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SLC CEMETERY
MASTER PLAN

Appendix F - Architectural Analysis by CRSA

FINAL DRAFT - JULY 7 2017

APPENDIX F - ARCHITECTURAL ANALYSIS

SLC Cemetery Master Plan – Architectural Investigation

Performed by CRSA Architecture

I Architectural Inventory

A. Site

1. Significant Cemetery buildings are consolidated in the south-west corner of the Cemetery property, adjacent to the main entrance gate.

2. There are three primary building types or uses:

   a. Sexton's House

   b. Service and maintenance sheds and buildings (4 total)

   c. Public restrooms

3. The district in which these facilities are located comprises approximately two acres, and includes extensive paving, pedestrian walks, lawn, mature trees, and plantings. There are no grave plots inside this area. The area is completely bounded by either interior cemetery roadways, or public streets.

4. The Sexton's home is the public face of this district, facing the main gate, 4th Avenue, and N Street. The service and maintenance facilities are mostly oriented internally, with direct access off N Street.

5. The Cemetery's maintenance facilities are located immediately north of the Sexton Building and are comprised of four buildings and a lean-to-shed totaling approximately 8,900 square feet. The service and maintenance area includes a fueling station for City vehicles. Cemetery maintenance staff has indicated that the facilities are insufficient to meet their needs.

B. Building Descriptions

1. Sexton's House: The Sexton's House is designed in the Tudor Revival style, consistent with the Arts and Crafts movement of the early 20th Century. No drawings or other records are available by which to date construction. The drawings available from the Salt Lake City Engineer, dated 1919, do not appear to have any relationship to the existing building, other than in the architectural style. Based on the style and features of the existing building, it is estimated to have been constructed between 1915 and 1930. It is unlikely that the City would have undertaken a building of this quality and character during the Depression years, and it is clearly pre-World War II. The most likely possibility is that the

original, 1919 design was deemed inadequate, and a very similar, but larger home was constructed in its stead. I may be possible to obtain more a more exact date by careful analysis of the existing boiler, as it possibly has dated markings.

Footprint of the Sexton's House is approximately 1780 square feet at ground level, plus 550 square feet of brick patio. The second floor provides approximately 1600 square feet, while the basement includes 800 square feet of interior area.

The Sexton's House has not been used as a residence for over a decade, and now Houses administrative spaces, the Sexton's office, the records vault, and previous residential rooms now used for meetings, storage, and a variety of other uses. The ground floor includes two levels of general office, the records vault, the Sexton's office, a kitchen, two restrooms, closets, and several ancillary spaces. The second floor comprises two large and one small bedrooms, a bathroom, and attic and mechanical spaces. The bedrooms are now used as meeting and auxiliary spaces. The basement is unfinished, with exposed concrete walls and floor. Spaces in the basement are used primarily for storage and mechanical equipment. The hot water boiler (no longer in service) appears to be original.

Exterior bearing walls are brick at the ground level. The second story is of half-timber and stucco, selectively projecting beyond the first floor walls, and supported on profiled timbers and brackets. The roof is quite steep, with a variety of gables and clips. The ground level includes exterior patios in brick to match the building. Doors are profiled into pointed arch openings. Windows include a variety of traditional treatments, including leaded glass and multi-light windows, bay windows, and other styles typical of the period. Ground floor windows appear original, while 2nd floor windows appear to have been selectively replaced with aluminum sliders (in former bedrooms). Interior partitions are wood frame with painted plaster on wood lath.

Exterior finishes are in very good condition and appear to have been well maintained. There are no obvious structural failures. Stucco is intact, and exterior wood is painted. The roof has been re-shingled with modern composition shingles and appears in good repair. The exterior brickwork is highly decorative and appears to be in original condition.

Interior of the Sexton's House is in near-original condition. Built-in casework and cabinets, typical of the period and style, are intact and in good repair. Interior doors and hardware are original. Interior walls do not appear to have been removed from their original positions, and there are no obvious additions of

new, modern partitions. Where electrical upgrades have been installed, they are mostly surface-mounted. Light fixtures are a mix of modern and original, with few original fixtures being extant.

The restrooms are in their original configurations, some with modern replacement plumbing fixtures. One exception is the 2nd floor bathroom, which has been completely refitted, but appears to occupy the original space.

Mechanical and electrical equipment have been upgraded and appear to be in good condition. High-efficiency, residential-type furnaces and air conditioning have been installed, along with all-new metal ductwork. The systems appear to function adequately, given the mostly un-insulated character of the building.

Observations in exposed attic spaces suggest the roof is uninsulated. Brick exterior walls are multi-wythe masonry with interior plaster finish, and are certainly uninsulated. The original windows are single-pane, and no storm windows are evident. The building likely benefits from a high thermal mass, but overall is likely inefficient in its energy use.

2. Shed #1: Storage shed #1 is the southerly of two metal buildings, located immediately north of the Sexton's House. This is a 3-bay metal building, approximately 1920 square feet in area. It is insulated and heated, and is used to store a variety of rolling equipment, furniture, and miscellaneous gear. The north-west corner is partitioned with chain link, presumably as a parts cage. This shed is absolutely utilitarian in nature and contributes no significant architectural value. Date of this building is indeterminate. Its age certainly exceeds 25 years, but is probably less than 50 years.

3. Shed #2 is immediately north of Shed #1, and is likewise a 3-bay, pre-engineered metal building totaling approximately 2220 square feet. This building is insulated and heated, and is partitioned to accommodate a restroom, an open, full-length work bay, and three dedicated shops for specific trades. This shed is absolutely utilitarian in nature and contributes no significant architectural value. Date of this building is indeterminate. Its age certainly exceeds 25 years, but is probably less than 50 years.

4. Crew Building: The crew building is a brick masonry structure with wood-framed roof, located immediately north and east of Shed #2. This building serves as the management center for grounds crew and houses a crew break room, restroom, and supervisor offices. The walk-out basement (open to the south) provides storage space. Age of this building is unknown, likely exceeding 50 years.

5. Garage: The garage is a CMU building with metal roof structure, constructed circa 1966. Building area is 2400 square feet. There are four parking bays with

sectional overhead doors. The easternmost bay is walled-off, while the westernmost bay is partitioned with chain link. The center two bays are open one to the other. This building is heated, but uninsulated. Clerestory windows across the north wall provide abundant natural light. In addition to providing protected parking for trucks and other vehicles, this building is used for storage of a wide variety of tools and equipment.

6. Public restrooms: The Cemetery has two public restroom buildings. The first is located at 275 North and Center Street in the midst of burial sections. This restroom is closed at 4:30 p.m. each day and all day Sundays.

   The second restroom, constructed in 2016 is located immediately west of the Sexton's House. This restroom is open 24/7 to serve City staff working after hours, such as police and fire. Design is sympathetic to materials and features of the Sexton's House, while meeting all currents standards and codes.

C. Historic Considerations

1. Sexton's House: This building is a significant historic asset and should be considered as having a very high value as such. The fact that both interior and exterior historic fabric has been preserved and maintained, with so little imposition, makes this an unusual example. It is also unique in its relationship to the cemetery, with all of the history and records of the cemetery residing in its vault. The association of such a building with the inherent history of the cemetery makes this a very special and unique asset.

   While the Sexton's House does not appear to have received listing on the National Register of Historic Places, it certainly qualifies for listing, and is located immediately adjacent to the Avenues Historic District. (The District wraps around the west and south sides of the cemetery.) Any work involving the Sexton's House should be planned and carried out with due consideration for its character as a valuable historic asset.

2. Sheds: The existing sheds are likely not eligible for listing on the National Register, nor do they constitute a historically valuable asset. Their location adjacent to the Avenues Historic District may suggest certain approvals for work involving the sheds, but these should not present any real obstacles to their modification or demolition, if such are deemed necessary.

3. Crew building: The crew building is likely of an age that makes it eligible for listing on the National Register. However, it is not architecturally significant, and

modifications or demolition should be available options, if such are deemed necessary.

5. Garage: The garage is old enough, as of 2016, to qualify for listing on the National Register, and it is located adjacent to the Avenues Historic District. It does not constitute a valuable historic asset. Modification or demolition should be available options, if such are deemed necessary.

II Observations and comments

A. Site: The district around the Sexton's House is the only area of the cemetery that does not already contain grave plots. As such, it presents the most viable opportunity to develop additional public uses and facilities. Any such development must carefully consider its impact on the historic and aesthetic values of the building and landscaping. Of further concern is the impact any development might have on the existing maintenance facilities. They are essential to cemetery operations, and must be replaced in kind, or better, if they are displaced by alternate uses.

B. Sexton's House: The Sexton's House is very nearly an architectural time capsule. This adds value as an historic asset, but it makes adaptive re-use problematic. The building is sized and proportioned as a single-family residence, plus a small administrative area for management of the cemetery. Though no longer in use as a residence, the sizes of the rooms, variations in floor level, lack of modern restrooms, narrow doors and hallways, and similar conditions make use of the building by large groups problematic. A change in use would mandate substantial upgrades to meet current Building Code requirements, with unavoidable impacts to the building's historic fabric. As currently arranged, there is only one ADA accessible entrance, on the lowest level of the admin office, without opportunity for ready development of ramps or lifts into the balance of the building. It has been suggested that the interior could be gutted and reconfigured for alternate uses, including for public gathering. To do so would require major alterations that would destroy the interior historic fabric and impact the exterior appearance (in order to create near-grade entries), as well as requiring major structural modifications to create gathering spaces, to provide accessibility, and to meet current Code requirements. (A change in use to a more intense use, such as a reception hall, would mandate compliance with current Code.) The reality is that conversion of the building for an assembly (reception or meeting) use will unavoidably destroy the features that make it so unique, and historically important. In truth, the viability of the Sexton's House to continue in its current role will come into question if even one client or employee complains that this public office does not meet accessibility requirements.

C. Maintenance sheds, crew building, and garage: These facilities are essential to the operation of the cemetery. As such, any redevelopment plan must provide for equal or

better facilities to meet operational needs. Development of new public uses in the immediate vicinity will likely displace all or part of these facilities, and a new location must be identified for their replacement. It is not known if the cemetery includes any undeveloped space sufficient to meet this need. One potential option is to develop a multi-story, consolidated facility with a much smaller footprint, using the existing grades to allow vehicle access on at least two levels. The challenge is that such a building will be somewhat costly.

III Preliminary recommendations

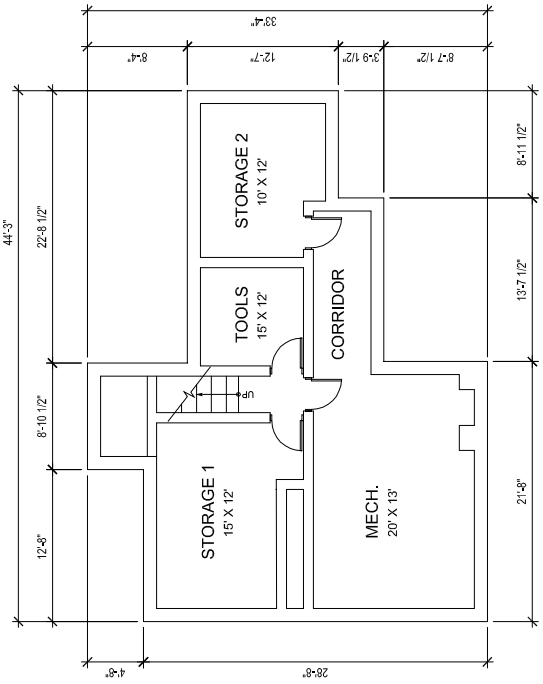
A. The district around the Sexton's House is the most viable area for development of new public uses. Doing so will likely necessitate development of public parking, gardens, patios, possibly an overhead pavilion, and similar facilities. Unless one is willing to destroy the existing lawns and mature trees, doing so must, of necessity, displace the existing maintenance and storage buildings. The most desirable outcome would relocate the sheds, crew facilities, and garage to a more remote location, thereby allowing their current site to become an extension of the landscaped grounds, accommodate placement of new gathering facilities, and provision of parking appropriate to the new use. The Sexton's House could remain as a lovely and historic object in the landscape, though it would not accommodate large groups.

Alternative sites for the service and maintenance facilities might include the disused tennis courts at Lindsey Gardens, in combination, perhaps, with the bulk materials yard at the north-west corner of the cemetery. The tennis court area has remained in disrepair for some time, and potentially provides a useful area equal to or greater in size than the existing service and maintenance facilities. This, of course, would necessitate a potentially difficult approval process. In any case, effective redevelopment of public facilities will very likely require construction of new service and maintenance facilities.

B. The Sexton's House is a valuable historic asset, deserving of preservation, but is unlikely to see viable re-use as a reception center or public facility. Still, small groups willing to accept the non-conforming conditions may find it useful. It can also remain in its current use, absent complaints or litigation. There is little potential for the Sexton's House to become the centerpiece of a new public use area, except as art in the landscape.

Attachments:

Existing Basement Plan - Level 00
Existing Floor Plan - Level -01
Existing Floor Plan - Level -02
Existing Roof Plan - Level Roof



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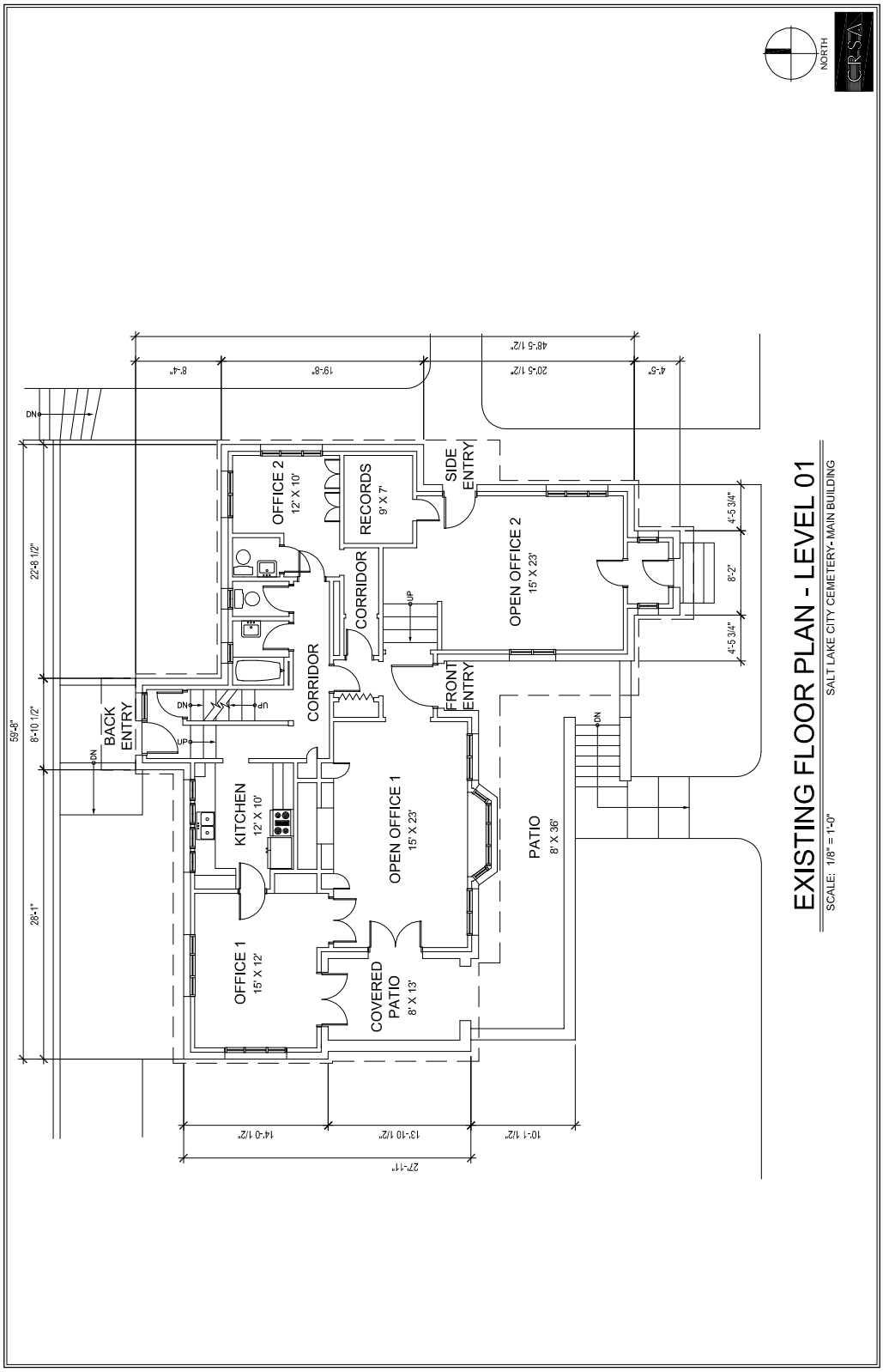
EXISTING BASEMENT PLAN - LEVEL 00

SALT LAKE CITY CEMETERY- MAIN BUILDING

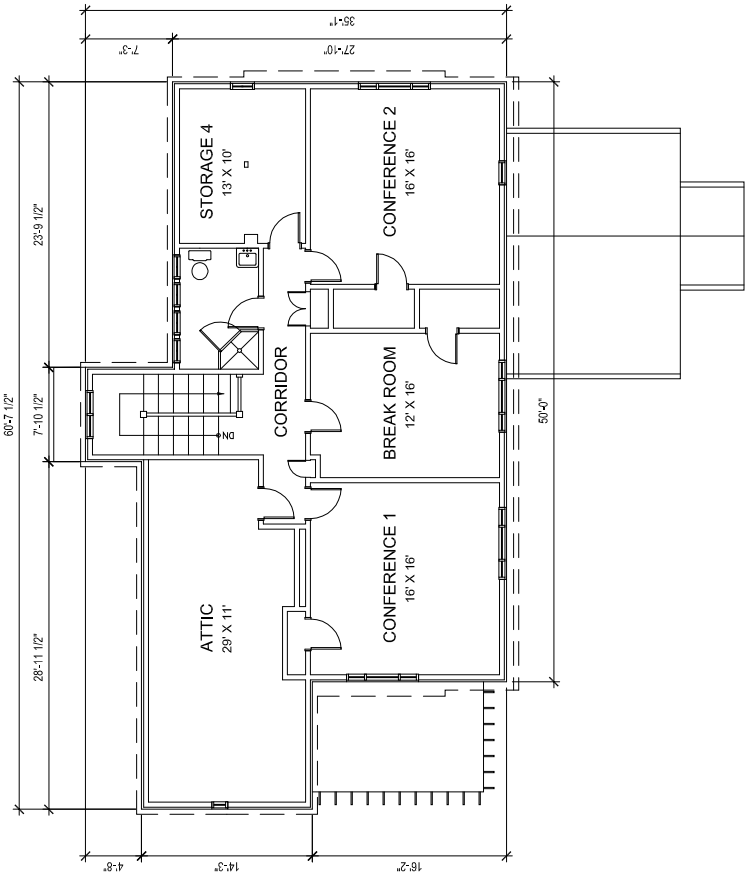
SCALE: 1/8" = 1'-0"



EXISTING FLOOR PLAN - LEVEL 01

SALT LAKE CITY CEMETERY- MAIN BUILDING

SCALE: 1/8" = 1'-0"



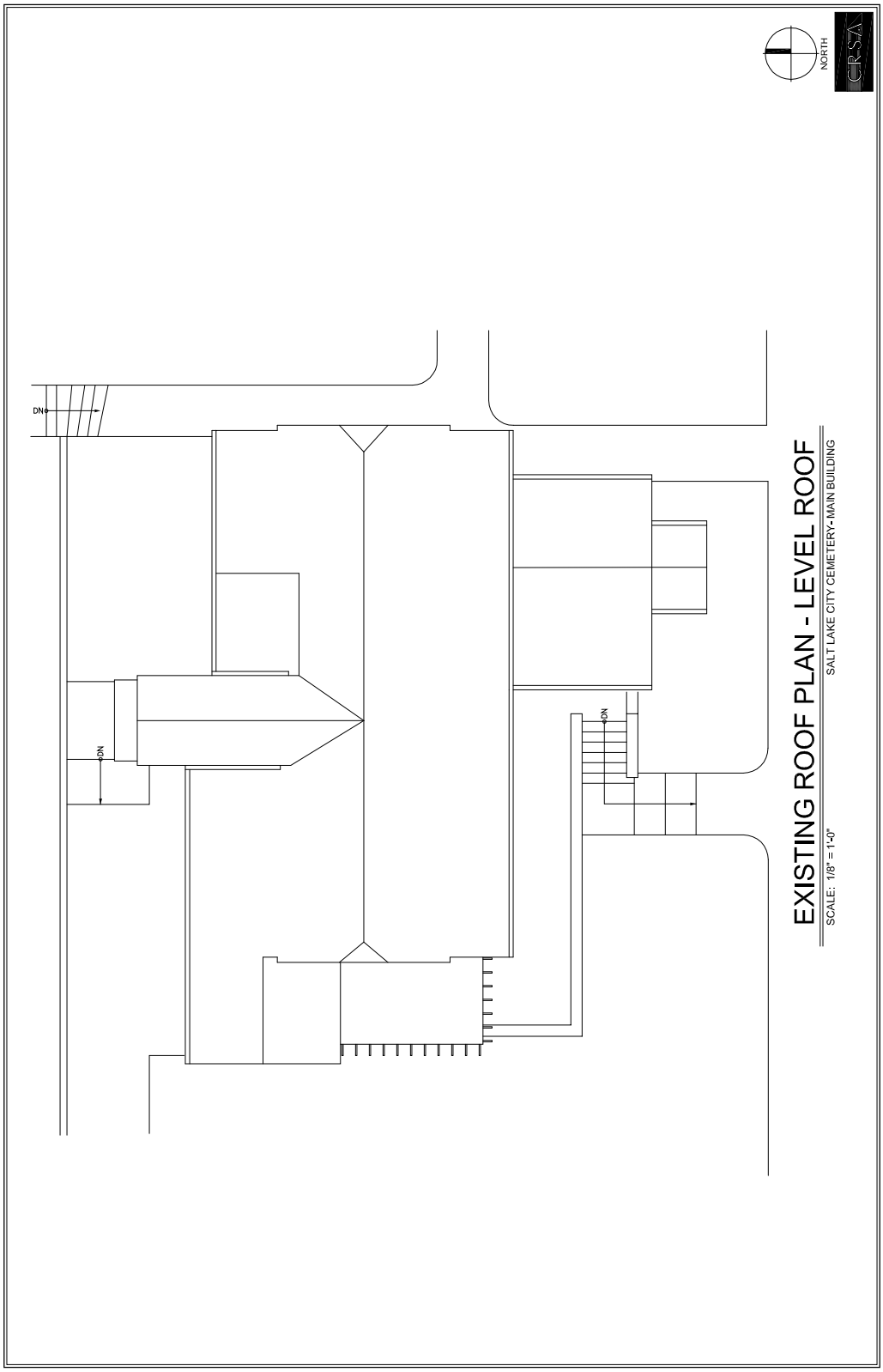
NORTH

CRSA

EXISTING FLOOR PLAN - LEVEL 02

SALT LAKE CITY CEMETERY- MAIN BUILDING

SCALE: 1/8" = 1'-0"


NORTH
CRSA
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DN
EXISTING ROOF PLAN - LEVEL ROOF
SALT LAKE CITY CEMETERY- MAIN BUILDING
SCALE: 1/8" = 1-0"

SLC CEMETERY MASTER PLAN

Appendix G - Funding Analysis by Zions Public Finance

- Preliminary Financial Analysis Summary
- Preliminary Financial Options
- Funding Options for Capital Improvements/Deferred Maintenance

FINAL DRAFT - JULY 7 2017

APPENDIX G - FUNDING ANALYSIS

Preliminary Financial Analysis Summary
Performed by: Zions Public Finance

- Perpetual care is a volatile issue for cemeteries. Several religious-owned cemeteries throughout the United States have been successful in managing perpetual care funds in low-risk investments. The funds are initially received through sale of a plot or niche, with a portion going to ongoing costs, and the remainder going into a managed fund. Yields are near four and five percent, and the assets are managed such so that annual maintenance and operational costs are to be covered. Most entities prefer one fund, while a few places utilize two funds – one for maintenance of the unused portions of the cemetery, and the other for upkeep of fully utilized areas. However, most prefer the single fund setup.
- One-time costs at several comparable cemeteries (with a focus on upright headstones) for perpetual care is noted from near $800 to upwards of $1,700 for single graves, and up to $2700 for double graves.
- Overall, Salt Lake Cemetery prices appear to be somewhat low in comparison to other, notable cemeteries that have urban settings and a combination of upright and flat stones. Perpetual care prices at some cemeteries have increased 20 percent in the past three to five years in order to make up for budgetary shortcomings. Historically, these prices have risen closer to inflation
- Some cemeteries additionally charge “annual costs” that range from $80 to $250 per grave per year. This is an additional cost, separate from perpetual care, that includes cleaning and maintaining the headstone (cutting back grass, sweeping debris, washing headstones). Some cemeteries see “annual costs” revenues increasing in the past few years, with totals sometimes near 10 to 20 percent of total revenue. Also noted at Salt Lake as “stone monitoring”
- Perpetual care funds are commonly being turned over to national firms and cooperative funds that specialize in low-risk funds for cemeteries. Cemeteries are able to indicate their risk tolerance levels and choose a “desired return” scenario based on their needed access to cash flow
- Numerous cemeteries rely upon dividends and returns from perpetual care funds, as well as support from historical societies and various charities. Some perpetual funds in nearly built-out cemeteries (similar to Salt Lake) are reducing principle as dividends are insufficient to cover operating expenses (this is more common as cemeteries age and limited new funds are being invested, maintenance costs are increasing, and the fund is not producing enough to maintain)
- For alternative revenue sources (outside of typical opening and closing of graves, perpetual care, etc.) several cemeteries are focusing more on double deep scenarios (at prices generally higher than Salt Lake) and cremation niches. The niches are becoming more popular in cold-weather climates. Revenues for niches are upwards of $1,100 to $3,000, which includes recording, a plaque, endowment care, the property holding the urn, etc. The “profit” margin on niches is significantly higher than traditional graves. Labor costs are minimalized, as are equipment needs. Maintenance costs are also substantially lower, as compared to a grave

- Limited revenue sources at select cemeteries from guided tours for genealogy groups
- Reception centers work only at cemeteries where the reception area is not generally considered a significant part (or centrally located) of the cemetery. Some west coast cemeteries have reception areas that are on neighboring properties that capitalize on the quiet settings and manicured overall grounds. Reception halls at or directly near cemeteries for groups up to 100 to 150 people have rental rates in excess of $1,200 to $4,000 per evening. Usage rates are near one to two nights per week (seasonally adjusted for certain cemeteries), or roughly 75 per year. Reception areas have been utilized for Veterans groups, historical societies, fundraising groups, and workshops. Additional revenue is generated from equipment rental, catering services, parking (valet), etc. More traditional reception centers (not located near cemeteries) see usage rates closer to 100 to 150 nights per year.

Other key points

- Appears that a gap in revenues could be partially bridged with increased fees that are more in-line with other cemeteries
- Additional revenue possible from focusing on double deep graves and niches. Profit margins are strongest on niches, and perpetual care needs are reduced
- Could have additional focus on promoting “annual care” services and their benefits
- Reception centers are numerous in Salt Lake, with several noting that demand is not substantial enough to suggest expansion or additional construction. Most are utilized primarily for weddings, which is not a target market for a cemetery reception center. Rates are widely dependent upon services provided. Standard, reception-only centers are near $2,000 to $3,500 per evening. Some busier periods result in higher prices.

Salt Lake City Cemetery Master Plan
Preliminary Financial Options

Prepared by: Zions Public Finance

Options for Additional Revenue

Addition of Columbarium Niches - Market appears to be supportive of roughly 50 niches sold per year until grave sites are sold out, then an increase to 75 per year. Likely profit from each niche is initially estimated at near $45,000 a year (this includes open/closing fees, monitoring, etc.)

Increase of Opening and Closing Fees - Increasing the cost for opening/closing of graves by $400 would add nearly **$170,000** per year in net income. The market is currently supportive of these higher rates

Consider incentives for double-deep options - (raising prices overall, but a discounted rate for double-deep, as opposed to two, single-burials)

Double the expense of stone-monitoring fees - (one-time fee), which is supported by the market. This would result in an additional **$30,000 to $40,000** per year in net income

Other revenue sources evaluated -

- Reception Center – would not likely be profitable. The available supply suggests that it would not be financially feasible, considering costs of construction and achievable rental rates
- Historical Society Tours – Revenue would be nominal, if any, according to these groups
- Photography – Limited, if any revenue, as interviewed photographers suggested that other, free-sites exist around the city and are more desirable

Options for Perpetual Care

Option 1 - Continue Current Operations – As Is Option (Fund from General Fund) – **Not Recommended**

Impacts

- Net *loss* anticipated in 2017 at near $700,000
- Net *loss* projected to grow to $1.0 million *annually* by 2023
- Revenue decreases as graves are sold out in the next several years
- Most revenue will be from opening/closing of graves

Option 2 - Establish Perptual Care Fund with One Time, Bulk Payment

Impacts

- A one-time, $20.0 million bulk payment (establishing a fund in perpetuity) would cover operating expenses up to $1.0 million per year (assuming funds were placed in an interest bearing account at 5.0% (historical fund rates (for professionally managed perpetual care funds) have ranged from 4.0 to 7.0 percent)
- Any increases in expenses, beyond typical inflation, or loss of revenues, would require a reassessment of the bulk amount and/or the required interest rate

Option 3 - Establish Perptual Care Fund Over Ten Year Period with Smaller Annual Bulk Payments

Impacts

- Establishing periodic payments to a fund over a ten-year period would require roughly $24.0 million in near equal payments (four payments of $5.0 million every other year, and $4.0 million in the final year). To last in perpetuity, the fund would need interest at 5.0 percent (historical fund rates for professionally managed perpetual care funds have ranged from 4.0 to 7.0 percent). The eventual, $24.0 million contribution and financial stability also assumes that some efforts have been made to increase revenues (i.e., columbarium niches), and that any increases in expenses, beyond typical inflation, or loss of revenues, would require a reassessment of the periodic payment amounts and/or the required interest rate

Option 4 - Stem Losses – Increase Revenues & Establish Perpetual Care Fund with Smaller Bulk Payment – Remainder Continues to be funded from General Fund

Impacts

- Offset some losses by increasing revenue sources that generate profit (as indicated above in the “Options for Additional Revenue heading”)
- A one-time payment of $5.0 million, at an interest rate of 5.0 percent (again, within the mid-range of professionally managed perpetual care funds), would allow for yearly distributions, in perpetuity, at near $250,000
- Coupled with potential, new or realigned revenue sources, net *loss* could be significantly reduced initially to near $100,000 per year (with the general fund anticipated to cover losses)
- Revenue would need to be increased annually, commensurate with increases in expenses, in order to sustain this model without additional draws from the fund account

Options to Address Deferred Maintenance and Capital Improvements

Special Assessments – Not a feasible consideration given historical practices and political influences

Bonds – Feasible, and should be coupled with overall Park bonds in order to increase public acceptability

Donations and Non-Profit Fundraising - Cemeteries have fundraising "funds" from $5,000 annually to several million. Those at the upper end have been collecting for decades, and are typically considered to be immaculately gardened and maintained. They often have mausoleums with areas that provide reception or meeting hall space. The lower end of the fund range is often gathered from an annual mailer, or through donation boxes spread throughout the cemetery. Often, the funds are raised for a very specific purpose - i.e., a memorial bridge, a new flag pole, planting of desirable trees, fences, etc. The more visible and unique the project, the more likely people are to donate (i.e., a memorial bridge would be easier than a fence, all else equal)

Fundraising groups indicate that it takes a solid five years to really get any momentum, but that it should be started right away. Fundraising for private cemeteries, or those with a specific purpose (Veterans), is significantly more feasible than government-owned cemeteries. Fundraising groups note that the public believes that they already pay for city-owned cemeteries through their taxes, and that they are just poorly managed.

Grant Programs – There are not many grants available specifically for cemeteries but grants may be available for Bike or Pedestrian Improvements, Parks & Open Space, Cultural Landscape Projects, Historical Projects (i.e. WPA wall repair), Find-A-Grave projects, gravestone restoration, etc..

Funding Options for Capital Improvements/Deferred Maintenance

Overview of Primary Funding Sources

Multiple funding sources are available for funding capital improvements, as well as operating and maintenance costs, at the Salt Lake City Cemetery. The primary options include the formation of a cemetery district, creation of a perpetual care fund (PCF), increased fees and the issuance of debt (bonds). The following sections discuss some of the advantages and disadvantages of each revenue source, along with the appropriateness of each source to various capital or operating needs.

Potential funding sources are discussed in more detail in this report and are organized as follows:

- Local District
- Perpetual Care Fund
- Monthly Park (including Cemetery) Fees
- Sales Tax
- Recreation, Arts and Parks Tax (RAP)
- General Obligation Bonds
- Lease Revenue Bond
- Foundations and Donations
- Joint Funding Partnerships
- Grants and Other Funding Sources
- Special Assessment Areas

Cemetery District ("Local District")

Utah law allows for the creation of special districts based on Utah Code §17B. The generic term for all entities that fall under Title 17B of the Utah Code is "local district." The only type of district in Utah that is not a "local district" is a "special service district." Title 17D Chapter 1 of the Utah Code deals with the creation and administration of special service districts and is known as the "Special Service District Act."

Local districts and special service districts can only be created by cities or counties. The process is initiated either by the cities or counties themselves by resolution, or by petition from a group of citizens. In order to be created, local districts require a petition signed by 33 percent of the private property owners within the proposed district whose property values total at least 25 percent of the value of all private real property within the proposed district or 33 percent of the voters within the proposed district who voted in the last general election for Governor. Special service districts require a citizen petition to be signed by property owners within the proposed district whose property values total at least 10 percent of the taxable value of all taxable property within the proposed special service district or at least ten percent of the registered voters within the proposed special service district.

Local districts may be created for a variety of purposes including cemetery operations and facilities. A special service district created under Title 17D is a hybrid entity in that it is an independent governmental entity, except when it comes to the levy of taxes or assessments, the issuance of debt, or the holding of an election. These actions must be approved by the

governmental entity that created the special service district. In reality, special service districts are still ultimately under the control of their creating entities.

Governance options between the two types of districts differ somewhat. While both are under the jurisdiction of a local governing board, which must have at least three members, special service districts are governed by the cities or counties that create them. A local district determines, at its creation, whether board members will be appointed, elected, or a hybrid with some members appointed and others elected.

The major difference between the two types of districts is in their ability to tax. Local districts may levy property taxes but special service districts can only do so if the governing body that created the district votes to do so and the tax is approved by a majority of voters. All districts are subject to limitations on property taxes imposed to pay for operations and maintenance.

Limits are also placed on local districts and special districts for bonded indebtedness. Utah Code §11-14-310(3)(b) limits general obligation bonds to a percentage of the fair market value of all taxable property within the district. The limit for a local district is .05 and 0.12 for a special service district (unless specified in the Code for a specific type of special service district).

Liability insurance is required for all districts with budgets in excess of $50,000. All districts must comply with most of the Utah Procurement Code as found in Section 63G-6-104 and must adopt and implement formal purchasing policies and procedures.

If some sort of cemetery district were to be created, the total taxable value of the district would be used to determine the tax rate necessary to raise the desired amount of annual operating revenues necessary to support cemetery operations.

The advantages and disadvantages of a cemetery district are summarized as follows:

Advantages:

- Spread costs over a larger population
- Taxing ability that does not show up on the books of the City

Disadvantages:

- Loss of direct governance and control of cemetery facilities

As a means of comparison, the following shows the property tax rates of other cemeteries in Utah, as well as the resulting annual property tax per $100,000 of taxable value.

Table 1: Comparable Cemetery Districts, Tax Rates and Annual Property Tax Revenues

District	CMD Tax Rate	Per $100,000 of Taxable Value
Crescent CMD	0.000038	$3.80
Liberty CMD	0.000038	$3.80
Hoytsville CMD	0.000061	$6.10
Eden CMD	0.000066	$6.60
Garden City-Pickleville CMD	0.000069	$6.90
Wanship CMD	0.000073	$7.30
Ben Lomond CMD	0.000074	$7.40

District	CMD Tax Rate	Per $100,000 of Taxable Value
Plain City CMD	0.000075	$7.50
West Weber-Taylor CMD	0.000075	$7.50
Paradise CMD	0.000091	$9.10
Millville-Nibley CMD	0.000101	$10.10
Tropic CMD	0.000118	$11.80
Henrieville CMD	0.000121	$12.10
Warren-West Warren CMD	0.000123	$12.30
Avon CMD	0.000137	$13.70
Hatch Town CMD	0.000138	$13.80
Laketown CMD	0.000142	$14.20
Panguitch CMD	0.000149	$14.90
Garland CMD	0.000151	$15.10
Willard Precinct CMD	0.000155	$15.50
Antimony CMD	0.000161	$16.10
Antimony CMD	0.000161	$16.10
East Garland CMD	0.00017	$17.00
Corinne CMD	0.000181	$18.10
South Summit CMD	0.000189	$18.90
Hyde Park CMD	0.000193	$19.30
Newton CMD	0.000197	$19.70
Escalante CMD	0.000207	$20.70
Penrose CMD	0.000213	$21.30
Penrose CMD	0.000213	$21.30
Grand County CMD	0.000224	$22.40
Plymouth CMD	0.000227	$22.70
Richmnd CMD	0.000269	$26.90
Monticello CMD	0.000283	$28.30
Cannonville CMD	0.000308	$30.80
Randolph CMD	0.000329	$32.90
Portage Precinct CMD	0.000335	$33.50
Woodruff CMD	0.000335	$33.50
Lakeport Cemetery & Park Service Area	0.000336	$33.60
Blanding CMD	0.000337	$33.70
Fielding CMD	0.000345	$34.50
Delta, Sutherland, Oasis CMD	0.000389	$38.90
Hinckley-Deseret CMD	0.0004	$40.00
Cornish CMD	0.00042	$42.00
Riverside CMD	0.000647	$64.70

If Salt Lake City were to enact even the lowest rate shown in the comparative cities above, it would result in the following annual revenues for the cemetery district.

Table 2: Potential Revenue Generation for Salt Lake City

Description	Amount
Salt Lake City Taxable Value	$21,834,422,772
Lowest Tax Rate of Comparative CMD's	0.000038
Annual Revenues	$829,708.07

Perpetual Care Fund

Similar to other cemeteries, the Salt Lake Cemetery has historically charged for a perpetual care fund. This one-time expense is intended for annual maintenance and care of the grounds. Some cemeteries will set this revenue source aside in a conservative investment vehicle, and use it when other revenue options begin to dry up. For Salt Lake, these funds have been put into the General Fund. Consequently, there is not a care fund established at present that can provide for future costs. The limited number of remaining graves suggest that revenue from this option would nonetheless be nominal if a separate fund was to be established going forward. Perpetual care could be separately appointed for columbarium niches and double-depth grave options.

Monthly Parks and Recreation Fees

Several communities in Utah charge monthly fees for parks and recreation maintenance. If the cemetery were to be viewed as part of the parks and recreation "system" in the City, it may be possible to charge a fee and use some of the revenues to fund cemetery operations.

Herriman is an example of a city that charges a monthly park fee. These fees are generally added to the City's water bill and the recreation portion of the fee is the first amount to be credited when payments are made. For example, if the monthly water bill totaled $40, plus $5 for a recreation fee, the total bill would be $45. If the property owner paid only $40, rather than the full $45, the parks fee would be credited first, leaving the property owner with a deficit of $5 on the water bill.

If Salt Lake City were to charge a monthly fee, it would provide a steady stream of revenue that would grow each year based on the number of residential units in the City. With the growth projected for Salt Lake City, this could be a growing source of revenue.

Table 3: Estimated Annual Revenues from Monthly Household Recreation Fee (including Cemetery)

Year	Population	Households	$2.00	$3.00	$4.00	$5.00
2018	205,523	82,872	$1,988,928	$2,983,392	$3,977,856	$4,972,320
2019	208,042	83,888	$2,013,312	$3,019,968	$4,026,624	$5,033,280
2020	210,592	84,916	$2,037,984	$3,056,976	$4,075,968	$5,094,960
2021	212,255	85,587	$2,054,088	$3,081,132	$4,108,176	$5,135,220
2022	213,931	86,262	$2,070,288	$3,105,432	$4,140,576	$5,175,720
2023	215,620	86,943	$2,086,632	$3,129,948	$4,173,264	$5,216,580
2024	217,322	87,630	$2,103,120	$3,154,680	$4,206,240	$5,257,800
2025	219,039	88,322	$2,119,728	$3,179,592	$4,239,456	$5,299,320
2026	220,768	89,019	$2,136,456	$3,204,684	$4,272,912	$5,341,140
2027	222,511	89,722	$2,153,328	$3,229,992	$4,306,656	$5,383,320

The City will need to do an analysis to justify that the fee charged is reflective of its needs to cover costs of City parks, trails and recreation maintenance.

Local Sales Tax

Based on Utah Code §59-12-203, any city, county or town may levy a local option sales tax of one percent on the purchase price of the same transactions for which the statewide sales tax rate of 4.70 percent is charged. The local sales and use tax was established in 1959. Historically, the rate charged associated with the local option portion of the tax changed over the years:

July 1, 1959 – June 30, 1975	½ of one percent
July 1, 1975 – June 30, 1983	¾ of one percent
July 1, 1983 – June 30, 1986	7/8 of one percent
July 1, 1986 – December 31, 1989	29/32 of one percent
January 1, 1990 – present	one percent

Currently, all counties, cities and towns in Utah have adopted ordinances to impose the maximum one percent option of the local sales and use tax. Counties may charge an additional 0.25 percent local option tax to be used for county purposes.

Because Salt Lake City has already enacted the full one percent local option sales tax, it does not have the ability to raise these taxes further. Therefore, the use of sales tax funds for the City cemetery would merely represent a "shift" in tax revenues to pay for one facility over another.

Additional sales-related taxes have been authorized by the Legislature for transportation use, as well as a "botanical, cultural, zoo tax," also known as the "recreation, arts and parks tax" or the ZAP and RAP taxes. Perhaps a portion of this fund could be used if the funds were used to create a botanical or cultural attraction at the cemetery. Other sales-related taxes such as the tourism taxes (such as lodging, restaurant sales, resort communities and motor vehicle rentals) have not been considered eligible for the City cemetery or parks system.

Revenue bonds payable from sales tax revenues are governed pursuant to Utah State Code Section 11-14-307. Without the need for a vote, cities and counties may issue bonds payable solely from excise/sales taxes levied by the city, county or those levied by the State of Utah and rebated to the city or county such as gasoline taxes or sales taxes.

The advantages and disadvantages of using sales tax revenue bonds are as follows:

Advantages:

- Fairly steady revenue stream (although more volatile than property tax revenues based on economic cycles)
- Available history of sales tax revenues on which to base projections
- Sales tax bonds can be issued and do not require voter approval

Disadvantages:

- Cannot raise sales tax percentage of revenues above limit allowed by Utah Legislature
- Does not provide a new revenue stream unless tax rate is increased or sales increase
- Used for capital costs and not operating expenses

Parks, Arts, Recreation and Culture Tax[1]

Many communities have initiated Zoo, Arts, and Parks (ZAP) or Recreation, Arts, and Parks (RAP) taxes which have been very effective in raising funds to complete parks, recreation, trails and open space projects. This tax must be put on the election ballot for voter approval and amounts to 1/10th of 1 percent of the point of sale revenue. Salt Lake County has already approved and enacted this tax to the full amount allowed under Utah Code §59-12-1401 so no new funds are available to the County from this source. However, the City could petition the County for funds for various capital projects.

General Obligation Bonds

General obligation bonds are a common resource for funding major capital facilities, such as a recreation center or sports park, that benefits the entire community. On occasion, several communities will join together to join their resources (i.e., tax base) to build a joint facility that serves several communities. It would be extremely difficult to gather community support for the use of a G.O. bond solely to build cemetery facilities. However, the cemetery facilities could be part of a much larger bond, such as a parks and recreation bond, or public works bond, and could therefore be supportable.

General obligation bonds, commonly referred to as "G.O. bonds," are generally the least costly form of financing for capital facilities. They attract the lowest interest rates in the market because they are secured by the "full faith and credit" - the unlimited pledge of the taxing ability of the community and therefore have the least credit risk to investors. Under the Utah State Constitution, any bonded indebtedness secured by property tax levies must be approved by a majority of voters in a bond election called for that purpose.

It is our experience that if the recreation improvements being considered for funding through the G.O. bond have broad appeal to the public and proponents are willing to assist in the promotional efforts, G.O. bonds for recreation projects can meet with public approval. However, due to the fact that some constituents may not view them as essential-purpose facilities for a local government or may view the government as competing with the private sector, obtaining positive voter approval may be a challenge.

General Obligation bonds ("GO") are subject to simple majority voter approval by the constituents of the issuing entity. General obligation elections can be held once each year, in November, following certain notification procedures that must be adhered to in accordance with State Statutes in order to call the election (pursuant to Utah State Code 11-14-2 through 12). Following a successful election, it is not necessary to issue bonds immediately, but all bonds authorized must be issued within ten years. Once given the approval to proceed with the issuance of the bonds, it would take approximately 90 days to complete the bond issuance.

General obligation bonds can be issued for any governmental purpose as detailed in Utah Code §11-14-1. The proceeds from bonds issued on or after May 14, 2013 may not be used for operation and maintenance expenses for more than one year after the date any of the proceeds

[1] Sometimes referred to as the botanical, cultural and zoo tax

are first used for those expenses. Therefore, GO bonds would not be a viable source of operating and maintenance expenses for Salt Lake City. GO bonds could be used for capital improvements.

The amount of general obligation debt is subject to the following statutory limitations:

- Counties are limited to two percent (2%) of the total taxable value of the County;
- School Districts are limited to four percent (4%) of the total taxable value in the District;
- Cities of the 1st and 2nd class are limited to a total of eight percent (8%) of the total taxable value, four (4%) for general purposes and four (4%) for water, sewer and lights; and
- Cities of other classes or towns are limited to a total of twelve percent (12%) of total taxable value, four percent (4%) for general purposes and eight percent (8%) for water, sewer and lights.

Notwithstanding the limits noted above, most local governments in Utah have significantly less debt than their statutory limitations.

Pursuant to state law, general obligation bonds must mature in not more than forty years from their date of issuance. Typically, however, most GO bonds mature in 15- 20 years.

Advantages of G.O. Bonds:

- Lowest cost form of borrowing
- 'New' source of revenues identified

Disadvantages of G.O. Bonds:

- Timing issues; limited date to hold required G.O. election
- Risk of a "no" vote while still incurring costs of holding a bond election
- Possibility of election failure due to lack of perceived benefit to majority of voters
- Must levy property tax on all property even if some properties receive limited or no benefit from the proposed improvements
- Can only bond for physical facilities, not ongoing or additional operation and maintenance expense

Lease Revenue Bonds

One financing mechanism which, until the advent of sales tax revenue bonds, was frequently used to finance capital facilities is a Lease Revenue Bond issued by the Local Building Authority of the City. This type of bond would be secured by the facility itself, not unlike real property serving as the security for a home mortgage. Lease revenue bonds are repaid by an annual appropriation of the lease payment by the City Council. Generally, this financing method works best when used for an essential public facility such as city halls, police stations and fire stations. Interest rates on a lease revenue bond would likely be 15 to 30 basis points higher than on sales tax revenue bonds depending on the market's assessment of the "essentiality" of the facility.

Advantages of Lease-Revenue Bonds:

- No general vote required
- No specific revenue pledge required

Disadvantages of Lease Revenue Bonds:

- Higher financing costs than some other alternatives
- No "new" revenue source identified

As this type of bond financing does not generate any new revenue source, the City Council will still need to identify revenue sources sufficient to make the lease payments to cover the debt service. Therefore, this source is not recommended for the cemetery.

Foundations and Donations

Creating a foundation could provide an additional method of generating new revenues for the City – especially for preservation and development of cemetery facilities. Likely donations would be obtained from families with deceased ancestors buried in the cemetery, or from groups or associations that promote historical preservation.

Advantages:

- Those most involved and interested contribute to the associated costs
- Creates a sense of pride and ownership in cemetery facilities
- Partners with the private sector to increase business contributions

Disadvantages:

- Not a steady or consistent revenue source
- Cannot bond against these revenues
- May take time to build up significant membership and revenues
- Administrative costs of running the Foundation unless done by volunteers

Joint Funding Partnerships

Joint funding opportunities may also occur between municipalities and among agencies or departments within a municipality. Cooperative relationships between cities and counties are not uncommon, nor are partnerships between cities and school districts. In order to make these kinds of opportunities happen, there must be on-going and constant communication between residents, governments, business interests and others.

Advantages:

- Spreads the costs, thereby resulting in a lower burden on Salt Lake City
- Additional revenues may provide opportunities to provide additional facilities or services using the open space

Disadvantages:

- Does not provide a steady and reliable source of revenues
- Cannot bond against these revenues

Grants and Other Funding Sources

The following sources may serve as a supplement to, though not a replacement for, the previous funding sources. The availability of these funds may change annually depending on budget allocations. Further, most of the grant sources identified focus on parks, trails and recreation.

Cemetery eligibility would be dependent on the extent to which it is viewed as part of the City's parks and trails system.

Land and Water Conservation Fund

The LWCF state assistance program provides matching grants to help states and local communities protect parks and recreation resources. Running the gamut from wilderness to trails and neighborhood playgrounds, LWCF funding has benefited nearly every county in America, supporting over 41,000 projects. This 50:50 matching program is the primary federal investment tool to ensure that families have easy access to parks and open space, hiking and riding trails, and neighborhood recreation facilities. Allocation amounts have decreased over time and LCWF reports a backlog of needs for these funds. This program is administered locally by Utah State Parks and Recreation.

Utah Waypoint Grant

The Utah **Office of Outdoor Recreation** initiated **the Utah Waypoint Grant** program in 2015. The Waypoint program makes grant monies available with a 50/50 match to communities to build outdoor recreation infrastructure which would become an enhancement in the area.

To qualify, Waypoint projects must offer an economic opportunity for the community and should have the potential to attract or retain residents and increase visitation to the region. Various types of outdoor recreation infrastructure would be eligible for the Waypoint grant including trails, trail infrastructure, and trail facilities, restroom facilities near popular recreational climbing areas, ramps and launch sites that would improve water access along rivers, whitewater parks, yurts, infrastructure for wildlife viewing areas and more. The areas for the project should be open and accessible to the public. This grant is to be used for the construction of the recreational infrastructure and cannot be used for the planning of the project. Ideally, the plans should be complete before applying for the grant. *This was a pilot program and the first applications were due October 2015. Future funds will be available based on funding levels.*

Recreational Trails Program (RTP) and Transportation Alternatives Program (TAP)

The federally-funded Recreational Trails Program (RTP) has helped with non-motorized and motorized trail development and maintenance, trail educational programs, and trail-related environmental protection projects. The Fixing America's Surface Transportation (FAST) Act reauthorized the RTP for Federal fiscal years 2016 through 2020 as a set-aside of funds from the Transportation Alternatives (TA) Set-Aside under Surface Transportation Block Grant Program (STBG).

The national total is divided among States based on each State's proportionate share of FY2009 Transportation Enhancements funding. Unless a Governor opts out, an amount equal to the State's FY 2009 RTP apportionment is to be set aside from the State's TAP funds for the RTP. The 2017 set-aside for Utah is $1,561,852. Utah State Parks and Recreation administers this program locally.

Private and Public Partnerships

The Parks and Recreation Department or a group of communities acting cooperatively, and a private developer or other government or quasi-government agency may often cooperate on a

facility that services the public, yet is also attractive to an entrepreneur or another partner.

Private Fundraising

While not addressed as a specific strategy for individual recreation facilities, it is not uncommon for public monies to be leveraged with private donations often in concert with a foundation (see Foundations and Donations above). Private funds will most likely be attracted to high-profile facilities and generally require aggressive promotion and management on behalf of city administration.

Service Organization Partners

Many service organizations and corporations have funds available for park and recreation facilities. Local Rotary Clubs, Kiwanis Clubs, and other service organizations often combine resources to develop park and recreation facilities. Other for-profit organizations such as Home Depot and Lowes are often willing to partner with local communities in the development of playground and other park and recreation equipment and facilities. Again, the key is a motivated individual or group who can garner the support and funding desired and the ability of the cemetery to be viewed as part of the City's parks and recreation system.

Another potential partnership with service organizations is through an Adopt-A-Trail program where various organizations assist with maintenance of City open space and thereby reduce operating costs.

Special Assessment Areas

Special Assessment Areas ("SAAs"), formerly known as Special Improvement Districts or "SID"s, are a financing mechanism that allows governmental entities to designate a specific area for the purpose of financing the costs of improvements, operation and maintenance, or economic promotion activities that benefit property within the area. Entities can then levy a special assessment, on parity with a tax lien, to pay for those improvements or ongoing maintenance. The special assessment can be pledged to retire bonds, known as Special Assessment Bonds, if issued to finance construction of a project. Utah Code §11-42 deals with the requirements of special assessment areas.

The underlying rationale of an SAA is that only those property owners who benefit from the public improvements and ongoing maintenance of the properties will be assessed for the associated costs as opposed to other financing structures in which all City residents pay either through property taxes or increased service fees. **If the boundaries of the SAA were coterminous with that of the City, the SAA would provide no advantage in terms of funding to the City. Therefore, this method is not recommended as a potential source of funding.**

While not subject to a bond election as is required for the issuance of General Obligation bonds, SAAs may not be created if 40 percent or more of those liable for the assessment payment[2] protest its creation. Despite this legal threshold, most local government governing bodies tend to find it difficult to create an SAA if 10-20 percent of property owners oppose the SAA.

Once created, an SAA's ability to levy an assessment has similar collection priority / legal standing as a property tax assessment. However, since it is not a property tax, any financing secured by that levy would likely be done at higher interest rates than general obligation, sales tax revenue or

[2] Based on the method of assessment selected, i.e. acreage, front footage, per lot, etc.

utility revenue bonds. Interest rates will depend on a number of factors including the ratio of the market value to the assessment bond amount, the diversity of property ownership and the perceived willingness and ability of property owners to make the assessment payments as they come due. Even with the best of special assessment credit structure, if bonds are issued they are likely to be non-rated and therefore would be issued at rates quite a bit higher than similar General Obligation Bonds that would likely be rated. All improvements financed via an SAA must be owned by the City and the repayment period cannot exceed twenty (20) years.

Whenever SAAs are created, entities have to select a method of assessment (i.e. per lot, per unit (ERU), per acre, by front-footage, etc.) which is reasonable, fair and equitable to all property owners within the SAA. State law does not allow property owned by local government entities such as cities or school districts to be assessed.

Advantages of Special Assessment Areas:

- Bonds are tax-exempt although the interest cost is not as low as a GO or revenue bond
- No requirement to hold a bond election but the City must hold a meeting for property owners to be assessed before the SAA can be created
- Only benefited property owners pay for the improvements or ongoing maintenance
- Limited risk to the City as there is no general tax or revenue pledge
- Flexibility since property owners may pre-pay their assessment prior to bond issuance or annually thereafter as the bond documents dictate – if bonds are issued

Disadvantages of Special Assessment Areas:

- Forty percent of the assessed liability, be it one property owner or many could defeat the effort to create the SAA if they do not want to pay the assessment
- Some increased administrative burden for the City although State law permits an additional amount to be included in each assessment to either pay the City's increased administrative costs or permit the City to hire an outside SAA administrator
- The City cannot assess certain government-owned property within the SAA
- No real funding benefit to the City since the boundary would be the same as the City.

Summary of Potential Funding Sources

Funding Source	Availability	Strengths	Weaknesses	Comments
Monthly Fees	City must enact	New revenue source; would grow annually with household growth	Additional fee on residential property owners	Could provide a steady revenue stream for operating costs
Local Sales Tax	Provides annual revenue stream, or if used for a bond the debt is repaid	Flexible; no voter approval required	Not a new funding source; rather diverts existing funds. Legislature	If a sales tax bond is issued, revenues should be used for capital costs;

Funding Source	Availability	Strengths	Weaknesses	Comments
	through sales tax revenues. City cannot raise existing sales tax beyond the level state legislature allows.		would need to approve hike in local option sales tax rate in order to increase rate	revenues can be used for any City purpose without a bond.
Recreation Zoo Arts and Parks (ZAP) Tax	Already enacted in Salt Lake County	No new fees or taxes required	Not a new revenue stream	Would need to apply to Salt Lake County for a portion of these funds; would compete with other projects.
General Obligation (GO) Bond	Would need voter approval	Lowest interest rate on debt	Requires voter approval. Can be placed on ballot by City Council (referendum) or through citizen-initiated ballot measure.	Revenues need to be used for capital costs
Lease Revenue Bond	City must appropriate funds annually	Flexible; no voter approval required	Not a new funding source; City must make annual appropriations	Generally used for "essential" facilities
Local Recreation District	City could create a special service district for parks and recreation	Constant and predictable tax revenues	Could reduce local control due to District governance	Many cities have adopted cemetery maintenance districts
Foundations and Donations	Very competitive and annual allocations change	New revenue stream	Competitiveness in obtaining this resource	
Joint Funding Partnerships	Spreads costs over more parties but difficult to find partnerships	Additional resources available	May lose some control of facilities or governance	

Funding Source	Availability	Strengths	Weaknesses	Comments
Grants and Other Funding Sources	Very competitive and annual allocations change	New revenue stream	Competitiveness in obtaining this resource	
Special Assessment Area (SAA)	Can create for any size area	Assessments on property; can foreclose	Extremely difficult to obtain approval from all affected properties	High protests likely from high number of property owners; no advantage to creating district if it is coterminous with City boundaries

Recommendations for Funding Options

The outlined options present various funding vehicles for both short-term and long-term investment needs of the Salt Lake Cemetery. Some of the options are less feasible than others, due to historical trends and political realities, as previously explained. The following recommendations are made for potentially viable funding options:

Short Term – Continued Maintenance and Operations

- Perpetual care fund – establishing a perpetual care fund from remaining sales of graves and new sales of columbarium niches could provide for some moderate income to help offset continuing expenses. A one-time or multi-year donation to a perpetual care fund would result in a greater offset, and more potential income from interest revenue
- Increase of existing fees – As previously outlined, increasing fees for opening and closing of graves, stone monitoring, and perpetual care would help alleviate costs associated with everyday operations

Long Term – Deferred Maintenance and Capital Improvement Projects

- Monthly Park Fee – this option appears to be realistic for addressing deferred maintenance and capital improvement projects. It represents a potential new revenue source that escalates with household growth, and could provide a steady stream of income for operating costs and planned projects
- Recreation, Arts and Parks Tax (RAP) – this potential revenue source could be feasible, although it will face competition from other projects. It is not a new revenue vehicle, and would require the city to apply for funding through the county. While a feasible option, it is less likely to be realized than the monthly park fee option
- Local District – this option is feasible and would result in costs being spread throughout the population, with the potential of a moderate amount of annual revenue. Creation of a local district is a significant effort, and can result in the loss of direct governance

SLC CEMETERY MASTER PLAN

Appendix H - Historic Reports

- Historic Preservation Considerations by Susan Crook, Carbaugh Associates, and Carol Edison
- Significant Sandstone Gravestones in the Salt Lake City Cemetery by Carol Edison

APPENDIX H - HISTORIC PRESERVATION CONSIDERATIONS

Salt Lake City Cemetery Master Plan
Historic Preservation Considerations
By Susan Crook, Carbaugh Associates, and Carol Edison

National Register Eligibility

The Salt Lake City Cemetery is eligible for listing in the National Register of Historic Places (NRHP). It is not presently listed. To be eligible for listing, historic properties must meet the criteria for significance and integrity defined by the National Register.

The introduction to the National Register Bulletin, "Guidelines for Evaluating and Registering Cemeteries and Burial Places," explains that because of their sacred nature, cemeteries and graves are among those properties that ordinarily are not considered eligible for inclusion in the National Register of Historic Places unless they meet special requirements:

> The National Register Criteria for Evaluation include considerations by which burial places may be eligible for inclusion in the National Register. To qualify for listing under **Criteria A** (association with events), **Criteria B** (association with people), or **Criteria C** (design), a cemetery or grave must meet not only the basic criteria, but also the special requirements of Criteria Considerations C or D, relating to graves and cemeteries.
>
> Burial places evaluated under **Criteria D** for the importance of the information they may impart do not have to meet the requirements for the Criteria Considerations. These sites generally have been considered as archeological sites.

Criteria Considerations C and D referred to above are defined in the National Register Bulletin, "How to Apply the National Register Criteria for Evaluation."

> c. A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building associated with his or her productive life; or
>
> d. A cemetery that derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events;

Determining Significance

Criteria Consideration D applies to the Salt Lake City Cemetery for all four of the reasons cited above.

- Important People: Many Utahns of great importance are buried in the Salt Lake City Cemetery.
- Age: It is among the oldest cemeteries in Utah and one of the largest municipal cemeteries in the western U.S.
- Distinctive Design Features: Its layout follows the grid arrangement of the Plat of Zion design of early Mormon villages, with a nod to the rural cemetery movement in its expansive lawns, diverse arboretum and de facto status as an urban wildlife preserve.

Historic gravestones by prominent stonecarvers, a variety of stone walls and curbing, section markers, ornamental fencing and gates, historic concrete, and even the 1930s-40s galvanized, pop-in sprinkler system are among the many small-scale features that reveal the history of materials and workmanship used during its development, improvement and expansion since the first burial on the site in 1848.

- Association with Historic Events: The cemetery is associated with the founding and growth of Salt Lake City and the Mormon Church.

Given the cemetery's age and organic expansion in response to the need for more burial plots, the grounds themselves have the potential to yield new information as an archaeological site under Criterion D.

Value of Listing

After explaining the restrictions for listing cemeteries on the NRHP, the bulletin points out that threats to historic cemeteries have pushed them to the forefront of preservation and explains the value of having them listed.

> National Register listing is an important step in preserving cemeteries because such recognition often sparks community interest in the importance of these sites in conveying the story of its past. Listing also gives credibility to State and local efforts to preserve these resources for their continuing contribution to the community's identity.[1]

National Register listing can help raise awareness of the importance of historic properties and leverage resources for their preservation. The National Register of Historic Places is a recognition program that does not put restrictions on the use of historic properties**.** As noted on the NRHP website, "From the Federal perspective (the National Register of Historic Places is part of the National Park Service), a property owner can do whatever they want with their property as long as there are no Federal monies attached to the property."

State statutes and local preservation ordinances and guidelines regulate the protection and use of historic properties if there is no Federal money involved. On October 23, 2012, Salt Lake City adopted a Community Preservation Plan that includes guidance on historic landscapes. Salt Lake City's commitment to historic landscape preservation was clearly demonstrated in early 2006 when it retained consultant services to perform a preliminary Historic American Landscape Survey (HALS)[2] for its city cemetery.

Along with the technical elements of the HALS study, the consultants designed a HALS community engagement process involving two Salt Lake area high school American Literature teachers and 137 of their students. Including the teachers and their students provided a notable experiential landscape preservation learning opportunity that both taught and revealed important connections between American literature, historic landscape research, and the deep cultural meaning of this cemetery. By

[1] Potter, Elisabeth Walton and Beth M. Boland. National Register Bulletin: Guidelines for Evaluation and Registering Cemeteries and Burial Places. U.S. Department of the Interior, National Park Service, 1992. Introduction, ¶4. Viewed online 6/22/16: https://www.nps.gov/nr/publications/bulletins/nrb41/nrb41_4.htm

[2] Susan Crook & Associates + Robin Carbaugh. HALS UT-2, Salt Lake City Cemetery, 2007.

linking sacred place, people, urban land form and literature in this way, the team was able to then curate an articulation of broader community understanding and values for the Salt Lake City Cemetery.

The key goals of the Salt Lake City Cemetery HALS study were to:

1. Inventory Salt Lake City Corporation records and documents pertaining to the cemetery.
2. Define research questions for a comprehensive HALS that will provide baseline documentation for a strategic management and use plan.
3. Raise awareness of the significance of the cemetery as a historic landscape and its use as a public park and de facto wildlife refuge.
4. Initiate the nomination of the cemetery to the National Register of Historic Places.
5. Encourage the formation of a non-profit Salt Lake City Cemetery Conservancy to partner with Salt Lake City Corporation for the cemetery's management.

The final 2007 Salt Lake City Cemetery HALS is housed in the Library of Congress where a report summary states its significance:

> "The Salt Lake City Cemetery is the oldest and largest municipal cemetery in Utah. Ferguson avers that it is the largest city cemetery in the entire U.S. (Ferguson, p. 4). Many famous community, civic and religious leaders, as well as infamous rapscallions are buried there (Linda Hilton pamphlet). The Salt Lake City Cemetery was long known as the "LDS" cemetery because of its origin as the first burial ground for members of the Church of Jesus Christ of Latter-Day Saints (informally called the LDS or Mormon church), as well as for the large number of Mormon ecclesiastical leaders laid to rest in it. Cemetery records show that the burials also represent a sample of Utah's diverse ethnic and cultural population.
>
> Early 20th century photos from the Shipler Collection show extensive understory plantings of shrubs and elaborate flowerbeds. As was common practice in other Salt Lake City parks, the cemetery once had its own greenhouse for the production of bedding plants. Today the vegetation consists primarily of a mixed forest of evergreen and deciduous trees and expansive lawns. The cemetery houses a diverse population of birds and wildlife including raptors, songbirds, deer, squirrels, chipmunks, and occasional mountain lions."

The benefits of National Register listing as a marketing and continuing education tool to engage citizens in its maintenance funding, respectful use, and preservation would far outweigh any perceived downsides. National Register listing could prompt the founding of a non-profit friends group to partner with the City for programming, interpretation and fundraising.

Evaluating Integrity

To qualify for National Register listing, properties must retain historic integrity. The Criteria for Evaluation recognize seven factors which define historic integrity:

1. location
2. design
3. setting
4. materials
5. workmanship

6. feeling
7. association

The seven measures of integrity should be applied to the entire cemetery as an historic landscape, and to the features, large-scale and small-scale, that contribute to its character to answer these questions:

- To what degree does the burial place and its overall setting convey the most important period(s) of use?
- To what degree have the original design and materials of construction, decoration, and landscaping been retained?
- Has the property's potential to yield significant information in American culture been compromised by ground-disturbance or previous investigation?

Inventory and Assessment of Historic Features

The Sexton's Lodge, WPA wall, and 1915 cemetery entrance gate are among the most prominent historic features in the Salt Lake City Cemetery. While CRSA conducted an informal evaluation of the Sexton's House and the maintenance buildings for this master plan project, a comprehensive inventory and assessment of historic buildings and landscape features has not yet been conducted.

The Site Assessment in the 2009 CPRA study did include some functional elements of the cemetery site. It inventoried the location, type, age, general dimensions and condition of site walls and made recommendations for repair or removal. A limited study of storm drainage features documented a variety of curbs, gutters, culverts, and drain inlets and outlets in various states of disrepair. The total length, area, and varying conditions of interior roads were noted for the purpose of assessing the feasibility of closing more roads to make room for additional burials. None of the site features inventoried were evaluated for historical significance and integrity.

HALS UT-2 included the following recommendations for further documentation of historic resources in the cemetery:

> Views and vistas should be mapped to guide the planting of replacement trees for screening and framing views.
>
> Small-scale features should be identified and documented using field photos, sketches and scaled drawings as part of further research. Such features include individual trees and plantings, sandstone curbing, drain grates, site concrete and asphalt, stone steps, irrigation system, ghost paths and carriage roads, distinctive masonry types, fencing types, street signs, street lights, section markers, gate styles and materials, gravestones and monuments, the sexton's house and associated contributing structures and outbuildings. This baseline information will inform decisions about maintenance and improvements that may affect the historic character of the cemetery.

Gravestone Documentation and Restoration

Folklorist Carol Edison identified, photographed, and mapped a sampling of historic gravestones by individual stonecarvers in the older sections of the cemetery. A full inventory of hand-carved

gravestones and monuments should be conducted to assess their condition and historical integrity, and to document the quality and diversity of the stonecarvers and their work.

This inventory could also leverage funding for a gravestone restoration workshop conducted by the National Center for Preservation Technology and Training (NCPTT) to instruct maintenance staff and monument companies on best practices in historic gravestone restoration and preservation. Such a workshop could be open to plot owners for educational purposes, at a fee to help defray costs, with the caveat that they should hire professional stoneworkers to make repairs on family gravestones.

Treatment of Historic Landscape Features

Careful planning prior to treatment can help prevent irrevocable damage to a historical cultural landscape. The National Park Service publication, Preservation Brief #36: Protecting Cultural Landscapes, explains that after completing historical research, inventory and documentation of existing conditions, and site analysis and evaluation of integrity and significance, the next steps are development of the following:

1. A cultural landscape preservation approach and treatment plan.
2. A cultural landscape management plan and management philosophy.
3. A strategy for ongoing maintenance.
4. Preparation of a record of treatment and future research recommendations.

Brief 36 defines a treatment as a physical intervention carried out to achieve a historic preservation goal, and notes that a treatment cannot be considered in a vacuum. Variables that influence the selection of a treatment for a landscape include, but are not limited to, the extent of historic documentation, existing physical conditions, historic value, proposed use, long and short term objectives, operational and code requirements (e.g. accessibility, fire, security) and anticipated capital improvement, staffing and maintenance costs.

The introduction to the *Secretary of the Interior's Standards for the Treatment of Historic Properties + Guidelines for the Treatment of Cultural Landscapes* states that resources determined to be *eligible* for listing are considered the same as those actually listed:

> The Secretary of the Interior is responsible for establishing professional standards and providing advice on the preservation of cultural resources listed in or eligible for listing in the National Register of Historic Places.

The Secretary of the Interior's Standards for the Treatment of Historic Properties are common sense historic preservation principles in non-technical language. They promote historic preservation best practices that will help to protect our nation's irreplaceable cultural resources.

The Standards are a series of concepts about maintaining, repairing, and replacing historic materials, as well as designing new additions or making alterations. The Guidelines offer general design and technical recommendations to assist in applying the Standards to a specific property. Together, they provide a framework and guidance for decision-making about work or changes to a historic property.

The Standards offer four distinct approaches to the treatment of historic properties—preservation, rehabilitation, restoration, and reconstruction with Guidelines for each.

The process for maintaining historic landscape features until treatment plans are in place and implemented is as follows:

- Inventory and assess the integrity of historic features before modifying or demolishing them.
- Maintain in place features that are to be preserved until treatment options are determined.
- Prepare a phased preservation management plan.

Preservation Planning and Projects

A comprehensive preservation management plan includes an inventory and assessment of the integrity of historic buildings and features, treatment plans following the Secretary of the Interior's Standards, priorities and schedules for implementing the treatments, and a calendar of annual and preventive maintenance with budget line items.

Preservation Brief 36 cautions that both management and routine maintenance should be considered in deciding on treatments for historic landscapes.

> Management and Maintenance. Management strategies are long-term and comprehensive. They can be one of the means for implementing a landscape preservation plan. Maintenance tasks can be day-to-day, seasonal, or cyclical, as determined by management strategies. Although routine horticultural activities, such as mowing and weeding, or general grounds maintenance, such as re-laying pavement or curbs, may appear routine, such activities can cumulatively alter the character of a landscape. In contrast, well-conceived management and maintenance activities can sustain character and integrity over an extended period.

Planning for interpretation of historic landscapes presents opportunities for product and program development that can lead to understanding and support of treatments and management plans.

> Interpretation. Interpretation can help in understanding and "reading" the landscape. The tools and techniques of interpretation can include guided walks, self-guided brochures, computer-aided tours, exhibits, and wayside stations. Interpretive goals should complement treatment selection, reflecting the landscape's significance and historic character. A cultural landscape may possess varying levels of integrity or even differing periods of significance, both of which can result in a multi-faceted approach to interpretation. In some cases, interpretation and a sound interpretive strategy can inform decisions about how to treat a landscape.

Interpretive facilities, products and programs can produce revenue to sustain historic landscapes when included in comprehensive management planning.

Facilities and Programs for Revenue

George B. Wallace chose the site of the Salt Lake City Cemetery as the burial ground for his infant daughter Mary Wallace who died September 27, 1848. Wallace served as record keeper for subsequent burials until his appointment as sexton in 1851 when Salt Lake City was incorporated and the burial

ground was designated the official city cemetery.[3] Thirty other men have served as sexton since Wallace retired in 1863.[4]

The sexton and his staff are responsible for cemetery operations, visitor services, record-keeping, and for maintenance of the infrastructure and landscape. Individual lot owners are responsible for the upkeep of the gravestones on their plots. However, many older gravestones fall under the care of the sexton when no living relatives survive or lay claim to them. Income from the sale of plots, the opening and closing of graves, payment of perpetual maintenance funds, and appropriations from the Salt Lake City budget are insufficient to cover operating costs, resulting in a backlog of deferred maintenance.

Municipal cemeteries have historically been managed by parks departments, and have been perennially under-funded. This is the case with the Salt Lake City Cemetery, which has also had perpetual maintenance fees placed in the general budget rather than being earmarked for cemetery maintenance.

The only visitor facilities for mourners, sightseers, and other users of the Salt Lake City Cemetery are the sexton's office and two restrooms. The cemetery is financially disadvantaged compared to commercial cemeteries that have on-site rental chapels and pavilions, and associated mortuaries and crematories with value-added products and services producing revenue that can be used for cemetery operations and maintenance.

Historic cemeteries that are at or near capacity face increasing maintenance costs and falling revenues. This plight has come to the attention of activists, recreationists and cemetery managers who see the value of cemeteries as green spaces for active recreation and quiet reflection and as event venues. "Historic cemeteries have opened their grounds to host activities including weddings, campouts, picnics, concerts, and even small carnivals. Funds raised by these events help the cemeteries to maintain the grounds and make needed repairs."[5]

Buffalo, New York's Forest Lawn Cemetery has a variety of ways to bring in revenue besides traditional funeral, mortuary and grievance services. Tours, programs, events, donations, and memberships in the Forest Lawn Heritage Foundation provide cash flow. The Forest Lawn home page (Figure 1) welcomes people and invites them to get involved as members, donors, volunteers, or by taking a tour on the Forest Lawn trolley. The cemetery cashes in on its fame as a major tourist destination.

Forest Lawn's Famous Residents page features photos, names, accomplishments and links to more information about those interred there as seen in the sample of the first entries in Figure 2.

[3] Boone, David F. "'And Should We Die': Pioneer Burial Grounds in Salt Lake City," in Salt Lake City: The Place Which God Prepared, ed. Scott C. Esplin and Kenneth L. Alford (Provo, UT: Religious Studies Center, Brigham Young University; Salt Lake City: Deseret Book, Salt Lake City, 2011), 155–178.
[4] Susan Crook & Associates + Robin Carbaugh. HALS UT-2, Salt Lake City Cemetery, 2007, p. 4.
[5] Greene, Meg. Rest in Peace: A History of American Cemeteries. Twenty-First Century Books, 2008, p. 88.

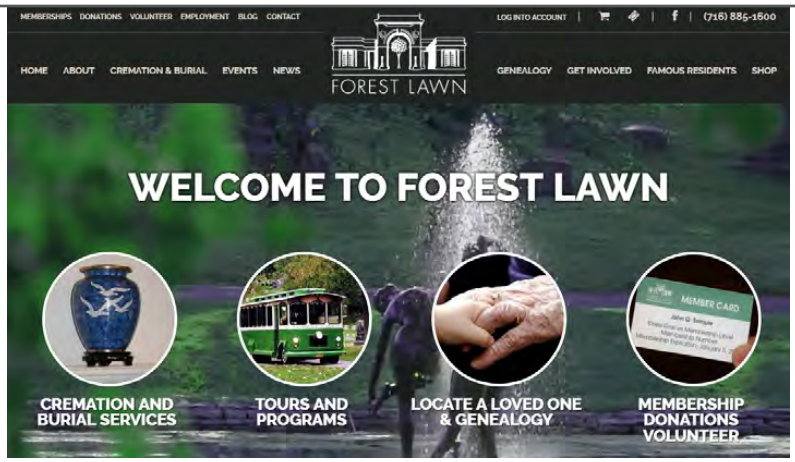


Figure 1. Forest Lawn Cemetery home page

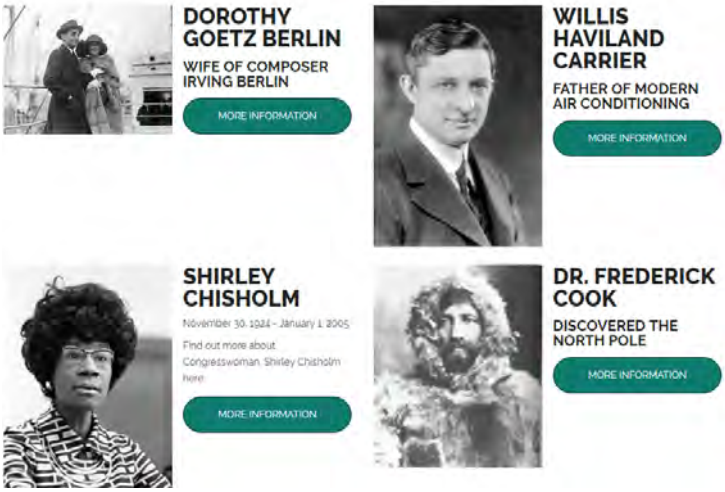


Figure 2. Forest Lawn Famous Residents entries

Like all places in the America's, the history of Utah dates back to its first people. And while the vast majority of burials within the Salt Lake City Cemetery are of individuals who arrived during the 19th, 20th or 21st Century, a uniqueness of this cemetery is that it is also the final resting place for people and artifacts of the ancient Great Salt Lake, Uinta Fremont and Zuni Pueblo American Indians.

The circumstances leading to the interring of these remains was long in coming, but none the less provides a clear cultural connection to the areas earliest inhabitants. During the late 20th century, recovered bones and artifacts of native people from around the state were being held, but not curated, by the University of Utah Museum of Natural History. While the museum had information from the Bureau of Reclamation and Utah State Parks accurately identifying the remains as being those of Utah ancestors, the museum continued to retain the collection without returning them to the found sites, and without curation.

Then in 2008, the state museum decided that rather than continue to keep the ancestral remains and their artifacts, it would instead offer respect and peace to these early Utah people by providing a formal burial site within the Salt Lake City Cemetery. After choosing the Salt Lake City Cemetery as a respectful final resting place, a mass burial grave on the upper hillside of the cemetery was selected. Today this mass burial site is marked by a small headstone and serves to commemorate the distinctive ancestral and cultural legacy of people from this region.

Along with some of its first peoples, among the over 124,000 burials in the Salt Lake City Cemetery are other notable individuals, including leading ladies. Amelia Folsom Young and Sarah Melissa Granger Kimball are two such remarkable Utah women. Both women joined the Mormon movement – known today as the Church of Jesus Christ of Latter Day Saints in its foundational period. As history demonstrates, each woman played a significant role in shaping Utah history, and in the case of Ms. Granger Kimball, an important role in the national suffragette movement.

Historical reports share that Ms. Folsom Young, the 25th wife of Brigham Young – a founding movement, migration and settlement leader of the Latter Day Saints, and also the first Territorial Governor of Utah – was his most favored wife. Amelia was a cultured woman whom Brigham relied on when hosting outside leaders in the new territory. Because she was his favorite, Amelia is reported to have held sway in influencing his decision-making and was a public figure renowned in early settlement society.

Sarah Melissa Granger Kimball is a woman leader whose work extended beyond the boundaries of the Utah territory. Ms. Granger Kimball (December 1818 - December 1, 1898) is known as a 19th century leader in the national suffragette movement, who was also a good friend of suffragette leader Susan B. Anthony. As a vocal 1890's advocate of women's rights, Sarah declared, "Education and agitation are our best weapons of warfare." In addition to her strong women's rights advocacy, Sarah was also a school teacher and a founding member of what is today's LDS Church Relief Society. She is buried in the Salt Lake City Cemetery near the cemetery roadway intersection of Grand Avenue and Main Street.

The Salt Lake City Cemetery is also the final resting place of eleven Church of Jesus Christ of Latter Day Saint's Presidents - also known as prophets, and many other LDS Church ecclesiastical leaders. Two very important LDS Presidents buried in the cemetery are LDS Church President's Wilford Woodruff and Joseph F. Smith, nephew of Mormon Church founder, Joseph Smith.

Mr. Woodruff was ordained a Mormon Church President on April 7, 1889 and his importance to American and Utah history is tied to his September 24, 1890 manifesto declaring that all Mormons end the practice of polygamy. His grave is located above Grand Avenue in the Salt Lake Cemetery and features an elaborate headstone dedicated to himself and his wives.

Mr. Joseph F. Smith became an LDS Church President in 1901 and served until his death in 1918. In addition to his church leadership, Mr. J.F. Smith also served as a member of the Constitutional Convention for the State of Utah. As the first LDS Church President of the 20th Century, Joseph F. Smith was deeply committed to both the history of church sites and to the cause of broadly sharing information about the Mormon Church. Because sharing a message about Mormonism beyond Utah and United States borders was very important to him, Mr. J.F. Smith set his eye on a more global outreach message and subsequently became the first LDS Church President to tour Europe.

Despite the fact that one of his predecessors, LDS President Woodruff, had declared an end to polygamy, Mr. Smith in fact became of marrying age during a time when plural marriage was still widely practiced among Mormons. As such, he followed this tradition and entered into polygamous marriage with five Utah women.

Along with numerous LDS settlers and leaders, there are also many other well-known and contributing Americans buried in the Salt Lake City Cemetery. Some of these prominent people include:

- Lester F. Wire, famous inventor of the traffic signal
- Hirum Bebee, aka Harry Longabaugh, who claimed to be the wild west outlaw Sundance Kid
- US Senator Frank E. Moss, whose name honors the U.S. Courthouse in downtown Salt Lake City
- Twelve Salt Lake City Mayors
- Larry H. Miller, prominent community business leader and philanthropist who was the owner of the National Basketball Association's Utah Jazz

The Salt Lake City Cemetery is the resting place of many prominent Utahns. The lives of these famous people and the fact of their burial here is, in effect, a bequest to the cemetery. Their stories can be told and retold by reenactors on paid tours and at fundraising events at the cemetery and other venues.

Conclusion

The Salt Lake City Cemetery is a highly significant historic resource that has the potential to produce revenue through enhanced visitor services and partnership with a non-profit friends group. The cemetery's significance and integrity make it eligible for the National Register of Historic Places. Objections to National Register listing typically result from a mis-perception that locally imposed restrictions on historic properties result from National Register listing. In reality, the National Register of Historic Places is a recognition program that does not restrict the use, alteration or demotion of historic properties. Listing could bring the following benefits to the Salt Lake City Cemetery:

- Serve as a catalyst for community interest and support
- Give credibility to the City's efforts to preserve it
- Raise awareness of the opportunities and challenges of preservation
- Leverage resources for preservation planning and implementation
- Be used as a marketing tool to educate citizens and engage them in funding, respectful use, and interpretation and preservation projects
- Prompt the founding of a non-profit friends group

Recommendations

A friends group could partner with the City to help fund and implement the recommendations summarized below. The first recommendation would be to invite selected community members to serve on a friends group steering committee with key City staff.

<u>Preservation Management Planning</u>

There is enough information available from the studies and reports that have been done on the cemetery within the last decade to prepare a nomination to the National Register. However, the

historic resources in the cemetery still need to be fully inventoried and assessed as a first step toward the preparation of Preservation Management Plan. These resources should be stabilized and maintained until treatment plans are in place. Methods used for their stabilization and maintenance should be reversible so as not to compromise their significance and integrity. Any time there are undertakings for improvements in the cemetery, appropriate qualified professionals, such as landscape historians, archaeologists, or historical architects, should be hired to document the existing condition of historic resources and to make recommendation to avoid or mitigate adverse effects that would compromise their integrity.

The following planning and management recommendations should be implemented as part of the current master planning process, with the intended outcome being the completion of a comprehensive Preservation Management Plan. Qualified professionals will need to perform the services outlined in the recommendations. Even if City staff are qualified, the time needed to complete them will likely dictate that consultants be hired.

1. Nominate the cemetery to the National Register of Historic places.
2. Complete the inventory and assessment of large-scale and small-scale historic landscape features, including hand carved gravestones and monuments. The method for doing this could be to amend the initial HALS or to complete a Cultural Landscape Report (CLR).
3. Protect or stabilize damaged gravestones with reversible methods until treatment plans for their restoration or repair are ready. Consult with gravestone restoration experts on appropriate methods.
4. Prepare Period Plans showing significant growth and changes in the cemetery over time. These could be amendments to the initial HALS or be part of a CLR.
5. Complete the inventory and assessment of historic buildings and structures. This could be done by preparing Historic Structures Reports (HSR) for each building and structure.
6. Prepare a comprehensive Preservation Management Plan using the amended HALS or the CLR and the HSRs. The Plan should Include the following components:
    a. Inventories and assessments of the historic buildings, structures and landscape features.
    b. Period Plans. These will help guide decisions on how treatments are determined and carried out.
    c. Treatments for specific types of historic landscape features using guidance in Preservation Brief 36: Guidelines for the Treatment of Cultural Landscapes.
    d. Policies and procedures for handling broken gravestones and loose fragments of markers, i.e. where to store them and for how long; how to notify plot owners of needed repairs; how to fund repairs when no owner can be found.
    e. Treatments for historic buildings and structures using the Secretary of the Interior's Standards for the Treatment of Historic Properties.
    f. A Maintenance Plan for all historic resources with a detailed calendar of annual and preventive maintenance, and a timeline for the implementation of preservation treatments, showing budget line items and unit costs.
    g. Bibliography of resources for managing historic cemeteries, including consultants and government agencies such as the National Center for Preservation Technology and Training (NCPTT).

Interpretive Program Planning

An Interpretive Plan should be prepared in conjunction with the Preservation Management Plan. A friends group could play a key role in the development, funding and implementation of interpretive materials and programs. A full-time program director position could be funded by sustaining memberships and major donor contributions to a friends group. The cemetery lends itself to a number of themes for interpretation:

1. Famous and infamous people buried in the cemetery
    a. Mormon Church leaders
    b. Civic leaders
    c. Prominent politicians
    d. Outlaws
    e. Veterans
    f. Indigenous people
2. Prominent stonecarvers and their work
3. Gravestones as art
4. Sextons and their families who lived on-site
5. Wildlife
6. Arboretum

Methods for interpreting the themes are limited only by the imagination and the funding capabilities of the interpreters. There are many examples in use by other cemeteries and historic sites, such as:

- Reenactors dressed as prominent residents
- Guided walks
- Trolley tours
- Self-guided brochures in printed form or as apps
- Virtual tours online or in a visitor center
- Visitor center exhibits and displays

Partnerships

Salt Lake City could increase its capacity for managing and interpreting the historic resources in the cemetery by partnering with internal committees and outside entities such as:

- Salt Lake City Historic Landmark Commission
- Historic Sites Division of the Church of Jesus Christ of Latter-Day Saints, Jenny Lund, Director
- Utah State Historic Preservation Office
- Linda Hilton, author of the Famous and Infamous tour guide
- Preservation Utah, Kirk Huffaker, Executive Director
- University of Utah Historic Preservation Certificate Program offered through the College of Architecture + Planning

Significant Sandstone Gravestones In the Salt Lake City Cemetery

Significant Sandstone Gravestones in the Salt Lake City Cemetery
By Carol Edison

The oldest sections of the SLC Cemetery (B-F) contain a significant number of markers handmade by local gravestone carvers during the 19th century. The majority of the markers were crafted by four immigrant craftsmen from England - - Samuel Lane Jones, Charles Lambert, William Warner Player and William Ward. [1] Some work by several other identifiable stonecutters – Stephen Hales, Benjamin T. Mitchell, James Standing and the Watson Brothers also remains.

During the first few decades of settlement before the railroad was established in 1869, stonecutters quarried and carved sandstone from nearby canyons. Red Butte Canyon, east of Fort Doulas, offered both a deep red variety and a tan or "nugget" sandstone while Killyan Canyon, a branch of nearby Emigration Canyon, provided a medium shade of red sandstone. Although a number of previously documented markers have disappeared, there are a surprising number that remain and are still readable. Conversely, markers carved after the advent of the railroad and made from marble imported from Vermont are in worse condition than the sandstone ones. Most are unreadable.[2]

Coming from disparate places to settle the region, Utah's first generation gravestone carvers arrived with skills learned in the Eastern US or in other countries. They carved markers that reflected those origins as well as the conventions of the time. Stone was quarried into vertical slabs with a significant portion reserved for underground placement to provide stability. The top edges exhibit a range of shapes, some with a silhouette appropriately reminiscent of a bedstead. The earliest markers begin with the words "In memory of," often include family relationships such as "wife of" or "son of" and often list a death date followed by an exact age that includes years, months and days. Carvers enhanced the text by varying the type face, embellishing particular letters or words and by adding design elements that sometimes became signatures of their work. Some used the newer conventions that included the words "Sacred to the Memory of" and featured a symbol in the section above the name. As expected, these symbols were primarily traditional images, often with Biblical origins. Flowers, representing the Resurrection were most common with the occasional use of symbols of mourning like the weeping willow. And, as was the convention of the time, carvers were known to sign their work along the bottom edge, especially on larger more elaborate markers.

[1] Edison, Carol. Custom-Made Gravestones in Early Salt Lake City: The Work of Four English Stonecarvers in UHQ, Vol 56, No 4, Fall 88, pgs 310-330

[2] According to geologist Judy Ballentyne, marble is made of calcium carbonate which can be damaged by acid. Air pollution can contain both carbolic acid (carbon dioxide plus precipitation) and sulfuric acid.

William Ward

Among the earliest markers were those carved by William Ward who had apprenticed in England at an early age to learn architecture, sculpture, drawing, painting, a technique called subtractive sculpture and the then emerging style of English Gothic Revival. Arriving in Great Salt Lake City in 1850 at the age of 23, he was appointed foreman over the many stonecutters who worked on the Temple Block and he also became the assistant to architect Truman O. Angell. Angell designed a number of early buildings including the Salt Lake Temple and the Beehive House for which Ward carved the original couchant lion over the door. [3] Ward also sculpted the beehive-adorned stone placard that was Utah's contribution to the Washington Monument in Washington DC. In the fall of1854, Ward ran an advertisement in the Deseret News offering his services at "gravestone engraving" suggesting that customers consider examples of his work in the cemetery or at his house or workshop.

Many of Ward's gravestones are quite large, either in height or thickness and they exhibit variety in the shape of the top edge. While many are rounded, others point or soar upward illustrating his understanding of the English Gothic Revival style. Their relative thickness allowed for his use of the subtractive sculpture technique in which he carved away a significant amount of stone leaving thicker borders that sometimes became funeral drapery "pulled open" to reveal the inscriptions. Some markers included symbolic images like clasped hands (reunion after death) or a hand from above picking a rosebud (a life "nipped in the bud") and he often included graphic design elements or embellished lettering that also help identify his work . There was not a typical Ward marker and it appears that each piece was totally unique.

A majority of Ward's work bears the date 1853 suggesting that his newspaper advertisement in October 1854 generated a number of private commissions. He also carved at least two gravestones that might have been part of his responsibility as foreman of the temple stonecutting workshop – a marker for a young community hero, Rodney Badger, who died trying to rescue a family from drowning[4] and one for Thomas Tanner, foreman of the Public Works Blacksmith Shop adjacent his stonecutting workshop.

In 1856, Ward left Great Salt Lake City for the Midwest where he worked for several decades as a draftsman and architect. He returned in the late 1880s and taught mechanical and architectural drawing at the University of Deseret.

Existing Examples of William Ward's Gravestones: See FIGURES 1-6

Charles Lambert

A good share of the existing pioneer-era gravestones in the Salt Lake Cemetery are the work of Charles Lambert. Like Ward he apprenticed in England at a young age to learn the family business - - stonecutting, building, quarrying, slate riving (splitting) and railroad construction. In 1843, at the age of 27, he immigrated to Nauvoo where he worked on the Nauvoo Temple -- one of only a few carvers

[3] Ward's signed lion was replaced in 2001 by a replica carved by Salt Lake memorialist John Huettlinger.
[4] The Rodney Badger marker deteriorated and was replaced with a granite marker designed to look like the original.

credited with the specialized skills needed to carve the capitol faces, capstones and baptismal font. After leaving Nauvoo, he spent two years in Council Bluffs, Iowa and St. Joseph, Missouri arriving in Great Salt Lake in 1849 where he set up a stonecutting shop producing hearths, mantels, steps and grinding and printing stones. From the late 1850s to late 1860s he also carved gravestones.

Though Lambert's work was not generally signed, it is quite recognizable. It ranged from small, quite simple markers with only basic information to large, elaborately carved pieces with the inclusion of family relationships, place of birth and intricately carved symbols. His distinctive way of carving "In Memory of", a unique curvilinear design element, the lettering and the convention of providing the death date followed by the exact age of the deceased in years, months and days, all help define his work.

Much of what we know about the daily work of a pioneer stonecutter comes from the journals Lambert kept. His workshop was a busy place where his sons, C.J. and Richard, also worked as did other stonecutters, W.W. Player and S.L. Jones, who occasionally collaborated on commissions. The monument marking the grave of Governor James Duane Doty in the Fort Douglas Cemetery was a commission shared by Lambert and Player. Lambert's journals also indicate that many gravestones were paid for, at least in part, with flour, bacon, molasses, tallow, adobes and farm animals.

Though he continued working with stone until his death in 1892, he didn't carve gravestones during the last two decades of his life. His focus turned to the construction of a system of bridges, canals and levees along the Jordon River. Those contributions may not be as visible today but some of his beautiful gravestones still grace the grounds of the Salt Lake City Cemetery memorializing a number of the state's earliest residents.

Existing Examples of Charles Lambert's Gravestones: See FIGURES 7-12

William Warner Player

An accomplished English stonecarver, William Warner Player immigrated to the U.S. at 49, a relatively old age. Like Lambert, he worked on the Nauvoo Temple but his position was one of "principle setter." Upon arrival he not only corrected some already completed work but took on the task of supervising all of the stonework on the Temple. He cut and set all but two of the capitals (the first and last were done by Charles Lambert and Harvey Stanley), set trumpet stones on the capitals, placed a star atop the southeast capital and along with Lambert was one of a dozen men specifically appointed to cut stone for the baptismal font.

Player's arrival in Utah was delayed for over a dozen years and it is presumed that he lived in the Council Bluffs, Iowa area during that time. For whatever reason, he did not reach Great Salt Lake City until 1862 at the age of 69. He soon began working in stone, sharing at least one commission with Lambert and carving a large number of gravestones. By the time he died in 1873, just shy of his 80th birthday, Player had produced an impressive number of gravestones - - presumably the largest number of any nineteenth century carver.

Player's gravestones are typically smaller that either Ward's or Lambert's both in height and thickness. A large number of them feature his signature at the bottom but even when the marker has settled and the signature has been buried, Player's work can be recognized at a glance. Perhaps the most identifiable characteristic is the curvilinear swirl often used on the words "in" or "of." His way of alternating between several styles of script, a somewhat unpredictable use of upper and lower lettering, and distinctive abbreviations using elevated letters and unusually placed commas also identify his carving. Though some of Player's markers feature visual symbols and epitaphs, most succeed because of the precision, balance and elegance of the script.

Existing Examples of William Warner Player's Gravestones: See FIGURES 13-18

Samuel Lane Jones

Samuel Lane Jones Sr. was only 19 years old when he arrived in Great Salt Lake City with his family. Having apprenticed as a stonecarver for 7 years in England, he soon found work with the stonecutters on Temple Square under William Ward and also with the local stonecarving firm of Watson Brothers. [5] By the age of 32 he had established his own stonecutting business.

For the most part, Jones' gravestones were on the tall side and designed with the same components and conventions found on the work of his fellow Brits. Like Player, part of his hallmark was a distinctive way of handling abbreviations and punctuation. He often elevated "st,""nd"," "rd," or "th" following numerals and also added and elevated a final consonant to already abbreviated months, underlining the elevated letter and adding a comma beneath. He often included a symbol -- one of death and mourning like a wreath, urn or weeping willow or one suggesting the resurrection such as flowers.

Jones received an important commission from the US government to produce the large sandstone monument located in the middle of the Fort Douglas Cemetery honoring those who died in the Bear River Massacre. In 1869 he moved to Kaysville and though he continued to carve markers, he switched from using local sandstone to using the imported marble made available by the completion of the railroad.

Existing Examples of S.L. Jones' Gravestones: See FIGURES 19-26

Several other identified carvers and their work

Stephen Hales Jr.

Born in England, Stephen Hales Jr. immigrated to Canada as a child where his family converted to Mormonism. He arrived in Nauvoo at age 24 becoming involved in cutting stone for the temple including the specialized stone for the baptismal font. He later worked on the Salt Lake Temple as a "finish carver" and is credited with completing the clasped hands on both the east and west facades. Hales is listed in the 1860 census as a Salt Lake stonecutter, the 1870 as a stone mason (Morgan) and farmer (Bountiful)

[5] Kaysville-Layton Historical Society and Heritage Museum Newsletter, Vol 5, No 1, June 1989.

and in 1880, again in Salt Lake, as a stonecutter. Several gravestones with his signature still exist including one in the Salt Lake City Cemetery.

Existing Example of Stephen Hales' Gravestone: See FIGURE 27

James Standing

Englishman James Standing (1815-1886) arrived in Utah in 1849 after spending time in Nauvoo where he cut stone for the Temple. Though he is listed in the 1850, 1860 and 1870 censuses as a stone cutter, little is known about his working career. At least one sandstone marker in the Salt Lake Cemetery has his signature although there are several other gravestones that are very likely his fine work. James was listed in the 1880 census, a few years before his death, as living in Box Elder County and working there as a stone mason. [Note: His son, Joseph Standing, was the missionary who was lynched in Georgia. The Watson Brothers built a monument honoring Joseph that was financed by the MIA -- Mutual Improvement Association.]

Existing Example of James Standing's Gravestones: See FIGURE 28

Benjamin T. Mitchell

Born in Pennsylvania and raised in Ohio, B.T. Mitchell (1816-1880) worked on the Nauvoo Temple at age 25, alongside Charles Lambert, carving the first capitol and stone for the baptismal font. Arriving in Utah in 1848, he oversaw the Public Works stonecutters first at the Temple Block and later at the granite quarry at the mouth of Big Cottonwood Canyon. Over his career he cut stone for a variety of uses – millstones, the Salt Lake Temple, several ZCMI buildings, the railroad and City Hall. A few gravemarkers in northern Utah cemeteries bear his signature.

Existing Example of B.T. Mitchell's Gravestones: See FIGURE 29

Watson Brothers and J.M. Watson

The Watson Brothers, James (1833-1889) and Joseph M. (1840-1895), were born and raised in England. Joseph arrived in Great Salt Lake City in 1857, older brother James came in 1863. They dressed stone for many of Salt Lake's early mansions and were involved in major construction projects such as the Hooper-Eldredge Block, ZCMI,[6] Camp Douglas, Templeton Building, City-County Building and the granite pedestal for the Brigham Young statue. In the earlier years the company was known as a Monumental Marble Works. They produced mantels, grates and some gravestones including the monument memorializing Joseph Standing, the missionary who lost his life in Georgia in the 1870s and was considered a martyr for Mormonism. They worked in sandstone, marble and mostly granite.

Existing Examples of Watson Brothers' Gravestones: See FIGURES 30-32

[6] Historic Buildings on Capitol Hill, Utah Heritage Foundation 1981, p 21

Significant Marker(s) by Unidentified Carver(s)

A handful of markers include a distinctive treatment of the word SACRED. The carver of this body of work has not yet been identified but the work is significant. A solitary marker features the All-Seeing Eye, a Masonic-Mormon symbol of God's omnipresence that is found on very few existing markers.

See FIGURES 33-34

Photos of Salt Lake Cemetery Gravestones
Carol Edison, photographer

Figure 1. 1851 Gravestone for Mary Adeline NOBLE. Location: C_6_12_4E. Signed by William Ward.

Figure 2. 1851 Gravestone for James Madison MORRIS. Location B_13_2_2E. Funerary drapery provides excellent example of "subtractive sculpture." Attributed to William Ward.

Figure 3. Gravestone for Mariah Antinett, 1850 (and not visible Georgiana King, 1853); wives of Claudius V. SPENCER. Location: E_8_3_4W. English Gothic style with clasped hands signifying reunion after death. Attributed to William Ward.

Figure 4. Gravestone for John, 1845 and Ellen, 1853; children of Robert & Agnes PATTERSON. Location D_2_16_3W/4W. Attributed to William Ward.

Figure 5 (left). 1855 Gravestone for Thomas TANNER. Location: A_11_9_1W. Crafted in the style of nineteenth century British occupational gravestones. Signed by William Ward. Currently in possession of Church of Jesus Christ of Latter-day Saints. **Figure 6 (right).** 1993 Replica of Tanner gravestone by Hans Huettlinger. Not signed and no indication on gravestone that it is a replica.

Figure 7 (left). 1864 Gravestone for Nathan W. THOMSON. Location: B_5_9_3WE2. Features distinctive graphic design. Signed C.L. (Charles Lambert)

Figure 8 (right). 1850 Gravestone for Catherine QUAYLE. Location: C_3_6_4W Features Isle of Man insignia. Attributed to Charles Lambert.

Figure 9. 1855 Gravestone for Ann and Mary DOMVILLE. Location: A_14_1_3W. Attributed to Charles Lambert.

Figure 10. 1868 Gravestones for John R. QUAYLE. Location: C_3_6_1E. Features epitaph. Attributed to the workshop of Charles Lambert.

Figure 11 (left). 1861 Gravestone for Josephine BROCKBANK. Location: E_12_10_2W. Attributed to the workshop of Charles Lambert.

Figure 12 (right). Row of gravestones for the children of Isaac and C.A. Brockbank, including one for Josephine (second from left). Attributed to the workshop of Charles Lambert.

Figure 13 (left). 1862 Gravestone for Richard RISER. Location: E_11_4_1E. Signed by W.W. Player. **Figure 14 (right).** 1861 Gravestone for Joseph Hyram RISER. Location: E_11_4_5W. Attributed to W.W. Player. Two gravestones are for the children of George C. and Christiana RISER, relatives of Player's wife.

Figure 15. 1855 Gravestone for Nathan John DAVIS. Location: A_2_7_1W. Attributed to W.W. Player.

Figure 16. 1867 Gravestone for Martha HASLEM. Location: D_10_2S2R_2W. Attributed to W.W. Player.

Figure 17. 1867 Gravestone for Dr. William R. RUTTERFORD, MD. Location: B_8_6_5W. Features epitaph. Attributed to W. W. Player.

Figure 18. 1868 Gravestone for Amanda P. PARTRIDGE. Location: E_8_7_3W. Attributed to W.W. Player.

Figure 19. 1865 Gravestone for Sarah Verrinder CAPENER. Location: F_11_7_2W. Features rose symbolizing love. Signed by S.L. Jones.

Figure 20. 1864 Gravestone for John Joseph NEEDHAM. Location: F_6_1_2W . Features weeping willow symbolizing mourning and mememto mori monument, a reminder of death. Attributed to S.L. Jones.

Figure 21.

Figures 21-24. 1865 Gravestone for Sarah F. and John W. JR TANNER. Location: C_1_4_2W. Funerary urn symbolizing the death of the body and a rose symbolizing love. Unique double marker with epitaph. Attributed to S.L. Jones.

Figure 22.

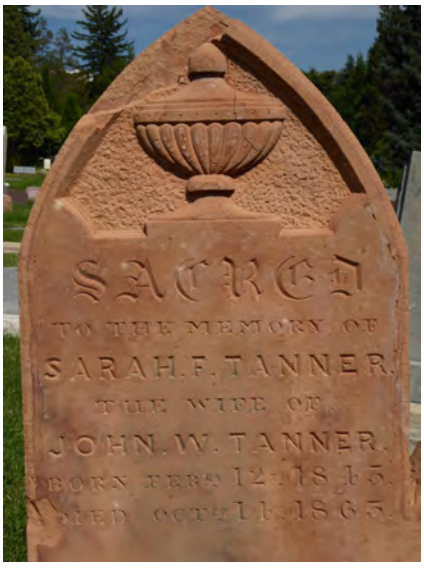


Figure 23

Figure 24

Figure 25 (left). 1863 Gravestone for George V. THOMPSON. Location: D_8_16NROD_1W. Weeping willow symbolizes mourning. **Figure 26 (right).** 1864 Gravestone for Bishop John Mills WOOLEY. Wreath symbolizes the victory of resurrection. Location: C_5_8_3E. Both attributed to S.L. Jones.

Figures 27. 1855 Gravestone for Joseph ROBINSON. Location: D_5_2_2WN2. Signed by Stephen Hales.

Figure 28. 1874 Gravestone for John MCDONALD and his children Sarah, 1870, Alexander, 1873 and Flora, 1873. Location: E-2_5_2E; 3E, 4E, 5E. Signed by James Standing.

Figure 29. 1855 Gravestone for Judge Leonidas SHAVER. Location: B_3_5_1W. Signed by Benjamin T. Mitchell.

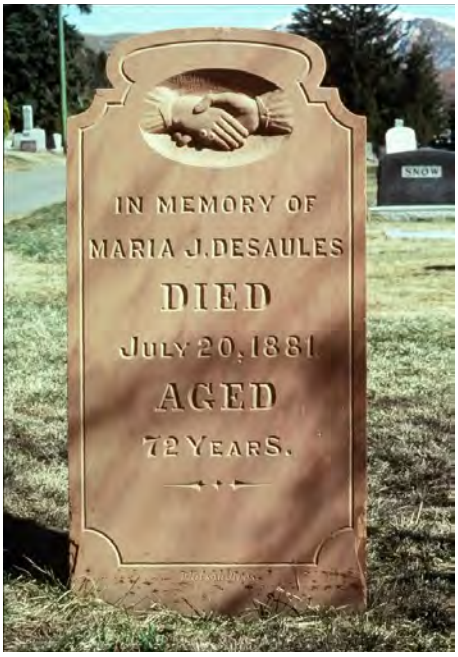


Figure 30. 1881 Gravestone for Maria J. DESAULES. Location: B_9_13_2W. Features clasped hands symbolizing reunion after death. Signed by Watson Brothers.

Figure 31. 1864 imported marble Gravestone for Anna M. THOMPSON. Location: E_5_2_4W. Features lily symbolizing resurrection. Signed by J.M. Watson, husband of the deceased.

Figure 32. 1879 imported marble Gravestone for Joseph STANDING. Location: F_5_6_5W. Commemorates missionary killed while serving. Paid for by LDS MIA. Produced by Watson Brothers.

Figure 33 (left). 1856 Gravestone for Louisa SNYDER. Location: F_13_2_2W. One of many markers with distinctive treatment of "SACRED." **Figure 34 (right).** 1873 Gravestone for Mary Givens HARRIS. Features the All-Seeing Eye of God. Location: C_5_8_3E. Both carvers unidentified.

SLC CEMETERY MASTER PLAN

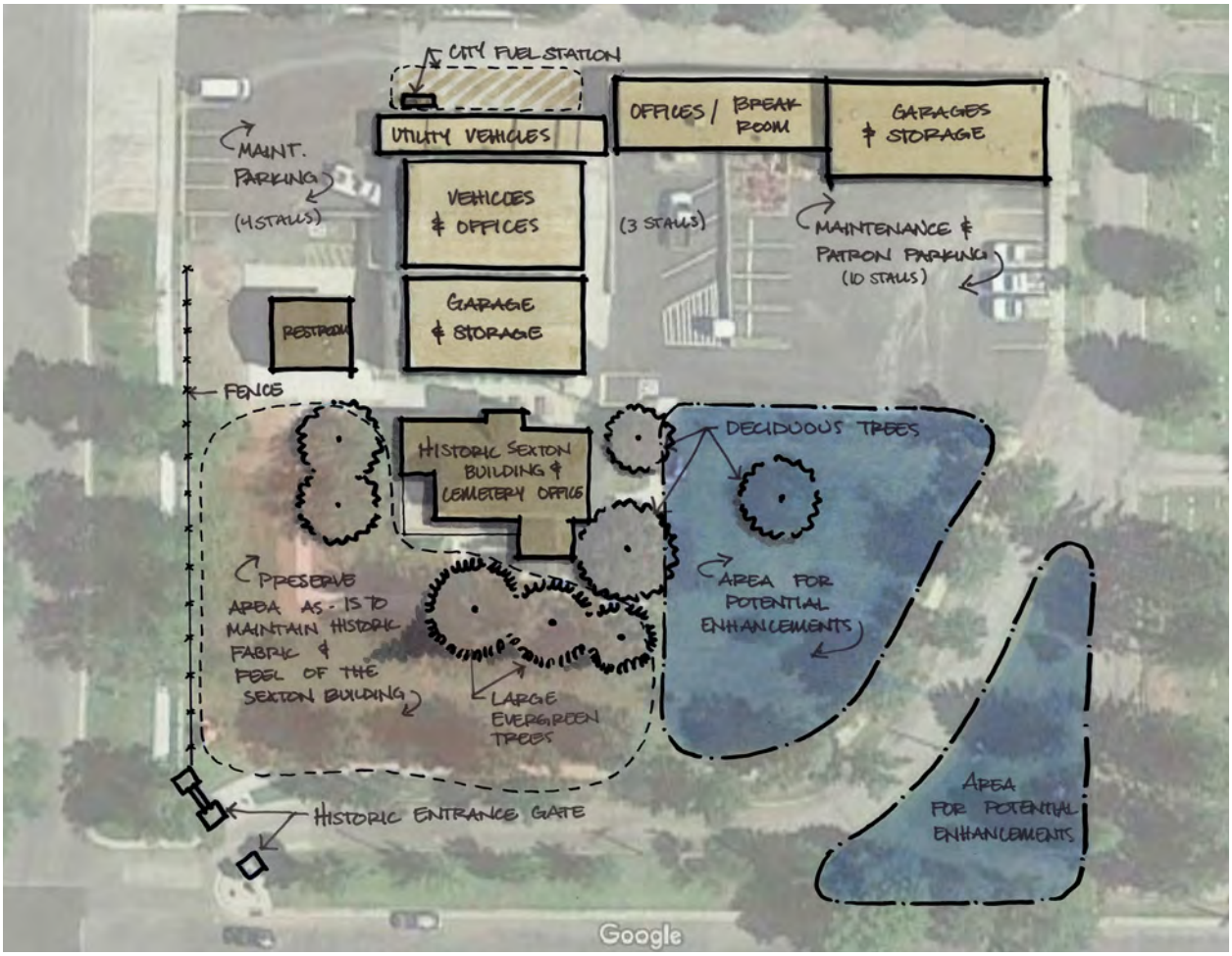
Appendix I - Sexton And Maintenance Areas Analysis

- Sexton Building Area Analysis
- Maintenance Compound - Available Space Option: Consolidated
- Maintenance Compound - Available Space Option: Relocate to Other Site
- Maintenance Compound - Potential Relocation Sites

APPENDIX I - SEXTON AND MAINTENANCE AREAS ANALYSIS

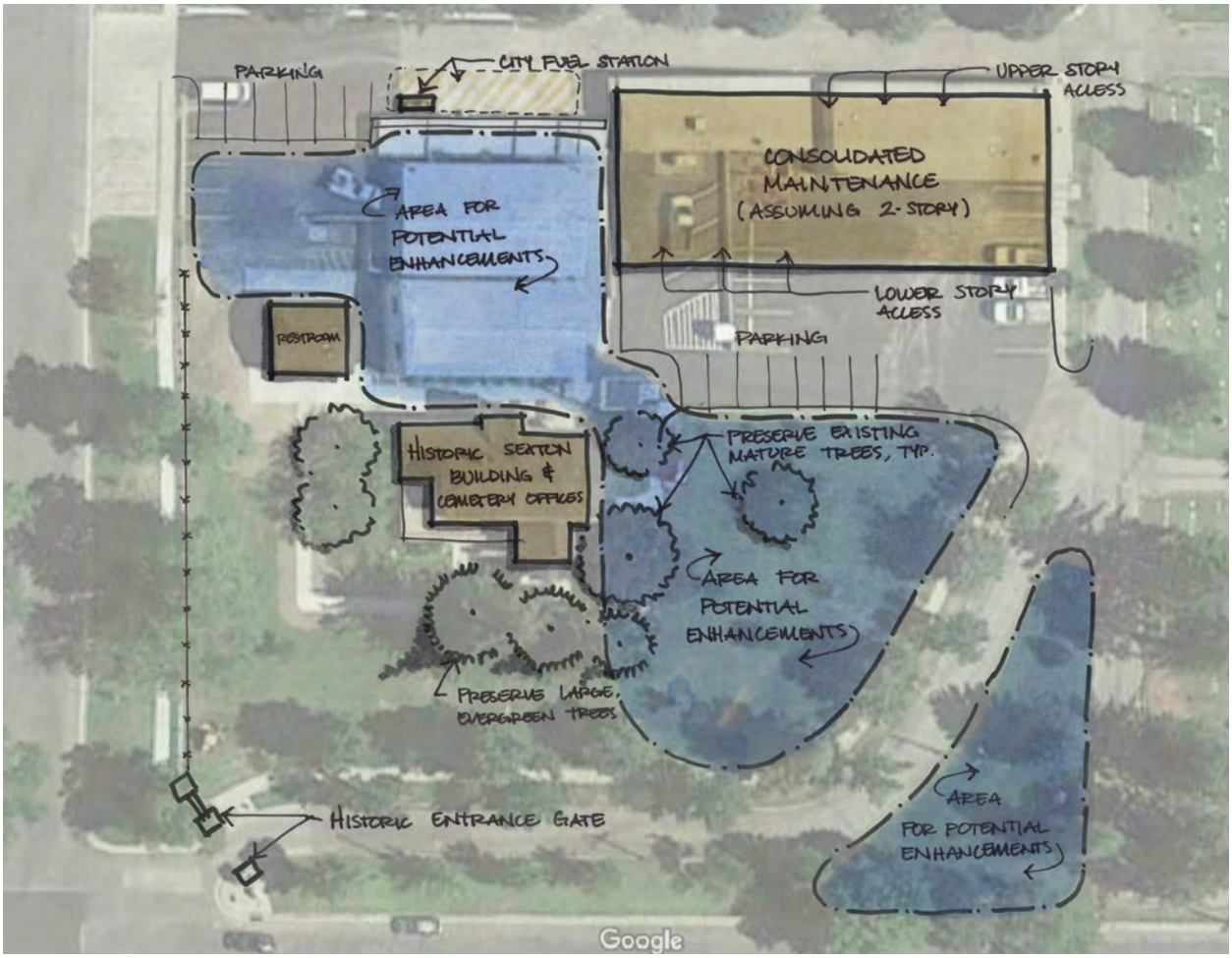
Sexton Building Area Analysis

- **Area for potential enhancements: 15,400 SF**
- The Sexton Building and surrounding area are integral to the Cemetery's historic character
- The proximity of maintenance facilities to the Sexton Building detracts from the Cemetery's historic character
- Maintenance facilities are outdated and do not meet the Cemetery's current needs
- Care should be taken to preserve existing mature trees



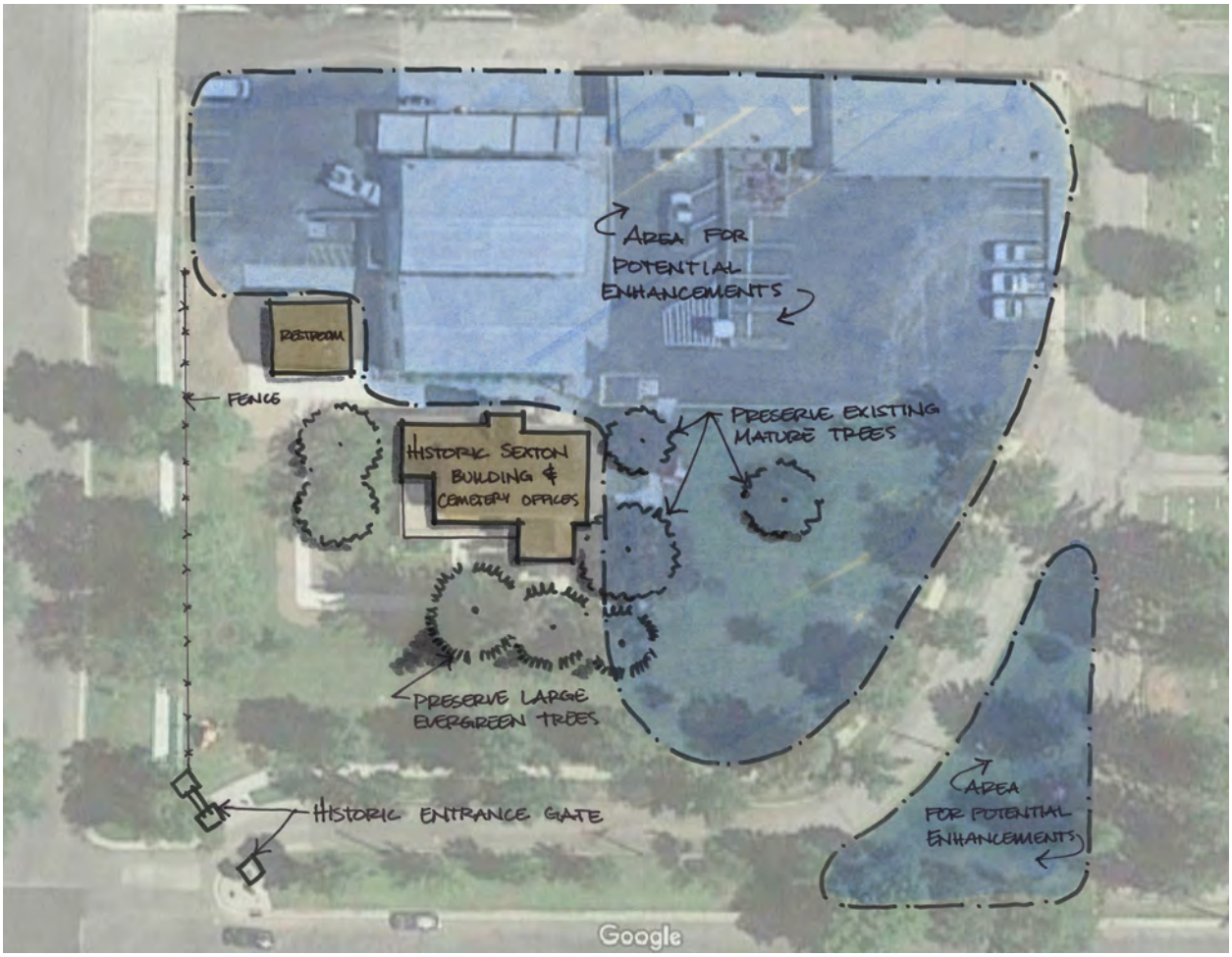
Maintenance Compound - Available Space Option: Consolidated

- Area for potential enhancements: 28,300 SF
- Maintenance facilities are consolidated and upgraded near the Sexton Building (using the same square footage as the combined footprints of existing facilities).
- Consolidated facilities could use space more efficiently by using natural grade change to allow for access on two levels.
- Consolidated facilities could be developed to complement the architectural character of the Sexton Building.
- The new area for potential improvements separates the Sexton Building from conflicting maintenance uses.
- The new area for potential improvements provides space to highlight the natural resources and historic assets of the Cemetery and accommodate visitors.



Maintenance Compound - Available Space Option: Relocate to Other Site

- Area for potential enhancements: 47,300 SF
- Maintenance facilities are relocated away from the Sexton Building.
- New off-site facilities have potential to provide benefit to other City parks or open spaces.
- The new area for potential improvements allows for maximum use of the space.
- The new area for potential improvements provides an even greater space to highlight the natural resources and historic assets of the Cemetery and accommodate visitors.



Maintenance Compound - Potential Relocation Sites

Within Cemetery property

- Very limited space - primarily near the Sexton Building

City-owned open space across 11th Ave.

- Utility easements and steep slopes may limit improvement opportunities
- 11th Avenue becomes a barrier for access into the Cemetery

Popperton Park

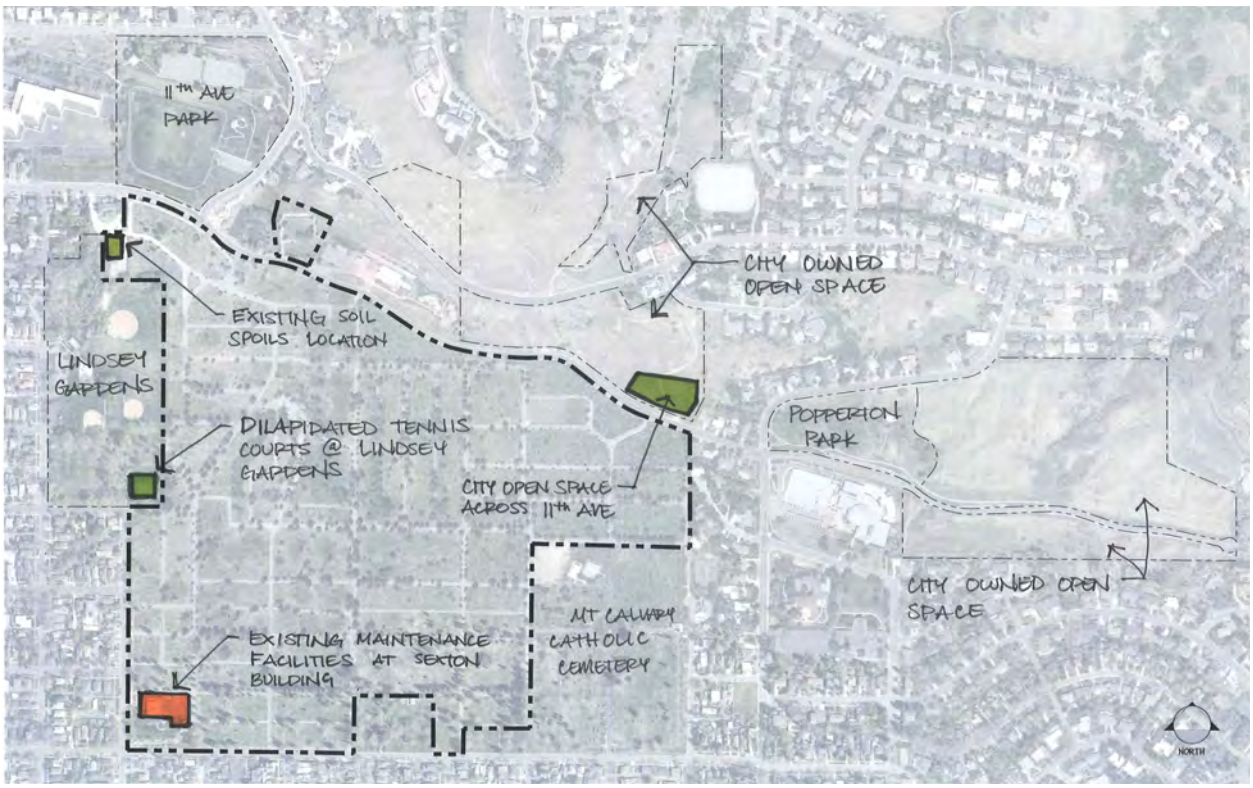
- Distance from the Cemetery is a drawback

Topsoil spoils area

- Limited available space
- Potential for small building

Lindsey Gardens

- Proximity to Cemetery is good
- Improvements could benefit Lindsey Gardens
- The under-utilized tennis court area has space sufficient to house maintenance facilities (that could be shared between the Park & Cemetery), as well as additional improvements, such as parking, a pavilion or other amenities that could benefit the Park.



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Appendix J - Planning Process and Civic Engagement

- Planning Process
- Civic Engagement
- Public Open House #1 Summary
- Public Open House #2 Summary
- Public Open House #3 Summary
- Stakeholder Meeting Summaries

APPENDIX J - PLANNING PROCESS AND CIVIC ENGAGEMENT

Planning Process

In 2009 Salt Lake City completed phase 1 of the master planning efforts that included information gathering and documentation services. This work was commenced in an effort to "gain an understanding of selected site elements, existing burial sections and improvements, architectural developments, and other related Cemetery resources" (CRPA Phase 1 Master Plan, 2009). In early 2016 the City began work to build upon Phase 1 with the kickoff of Phase II Master Planning Services. Phase II efforts include three main planning phases which include:

- Research and Analysis - review/update Phase 1 information, analysis of additional data
- Planning Options and Recommendations - development of the planning vision, project goals, and recommendations and options for consideration
- Master Plan Document Development - development of final recommendations, the Master Plan implementation plan, and compilation into the Salt Lake City Cemetery Master Plan Document

Civic Engagement

A commitment to collaboration and civic engagement was a cornerstone of the overall planning process. The planning process included a series of public open houses, presentations to the Avenues Community Council, meetings with stakeholder groups (focused on Historic Resources, Natural Resources, and Recreation), and frequent meetings with the City's internal stakeholder group. The public open houses offered attendees the opportunity to provide input in person and ask questions of the planning team and City Staff. In addition, all public open house content was mirrored on Open City Hall (the City's online community input platform) to provide those that were unable to attend an opportunity to provide their input.

Public Open Houses

The planning process included a series of three different Public Open Houses including:

- Open House #1 - June 2016: Inform, Educate, & Gather Community Input
- Open House #2 - November 2016: Cemetery Goal Prioritization (held at two locations, Salt Lake City Main Library and the Sweet Library in the Avenues)
- Open House #3 - May 2017: Presentation of Draft Cemetery Master Plan Recommendations

Internal City Stakeholder Group

Meetings were held periodically throughout the planning process with the Internal Stakeholder Group to provide updates and receive input and feedback from decision makers within the City. This group was comprised of individuals from various City agencies and departments including Parks and Public Lands, the Cemetery, Public Services, Urban Forestry, Engineering, Civic Engagement, and Planning.

Stakeholder Groups (Historic, Natural Resources, Recreation)

Early in the planning process City staff and the planning team determined that many of the existing Cemetery resources and master planning considerations fell under three main categories. These categories are historic resources, natural resources, and recreation. It was determined that it would be important to gather input from individuals and organizations with specific interest and expertise in these areas. A separate stakeholder meeting was held for each of the different areas of focus and individuals with interest and expertise provided their input related to Historic Resources, Natural Resources and Recreation. These meetings provided important input and perspective including ideas for possible community partnerships, ideas for a variety of activities and uses that could be considered at the Cemetery, and important considerations to keep in mind as planning options and alternatives were developed and evaluated. A detailed summary of these meetings as well as the list of participants is included at the end of this appendix.

Additional Engagement Activities

Regular meetings were held with City staff from Parks and Public Lands, the Cemetery, Engineering, Planning, and Civic Engagement, to solicit feedback throughout the planning process. Additional engagement activities included meetings with the Internal City Stakeholder Group and Focus Stakeholder Groups, and outreach through a variety of other forums.

Additional Community Outreach

In addition to the public open houses and multiple stakeholder group meetings, the planning team reached out to the community through the following forums:

- Open City Hall - Salt Lake City's online platform provided additional opportunity for community members to comment and provide input on the information presented at the three open houses
- Avenues Community Council Presentations - two presentations (held June 1, 2016 and January 4, 2017) were given to the Avenues Community Council
- Avenues Street Fair - a booth was set up to answer questions and provide information about the planning process
- Social Media - project updates and announcements were provided across Salt Lake City's various social media platforms
- A meeting was held with representatives from the adjoining Catholic and Jewish Cemeteries to gather input and explore partnering opportunities

Public Open House #1 Summary

June 2016: Inform, Educate, & Gather Community Input

The first public open house was held on Tuesday, June 14, 2016 from 4:30 p.m. to 7:30 p.m. at the Salt Lake City Main Library. The project team planned the open house to gather input from the public to identify the qualities and characteristics considered important by participants and to gather information related to the reasons and frequency of visiting the cemetery. In addition, information was presented outlining the purpose and need of the master plan, the history of the Salt Lake City Cemetery, the history of America's cemeteries used as public open spaces, and a comparison of activities and uses of other similar cemeteries across the nation. Overall, 35 people signed in, and 22 comment forms were completed at the open house. In addition, 174 individuals visited Open City Hall resulting in an additional 79 responses.

Three main themes emerged from the input received.

1. Improve and preserve the natural environment (trees, shrub plantings, and wildlife habitat (41% of respondents)
2. Preserve historic features and character (32% of respondents)
3. Preserve solitude ambiance and dignity of Cemetery (27% of respondents)

In addition, input was received on the top reasons for visiting the Cemetery, expansion strategies that should be explored, the importance of continuing to offer burial sites, and input on Cemetery priorities. See the Public Open House #1 Comment Analysis that follows.

Open House #1
Source: Cemetery Planning Team

Public Open House #1 Comment Analysis

Public Open House Purpose

The Salt Lake City Cemetery Public Open House was held on Tuesday, June 14, from 4:30 p.m. to 7:30 p.m. at the downtown Salt Lake City Library. The project team planned the open house to inform, gather input from, and create relationships with the public about the existing conditions, future, and importance of the Salt Lake City Cemetery. Connecting with the community face to face will ultimately help the project team promote collaborative problem solving and make context-appropriate decisions. Overall, 35 people signed in, and 22 comment forms were completed.

Public Comment Form

Attendees were asked to fill out a two-page comment form, which involved prioritizing values and commenting on open-ended questions. See the questions below.

1. Do you visit the Salt Lake City Cemetery?
   a. What is the primary reason you visit the Cemetery?
   b. How often do you visit?
2. What are the important qualities or characteristics of the Salt Lake City Cemetery that you feel are important to preserve or enhance?
3. How important is it for the Salt Lake City Cemetery to continue as an active Cemetery that offers burial space for sale? Please circle one.

Very Important Important Neutral Not Important Very Not Important

If important, what strategies should be explored in order to expand the Cemetery? Check all that apply.

   a. Find a secondary location for grave sites.
   b. Add columbariums (above ground burial space for cremations).
   c. Develop scattering gardens in the Cemetery.
   d. Develop a chapel for services.
   e. Other (write in)_____

4. Rank the following in order of priority with 1 being highest priority.
   a. Enhance existing and provide new appropriate recreation opportunities.
   b. Preserve and enhance the historic features and character of the Cemetery.
   c. Improve the natural environment with tree and shrub planting.
   d. Identify alternative sources of revenue (other than burials) to aid in financial sustainability of the Cemetery.
   e. Expand the Cemetery so that it can continue to offer burial services for the community.
   f. Other (write in)_____
5. What activities or uses at the Cemetery would you like to see improved or added?
6. Please share any additional comments.

Demographic Questions (optional)

What neighborhood or area of the City do you live in? _____

Gender_____

Age_____

3

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Overall Comment Themes

The comment form responses were entered into a database and analyzed for common themes. These three overarching themes were identified:

1. Preserve historic features and character
2. Improve and preserve the natural environment
    a. Tree and shrub plantings
    b. Wildlife habitats, specifically for birds and owls
3. Preserve solitude, ambiance and dignity of Cemetery (dim lighting, low traffic levels, unobtrusive types and amounts of activities, etc.)

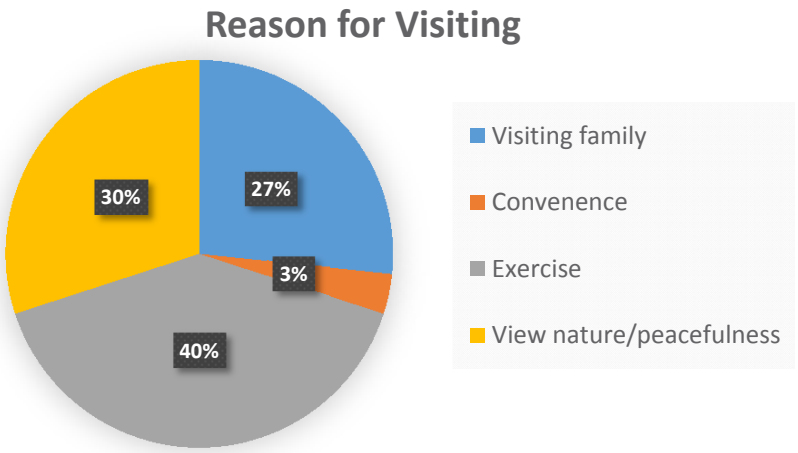
The data from each comment form question can be found in the following pages.

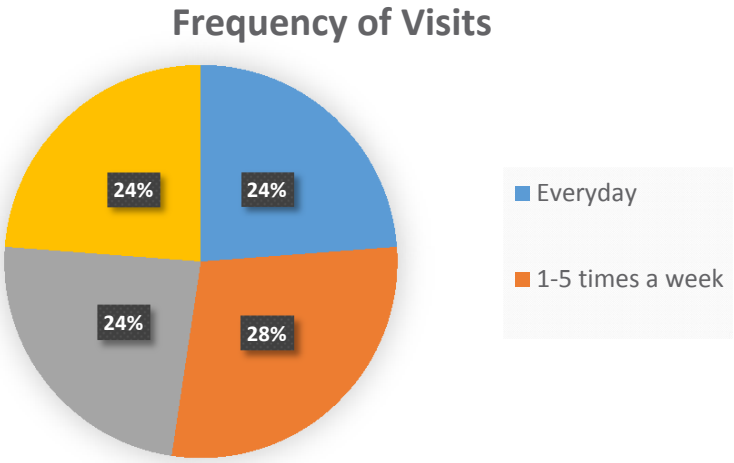
Question by Question Comment Form Results

Question 1: Visiting the Cemetery

Question one asked the attendee: Do you visit the Salt Lake City Cemetery?
a. What is the primary reason you visit the Cemetery? b. How often do you visit?
The data shows:

- Frequency is fairly split among the range of people visiting everyday to only 1-5 times per year.
- Exercise is the primary reason individuals visit the Cemetery
- Enjoying the nature/peacefulness and visiting family graves are similarly important
- Very few people visit the Cemetery for convenience

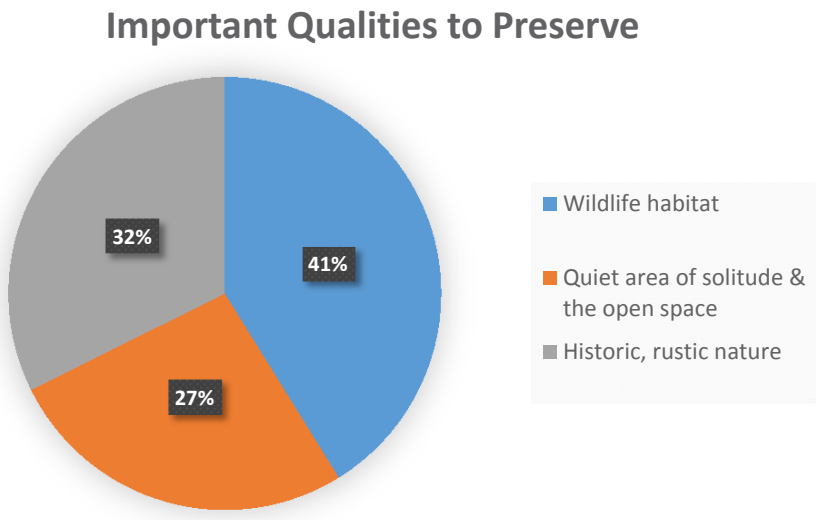




Question 2: Important qualities and characteristics

Question two asked the attendee: What are the important qualities or characteristics of the Salt Lake City Cemetery that you feel are important to preserve or enhance?
Three major qualities to preserve stood out. These are listed in order of importance:

1. Wildlife habitats, specifically the bird and owl habitats
2. Historic and rustic nature of the tombstones and architecture
3. Open, quite space of solitude and reflection.

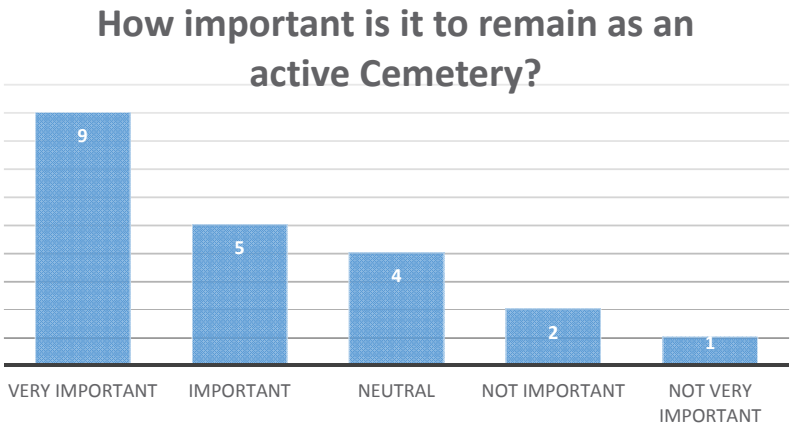


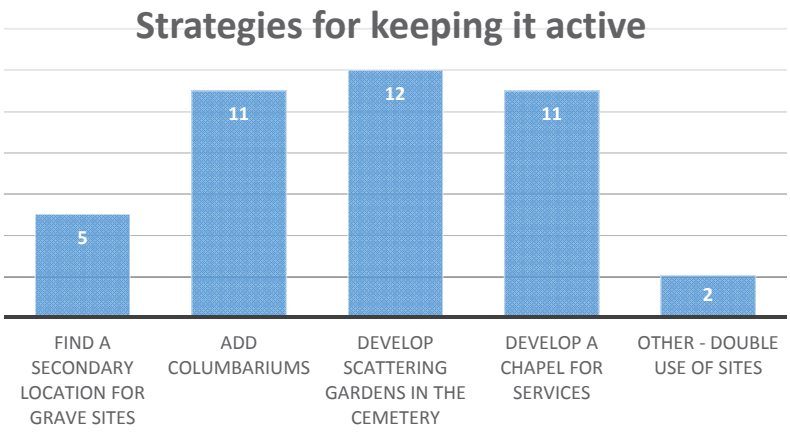
Question 3: Importance of maintaining an active Cemetery

Question three asked the attendee: How important is it for the Salt Lake City Cemetery to continue as an active Cemetery that offers burial space for sale? Please circle one.
Very Important Important Neutral Not Important Very Not Important
If important, what strategies should be explored in order to expand the Cemetery?
Check all that apply.

a. Find a secondary location for grave sites.
b. Add columbariums (above ground burial space for cremations).
c. Develop scattering gardens in the Cemetery.
d. Develop a chapel for services.
e. Other (write in)_____

Participants were primarily interested in adding columbariums, developing scattering gardens, or developing a chapel for services as ways to continue to have the Cemetery be active. Five people also marked that finding a secondary location for grave sites was a viable option, while two people wrote in to add double use of each burial site.





Question 4: Cemetery priorities

Question 4 asked the attendee: Rank the following in order of priority with 1 being highest priority.

a. Enhance existing and provide new appropriate recreation opportunities.
b. Preserve and enhance the historic features and character of the Cemetery.
c. Improve the natural environment with tree and shrub planting.
d. Identify alternative sources of revenue (other than burials) to aid in financial sustainability of the Cemetery.
e. Expand the Cemetery so that it can continue to offer burial services for the community.
f. Other (write in)_____

Two major priorities stood out in the public responses. These are listed in order of importance:

1. Historic features and character
2. Natural environment with tree and shrub planting

In contrast, the public thinks it is somewhat important to identify alternative sources of revenue to aid in financial sustainability, but does not believe that enhancing recreation opportunities and expanding the Cemetery are priorities.

	Highest (1) to Lowest (6) Priority						
	1	**2**	**3**	**4**	**5**	**6**	**Median**
Enhance existing and provide new appropriate recreation opportunities	3	1	3	4	7	1	**4**
Preserve and enhance the historic feature and character of the Cemetery	13	3	3	2			**1**
Improve the natural environment with tree and shrub planting	1	13	4	1		1	**2**
Identify alternative sources of revenue (other than burials) to aid in financial sustainability for the Cemetery		1	8	7	2		**3.5**
Expand the Cemetery so that it can continue to offer burial services for the community	2	1	1	3	9	2	**5**
Other (write in) - Wildlife habitat	1						n/a
Other (write in) - Enforce a no dog policy. Partner with embalming and cremation services on 11th Ave.	1						n/a
Other (write in) - More security in the Cemetery fenced in better along 4th Ave.				1			n/a

Other (write in) - Create a place to demonstrate natural land care - e.g. natural pest control, encourage birds of pray; broader types of planting to enhance bird species.		2					n/a
Other (write in) - Allow dogs, on leash						1	n/a
Other (write in) - Provide a funeral service building and a mausoleum to enhance revenue		1					n/a
Other (write in) - Preserve a quiet, dark and open space	1						n/a

Question 5: Activities or uses to be improved or added

Question 5 asked the attendee: What activities or uses at the Cemetery would you like to see improved or added? This question was open ended and the answers ranged widely (see the table below). Multiple individuals wanted to see a beekeeping area where the bees could help pollinate flowers. Cemetery tours, where guests pay to attend, was also recommended multiple times as a way to generate revenue. Attendees also want to see improved wildlife habitats and added entertainment in the form of charity races, music, and veteran-related celebrations.

List of Suggestions	Individuals
Beekeeping	4
Tour groups that are charged to generate revenue	3
Better habitat for wildlife	2
Music	2
Celebrate Memorial Day and other similar holidays	2
5k or walks for charity	2
Use 'green' methods for lawn care	1
Maintain bicycle access	1
Friends of the Cemetery	1
Better parking options	1
Restrict dog walkers	1
More watering abilities for flowers at graves	1
Allow dogs on a leash	1
Funeral chapel or building	1
Preserve darkness at night	1

Question 6: Additional comments

Question 6 asked the attendee: Please share any additional comments. These responses were wide ranging: some participants offered new comments and others stressed other previously given answers.

The main themes are below in order of prominence:

1. The Cemetery should be respected and preserved to maintain the dignity of those who are buried there.
2. More security in the area is needed.
3. Clear rules about bicycle and dog use are needed.

Additional Comments	
Keep it respectful and maintain the dignity of the Cemetery	4
Clearer rules on what is allowed for bicycles, dogs, cars	3
Better security and police patrols	3
Generate revenue - ask LDS church, add a special box on state tax forms for donations	2
Improve the watering system	2
Preserve existing headstones	2
Need to do a better job informing the neighborhood of the open houses	1
The roads need to repaved	1
Maintenance workers appear lazy and are overworked	1
Add more flowers where possible	1
Add celebrations (i.e. Day of the Dead, night sky gazing, walking tours, etc.)	1

Demographic Questions: Location, gender and age

The three demographic questions offered insight into which participants attended the open house. Please note that this section was optional for individuals to answer; however, almost all of the 22 comment forms included demographic feedback.

Gender:

- Predominately more females than males attended.

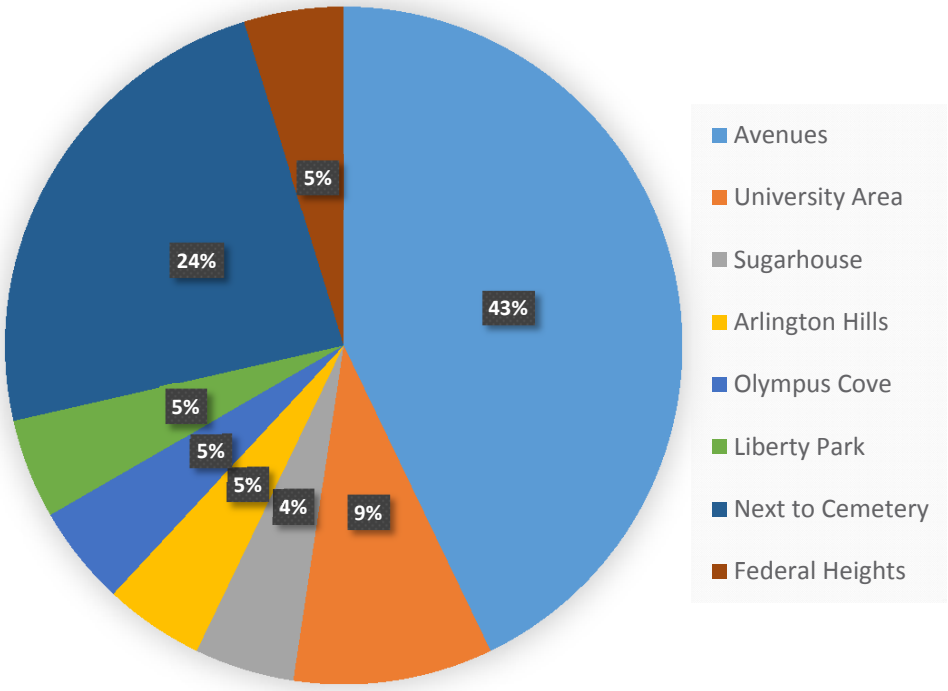
Age:

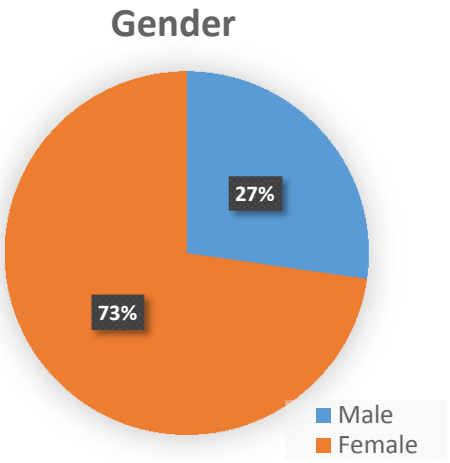
- The majority of attendees were in their 60s.
- Attendees in their 30s and 40s were the second largest group.
- Attendees in their 20s and 70s were the smallest group.
- The median age was 53.5.

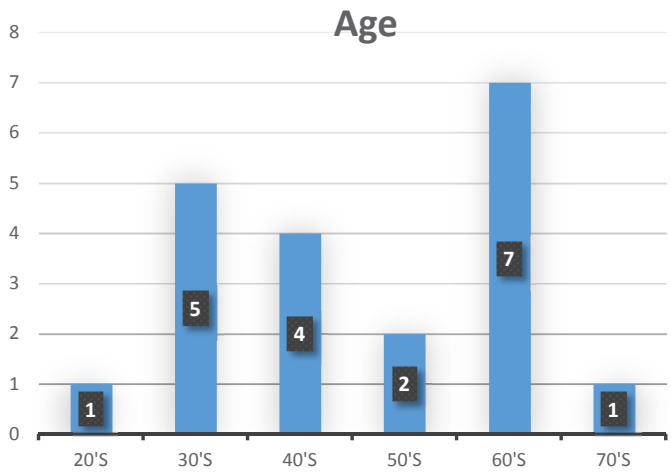
Location:

- Over 60% of the participants were from the Avenues or adjacent to the Cemetery.
- The second most represented neighborhood was Olympus Cove with 24%.
- The remaining 16% of attendees fairly equally represented the University area, Sugarhouse, Arlington Hills, Liberty Park and Federal Heights.

This field was overwhelmingly more females than males and were predominately in their 30s through 60s. The median age was 53.5. Over 60% of the field were from the Avenues or adjacent to the cemetery itself. While the remainder were spread out from the University area to Federal Heights.


Neighborhood
43%
9%
4%
5%
5%
5%
24%
5%
Avenues
University Area
Sugarhouse
Arlington Hills
Olympus Cove
Liberty Park
Next to Cemetery
Federal Heights


Gender
27%
73%
Male
Female


Age
8
7
6
5
4
3
2
1
0
1
5
4
2
7
1
20'S
30'S
40'S
50'S
60'S
70'S

13

Additional Informal Comments:

The project team recorded these comments during the public open house on whiteboards, notepads and flip charts.

What do you currently like about the Cemetery?
The wildlife habitats - birds and animals
The trees
Unique historical features: buildings, tombstones, architecture
Place to visit family
The atmosphere: peaceful, solitude, place of refuge, open space
Dim lighting - does not add to light pollution in the city
Hillside location with fabulous views
What activities or uses should be added or enhanced?
5k races
Beekeeping
Tombstone tours/Historical tours/ Cultural tours
Gravestone rubbings
Genealogy and history is special to the cemetery and could be leveraged
Mormon church financial support: youth group visits, state wide tours 2x a week, donations
Combined cemetery/funeral home/cremation tour (partner together)
Explore water-wise planting & minimize or find alternatives to pesticides
Friends of the Cemetery
Add music or a chorus to the top by 11th Ave at certain times
Veterans clean headstones of veterans - markers get buried
Promote celebrations, especially cultural ones
Digitize into map/grave locations
Should have a design board for new additions
Documentary filmmaking
What problems/concerns do you currently have?
Need to collect revenue for the City to support it
Fix the roads and sidewalks/ curbs and gutters / walls - Erosion maintenance
Repair WPA wall along 11th
Security - add cameras
In order to make it safer - how do we do that without affecting the lighting?
More watering ability for plants at graves
Dog walking enforcement
Limit car traffic
Needs larger signs at each entrance that are reflective

Avoid the exploitation and disrespect of the Cemetery
Questionable activities take place
Lawnmowers damage headstones - many of which are works of art
Irrigation destroys headstones
New restrooms are ugly; architecture should be appealing (not necessarily a duplication of the historical) throughout the Cemetery
Explore water-wise planting and minimize or find alternatives to pesticides
Hire a PR person for the Cemetery
Needs to be clear its not a park - it's a cemetery

Public Open House #1 - Open City Hall Survey Analysis

Cemetery Master Plan Visioning Survey

Salt Lake City is creating a master plan to guide preservation and management of the Cemetery. We need your feedback.

All Responses sorted chronologically

As of September 1, 2016, 12:05 PM

Open City Hall is not a certified voting system or ballot box. As with any public comment process, participation in Open City Hall is voluntary. The responses in this record are not necessarily representative of the whole population, nor do they reflect the opinions of any government agency or elected officials.

All Responses sorted chronologically
As of September 1, 2016, 12:05 PM

Cemetery Master Plan Visioning Survey

Salt Lake City is creating a master plan to guide preservation and management of the Cemetery. We need your feedback.

As of September 1, 2016, 12:05 PM, this forum had:

Attendees:	163
All Responses:	79
Hours of Public Comment:	4.0

This topic started on June 14, 2016, 4:07 PM.
This topic ended on August 4, 2016, 2:31 PM.

All Responses sorted chronologically

Cemetery Master Plan Visioning Survey

Salt Lake City is creating a master plan to guide preservation and management of the Cemetery. We need your feedback.

Responses

What are the primary reasons you visit the Cemetery?

Answered	75
Skipped	4

- 3 ancestors **area** beautiful **bike** buried **catholic** cemetery **connect** don **enjoy** **family** **from** **get** **grave** graves great **headstones** historical **history** interest like **members** **near** peace peaceful place **quiet** reflection **relatives** **s** **sometimes** space **t** through **visit** visiting walk walking

---

How often do you visit the Cemetery?

		%	Count
Once a year		12.0%	9
Three or more times a year		38.7%	29
Occasionally		18.7%	14
Never		8.0%	6
Other		22.7%	17

What are important qualities or characteristics of the Cemetery that should be preserved?

Answered	75
Skipped	4

access all **beauty** **cemetery** don family **graves** **gravestones** headstones **historic** historical history include keep

All Responses sorted chronologically

Cemetery Master Plan Visioning Survey

Salt Lake City is creating a master plan to guide preservation and management of the Cemetery. We need your feedback.

landscape landscaping **large** **like** **maintained** maintenance natural nice old **open** **peace** peaceful **people** **quiet** roads **s** see **space** **stones** t those **trees** **value** **very** which wildlife

---

What aspect(s) of the Cemetery would you change, if any?

Answered	75
Skipped	4

- add **allow** **better** **bit** **cemetery** could dogs family find ground **headstones** **just** like **loved** **more** **need** none **one** other out **place** plants **plots** roads s **see** **so** **some** space **t** them **they** think **those** trees visit was **water** who

---

How important is it for the City to continue to offer burial space for sale at the Cemetery?

	%	Count
Very Important	13.3%	10
Important	18.7%	14
Neutral	40.0%	30
Not Important	28.0%	21

If the Cemetery is expanded in order to continue offering burial sites for sale, please choose the strategies that should be explored.

All Responses sorted chronologically

Cemetery Master Plan Visioning Survey

Salt Lake City is creating a master plan to guide preservation and management of the Cemetery. We need your feedback.

	%	Count
Find a secondary location for grave sites	54.1%	40
Add columbariums (above-ground burial space for cremated remains)	59.5%	44
Develop scattering gardens in the Cemetery (for scattering cremated remains)	56.8%	42
Other	18.9%	14

Other:

Answered	12
Skipped	67

-- **000** 24 800 **after** **believe** **burial** buried cash cemetery current **do** **dog** **families** **flow** **found** into **maintenance** more **obligation** offer **only** other **place** **please** **plots** **pre-sold** **provide** rights run **sale** seems **sites** so sold space **speed** st they years

Please indicate on the table below which of the uses you would support being added or enhanced at the Cemetery.

Site Amenities: gift shop, chapel, interactive kiosks, visitor center

	%	Count
Supportive	14.7%	11
Neutral	30.7%	23

All Responses sorted chronologically

As of September 1, 2016, 12:05 PM http://www.peakdemocracy.com/3767 Page 5 of 163

Cemetery Master Plan Visioning Survey

Salt Lake City is creating a master plan to guide preservation and management of the Cemetery. We need your feedback.

	%	Count
Not supportive	54.7%	41

Natural: arboretum, birding, native planting, wildlife corridor

	%	Count
Supportive	77.3%	58
Neutral	9.3%	7
Not supportive	13.3%	10

Passive Recreation: pedestrian trails, jogging, biking, stargazing

	%	Count
Supportive	70.7%	53
Neutral	12.0%	9
Not supportive	17.3%	13

Events/Activities: weddings, meetings, arts stolls, beekeeping, 5K races, lecture series, concerts/plays

	%	Count
Supportive	28.0%	21
Neutral	18.7%	14
Not supportive	53.3%	40

History & Preservation: Friends of the Cemetery, National Historic District designation, history tours, genealogy research

	%	Count
Supportive	84.0%	63
Neutral	13.3%	10
Not supportive	2.7%	2

All Responses sorted chronologically

Cemetery Master Plan Visioning Survey

Salt Lake City is creating a master plan to guide preservation and management of the Cemetery. We need your feedback.

Comments or other ideas:

Answered	24
Skipped	55

- all amenities become **buried** **canyons** **cemetery** **concerts** dead **don** **events** **fun** gift **history** **into** **like** **more** near other people **place** quiet **races** **see** shop site **some** space t **they** **think** those **though** tours **up** visit **visitors** want who your

---

As part of the master planning process, draft goals have been established. Please help us prioritize these goals by putting in order of your preference.

Average Priorities

Preserve and enhance the Cemetery's historic features

Enhance natural resources and habitat for wildlife

Enhance bicycling and walking infrastructure

Explore new ways to increase revenue

Enhance existing and provide new recreation opportunities

Expand the Cemetery to continue offering burial services

Additional comments or concerns:

Answered	25
Skipped	54

- **beautiful** **burial** cemeteries **cemetery** continue **could** **do** **does** doing **don** gardens genealogy green **land** more most **need** **needs**

All Responses sorted chronologically

Cemetery Master Plan Visioning Survey

Salt Lake City is creating a master plan to guide preservation and management of the Cemetery. We need your feedback.

new open **park** people perhaps **place** **public recreation** **resource** **revenue** **s** some space support **t** take **thanks** **they** think what where

All Responses sorted chronologically

Public Open House #2 Summary

A second public open house was held Wednesday, November 16, 2016 from 4:30 p.m. to 7:30 p.m. at the Salt Lake City Main Library. The primary purpose of this public open house was to present analysis findings and seek the public's input on the prioritization of Master Planning goals. A series of 17 goals were developed by the planning team with input from City Staff and Stakeholder Groups. The public was provided with 1 blue sticker (worth 2 points) and 5 green stickers (worth 1 point each) and asked to place the blue sticker next to the goal they felt was the highest priority and the 5 green stickers next to their other highest priorities. The responses were then tabulated to identify the goals identified as the highest priority See the Finalized Goals Tabulation that follows for more information. A more detailed description of the prioritized goals can be found in Chapter 2.

Overall, 28 people signed in, and 26 participated in the goals prioritization activity. In addition, 123 individuals visited the topic on Open City hall resulting in an additional 32 responses. The information from the open house was also presented at the Greater Avenues Community Council on January 4, 2017 with 24 people participating in the goals prioritization activity.

Open House at Avenues Community Council
Source: Cemetery Planning Team

SLC Cemetery Goals - Preliminary PI Summary

January 26, 2017

Goal	Combined Rank	Combined Score	Open House Rank	Open House Score	Open City Hall Rank	Open City Hall Score†	Ave. CC Rank	Ave. CC Score
Preserve and enhance the natural resources in the Cemetery (i.e. arboretum with interpretive information, tree plantings, other vegetation, wildlife, wildlife habitat, views, etc.)	**1**	55	**1**	23	**3***	11	**2**	21
Create a comprehensive strategy to repair Cemetery infrastructure including roads and maintenance facilities.	**2**	44	6	10	**3***	11	**1**	23
Incorporate sustainable maintenance practices, especially those that have the potential to reduce ongoing maintenance costs.	**3**	38	**3**	13	**2**	15	**4**	10
Enhance & develop opportunities to explore the Cemetery through walking, jogging and cycling.	**4**	34	8*	7	**1**	19	6*	8
Develop opportunities to continue providing burial and internment offerings (i.e. burial plots, columbarium niches, scattering gardens etc.)	**5**	30	**2**	14	7	4	**3**	12
Develop an arboretum with additional tree plantings and interpretive information.	6*	23	**5***	11	**5**	6	8	6
Preserve the historic features, resources & character of the Cemetery.	6*	23	7	8	**4***	8	7	7
Manage the Cemetery with a reverent and respectful atmosphere for the loved ones of those buried there.	7	20	8*	7	**4***	8	9*	5
Work with community partners to identify opportunities and programs to highlight the rich history of the Cemetery (i.e. Friends of Cemetery organization, self-guided walking tours, interpretive signage, history kiosk, website etc.)	8*	19	**5***	11	8*	3	9*	5
Enhance and develop a variety of activities to increase enjoyment and appreciation of the Cemetery's historic and natural resources (i.e. education activities, bird/animal viewing, benches/contemplation, photography/art, etc.)	8*	19	8*	7	8*	3	**5**	9
Decrease the Cemetery's dependence on the city's general fund by developing strategies to increase revenue-generating potential from other sources (i.e. develop Friends of Cemetery organization, fund-raising, community partnerships, etc.)	9	15	**4**	12	9*	2	12	1

Expand the feeling of ownership and community stewardship for the Cemetery.	10	13	9	6	6	5	11	2
Create a welcoming and attractive space that can accommodate visitors by enhancing the area surrounding the Sexton Building/maintenance facilities.	11	12	10	5	9*	2	9*	5
Increase public awareness access to the Cemetery's rich history.	12	11	11	3	8*	3	9*	5
Make information about Cemetery activities and resources more available to the public (i.e. website, pamphlets, maps, etc.)	13	7	11	3	10*	1	10*	3
Highlight & recognize the Cemetery's historic significance to the community and the nation.	14*	6	11	3	8*	3	6*	
Increase opportunity for public use of the Cemetery by providing new services and amenities (i.e. visitor center, interpretive programs, benches, wayfinding signage, etc.)	14*	6	12	2	10*	1	10*	3

† Open City Hall Numbers are current as of Dec. 14, 2016

** Tie for ranking*

Notes:

• Adjustments were made to both the Open House & Open City Hall numbers to remove skew created by persons placing more than one "dot" per goal. Adjustments were made to the Avenues Community Council numbers to recategorize participant written goals with goals provided.

• While there is some difference between the top goals from each venue, it is noteworthy that the top 3 combined goals fall within the top five goals from each venue, and the top 5 combined goals are all within the top eleven goals from each venue.

Additional goals/comments as written by participants:

• Safety / Make the Cemetery safe (Drug Activity, Close gates at a specific hour each day rather than "dusk")
• Allow Dogs (on-leash & strictly enforced)
• Enforce dog rules
• Work with other cemetery partners (Catholic & Jewish Cemeteries)
• Develop an endowment fund
• Take the tree out next to Margaret Ruth Phelps Little's Grave!!! I don't like a tree so close to my Mom's grave!!!!!!!
• Maintain it as an area of "green" space for the community to enjoy - as well as appreciate the history
• More sustainable burial practices. That land won't last forever. There must be a modernization of burial practices.

G.B:D
G.BROWN:DESIGN INC
SITE AND LANDSCAPE ARCHITECTS

Public Open House #3 Summary

The third and final public open house was held on May 17, 2017 from 4:30 p.m. to 7:30 p.m. at the Salt Lake City Main Library. The planning team presented recommendations from the Draft Master Plan for public input and review. Twenty-three people signed in at the open house, five of whom provided written comments. All of the information presented at the open house was also posted to Open City Hall where 92 individuals visited the topic resulting in an additional 8 comments. Overall, the comments received during the public open house and those from Open City Hall were positive and supportive of the Master Plan recommendations.

A brief summary of the public input is given here:

- A majority of respondents indicated their support for pedestrian and bicycle enhancement recommendations.
- A majority of respondents expressed interest and support for the development of columbarium walls. One participant asked if consideration had been given to allow for construction of columbarium walls on individual burial plots (to provide 10-20 niches for a family). These could even be funded by the family but constructed and managed by the Cemetery.
- There was support both for and against relocating the Maintenance Facilities to the tennis court area at Lindsey Gardens.
- Support was expressed for increasing Cemetery fees with a hope that added costs will be reasonable and considerate of families' resources.
- Two respondents specifically noted that they would support a Friends of the Cemetery group with one respondent indicating they would be willing to donate time to assist in preparing the nomination to the National Register of Historic Places or serve as a volunteer on other committees to assist in the implementation of the Master Plan.
- Concern was expressed that recommendations to enhance recreational uses (jogging, cycling) are inappropriate and show little regard for the Cemetery history, though these comments were certainly in the minority.

Stakeholder Meeting Summaries

G.B.D

SALT LAKE CITY CEMETERY MASTER PLAN

INTERNAL STAKEHOLDER MEETING – MEETING SUMMARY #1
May 19, 2016

Minutes Recorded by: G Brown Design					**Location:** Engineering Office	
Attendees					**Distribution/Contact**	
Name:	Representing:	Y		N	Phone	email
Salt Lake City (Owner)						
Dawn Wagner	SLC Engineering – Project Manager	Y				
Nancy Monteith	Owners Rep - Parks & Public Lands	Y				
Mark Smith	Cemetery Sexton	Y				
Kristin Riker	Parks & Public Lands	Y				
Robyn Stanczyk	Civic Engagement	Y				
Tony Gliot	Urban Forestry	Y				
Lewis Kogan	SLC Open Space	Y				
Colin Quinn-Hurst	Transportation	Y				
Katia Pace	SLC Planning			N		
Planning Team						
Mathew Winward	G Brown Design – Principal/PM	Y				
Dustin Wiberg	G Brown Design	Y				
Gemma Puddy	Intrepid	Y				
Other Invited Attendees						
Y/N = In Attendance * = By Telephone						

#	Description	Action By	Due Date
A	**Items to Be Discussed**		
1.1	**Background, Purpose and Need, and Schedule** • Mark discussed the background of the project and cemetery. The cemetery is a great resource to SLC. Sale of grave sites is almost complete (800 left). The City is contractually obligated to maintain the cemetery for ever, but the cemetery is not able to do so without large subsidies from the City. Cemetery infrastructure is in disrepair and will require millions to improve. • The three main purposes of the project are to: o guide preservation, management, and development of the cemetery. o expand access and enhance appropriate uses. o address future financial sustainability.		
1.2	**Internal Stake Holder Meetings** • Generally the purpose of the internal stake holder group is to help guide and steer the development of project alternatives, interactions with the public, and the final master plan document. The group will		

	also be asked to help review and scrutinize content that will be presented to the public. • It is anticipated that there will be a total of 6 Stakeholder Meetings, which will generally be held on the 3rd Thurs. of each month. There will be months when the group will not need to meet. The planning team will notify stakeholders of the meeting schedule.		
1.3	**Cemetery Challenges and Opportunities** Each department representative was asked to think about the different challenges and opportunities that exist at the cemetery. The following bullet points summarize the discussion: **Opportunities:** • Beautiful, quiet space • Excellent views to the City below • Biking and walking trail master plan goes around the cemetery. Mark indicated that it was done that way because there used to be an ordinance the prohibited bikes in the cemetery. However, that ordinance has been changed to allow bikes in the cemetery. If routes through the cemetery are incorporated, there would have to be methods to encourage bikers to slow down while in the cemetery. • The urban forest within the cemetery has a good age distribution of trees compared to other City parks. • Potential to market the cemetery through social media, website, tourism. • Significant amount of wildlife utilizing cemetery and its connection to open space. Cemetery has some of the most wildlife compared to other parks in SLC parks system. • Other parks adjacent to the cemetery. • Area around Sexton's house does not have gravesites. • Trail connections to Bonneville Shoreline, 11th Ave., and City Creek **Challenges:** • Aging infrastructure (roads, retaining walls, etc.) • Long-term care • No trails through the cemetery • Steep grades and slopes – sometimes difficult to route a funeral coach for a burial. • Parking generally on one side of the road. Once the pattern is established, other visitors will generally follow. • Sometimes difficult to provide trees in the context of the site and for the City. The greater tree canopy coverage across the city, the better health benefits. • Funding for maintenance and planting of new trees • Local vehicular traffic cuts through the cemetery from 11th Ave. to 4th and is a safety concern. • **Colin to investigate if there have been any vehicular studies already performed for the road network within the cemetery.** • Trees near graves can pose problem; damage caused to grave site, who pays to fix damage? What if someone plants a tree and it ruins someone else's property? Currently trees can only be planted in easements and on the perimeter of the cemetery because of liability of damaging other graves. • Formal parking lots are limited within the Cemetery. Where would it be appropriate to encourage visitors to park who come to visit the		

	Cemetery during an event? **Other Uses Discussed** • Yoga/Meditation Center • Self-guided tree tour • Bird watching • Reception Center/Chapel • Informal meditation opportunities • Incorporate the Cemetery site into the bike and pedestrian master plan • Each access point into the cemetery could have a bike rack. • Develop a hierarchy of roads throughout the cemetery • Implement a marketing campaign to encourage visitors to come to the cemetery. Is it being promoted as a SLC destination? • Wildlife safe crossing across 11th Ave. • Enhance wildlife habitat where appropriate; including planting native vegetation. • Implementation of artwork • Capitalize on the connection to the park adjacent to the cemetery. Maybe this is a location of shared parking for both the cemetery. Maybe parking adjacent to the open spaces north of the cemetery.		
1.4	**Visioning Discussion** The question was raised as to what the cemetery should be? The following bullet points summarize the thoughts and discussion: • Quiet, tranquil place • It was suggested that when presenting to the public, it may be a good idea to highlight other cemeteries as part of the precedent study. The consultant indicated that this is planned to be included in the upcoming open house. • It is one of the most beautiful places in the city to visit • Promote the cemetery through social media, tell the city about it. • You can tell a lot about a city by the way we treat a cemetery. • Since the LDS church has a great interest in genealogy and family history. Maybe the church would be interested in investing in the cemetery. • Are there properties adjacent to the cemetery that may be purchased to help expand the capacity of the cemetery? • The more reasons to visit the cemetery and buy in to the vision, the higher likelihood of increasing funding to the cemetery.		
1.5	**Brainstorm and Input** A list of brainstorming ideas was presented to the group for review and comment. • It was suggested that we should propose alternative uses that are feasible to implement. **The group is to review the brainstorming list and provide comments back to GBD.** • Mark suggested that group service projects should be removed because the City Attorney has previously indicated that there is too much liability. • Currently, no professional filming or photography is permitted in the cemetery. • It was suggested that cemetery use precedent studies would be useful in gauging public acceptance of uses in the SLC Cemetery. We cannot assume what the public thinks, we need to ask.		

	• Mt. Auburn cemetery in Boston has been able to make the cemetery a destination of the city because of its beauty. This could be a cemetery to review as part of the precedent study. • We should consider being upfront in the Public Open House and list items that cannot be on the list due to certain conditions (Dogs, Service Groups, Professional Photography, Filming, etc.).		
B	**FOLLOW UP FROM PREVIOUS MEETINGS**		
	N/A		
G	**NEXT MEETING**		
	Day: Thursday, June 16th, 1:00 pm – Located in the Engineering Building (tentative – will confirm by email) **Please notify us of any clarifications or corrections to the meeting summary via email within one week of receipt. Clarifications or corrections can be emailed to mwinward@gbrowndesign.com**		

G.B.D

SLC Cemetery Master Plan

INTERNAL STAKEHOLDER MEETING SUMMARY

September 09, 2016
9:00 am – 10:30 am

A. INTRODUCTIONS & SIGN-IN (9:00-9:05)

Name	Department	Email Address
Mathew Winward	G Brown Design	
Andrew Noorlander	G Brown Design	
Susan Becker	Zions Public Finance	
Kristin Riker	SLC P&PL	
Greg Davis	SLC Public Services	
Bryce Lindeman	SLC Parks	
Tony Gliot	SLC P&PL Urban Forestry	
Dawn Wagner	SLC Engineering	
Lewis Kogan	SLC P&PL	
Nancy Monteith	SLC P&PL	
David Triplett	CRSA	
Katie Kourianos	Intrepid	
Robyn Stanczyk	SLC CE	
Susan Crook	Historical Landscape Architect	
Robin Carbaugh	Carbaugh Associates	
Brian Campbell	ESI	
Mark Smith*	SLC Cemtery Sexton	
Katia Pace	SLC Planning	

B. ITEMS TO BE DISCUSSED

1. **Presentation – Summary of Public Input from OH #1 (9:05 -9:15)**
   - Input indicates desire to preserve historic character & features
   - Preserve natural resources
   - Maintain solitude, ambiance & dignity of cemetery
   - Visitor breakdown: 30% visit family, 30% for solitude, 40% for exercise
   - Discussion about clarifying rules/restrictions on dogs and bikes
   - **Action: G Brown to forward Public Involvement summary report to internal stakeholder attendees**.
2. **Presentation & Discussion – Summary of Financial Assessment Findings (9:15 -9:50)**
   - It will be imperative to help public understand cost implications & magnitude of updating deteriorating infrastructure
   - Current losses are between $600,000 & $900,000 per year?
   - Question was asked, "What are the losses due to?" Total expenses per grave sold plus opening/closings is $2,112. Total revenue per grave sold plus openings/closings is$1,159.
   - City is in a sense "repaying a loan" of perpetual care funds.

- City council recognizes responsibility to keep standards/maintenance high
- Discussion of an endowment to offset costs – how much would be needed? A principal investment of $10 million could generate $300,000 - $400,000 per year.
- Discussion on how other municipalities treat perpetual care funds – it is common to put them into the general fund – Salt Lake Cemetery shows the highest expenses per acre, but comparables in Utah are limited for size and history
- Need to validate costs of updating roads/infrastructure
- Discussion was had related to possibility of double or triple depth burials. Double deep burials are maximum depth for safety reasons – Currently cemetery practices allows for each plot to hold two burials and 6 cremations. Cemetery staff encourages purchase of double deep plots. Currently the cost is the same for buying a single or double deep burial right (the only cost difference is in opening and closing the grave). Mark Smith commented that costs of double deep burial rights haven't been increased because it would be unfair to change it now. However, many other cemeteries charge more for a double depth plot with it still being of greater value for a double depth than a single depth grave due to possibility of two burials.
- Nancy's clarification at end is that there is "no silver bullet" to solve the cemetery's perpetual care fund challenges.
- G Brown indicated that trying to improve the perpetual care funding as well as minimize losses through expansion is really just kicking the can down the road unless rates for both burials and perpetual care are significantly increased.
- Ultimately, at some point years ago, administration likely acknowledged the perpetual care obligation the city has for the cemetery and determined that whether the money was set aside in a separate fund or mingled with the general fund really didn't make much difference because the City was financially obligated either way. If perpetual care had been set aside into a separate fund it could have been managed to grow due to interest. The idea that there is now a need to "fix" the perpetual care funding circumstance is really a misunderstanding. We are really just re-visiting the funding management practices to determine if their might be a more beneficial means of managing perpetual care funds. We will need to evaluate pros and cons of making a change vs. continuing to manage in the same manner.
- Maintenance of the cemetery (not including openings/closings), is consequently fairly comparable expense-wise to an acre of managed, standard park. Should the city cemetery be expected to cover all its costs when it has other uses and importance that fit into the overall park and open spaces discussion? If the cemetery were to be recognized and promoted as public open space with encouraged use by the public, would there be the same expectation for the cemetery to be financially self-sufficient? The public does not generally expect parks to be self-sufficient. It seems to be understood that parks are "subsidized" by the city.

3. **Present Planning Scenarios for Input**
   Overall Presentation & Discussion of Planning Scenarios (9:50-10:05)
   Discuss Enhancement Ideas and Opportunities (10:05 – 10:25)
   - It will be important that planning scenarios illustrate clear trade-offs between the different scenarios
   - Create a seamless representation of how each scenario addresses challenges including financials

- Lindsey gardens, city open space, other cemeteries, access points should show up on scenarios – scenarios need to show a broader context.
- To adequately determine specific needs of the maintenance facility the City would need to perform a "needs assessment" for the maintenance of the cemetery and develop a detailed program to guide what maintenance facilities should be. This should be included as key recommendation of the master plan.

Lindsey Gardens:

- Nov 2nd – Kristin Riker has a meeting with community council about area of Lindsey Gardens (LG) proposed for use. This meeting will be to discuss removing tennis courts/walls (safety hazards) and creating an extension of the dog park.
- Be very careful about suggesting changes to Lindsey Gardens – the public sees it as black and white (the enormous 120 ac cemetery is taking from 15 ac park)
- There has been pushback in the past about adding graves to Lindsey Gardens.
- Planning scenarios will need to present a compelling reason for the use Lindsey Gardens if included . – At open house, public needs to know "What is the intent of any changes to LG"
- It will be important to provide adequate detail and visually soften graphic representation (size, color) of changes to Lindsey Gardens compared to what is currently shown on the scenarios.
- Planning Scenarios will need to show benefits or improvement to Lindsey Gardens or clearly articulate the trade-offs. Planning scenarios proposing impacts to Lindsey Gardens will need to look for ways to be beneficial to both <u>*park spaces*</u> – the Cemetery *and* LG. – Can the case be made that it is trading park space for park space, just different programming and uses.
- May be able to add value to Lindsey Gardens and Cemetery by accommodating multiple needs/uses.
    - Maintenance facilities (not just a shed, but attractive facilities) can be shared between parks & cemetery
    - Parking shared by Lindsey Gardens and those using cemetery for passive recreation
    - Maintenance building with rooftop tennis courts, green roof or other park use.
    - Maintenance, dog park, parking, columbarium – can they co-exist in the same space, enhancing experience and access to all users?
- Consider city-wide comments, needs and uses - not just those with closest proximity to the cemetery (even though they may be the loudest)
- It is the city's charge to use public lands for their highest and best use.

Historic Resources:

Natural Resources:

Recreation (appropriate recreation):

- Add connections to the Bike/Ped master plan to the scenarios
- Bike/Ped paths along 11th Ave are tight – provide access/connections through cemetery
- City owned open space across 11th Ave has potential for access to trail system/trail head – Can the space accommodate both uses, columbarium/memorial gardens and trail access? – What impact would developing this area have on natural resources (wildlife)?

GBD

SLC Cemetery Master Plan

STAKEHOLDER MEETING SUMMARY
HISTORIC FOCUS GROUP
September 28, 2016
1:00 pm – 2:30 pm

A. DISCUSSION ON NATIONAL REGISTER OF HISTORIC PLACES (NRHP)

- SLC Cemetery is eligible and would likely qualify under all 4 requirements. Nelson Knight (Utah SHIPO) would love to see it nominated
- Pros: Listing on NRHP could be used to leverage funding, solicit grants, workshops (ex. gravestone restoration), marketing
- MP should outline what is needed to complete nomination, including estimates of costs.
- Property owners, friends organization, city, or individual staff members can initiate nomination process. Susan Crook indicated that if the city initiates the nomination, there will likely be significant buy-in from the public/others. (It shows the city is invested in the Cemetery)
- Cultural Landscape Report / Historic Structures Report / Initial HALS could be amended
- Every time cemetery does any improvements – it should include some historic investigations. Really, thorough "Investigation" should be done as part of any improvement to the cemetery – this should be a recommendation of the master plan
- Maintain "Integrity" – If a change is to be made – must first document
- How do we prioritize recommendations in the master plan?

B. A KEY RECOMMENDATION OF HISTORIC ASSESSMENT IS A "PRESERVATION MANAGEMENT PLAN(PMP)"SHOULD BE DEVELOPED – NEEDS TO BE KEY RECOMMENDATION OF MASTER PLAN

- Inventory & assessment of all historic assets/resources which will provide guidance on applicable "treatments" for said assets
- Preservation Management Plan should include "Treatment Plans" based on Secretary of the Interior's Standards and include schedules for implementing treatments
- PMP should include a calendar of annual and preventive maintenance with budget line items
- Master Plan could include a recommendation that Period Plans be completed for entire cemetery (Historic maps indicating significant changes to the cemetery over time)
- Gravestones / carvers should be considered in the historic assessment
- Could be built on volunteerism – ask volunteers to participate & help with maintenance

C. OPPORTUNITIES FOR FUNDRAISING

- Charge for "LDS Prophets/Apostles" map given out (currently free)
- Donation boxes
- Build an online inventory similar to "Findagrave.com" where users can sponsor a grave (both the physical gravesite and to keep information available online)

- What does a partnership/relationship with friends group (or others) look like?
- Consider renaming, or rather, change cemetery's identity to treat it as a Park space (Art & History Park, SLC Historic Preserve, etc.) – Would this make it eligible for ZAP or other funding?
- There are opportunities for fundraising everywhere (family reunions, sponsor a grave, family funds, donation boxes, - people simply need an mechanism/avenue to donate)
- People are making a lot of money off of cemeteries. There is not much that is more powerful than an ancestor's grave.
- Key donors may be willing to help if it has a benefit
- Is group aware of particular grants that may be available.

D. SEXTON'S HOUSE IS A HISTORIC GEM

- The conflict between converting it to a new use and destroying its history is enormous
- Conversion to a new use would require significant upgrades to meet current code, at the risk of destroying its historic fabric
- The building lacks accessibility. One complaint (from public, employee) about lack of accessibility, and it could cease to serve its current use (as offices)
- What does the Sexton's house become if additional facilities (including offices) are built? Ideas from group include:
  - Research center, artist in residence, other professional in residence
  - Long term lease as an actual residence (revenue generating)
  - On-site program director (who gives tours, manages venues), Cemetery Keeper

E. LINDSEY GARDENS

- Park is part of the Avenue's history
- Can act as a staging area for activities in the cemetery (shared use between two parks)
- Lindsey Gardens and Cemetery could both greatly benefit from a multi-functional space shared between Lindsey Gardens & Cemetery

F. DISCUSSION ON EVENTS AT THE CEMETERY

- What is average attendance like for:
  - Veterans Day Service
  - Memorial Day
  - Gold Star Mothers
  - Christmas Box Angel monument – (Dec. 6th)
  - Body Donor Program Annual Memorial Service (Friday before Memorial Day)
  - Are there other events going on we should be aware of?
- May be worth a survey to determine which groups are using the cemetery for gatherings
- Group seemed to agree there is a need for an all-weather building to host events, memorials, etc.
- There is a need for a gathering space at entrance – a space to tell stories similar to "Living Histories" that takes place at Forrest Lawn (actors dress up as famous residents of the cemetery)"
- Cemetery needs a "space to celebrate the history and tell the story."
- As soon as facilities are in place that will accommodate gatherings, they will get used. What about a pavilion?
- Could have a Guide to Trees – but would need to develop it, and determine where it is housed (physically, digitally)?

- Could have a Guide to Wildlife – would need to develop it, and determine where it is housed (physically, digitally)?
- Events probably requires a 'program manager'
- Could it be identified as a "Preserve" in City's Open Space Plan?

Historic Focus Group Stakeholder Meeting - Attendance List

Jenny Lund, Historic Sites Division Director, LDS Church

Linda Hilton, Independent

Charles Shepard, SLC Landmarks Chair

Nelson Knight, Utah Stat Historical Preservation Office

Nancy Monteith, SLC Parks and Public Lands

Katia Pace, SLC Planning

Mathew Winward, Cemetery Planning Team - G Brown Design

Andrew Noorlander, Cemetery Planning Team - G Brown Design

David Triplett, Cemetery Planning Team - CRSA

Gemma Puddy, Cemetery Planning Team - Intrepid

Susan Crook, Cemetery Planning Team

Robin Carbaugh, Cemetery Planning Team

G.B.D

SLC Cemetery Master Plan

STAKEHOLDER MEETING SUMMARY
NATURAL RESOURCE FOCUS GROUP
September 28, 2016
3:00 pm – 4:30 pm

A. WILDLIFE

- Water is lacking for birding (source of water is good for both birds & bats)
  - Bats would need water source to be flat and open
  - It doesn't need to be large for birds, but must be consistent/reliable
  - Addition of a fountain/water feature as part of scattering gardens, columbarium plaza, Sexton's House plaza, etc.
- Bear populations are on the rise, use care when developing water features
- Wildlife: Deer, Fox, Owls, Moose, Coyote, others
- Wildlife viewing is a compatible use with the cemetery (passive recreation)
- Is the public tolerant/open to wildlife in the cemetery? Public input to this point has been very much in favor of wildlife.
- Consider treating the cemetery as a preserve (History Preserve, Nature Preserve, Wildlife Preserve)
- Preserve corridors for wildlife movement/access
- Understory plantings (Small trees, shrubs, perennials) is lacking for birds, wildlife, insects
  - As part of tree inventory, it may be worth considering an analysis of understory plantings– provide recommendations for new planting locations
- Great Salt Lake Audubon Society has field trips to cemetery
  - The Christmas Bird count is an annual event. Data collected goes to National Audubon Society and is used in research
  - Could highlight the fact that cemetery is contributing to national research and share that information with the public. Public may be interested in # of bird varieties and types of birds observed at cemetery.
- Hummingbird / Butterfly Gardens are worth consideration
- Bees, insects are better for bird/wildlife habitat
- Idea was presented that planting native flowers over graves could be considered as an lawn alternative)
  - Maintenance may be an issue. Volunteers a potential solution?

B. DEER

- DWR currently has proposal out to collar & track urban deer. Cemetery may be a good site for consideration
  - Track how many deer are using the cemetery to winter. If it is significant, it could lead to funding from DWR or sportsman's groups.
  - DWR access/permission to trap & collar deer on cemetery property?
- Recommendation for vegetation that supports winter deer, but discourages summer (browse such as sage brush, bitter brush, etc.)

- Deer need water, cover and food
- A wildlife crossing at 11th Ave. may be worthy of consideration
- Plantings to attract deer to certain areas of the cemetery, and deter from the edges (reducing chances that they will move into the city)

C. TREES

- Someone reported the late Larry Sagers as saying, "SLC Cemetery has the best collection of evergreen trees in the state."
- Cemetery has great value as arboretum
- SLC Cemetery is likely the city's largest carbon sink
  - Any Implications for climate change?
- New plantings should be drought tolerant
- Trees will need more care as they age – they should be preserved, treated differently from newer trees.
  - Trees in the cemetery are a huge asset to the community, environment, wildlife
- There is a challenge to sustain trees because they often conflict with cemetery use (burials.)Potential for two phases of tree care:
  - 1)while the cemetery is actively burying
  - 2) once burials are complete
- Is the cemetery at capacity for plantings?
- Where can new plantings go now?
  - Right of ways – Perimeters, roads, edges
  - Replace dead trees
  - Repurpose of roadways to include columbariums/plantings/pedestrian paths
- Identify & label Heritage trees
- Cemetery is a vibrant part of the urban forest
- How do we manage trees as they age? Especially if they are significant in terms of historic, size or species
- Master Plan could make recommendations to leave dead or dying trees (for wildlife). Plan would need to clearly identify why the City would be doing this and how they would manage this from a safety standpoint.
- Do we replace every tree that dies? Do all locations still work?
- Prolong life of dying trees to be used as habitat for wildlife (cavity nesters)
  - Educate public why dead trees are left

D. UTILITIES/STORM WATER

- There are small (likely non consistent) springs in 11th Ave Park.
  - Currently springs are dumped into storm drainage system, there is potential to intentionally daylight at certain locations that could include parts of cemetery to encourage wildlife
- Can the cemetery become "Zero Discharge" – all storm water is managed onsite
  - Bioswales, green edges to roads
  - Explore roadway cross sections to convert some roads (pedestrian pathway, columbarium walls, seating, green infrastructure) – Doing so has multiple benefits; enhancing connectivity, wildlife habitat, and potential for revenue generation.
- Dawn can get city survey showing easements around pipelines

E. ALTERNATIVE USES FOR CEMETERY

- If we are preserving the space for solitude and wildlife then we probably should not encourage large groups (over 20 people)
  - Encourage use & access, but it should be low impact or low intensity
- Are there groups that use the cemetery formally?
- Partnerships will be key to maintain and enhance the cemetery
- There should be a focus on "Balanced Solutions"
- "It is a vast but intimate space."
- What is its value as part of the public open space network. Much of its value to wildlife is in have 120 acres of contiguous open space
- Often urban open spaces this size would be programmed as "Active Recreation" parks. Cemetery could fill a specific and valuable need and niche in the City's Open Space Network

F. OTHER GROUPS TO INVOLVE/ASK FOR INPUT OR CONSIDER FOR PARTNERSHIPS

- Funeral Homes/Funeral Directors, Professional Cemetery organizations
- Question was asked if Fire department requires access. Thought was probably not as it has not been an issue previously and it is not required on Parks. If it was, fire department usually wants 26' Road widths (which is not possible in most areas)
- Jewish Cemeteries, Catholic Cemetery, Japanese Sections
- Potential for DWR or other stakeholder groups have a booth/board or participate in Public Open House

Natural Resources Focus Group Stakeholder Meeting - Attendance List

Tyler Murdock, SLC Open Space

Sylvia Gray, Great Salt Lake Audobon

Robby Edgel, Utah Division of Wildlife Resources

Brad Steward, SLC Public Utilities

Tony Gliot, City Forester, SLC Parks and Public Lands

Nancy Monteith, SLC Parks and Public Lands

Dawn Wagner, SLC Engineering

Mathew Winward, Cemetery Planning Team - G Brown Design

Andrew Noorlander, Cemetery Planning Team - G Brown Design

G.B.D

SLC Cemetery Master Plan

STAKEHOLDER MEETING SUMMARY
RECREATION FOCUS GROUP
October 13, 2016
9:00 am – 10:30 am

A. SUGGESTED ANALYSIS MAP UPDATES
- Take cemetery road widths off bike/ped analysis map (or change color)
- Existing bike/ped paths should be thick/bold - proposed should be dotted and/or lighter
- Show adjacent parking & grades of surrounding areas

B. BIKES/PEDESTRIANS
- Path on 11th Ave was put in for both cycling & running (done in 1980's)
- Cemetery is currently used for running
- Suggested that bike/ped paths through cemetery be laid out related to GRADE – stair step across cemetery
  - May path goes from Ex. Closed gate @ Cypress, NW to open gate @ 920 & 11th Ave. , stair stepping up the slope to avoid going straight up hill
  - Biking & Jogging routes: 6% grades are considered steep - 3-4% is optimal
  - Overlay topography to bike/ped plans

C. 5K RUN/WALK
- 5k's are the city's most scheduled events
- Need more 5k trails that avoid roads (cost goes up on public roads due to police presence required)
  - Liberty Park is only place with 5k trail that avoids roads
- Is there potential to have a loop through the cemetery?
- Is the cemetery appropriate for 5k runs – would a 5k "Walk for _____" be more compatible with cemetery?
- Connect to Lindsey Gardens or other space for setup
  - Gather / start outside – run through cemetery – end outside
  - Lindsey Gardens, 11th Ave Park, Popperton Park, others?
- Potential for conflict with funeral services
  - Most 5k's start at 6:00 or 7:00 am – Funerals start at 10:00 or 11:00
- 5k with a steep section could be good
- Participants need to know what and where amenities are located:
  - Restrooms
  - Fill water bottles
  - What is pavement surface like?
  - What are the grades like? (access)

D. BIKING
- Potential to use cemetery roads to "Learn to Ride" a bike (formally organized or informal?)

    - Could possibly ideintify 3 potential routes/sites to offer flexibility to move in case of funeral
- Bike Races (some may be too fast to be compatible, ex. Tour of Utah)
- **Action: Nancy to forward GBD feedback about Bike/Ped received from Becka**
- Bikes & walking can open up different funding opportunities (there are usually more funding opportunities for trails or bike paths than cemeteries).

E. OTHER EVENTS

- Movies in the Cemetery
    - Avoid burial plots – what other spaces could be used? (Sexton's House Lawn?)
    - Are any roads wide enough to use?
    - May be worth having a test run for a "movie night in the cemetery" to gauge public interest/perception
- SLC Marathon – possible route through cemetery
- Fitness route - self-guided with workout stations?
- Story Walk – where participants read 1-2 pages of a book at a time, posted at various locations throughout the cemetery.
    - Tie the stories into the history, nature, trees (use the cemetery as an educational resource – opportunity to teach kids about death?)
    - Can story walk pages use space on the recommended "History Panels"
- Contact Linda Hilton (from Historical Stakeholder Group) to see if tour groups are going through permitting process (ghost tours)

F. EVENT CONSTRAINTS

- Events held in the Cemetery should be required to follow certain restrictions, examples:
    - Cap at certain number of people
    - How would we deal with events if a funeral was happening - participants must be out & cemetery cleaned by certain time (in case of funeral)
- Parking for events is an issue – park elsewhere?
    - How to encourage/ensure people don't park in the cemetery for events?
    - Potential for parking at 11th Ave, Lindsey Gardens, Ensign Elementary School
    - If parking for events is off-site, how is access to cemetery? Grades?)
- Events create need for restrooms
- Limit to smaller events (what is an acceptable/appropriate # of people?)
- Events may need approval from Fire Department (depending on size, attendees)
- Events over 500 people trigger health department review (restrooms/wash hands)
- Events usually require amplified sound?
- Master Plan could identify specific criteria that would need to be met if an event were to qualify for use at the cemetery.
- Events requests to City generally range from 200 – 1000 people

G. ADDITIONAL COMMENTS

- Ryan stated "We are out of spaces in SLC for events."
- Ryan and Melissa suggested that it may be worth planning some "Test Events" to gauge public sentiment. Taylorsvile City has done a "Tombstone Tales" event at their cemetery portraying stories from the past.
- **Action: Ryan & Melissa to look through list of event request to see what could be compatible with Cemetery**

- Send out a survey to special event applicants to see how they imagine using the cemetery as an event space
- **Action: Brian (ESI Engineering) to send grading to GBD**
- Master Plan should look for opportunities to promote Lindsey Gardens & Cemetery as part of one big open space system instead of competing uses/systems.
- "We owe it to the process to 'open up the ideas'"
- "We should make cemetery a place to use"
- Could possibly bundle with other projects for Access to Bonneville Shoreline Trail
- Can kids walk to school through cemetery? – check nearby school walking routes

Recreation Focus Group Stakeholder Meeting - Attendance List

Melissa Kinney, Special Event Permitting

Ryen Schlegel, Special Event Permitting

Becka Roolf, SLC Transportation

Nancy Monteith, SLC Parks and Public Lands

Dawn Wagner, SLC Engineering

Mathew Winward, Cemetery Planning Team - G Brown Design

Andrew Noorlander, Cemetery Planning Team - G Brown Design

Katie Kourianos, Cemetery Planning Team - Intrepid

Brian Campbell, Cemetery Planning Team - ESI Engineering

G.B.D

SLC Cemetery Master Plan

MEETING MINUTES
MEETING WITH CITY EMERGENCY MANAGEMENT TEAM
Date: March 23, 2017
Time: 2:30 - 3:00 pm

In Attendance:
Eric Witt – Salt Lake City Emergency Management Training and Exercise Coordinator
Nancy Monteith, Mark Smith, Mathew Winward, Andrew Noorlander

Discuss Cemetery's role in City Emergency Management Situations

- In the event of an emergency, the Cemetery and its assets (equipment/machinery/fuel station, personnel, and open space) become valuable resources to the City.
- Cemetery personnel and equipment could be called on to help clear roads. The Cemetery itself could be used as a staging area (however, the use of the City's open spaces would be prioritized as follows: golf courses, parks, cemeteries).
- The State is responsible for mass casualties and would most likely use refrigerated trucks.

Discuss risks and possible emergency situations related to the Cemetery

- Eric stated the three greatest risks related to the Cemetery are:
    - Active Shooter scenario (Mark commented for gang burials, the Police Gang Unit is involved as they have potential to become tense – bloods vs crips)
    - Landslide
    - Fire (urban interface fires)
- Other emergency situations include: winter storms, earthquakes
    - Earthquake – Fault Line is along 13th East and Highland Drive from 400 South to 2700 South. Every Elementary school in the city has been seismically retrofitted.
    - The City will likely have to assist the University of Utah with students in the event of an emergency affecting campus
- Flooding likely isn't an issues as the city has spent millions on storm drain and flood mitigation (Floods of '83 are extremely unlikely to happen again)
- Flood though the Cemetery (in the 1940's???) mostly damaged headstones. Rumors of bodies floating down roads are untrue.
- Bodies coming up (due to flood/landslide) aren't likely to carry/cause much disease

Discuss current emergency procedures & processes related to the Cemetery

- Continuity of Operations Plan
    - Each city department is in the process of creating a continuity of operations plan (hazard plan) with the City Emergency Response team
- Cemetery Fuel Station elimination could have implications for emergency response

Identify recommendations of updates or changes to current processes, policy, etc. (including health & safety but also giving consideration to impacts and preservation of historic features)

- Any updates or changes to the cemetery's processes/policy would have to be vetted through City Planning – those already in place are likely fine.

Provide input on departments and personnel needed to address emergency situations

- Mayor is ultimate decision maker of what and how things happen in an emergency
- In the event of an emergency, the Cemetery's assets can be used at the discretion of the Public Services Director (under direction of the Mayor or his/her designee).
    - Equipment
    - Fuel
    - Personnel
    - Open Space
- Emergency Operations Center (EOC) would require bi-hourly report on staff/equipment/necessary functions.
- Cemetery would still provide its necessary functions (burying dead, mowing, watering, paying employees, etc.)
- Refer to Title 22 of Salt Lake City Code

G. BROWN DESIGN INC
SITE AND LANDSCAPE ARCHITECTS
610 East South Temple, Ste 50
Salt Lake City, Utah 84102
p. 801.575.6060 f. 801.575.6166
www.gbrowndesign.com

SLC CEMETERY MASTER PLAN

FINAL DRAFT - JULY 7, 2017

ATTACHMENT C

Cemetery Implementation Chart

Cemetery Implementation Chart

Cemetery Master Plan Purposes and Goals

Master Plan Goal #1 - Guide the Preservation and management of the Cemetery

Master Plan Goal #2 - Expand Access to and enhance appropriate use of the Cemetery as a Multi-use Facility

Master Plan Goal #3 - Address the future financial sustainability of the Cemetery

Project	Cost	Master Plan Purposes and Goals			Staff Suggested Funding Source		
		1	2	3			
Program 2018-2019	$ 25,000.00				CIP	Bond	Internal
Enhance the Cemetery Website	$ 5,000.00	1	2				X
Develop Interpretive Content	$ 5,000.00	1	2				X
Solicit interest for a Friends Organization	$ 5,000.00	1	2				X
Establish a process to accept donations (memorial Benches etc.	$ 5,000.00			3			X
Establish Formal Arboretum	$ 5,000.00		2				X
Policy 2018-2019	N/A						
National Register of Historic Places (NRHP) Nomination	Internal	1					X
Raise Grave Opening and Closing Fees	Internal			3			X
Raise Stone Monitoring Fees	Internal			3			X
Amend Code to allow above ground burials	Internal	1	2	3			X
Establish Perpetual Care Fund of 5-24 Million	N/A			3			X
Capital Improvements 2018-2019	$ 4,160,000.00						
Priority 1a Roads	$ 2,400,000.00	1	2			X	
Repair Walls and Fencing	$ 1,500,000.00	1	2		X		
Screen Headstone and soil storage area	$ 260,000.00	1			X		
Capital Improvements 2019-2020	$ 2,465,000.00						
Priority 1b Roads	$ 2,200,000.00	1	2			X	
Restrict Public Vehicular Access on Designated Roads	$ 165,000.00	1	2		X		
Repair Sexton Building	$ 100,000.00	1	2		X		
Capital Improvements 2020-2021	$ 2,405,000.00						
Priority 2a Roads	$ 1,800,000.00	1	2			X	
Construct Two Free-Standing Columbarium Walls	$ 110,000.00	1			X		
Develop Preservation Management Plan	$ 125,000.00	1	2		X		
Develop East West Pedestrian Corridor	$ 185,000.00	1	2		X		
Develop Active Transportation Routes	$ 185,000.00	1	2		X		
Capital Improvements 2021-2022	$ 1,825,000.00						
Upgrade East side Sprinkler system	$ 1,600,000.00	1				X	
Security and phone system for sexton area and Maintenance Facilities	$ 65,000.00	1			X		
Roof structure over existing storage bins near fire station	$ 160,000.00	1			X		
Capital Improvements 2022-2023	$ 2,000,000.00						
Priority 2b roads	$ 2,000,000.00	1	2			X	
Capital Improvements 2023-2024	$ 2,900,000.00						
Priority 3 Roads	$ 2,900,000.00	1	2			X	
Capital Improvements 2024-2025	$ 1,200,000.00						
Priority 4 Roads	$ 1,200,000.00	1	2			X	
Capital Improvements	$ 10,000,000.00						
Redevelop Sexton Building Area and Maintenance Facilities	$ 10,000,000.00	1	2	3		X	