

PRIORITIES AND FUNDING LEVELS

Recommended Priorities

Table 8 lists the recommendations offered throughout this assessment, classifying them not only by priority, but also by responsibility – either “city,” meaning the City of Raleigh and/or Parks and Recreation, or “friends,” meaning any support organization, existing or future, that is in a position to assist or take on the specified task under the city’s direction. There are also a few tasks where “contract” is specified, meaning that we recommend the project be contracted out by the city.

Priorities are identified here as First, Second, or Third:

First priorities are those we recommend undertaking during the current fiscal or calendar year. Some are issues that have the potential to affect the public health and safety and consequently require immediate attention. Most, however, are planning issues that require immediate attention to “set the stage” for future actions. We strongly believe that most cemetery projects fail through inadequate or inappropriate planning – thus, we recommend in the strongest possible terms that the city engage in the necessary planning to help ensure success.

Second priorities are those which should be budgeted for over the next 2 to 3 years. They represent urgent issues that, if ignored, will result in both

significant and noticeable deterioration of the city cemeteries as historic resources.

Third priorities are those that may be postponed for 3 to 5 years. They are issues that can wait for appropriations to build up to allow action. Some are also less significant undertakings or actions that require other stages to be in place in order to make them feasible or likely to be successful. Because they are given this lower priority, however, they should not be dismissed as trivial or unimportant.

Budget estimates are offered only for direct conservation issues and reflect 2008FY costs. Many actions can be completed with the city’s own in-house staff; if these resources are not available as needed, then outside consultants should be retained.

Just as parks or water service or police protection have yearly costs, so too do historic resources. Preservation costs must be continuous. The city cannot continue, every few years, to suddenly remember the cemeteries and devote attention. The cemeteries must receive constant and on-going care and preservation efforts. The central problem is that the City of Raleigh has, for years, deferred these costs, creating cumulative problems that now must be addressed or else the resource will be so degraded that its continued significance to the community will be doubtful.

STRATEGIC PLAN FOR RALEIGH'S HISTORIC CEMETERIES

Table 8.
Prioritization of Recommendations

Priority	Recommendation	Tasked	Budget
First - this fiscal or calendar year	1.1 All individuals, volunteers, city staff, and affiliated organizations should become familiar with the Secretary of Interior's Standards for Preservation.	City, Friends	
	1.2 All decisions regarding modifications, alterations, additions, or other actions affecting the City of Raleigh cemeteries should be carefully evaluated against the Secretary of the Interior's Standards for Preservation.	City, Friends	
	1.3 All conservation (i.e., repair work) of monuments or fences should be conducted by conservators who subscribe to the American Institute for Conservation of Artistic and Historic Works (AIC) Code of Ethics and Standards of Conduct.	City	
	1.4 The roads in City Cemetery exhibit damage and inappropriate repairs. It is important that granite curbing be replaced where missing and that the granite block gutters be repaired using compatible materials (this is being implemented). Modern road repair techniques based on concrete and asphalt should be avoided.	City	
	1.5 Any effort to widen roads in either City or Mount Hope cemeteries will result in significant damage to their context and integrity. The existing roads should therefore not be modified.	City	
	1.6 In general we recommend that pathways at all cemeteries be avoided. Efforts to locate them would be difficult and their addition to the landscape would be costly.	City	
	1.7 The City should modify its existing vandalism form to make it more appropriate for the identification, reporting, and response to damage, vandalism, and theft within the cemetery.	City, Consultant	
	1.8 The City and others should both work to ensure that there are routine police patrols through the cemetery. These should occur at least once per night, with special attention paid to weekends and holidays. A friends group could supplement this patrol, especially on weekends.	City, Friends	
	1.9 Conduct a stone-by-stone assessment at each cemetery to determine conservation priorities and estimate total costs	Consultant	\$20,800
	1.10 Change all trimmer line used in the cemetery to a thickness of no greater than .065-inch.	In-house	
	1.11 Have trees inspected by a certified arborist and treated as necessary.	Contract	
	1.12 Conduct yearly soil tests to evaluate fertilization needs.	In-house	

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Table 8, cont.
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Priority	Recommendation	Tasked	Budget
First - this fiscal or calendar year, cont.	1.13 The city should accept responsibility for the maintenance of all plots, monuments, and features in the three city cemeteries that are 50 years old or older.	City	
	1.14 All plot gates in the cemetery should be secured using woven stainless steel wire, attaching the gate to its hinge post.	Friends	
	1.15 Parks and Recreation should adopt a zero tolerance policy for inappropriate use of the cemeteries. This should minimally include its use by the homeless or vagrants, as well as its use for off-leash dog running. Signage (discussed in a following section) should be installed at all entrances clearly outlining appropriate behavior in the cemetery.	City	
	1.16 The City should be very careful about introducing amenities, such as benches, into any of the cemeteries. They are often misused and frequently the target of vandals.	City, Friends	
	1.17 The iron boundary fence at City Cemetery exhibits a variety of significant problems, including many previous inappropriate repairs as well as on-going deterioration. This fence should receive a careful conservation assessment and the City should act immediately on the recommendations.	Consultant	\$6,900
	1.18 The Parks and Recreation cemetery division is significantly understaffed. At least 12 individuals are required for the approximately 40 acres (and 12 additional properties). In addition, the Cemetery Superintendent should be responsible for only the cemetery operations. This additional staffing should be a very high priority since without adequate staff the condition of the three cemeteries will continue to deteriorate.	City	
	1.19 The Cemetery evidences a number of tree maintenance issues, likely the result of inadequate staff and the use of individuals with inadequate training and expertise. Only ISA Certified Arborists should be responsible for tree pruning and maintenance.	City	
	1.20 Trees in all three cemeteries, beginning with O'Rorke, should be pruned for thinning or cleaning as recommended by a certified arborist. There are several trees in each cemetery that are diseased. They should be evaluated for their hazard and need for immediate removal.	Consultant	

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Table 8, cont.
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Priority	Recommendation	Tasked	Budget
First - this fiscal or calendar year, cont.	1.21 Mowers used in the cemetery should be fitted with closed cell foam bumpers to reduce the damage to the stones. These bumpers should be inspected on a weekly basis and replaced as needed.	City	
	1.22 With the exception of the African American section, City Cemetery is too crowded to allow the safe and effective use of 60 and 72-inch deck mowers. Most of the cemetery should be mowed only with 21-inch walk behind mowers.	City	
	1.23 All staff must be periodically reminded of the level of care necessary in cemetery operations.	City	
	1.24 Staff must be prohibited from driving on graves. This is disrespectful and damages the landscape. Alternatives include smaller vehicles or the use of mud boards.	City	
	1.25 The Parks and Recreation Department should develop regulatory signage for use at all of its cemeteries. This signage should minimally deal with proper care of the monuments, prohibiting rubbings and warning visitors of their fragile condition; it should prohibit certain behaviors and actions, such as use of alcoholic beverages; it should establish simple guidelines for plantings, as well as the placement and removal of floral and grave decorations; and it should include contact and emergency information.	City, Consultant	
	1.26 City Cemetery requires identification signage at all four entrances. All four entrances should also have regulatory signage. The interpretative signage is antiquated and fails to engage the visitor. Consequently, it requires extensive rehabilitation.	City	
	1.27 O'Rorke Cemetery requires identification signage at both of its entrances. Regulatory signage, as well, should be located at both entrances. There is currently no interpretative signage and this should be corrected by installation of signage that tells the story of both the Catholic Cemetery and the Pauper Cemetery.	City	
	1.28 Mount Hope Cemetery also has inadequate identification signage. New signage should be erected at all three entrances. Signage at the main entrance, however, should not obscure or overwhelm the entrance gates, which are both beautiful and historic. Regulatory signage is also required. The cemetery has no interpretative signage and the compelling story of Raleigh's African American cemetery should be told.	City	

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Priority	Recommendation	Tasked	Budget
First - this fiscal or calendar year, cont.	1.29 The City should seek to involve adjacent neighbors of all three cemeteries, but especially City Cemetery and O'Rorke Cemetery. At City Cemetery this should include the residents of Monie Avenue and the staff of Fire Department Station 5 on East Street.	City, Friends	
	1.30 A comprehensive solution for providing public access to cemetery data is mapping and recordation.	City, Friends, Consultant	
	1.31 The city should establish flower regulations for Mount Hope that maintain the dignity of the cemetery and allow reasonable maintenance. We recommend that all floral displays be either in a vase integrated into the flush marker or use a flower holder. Either will allow more appropriate maintenance. The city should also establish guidelines on how long flowers will be allowed to stay on graves. Seasonal displays should not be allowed to remain three months after the holiday; plants should not remain on graves once they have died.	City	
	1.32 It is critical that the city's data concerning its cemeteries currently housed in the Superintendent's office be transferred to a facility meeting modern archival standards. Minimally, that would include controlled temperature and relative humidity, security detection, and fire detection and suppression. This should be done as soon as possible.	City	
	1.33 Stakeholders need to consider establishing a broad umbrella nonprofit group (501(c)(3)) (being accomplished).	Friends	
	1.34 Stakeholders need to establish a cohesive, fundable, and evocative "Mission Statement" that embodies diversity, cultural richness, and the place of the cemeteries in both the artistic and social/historical fabric of Raleigh. Moreover, they must consider a Board of Directors that can both <u>give</u> and <u>get</u> money for specific projects and initiatives.	Friends	
	1.35 The city should rewrite City Ordinance Section 9-4018	City	

STRATEGIC PLAN FOR RALEIGH'S HISTORIC CEMETERIES

Table 8, cont.
 Prioritization of Recommendations

Priority	Recommendation	Tasked	Budget
Second – over next 2 to 3 years	2.1 Additional historical research should be conducted. Specific topics include the legislation or Commissioners’ order for the three divisions of City Cemetery; more fully identify the property transactions that result in City Cemetery achieving its current acreage; attempt to document the pre-1864 sexton’s house at City Cemetery; better document the ca. 1890 fire that might have destroyed the records for the cemetery; attempt to better document funerary customs of the African Americans using City Cemetery; research the disposal of the Battle property added to O’Rorke Cemetery in 1876; examine obituaries and the archives of the Catholic Church to identify individuals buried in O’Rorke; use death certificates to identify others who might have been buried in O’Rorke Cemetery (probably identified as the pauper’s cemetery, Tarboro Road Cemetery, or Catholic Cemetery); determine why the original purchase of lands from the NC Land Company in April 1871 were not used for the new African American cemetery; obtain a complete title search of the various additions to Mount Hope; attempt to determine more about the “memorial monument” erected at Mount Hope; document the location of the sexton’s house at Mount Hope and when it was used; expand on the research concerning Durfey and the Capital Insurance and Realty Company for Mount Hope; better document activities at Mount Hope between 1930 and 1960.	Friends or Consultant	
	2.2 Bollards should be judiciously placed in City Cemetery to protect monuments and fences at the sharp turns. These bollards should blend with the fabric of the cemetery; possible examples include granite or 6x6 wood posts.	City	
	2.3 The Mount Hope roads are generally in satisfactory condition, although several areas of premature cracking and erosion were identified. These should be repaired by the City. Asphalt rubber or rubberized asphalt used as either a flush-fill or overband configuration should be considered.	City	
	2.4 Areas of erosion along the Mount Hope roadsides should be stabilized using rip rap.	City	
	2.5 Maintenance should be improved to prevent items from being easily picked up and removed from the cemetery.	City or Consultant	
	2.6 Loose ironwork at City Cemetery should either be collected, labeled by plot, and stored securely or should – at a minimum – be secured to other ironwork on the plot using woven stainless steel wire.	City or Friends	

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Table 8, cont.
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Priority	Recommendation	Tasked	Budget
Second - over next 2 to 3 years	2.7 The mausoleums at City Cemetery and Mount Hope should be carefully inspected by a conservator and structural engineer.	Consultant	\$5,800
	2.8 Technicians and supervisory staff in the Cemetery Division should be encouraged to become certified by PLANET (or some similar local organization) in categories such as Landscape Technician - Exterior, Turfgrass Professional, or Ornamental Landscape Professional.	City	
	2.9 The city should work to ensure of continuity of the staff by providing appropriate pay levels, fringe benefits, and educational opportunities (such as certification opportunities).	City	
	2.10 Tree and shrub selection within the cemeteries should be focused on historically appropriate species, based on identification of either original planting lists, replication of identified historic species in the specific cemetery, or using period lists. Species should, however, be evaluated to eliminate those with problems such as suckers, surface roots, inherent weakness, etc. The city should develop a tree plan to ensure that when any tree must be removed, an appropriate replacement is planted in its place.	City	
	2.11 All replacement trees should be of at least 1-inch caliper and meet the minimum requirements of the American Nursery and Landscape Association's American Standard for Nursery Stock (ANSI Z60.1-2004). Nursery stock should be carefully inspected and specimens with wounds, crooked or double leaders, broken branches, or girdling roots should be rejected.	City	
	2.12 Trees within the cemetery should be fertilized on a routine basis and should be professionally evaluated and pruned at least once every 5 years by an ISA Certified Arborist. All trees should be inspected yearly and after any storm with winds in excess of 55 mph.	City	
	2.13 The nylon trimmer line being used by the city is acceptable. The evidence of damage, however, suggests there would be significant benefit by replacing the existing line with 0.065-inch line.	City	
	2.14 Soil analysis should be conducted to determine if adjustments are necessary for the turfgrass. Where fertilization is needed, only organic, slow release fertilizers should be used in order to minimize salt damage to the stones.	City	

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Table 8, cont.
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Second - over next 2 to 3 years	2.15 Limited pre-emergent and post-emergent weed control should be instituted at the cemeteries using liquid herbicides applied as a course spray, taking care to avoid stones. The herbicides will affect the stones and this work will need to be very carefully done to ensure that the stones are not damaged.	City	
	2.16 The city should install water lines along the road edge at Mount Hope Cemetery. This would allow reseeding or resodding of graves, as well as watering stressed areas once water restrictions are lifted.	City	
	2.17 There is only one brochure and it is limited to City Cemetery. The brochure is difficult to find and is not particularly engaging. It requires considerable revision and should include more information on the cemetery landscape, stone carvers, funerary customs, and reasons that a visitor should be interested in the individuals buried in the cemetery. It is also critical that Parks and Recreation develop brochures for the O'Rorke and Mount Hope Cemeteries.	City, Friends	
	2.18 There are no trash containers at either O'Rorke or Mount Hope. Minimally we recommend the addition of trash containers at several roadside locations in Mount Hope. It may be unnecessary to put containers at O'Rorke. At City Cemetery the existing trash containers, 55 gallon drums, detract from the dignity and beauty of this historic property. They should be replaced with more fitting containers that better blend in with the property.	City	
	2.19 Since the city staff has determined that Raleigh will continue selling cemetery lots for the foreseeable future, then cemetery management software should be considered. This software, however, should minimize business aspects which are inappropriate to the city's operations (such as billing and invoicing which are handled by other departments).	City	
	2.20 The cemeteries must be "institutionalized" into the broader heritage experience/folkways and historical trails of Raleigh using art & architecture to emphasize the diversity and richness of the social fabric that has become the city and its neighborhoods.	Friends	
	2.21 The various veteran organizations and interest groups (Daughters of the American Revolution, etc.) should be formally involved as part of the overall beautification effort on historic holidays.	Friends	

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Priority	Recommendation	Tasked	Budget
Second - over next 2 to 3 years	2.22 Strategic partnerships and alliances must be sought that will lead to a network of donors, volunteers, and potential corporate joint venture partners. This will be crucial as the plethora of nonprofits in Raleigh means fundraising competition, "donor fatigue," and a hierarchy of which projects are deemed "important" in the public consciousness.	Friends	

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Table 8, cont.
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Priority	Recommendation	Tasked	Budget
Third - over next 3 to 5 years	3.1 All catch basins and drains in both City Cemetery and Mount Hope should be cleaned and repaired as needed (this is being accomplished). Open drains in Mount Hope Cemetery should be camouflaged using rip rap.	City	
	3.2 None of the structures on City Cemetery or Mount Hope have architectural merit. The City should consider the removal of the City Cemetery structure when it is no longer needed for conservation activities or storage of damaged monuments. The Mount Hope office should be more effectively screened from the current cemetery addition.	City	
	3.3 The City should consider the removal of the maintenance yard to a more discrete location where it is not in the public's eye and does not detract from the dignity of the cemetery. Alternatively the facility should be screened (see recommendation 3.6 below).	City	
	3.4 Shrubbery is most common at City Cemetery and there are examples of poor choices, largely the result of various "beautification" efforts that introduced inappropriate plantings. The shrubbery at all cemeteries is also heavily sheared into inappropriate shapes. There is much damage as a result. Much of the shrubbery requires renewal pruning. We recommend that if the city cannot devote trained staff to care for these issues that they let a contract specific for the renewal and rehabilitation of the shrubbery on the cemeteries.	City	
	3.5 The existing Capital City Trail signage is antiquated, obscured, and fails to reasonably engage visitors. It competes against other tours that are better publicized. The City should consider the viability of this program. Regardless, it provides little promotion for the two cemeteries (O'Rorke is not listed).	City	

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Table 8, cont.
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Priority	Recommendation	Tasked	Budget
Third - over next 3 to 5 years	3.6 Mount Hope Cemetery exhibits several areas that require screening from the general public. These include the spoil pile at the edge of the Backside Section. This particular area is also compacted with little vegetation. The spoil should be removed and this area should be sodded to enhance the appearance of the cemetery. There is another spoil and debris area at the edge of the Durfey Section. This should be closed to the public. There are stones seemingly dumped at the edge of the road - this presents a poor impression to the public and is disrespectful. The stones should be replaced or put into storage until their locations can be determined. The current office and maintenance building presents a harsh view to families using the New Section. These facilities should never have been allowed to be in such close proximity to the graves. Today it is critical that the area be screened to soften the view.	City	

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