

**City of Pleasanton
Pleasanton Pioneer Cemetery
Master Plan Report**

Adopted November 18, 2014

Pleasanton Pioneer Cemetery Master Plan Report



*Duerr grave marker in historic section of
Pioneer Cemetery.*

Acknowledgements

City Council

Jerry Thorne, Mayor
Jerry Pentin, Vice Mayor
Karla Brown, Councilmember
Cheryl Cook-Kallio, Councilmember
Kathy Narum, Councilmember

City Staff

Nelson Fialho, City Manager
Daniel Smith, Director of Operations Services
Kathleen Yurchak, Assistant Director of Operations Services
Brian Fiorio, Parks Supervisor
Mike Fulford, Landscape Architect

Oversight Committee Members

Brad Hottle, Parks and Recreation Commission
Deborah Wahl, Parks and Recreation Commission
Stephanie Wedge, Civic Arts Commission
Heidi Massie, Civic Arts Commission
Frank Capilla, Community Cemetery Group
Jayne Archer, Catholic Funeral and Cemetery Services
Doug Miller, Veterans Organizations Representative
Carolanne Montgomery, Member at Large

Consultants

PGAdesign, Landscape Architects
CPRA Studios, Cemetery Consultants
Alexander & Associates, Surveyor
HortScience, Arborists

Table of Contents

Acknowledgements

5	Introduction
7	Executive Summary
9	History
13	Existing Conditions
17	Vision Statement
19	Site Master Plan Concept
35	Business Plan Framework and Construction Cost Estimate
37	Maintenance Plan
43	Operations Rules and Regulations
45	Public/Private Partnership
45	Resources
47	Appendices <ul style="list-style-type: none">• Appendix A - Existing Conditions Plan A and B• Appendix B - Master Plan Design Concept• Appendix C - Business Plan Framework• Appendix D - Construction Cost Estimate• Appendix E - Maintenance Schedule• Appendix F - Proposed Pioneer Cemetery Rules and Regulations

Introduction



New bench on the main allée.

This project report is a summary of the process undertaken in 2014 to plan the future of Pleasanton Pioneer Cemetery as directed by the City Council. The report summarizes the recommendations regarding the management, expansion and long term maintenance of the Cemetery. The recommendations in this report are intended to be flexible. The report should be considered a working document and serve as a guide for the City and community to use while planning for the future of Pleasanton Pioneer Cemetery (Pioneer Cemetery).

The report includes an executive summary that provides a concise overview of each component of the report. A brief history – focusing primarily on recent activities associated with the cemetery is included. The Cemetery, as it existed at the time this report was prepared, is described in the Existing Conditions section and a current site survey with photographs that depict these conditions is included in the Appendix A.

The core of the report is a site master plan that illustrates the preferred design alternative for future burials, enhancement of the historic portion of the cemetery and expansion in the undeveloped areas. The business plan framework and construction cost estimate lay out a logical approach to developing the cemetery and explain the financial aspects of expanding, maintaining and managing the property long term.

A maintenance plan and a section that discusses the operations, rules and regulations present the pragmatic aspects of caring for Pioneer Cemetery and define rules for the on-going operations. There is both a narrative maintenance plan and a summary checklist for routine maintenance practices in Appendix F.

The report concludes with a brief description of the need for a public/private partnership to work with the City to help maintain and oversee the operations of Pioneer Cemetery.

Executive Summary



Cast iron fence surrounding a family plot.

The City of Pleasanton is committed to honoring and preserving important community history at the Pleasanton Pioneer Cemetery, a unique site that was established in 1850. The goal of the Pioneer Cemetery Master Plan is to provide a comprehensive but flexible guide for the City's efforts to improve the site for use by the community of Pleasanton. Included in the Master Plan Report are recommendations, references, tools and resources to help guide the City in those efforts.

A brief history describes conditions at the site while it was owned and administered by the International Order of Odd Fellows, until a citizens committee began to explore ways of making improvements there. The committee's work ultimately led to the purchase of the cemetery by the City, which will consider improvements based on this master plan.

An existing conditions summary provides an overview of the site, including the physical layout, buildings and structures, fixtures and furnishings. Also detailed are the soils and current vegetation.

Based on input from an Oversight Committee, consultants drafted a vision statement that focuses on preserving the cemetery's history while creating "a self-sustaining, park-like setting where creative alternatives for human burial can take place."

The Master Plan Component recommends options for developing and expanding both cremation and casket burial activities, along with possible infill opportunities. The plan also makes recommendations concerning road improvements to accommodate increased traffic; new pedestrian paths and gathering areas; interpretive opportunities; a possible veterans' memorial; sculpture or art features; signage; lighting; and plantings.

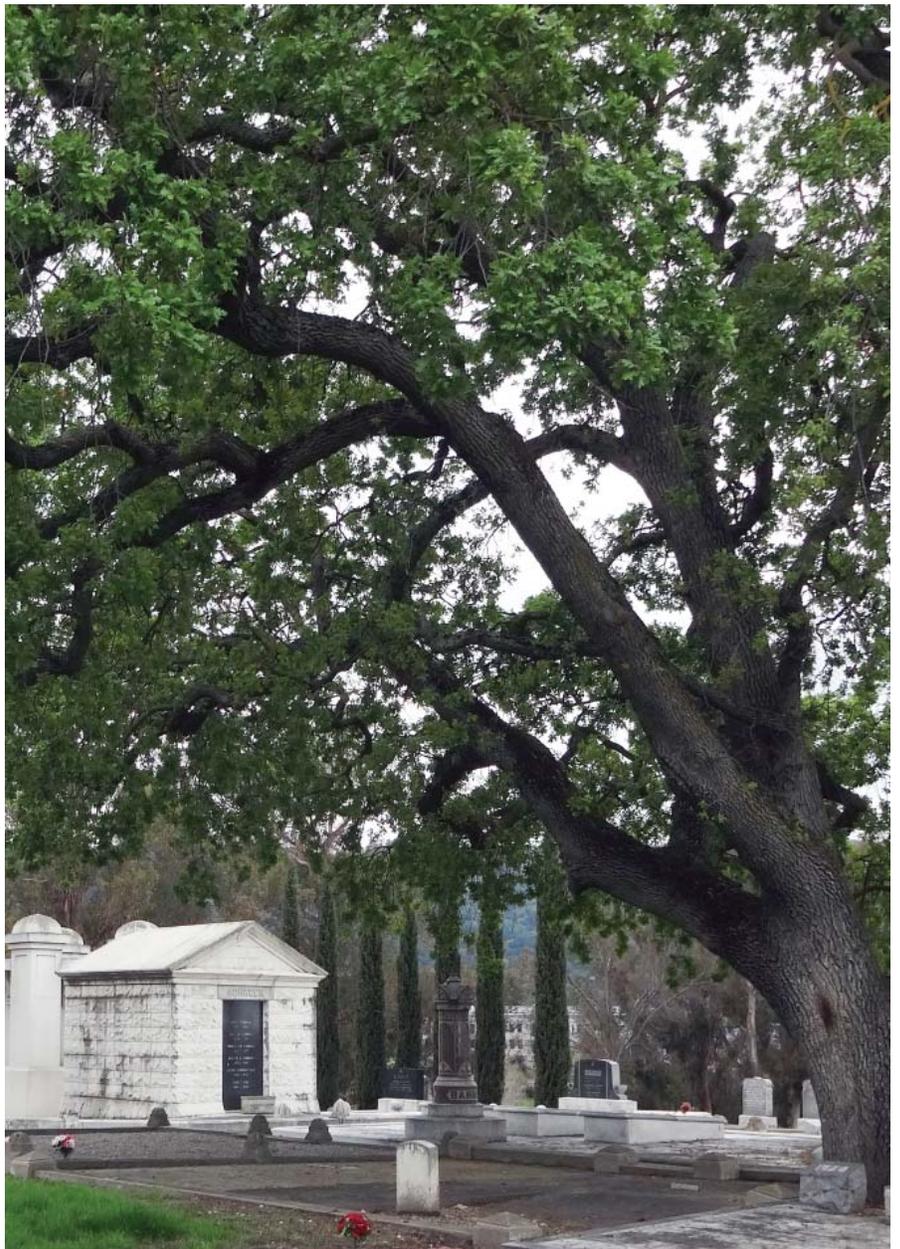
A detailed business plan supports the mission statement with a comprehensive framework for a competitive and self-sustaining business model that will generate the needed revenues. A cost estimate for construction costs is included in the report.

A suggested maintenance plan provides wide-ranging recommendations for improving the appearance of the cemetery through both short- and long-term improvements as well as ongoing maintenance. The recommendations include such issues as plantings, soils, fences, graves and monuments.

A proposed set of rules and regulations are included, with a view to establishing uniform policies concerning grave decorations and improvements.

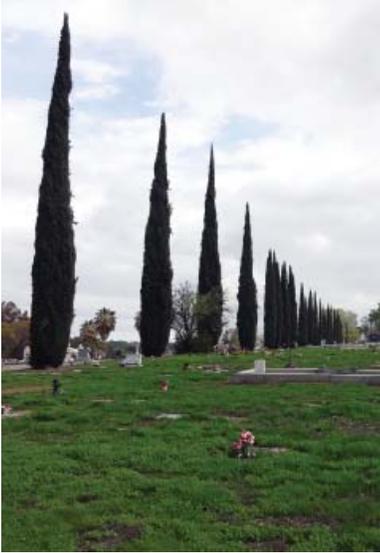
The potential benefits of forming a public/private partnership are examined as a method of overseeing the operations of the Pioneer Cemetery. Pertinent documents are listed as resources.

Appendices include: Existing Conditions plans, the Master Plan Design Concept, a Business Plan Framework and Construction Cost Estimate, a Maintenance Schedule and proposed Pleasanton Pioneer Cemetery Rules and Regulations.



Schween family mausoleum South of the flag circle, shaded by Valley Oak.

History



Italian Cypress define the North boundary of Pioneer Cemetery.

Pleasanton Memorial Gardens was first established in 1850 as a non-endowment cemetery¹. A Pioneer cemetery “is a cemetery that is the burial place for pioneers with founding dates spanning from the late 18th to early 20th centuries. California recognizes that pioneer cemeteries may become the responsibility of a public cemetery district or may be dedicated by the city or county as a pioneer memorial park if no longer maintained.”² As a general rule Pioneer cemeteries tend to be more rustic and informal. The alignment of graves can be more random and the types of grave markers less uniform. Often family plots are defined by ornate cast iron fences with gates. Typically Pioneer cemeteries are not irrigated and plantings are limited – often only having an eclectic collection of trees with few shrubs and no lawns.

At Pleasanton Pioneer Cemetery the oldest legible headstone is dated 1862. Some of the City’s founding pioneers—including John Kottinger and Joshua Neal—and many Pleasanton military veterans are buried there. In 1882, the cemetery was purchased by the Independent Order of Odd Fellows (IOOF), Pleasanton Lodge #255, founded January 17, 1877. The Odd Fellows’ operation of the Memorial Gardens reflected its organization’s mandate “to visit the sick, relieve the distressed, bury the dead, and educate the orphan.” The lodge was disbanded in 1999, and IOOF Livermore Lodge #219 became trustees of the cemetery.

The earliest recorded map of the grounds is dated 1886. A ledger entry of the Amador Livermore Valley Historical Society (ALVHS) dated May 3 shows 23 very early burials in the Odd Fellows cemetery. The first recorded burial is of a Sunol Glen resident named “Peck.” The records show that the lot was purchased by JM Peck, Esq., for \$6.00. Its location is shown as Section B, Row 20, Lot 91, although today there is no surviving grave marker for a Mr. (or Mrs.) Peck. Other early burials include the Bernals, Jorgensens, Augustins, and Judge William H. Gale, as well as war veterans and their family members.

In 1935, representatives from the Daughters of the American Revolution (DAR) recorded grave inscriptions found at the cemetery. These six pages of records can be found at the Amador Livermore Valley Historical Society.

The Independent Order of Odd Fellows continued its work at the cemetery over the years. However, the cemetery was not established as an endowment cemetery, which would have ensured that income would always have been available for the continued maintenance and upkeep of the cemetery, even when all the interment spaces were sold. Thus, the Pleasanton Memorial Gardens fell into a state of disrepair. Local newspaper archives reveal articles

¹ A staff report dated September 5, 2006 recommended that the city purchase the cemetery and that “maintenance be set at the “Pioneer” standard at an estimated cost of \$25,000 per year”. Pg. 14. Under this option “maintenance efforts would focus on tree pruning, weed control, leaf and litter removal and maintenance of hardscape.” Pg. 8.

² Wikipedia Pioneer Cemetery, http://en.wikipedia.org/wiki/Pioneer_cemetery.



Bronze headstone.

detailing complaints from residents about the condition of Pleasanton Memorial Gardens. Over the years there have been numerous attempts to improve, repair and maintain the cemetery.

From 1976 to 2006, cemetery operations and burials were overseen by Bob Barnes, a member of the cemetery board and IOOF #255, and his son. About 2000 Joe Rose, a retired Pleasanton Police officer learned that the IOOF intended to sell the cemetery. Between 2003 and 2004, a group of concerned citizens mounted a new campaign to clean up the cemetery and make meaningful improvements. This group—called the Tri-Valley Cemetery Committee—was spearheaded by Chris Beratlis, Bill Hirst and Howard Neely, who were later joined by Peter Bailey, Jack Bras, Frank Capilla, Joe Cook, Ron Morrow and Jim Wright. This citizen's group took various City officials and staff to the cemetery in an effort to gain their interest. The ad hoc committee hired an architect to prepare a preliminary master plan and collected signatures to demonstrate community support. The committee concluded the best way to restore the cemetery to its old glory, befitting its historical significance and respecting those buried there, was to purchase the cemetery and run it as a private entity. On April 15, 2005, after lengthy negotiations with the Odd Fellows, the group obtained an option to purchase the cemetery.

Two months later, the citizens group filed articles of incorporation with the State of California to form a 501(c) 3 nonprofit corporation, called Pleasanton Pioneer Cemetery Inc. After several months of diligent work it became obvious that improving, maintaining and operating the private cemetery—under the rules and regulations imposed by the state of California—was too great of a task for the nonprofit entity. The group then approached the City of Pleasanton to discuss the idea of the City taking ownership of the property.

In 2005, the City retained L.F. Sloane Consulting Group Inc. (Sloane Report) to prepare the Historic Pleasanton Cemetery Study, which analyzed the needs and costs associated with managing the cemetery. Their report was published in January of 2006. The goals developed in that study were to 1) improve the care and maintenance of the property, 2) maximize the potential for new burials and revenue, 3) create an endowment that would minimize the need for public subsidies, 4) make the cemetery into a community resource as a historic site, particularly for students, and 5) prepare a master plan to guide future development of the site.

At this time the City opted not to be involved with the cemetery, so the group decided to engage the community at large. The response was overwhelming. In a short period of time, more than 1,300 signatures were collected from Pleasanton residents who wanted the City to buy, clean up and maintain Pleasanton Memorial Gardens. When presented with these signatures, the City Council decided on September 5, 2006, to exercise an option to purchase the

cemetery from the Odd Fellows. Chris Beratlis, now deceased and buried at the cemetery, donated the \$1.00 purchase price to the City. On June 5, 2007, with input and participation from the community, the cemetery's name was changed from Pleasanton Memorial Gardens to the Pleasanton Pioneer Cemetery.

When the City approved the purchase of the cemetery in 2007 it adopted it as a Pioneer Cemetery and agreed to maintain it in its natural state; grasses and wildflowers. New exterior improvements were made by the City³. In February of 2007 the City executed an agreement with Catholic Funeral and Cemetery Services (CFCS) to provide burial services for persons who had already prepaid for existing plots within the Cemetery. In December 2008, a City Council resolution authorized \$190,000 from the Capital Improvement Program Reserve for the surveying plot verification and pre-installation of 202 new vaults and 202 cremain niches.

On July 27, 2010, the City expanded CFCS's role to include sales and operations for new burial plots. Starting October 1, 2010, CFCS was to open sales of the new plots to Pleasanton residents. Beginning on April 1, 2011, sales of plots and vaults were open to the general public. Responsibility for overseeing this contract and the cemetery was given to the then named Pleasanton Parks and Community Services Department and the Parks and Recreation Commission.

In 2012, a new and expanded citizens committee was formed to urge the City to clean up, irrigate and landscape the cemetery to make it "the nicest park in town." The City Council unanimously agreed to do so and authorized the Pleasanton Pioneer Cemetery Master Plan in January 2014.

³ Clean up efforts undertaken by the City at this time included tree trimming, installation of new plantings, signage, trash cans and benches and restoration of the entrance arch.



Trees and mausoleums frame views to surrounding hills.

Existing Conditions



Stover grave marker and Stone Pine in historic section.

Location and Natural Features

The site is located at 5780 Sunol Boulevard between Sonoma Drive and Sycamore Road⁴. It is a 5.2-acre site. St. Augustine Roman Catholic Church Cemetery is to the north. To the south are the Sunol Creek Memory Care Residence, Sunol Creek, the Tom Greene stable, and a triangular parcel of vacant land. Four single-family properties are to the east, and there is an industrial park across the street to the west. From Sunol Boulevard the site slopes up at approximately 18% from west to east. At the south boundary there is a steep slope (20-36%) down to the creek bed.

Sunol Boulevard has a ten-foot-wide planted median and a lane that turns into the site from the north. There is a planted slope between the sidewalk and a historic decorative iron fence and evergreen hedge that was installed in 2007. Plants include evergreen and deciduous shrubs and ground-cover plants. A city-standard monument sign of precast concrete is located left of the entry drive. An ornamental iron gateway sign with "IOOF" spans the entry drive, homage to the founders of the cemetery.

Native clay soils have been topped with a variety of import soils excavated for burials at Pioneer and St. Augustine cemeteries. These import soils have not been mixed into the native soils, and compaction levels have varied. Sunol Creek, a seasonal creek, is dry most of the year. Extant native vegetation includes fourteen valley oak trees and one toyon. The native and non-native trees provide habitat for birds.

Spatial Organization & Circulation

The property is generally divided into two parts: the historic cemetery and the new section. The historic cemetery is laid out north and south of the nine-foot-wide main alleé. Many of the oldest burials are near the high point surrounding a sixteen-foot circular node called the Flag Circle. From the center of the node the main alleé extends 250 feet to the west. Historically the main alleé extended approximately another 100 feet to the west and connected to Sunol Boulevard in a straight alignment. The original entry road and the current sixteen-foot-wide entry road both appear on a plot plan of the cemetery prepared by James F. Carskaddon, dated August 6, 1974. This plan also shows the eastern segment of the seven-foot-wide secondary road. The secondary road is not shown as a complete loop on the 1974 plan because the Steel Wedgcor Building still existed in the path of that future connection.

For sales purposes the cemetery is divided into twelve sub-areas shown on Exhibit B – Master Plan Design Concept. Starting with the cemetery entrance, the area north of the main entry is called the Entrance Section. Running along the north property line, Lower Care #1 and #2 are in the northwest corner. Next is Upper Care #1 and #2. Above that is Hilltop Front, which includes the Flag

⁴ See Appendix A – Existing Conditions A and B.



Double row of cremains with flat and upright grave markers.

Circle. Furthest to the east is Hilltop Back. Upper Hill and North Hill #1 West are on the north side of the lower secondary road. The South Hill plots and the old half-acre Alameda County Potter's Field are in the southeast corner. One additional, unlabeled burial area lies between the east property line fence and a seven-to-eight-foot-wide road that runs north to south and connects with St. Augustine's Cemetery.

The new section of the cemetery generally lies south of the secondary road between Sunol Boulevard and the Old Potter's Field. The new section includes 102 new burial plots known as South Hill West.

There are no designated parking spaces in the cemetery. Visitors park in a widened area between the new entry road and the main alleé, where there is room for two cars. Visitors also park off the edge of the main and secondary roads.

Pedestrian paths run north to south between grave plots. Most are unpaved and consist of compacted earth or are grass paths. There are some paved paths—in concrete and marble—around the Family Mausoleums in the Hilltop Front section south of the Flag Circle. A few family estates have short segments of paved paths adjacent to these plots. These are mostly concrete and vary in condition.

Buildings and Structures

The only remaining buildings on the site are three historic family mausoleums. These are located in the Upper Care section of the cemetery south of the main alleé⁵. They are owned by the Casterson and Schween families. Structures include the IOOF entry sign and a great variety of monuments and estate edgings found throughout the historic portion of the cemetery. These structures are of stone—mostly granite and marble—as well as concrete.

Small-Scale Features

The cemetery's headstones vary greatly in type and size. Sizes range from 2" x 4" to extra wide headstones 3 feet in width. Materials include stone, concrete, bronze and wood.

Site furnishings include standard city benches installed with concrete pads as well as trash containers and bollards. There are myriad of other styles of benches donated by family members, made of metal, metal with wood slats, precast concrete and plastic.

There is a flagpole near the Flag Circle, but no longer within the circle where a footing for the historic flag still exists. The six-foot fence at the east property line is of chain link with wood slats. At the Green stable there is a black six-foot, vinyl-coated chain link fence. Most of the rest of the south property line

5

See Appendix B - Master Plan Design Concept



Detail of a cremains marker in an upright stone wall.

is unfenced. The historic ornamental iron fence at Sunol Boulevard starts north of the new entry drive and extends to the north property line. There is no fence along the shared property line with St. Augustine's Cemetery.

Vegetation

A Tree Survey Report prepared by HortScience in March 2014 identifies 95 trees on the property. The three most common species found at the site are Italian cypress (37 trees), blue gums (16) and valley oaks (14). Sixty-five trees are considered heritage trees. A heritage tree is defined as "any single-trunk tree with a trunk (or the sum of the two largest stems) circumference of 55" or greater (18" rounded). Heritage status is also given to any tree 35 feet or greater in height." Heritage trees on this site include 31 Italian cypress. Some of these trees define the boundary between Pioneer and St. Augustine's cemeteries. Others flank the main entry drive, and there is a row of seven cypress near the family mausoleums in the Hill Top Front section.

There are six valley oaks and three American elms with broad branching structures that provide shade and a comforting sense of embrace. These massive arching branches define views within the cemetery. There are sixteen blue gum and four red river gums at the cemetery, all of which qualify as heritage trees. Two of the red river gums are just off Sunol Boulevard. Their massive size and white, shaggy bark are distinctive landmarks. The blue gums are on the bank of the dry creek. These large trees generally mark the south property line and provide screening between the cemetery and the Memory Care Facility.

Other noteworthy trees include a specimen Chinaberry located in the center of the site. This somewhat rare specimen is a strong indicator tree in that it is the sort of tree that one might expect to find in a Pioneer Cemetery—an "old-fashioned," rarely used tree. There are also four Italian stone pines measuring 16" to 46" in diameter. One of these pines is a prominent focal point in the center of the cemetery.

There are few shrubs or ground-cover plants in the cemetery, except for the relatively recent plantings along Sunol Boulevard and an old oleander hedge on the right as you enter the main gate.

Views and Vistas

One of the great assets of Pioneer Cemetery are the many appealing views and vistas that can be appreciated from numerous vantage points. Short-range views to the west include rows of flowering or fall-colored trees. Longer-range views extend to the hills that surround the Pleasanton community. Over arching tree branches and paired columns of cypress compose both short- and long-range vistas.

Vision Statement

During the first Oversight Committee meeting in March 2014, consultants from CPRA Studios conducted a visioning exercise. Committee members were asked to respond to a series of questions about their vision for the cemetery. From that effort the Committee developed this vision statement for the Pleasanton Pioneer Cemetery.

At the Pleasanton Pioneer Cemetery we seek to preserve its history and create a self-sustaining, park-like setting where creative alternatives for human burial can take place in our community.



Site Master Plan Design Concept



Headstone detail on an upright grave marker.

Master Plan Design Concept Description

The Master Plan Design Concept illustrates a number of improvements in the historic portion of the cemetery. These include new pathways, plantings, signage, installation of a Veteran's memorial, adding parking, and the addition of infill plots for cremains burial. Improvements to the existing roadways and infrastructure are also noted. Four locations for additional casket burials are shown. New benches and interpretive elements are shown throughout the historic cemetery. As part of the plan implementation the existing landscape along Sunol Boulevard will be enhanced to present a more attractive street presence. It is estimated that up to 375 additional casket burials and 624⁶ cremains burials could be realized in the historic portion of the cemetery if all were double plots.

New development is shown in two previously undeveloped areas of the cemetery. These are identified as the Sunol Cremation Garden and South Hill – Dry Creek Garden. Features in these new burial areas include a new loop road and parking, accessible pathways, lighting, benches, shade trees, signage, retaining walls with niches for cremains, and new garden beds with a variety of cremains burial options and drought tolerant planting. Estimates of how many new burials could be accommodated in these two new areas are 250⁷ casket burials and 6485⁸ cremains burials, if all were double plots.

Existing Burial Options

To better understand the type, number and location of the burial options being proposed in the Master Plan Design Concept, a review of the existing burial options is explained below.

Casket Burial Options

Since it first opened in 1850, Pleasanton's Pioneer Cemetery traditional casket burial has been the preferred choice of residents in the community. These burials have come in the form of individual and companion plots as well as larger estate plots, and have included three private mausoleum structures. Cremation options have been limited to simple burial of urn vaults and cremains in full-sized grave plots or in smaller cremation burial plots that have been added in recent years.

The older grave plots are located close to the high point near the center of the property. Many are configured in larger estate-type layouts featuring multiple grave plots purchased contiguously, edged with decorative coping or other

⁶ This figure assumes that 75% of all possible double cremains plots will be sold and that approximately 25% will be unsold because buyers will prefer a single cremains plot.

⁷ This figure assumes that 75% of all possible double casket plots will be sold and that approximately 25% will be unsold because buyers will prefer a single plot.

⁸ This figure assumes that 75% of all possible new double cremains plots will be sold and that approximately 25% will be unsold because buyers will prefer a single cremains plot. This figure also includes the 400 cenotaph panel spaces shown on the construction cost estimate.



Vertical inventory with cremains niches also provide screening.

hard features. These estates are joined by three private mausoleum structures also located in the historic area. Some large vacant areas appear to remain available in and around the existing plots, but because sales and burial records are somewhat uncertain, additional investigation will be needed to determine if they can be sold for future burials.

A number of previously platted burial plots also exist around the cemetery, most of which are located in lower areas away from the estates. These plots are located in South Hill, North Hill, North Hill West and Entrance sections of the south half of the cemetery as shown on Exhibit B – Master Plan Design Concept, and in the Upper Care #1, Lower Care #1 and Lower Care #2 sections of the north half of the cemetery. Again, because some of the previous sales and burial records are unclear, many plots have been held off-sale pending confirmation through further investigation.

Sales and burial operations are managed by Catholic Funeral and Cemetery Services (CFCS), which also manages the burials, inurnments and entombments in St. Augustine’s Catholic Cemetery, immediately to the north of the Pioneer Cemetery.

A new section for casket plots and cremation vaults opened October 1, 2010 immediately south of the lower (south) cemetery road. This development, called South Hill West, includes 202 new grave plots aligned in a double row of 101 each, along with 202 cremation niches immediately behind them to the south, also in a double row of 101 each.

Because more research into the records is needed, CFCS has focused recent sales and burials exclusively in the South Hill West section. Burials have also continued in older, previously sold plots. To allow CFCS to sell as many remaining spaces as possible, a joint City-CFCS effort should be implemented to examine all site studies as well as mapping that documents available plots. Those that are not confirmed could continue to be held off-sale, but a substantial number of available graves could be identified to augment the existing burial plots.

Existing Cremation Burial Options

A new section of 202 cremation vault plots was opened in 2010, as noted above. CFCS reports that 84 of the 202 cremation plots have been sold⁹. This represents approximately 42% sold in 4 years. At this rate, the remaining cremation plot inventory in this section could be sold out in 5 years.

It should be noted that cremated remains can also be buried in existing grave plots throughout the cemetery if acceptable to the owner of those plots, who may choose to bury the cremains of relatives or others associated with their family.

⁹ Sales data reported by CFCS on August 18, 2014.



Cremains plot with low water use plantings.

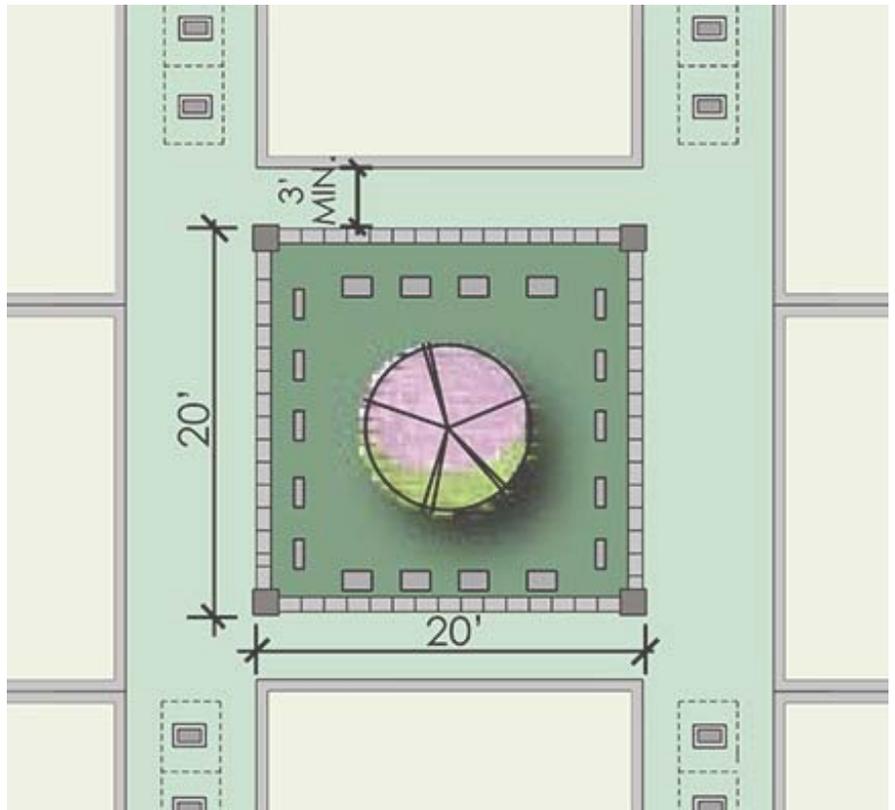
A number of smaller, less expensive single and/or companion grave plots should also be considered for development. Addition of this type of burial option will continue to offer an affordable price options to families. Several new areas for this type of inventory have been identified on the Master Plan Design Concept, most located in undeveloped areas adjacent to existing plot sections, in close proximity to the proposed cremation gardens.

Proposed Cremation Options

In 2011, the latest year cremation figures were calculated by the Cremation Association of North America (CANA). California had the highest total number of cremations—133,846—but that was only 57% of all deaths in this populous state, which ranked 14th in the nation. The cremation rates in several nearby states and provinces were at or near the top, with rates between 62.7% and 80.6%.

Cremation rates projected by CANA for 2016 show a continual increase across the board, however, with California's rate projected to increase to an estimated 62.8%—nearly two out of three choices for final disposition—a pattern that is expected to continue.

This large and growing rate of cremation supports the need to offer a higher percentage of cremains burial options at the cemetery. With limited remaining



Sketch of proposed infill plot for historic portion of cemetery.

land available, and a reasonably high and growing cremation rate, the City should consider adding a wider range of cremation burial types for the families they serve. Not only can these types of options yield higher numbers per square foot of land, it can also be designed to offer a number of attractive options that customers would be willing to pay more for, raising additional revenue that can help sustain the property.

Two types of additional cremation burial options are addressed in this Master Plan: infill opportunities in older, historic sections, and new cremation garden developments in larger open areas.

Proposed Infill Areas

Several infill opportunities exist to develop new cremation burial options in undeveloped areas in older, historic portions of the property, both smaller sites in between existing estates and plots, and larger ones utilizing undeveloped land.

Historic Infill Plots: The first infill option, the smaller of the two, is proposed to utilize available sites identified through a study of records. These sites could include the addition of lined beds placed in selected vacant areas between existing estate and/or companion plots. Once these are identified as being available, cremains grave markers could be placed to enclose a bed area that

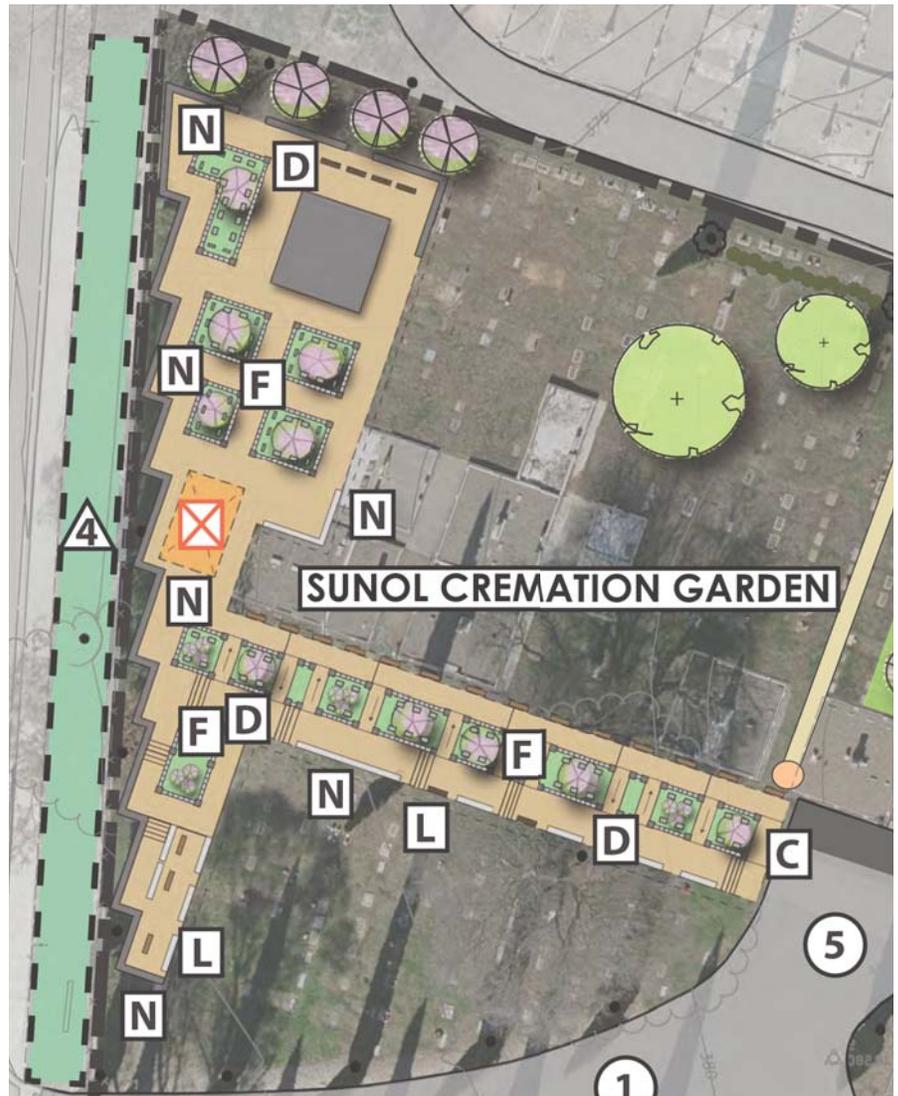


Historic cast iron fencing and Italian Cypress - typical features at Pioneer Cemetery.

supports native plants or aggregate ground covers. Merchandise options around the edge could include granite coping pieces, larger granite end blocks at the corners, and a second row of cored and non-cored upright markers that could be situated at an appropriate distance behind the coping. These options could include four separate price points, and the location could offer families the opportunity of being inurned in areas adjacent to some of Pleasanton's founding families.

Sunol Cremation Garden

The second infill option involves the development of a larger area associated with the former extension of the historic cemetery road to Sunol Boulevard, and undeveloped and/or unsold areas adjacent to it. This development could yield a more comprehensive mix of new inventory types, including many similar to those used in the historic infill developments mentioned above.



Proposed Sunol Cremation Garden

The Master Plan Design Concept drawing shows an accessible path leading down into this garden along an east-west alignment from an accessible parking place located to the east. This path uses a series of ramps to define a number of new beds that include memorial coping, end blocks and uprights similar to infill options. An alternate shorter path with steps parallels the accessible route and offers low niche walls as well as memorial and cremation benches along its route.

The second part of this garden is located along a north-south alignment at the west edge of the cemetery. This area provides an open gathering space for committals, as well as another series of inventory beds with coping, end blocks and upright markers. Low niche walls are placed to frame the north, east and west sides of this area, and taller niche walls are used along the west side for additional options and as a sound wall to reduce vehicle noise from Sunol Boulevard. The design of this wall should carefully consider views from Sunol Boulevard and should seek to avoid obstructing views. The new wall should be screened with shrubs on the west side. To best manage installation costs, not all of this garden need be installed at one time. Phasing options could be considered.

South Hill-Dry Creek Garden

The primary large open area able to support new burial development is located south of the lower cemetery road. To the north, this area is bounded by the recently installed casket and cremation plots in the South Hill West section; to the east the Old Potter's Field; to the west the entry drive; and to the south the steep slope dropping down to the dry creek bed. The proposed garden is visible from the entry road and from several vantage points in the upper, historic portions of the cemetery.



Proposed South Hill-Dry Creek Garden



Options for shading and seating.

While proposed new options in this area are similar to the types recommended in the infill areas, they can be installed in greater numbers and different settings in the larger space available. For example, taking advantage of the elevation change from top to bottom (north to south), two tiers of inventory are proposed, separated by a series of niche cabinets acting as a retaining wall.

A plaza space is proposed near the center of the top tier, which would be available to support committal services and other commemorative events.

Other Remains Disposal Options

Other methods of disposal were presented during the Oversight Committee meetings including possibly designating an area for scattering ashes or allowing green burials. CPRA explained that adding eco-burial as an option involves many additional considerations that would need to be thoroughly explored before these could be allowed at Pleasanton Pioneer Cemetery. We discussed the possibility of creating a common scattering plot at the existing potters field. Further research and discussion of these options could take place in response to future demand.

Future Sales and Possible Cemetery Expansion

At some point in the future, before all remaining grave plots have been purchased, the City may want to consider expanding the cemetery. While it can remain a viable community resource for many more years if it adopts a “cremation only” sales model, additional options do exist—and should be considered—that would allow the cemetery to continue serving the families of Pleasanton with a full range of casket and cremation burial services.

The first option to continue full sales would be expanding the existing cemetery by acquiring adjacent properties. Two parcels immediately south of the cemetery could be considered, since both remain in less intensely developed residential or agricultural uses. The contiguous parcels would offer easy access, keeping development costs relatively low, and each is reasonably well configured topographically. There could also be a second cemetery access from Sycamore Road to the south. If this option was desirable and feasible, a site development study could be conducted to provide an estimate of inventory types and numbers possible; number of years and pace of expected sales; purchase and construction costs; and expected return on investment.

While similar parcels in this area have recently been purchased for residential development, the potential revenue generated through burials on this land may allow the City of Pleasanton to offer a higher purchase price than residential developers can. The City should consider approaching the current owners about future acquisition, including the possible negotiation of a “right of first refusal.”

A second option for expansion might be another site located elsewhere within the City of Pleasanton. This could be a parcel already owned by the City, or a



Double row of cremains grave markers and drought tolerant plantings.

new site that could be acquired in another area of the community. In either case, a second location could benefit from any improvements made as well as the branding associated with the existing cemetery. The second site could be developed with similar inventory types, site amenities, features and sales model.

Sales of higher-density cremation plots may continue for many years in the Pioneer Cemetery, but all available casket burial options will eventually be consumed. A new site, however, could offer a wide range of new casket burial options as well as cremation burial options, supplementing existing sales and insuring that the City will be able to continue its cemetery services to families in the community.

Sustainability

Implementation of proposed improvements or possible cemetery expansion should support the City of Pleasanton's sustainability policies as much as possible. This could include issues related to material sourcing; initial installation cost; durability and longevity; and life-span maintenance required for inventory improvements. Other issues to consider are related to highest and best use for candidate properties; travel distance for families; and the type and cost of possible future development.

Circulation Roads and Parking

The existing cemetery roads are narrow and limited in terms of two-way traffic and parking. Converting these to one-way is proposed. In addition the Master Plan Design Concept drawing shows the addition of a new loop road providing enhanced vehicular circulation to the South Hill - Dry Creek Garden. New pedestrian paths provide access to burial and inurnment garden development in this area. Minor road improvements include flush or rolled curbing to better define road edges, widening of road sections where possible, and signage.

Sixteen new parking spaces are proposed in four areas: 5 spaces along the new loop road associated with the South Hill – Dry Creek Garden; 5 spaces along the historic center road; 1 space near the entry to the Sunol Cremation Garden, and 5 spaces at the new terminus of the lower road on the east side of the property. A minimum of one accessible parking space is proposed in each of the four locations. In all cases, these new facilities are intended to serve daily visitor traffic and small funeral services.

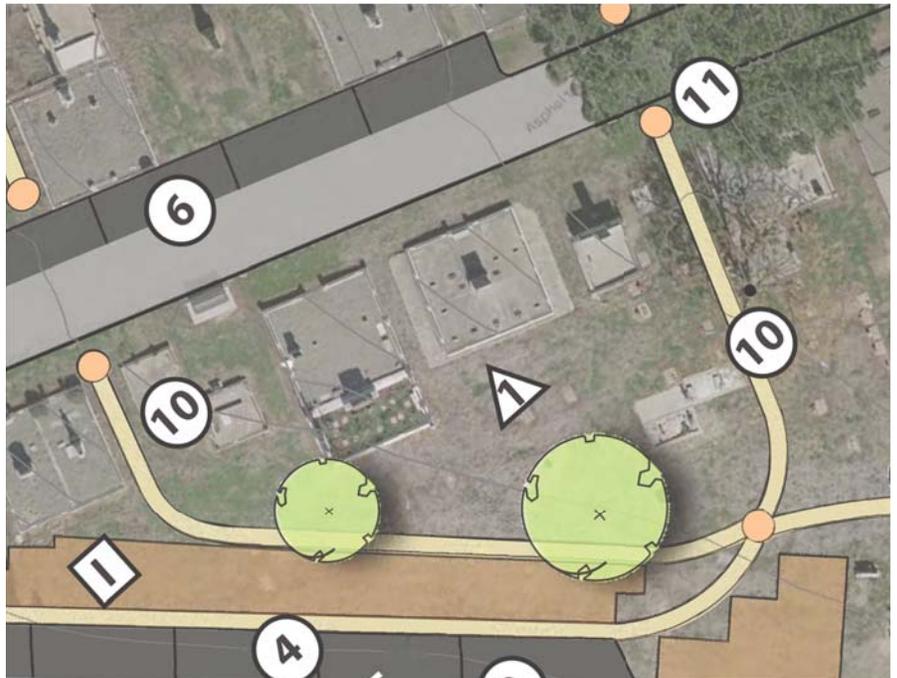
For optimal management of circulation for larger funerals, the City should define procedures that can be communicated to funeral homes and cemetery managers who are administering the services. For special events, such as Mother's Day, Memorial Day, Veteran's Day and other times of high visitation, options for on-site parking and shuttle service should be continued similarly to the way they are presently conducted.

Pedestrian Paths

A number of new pedestrian paths have been proposed on the Master Plan Design Concept. These include walkways associated with the proposed new cremation and burial plot developments along with—when possible—historic interpretation walks that allow visitors to easily navigate the property.

Hardscape walks, made of concrete and/or unit pavers, are shown in the Sunol Cremation Garden on the west side of the property and in the South Hill - Dry Creek Garden proposed for the southern portion of the property. Because of expected higher visitation in these areas, these should be constructed of durable materials and have accessible routes through them where possible. As needed, steps and ramps should be provided to accommodate grade changes.

Because of the existing slopes on the property, and the fact that a large number of visitors tend to be elderly, ADA-accessible routes should be provided where possible. This has been carefully considered in the layout of proposed new developments shown on the Master Plan Design Concept, and should be further considered in subsequent design and construction documents.



Proposed new accessible paths terminated by nodes with interpretive signs.

Gathering Areas

Three new gathering spaces are shown on the Master Plan Design Concept. These include a committal plaza located in the proposed South Hill - Dry Creek Garden, the Veteran's Memorial, and the plaza in the Sunol Cremation Garden mentioned previously. The committal plazas would be integrated into the overall design of the cremation gardens, and could become the new gathering



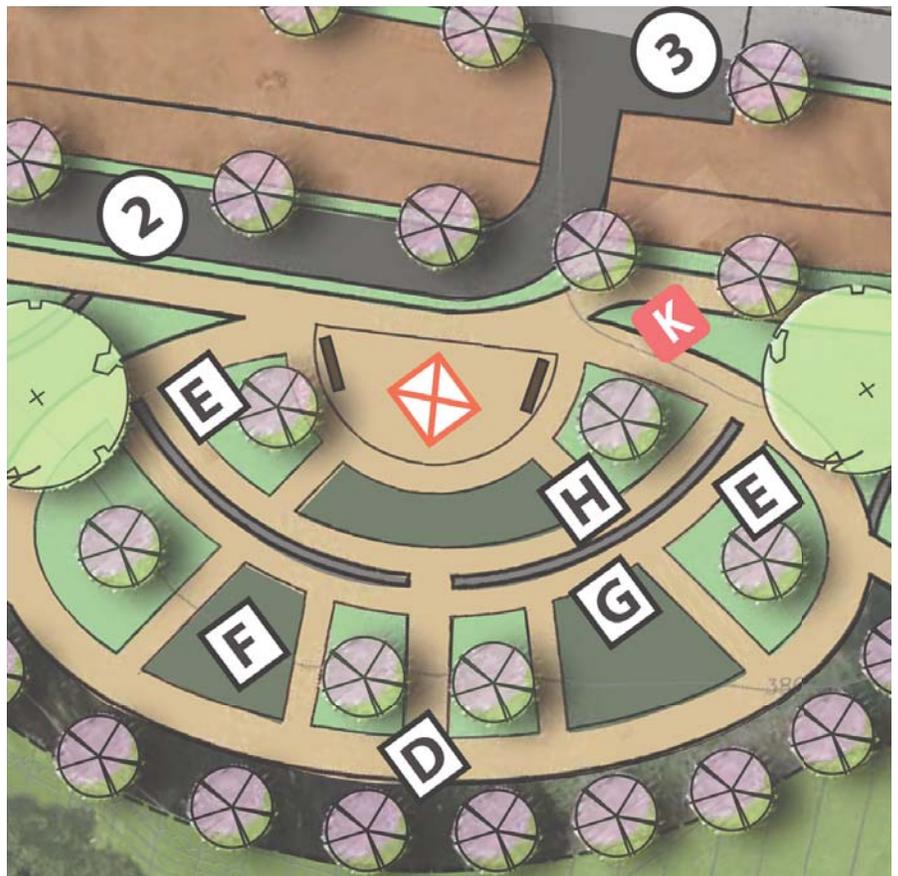
Sculptural elements as grave markers.

space for services for burials and cremation inurnments. Because it has hard pavements and related parking space, it could provide a highly visible, easy-to-find location for services.

The improvements that are expected to be made as part of the Veteran’s Memorial could enhance the Flag Circle area in support of Memorial Day and Veteran’s Day activities and other events. While limited in size and improvements in some ways, this area could provide shade and seating as well as the focal point for a monument. It could also support a sizeable number of visitors with chairs along with a lectern and audio equipment need for ceremonies.

Sustainability

Implementation of proposed circulation improvements should be managed to support the City of Pleasanton’s sustainability policies as much as possible. Issues may include those related to material sourcing, initial installation cost, safety and security, vandalism potential, durability and longevity, and life-span maintenance required.



One of three proposed new gathering areas - the committal plaza in South Hill-Dry Creek Garden, indicated by .



Infill plot option with curb and upright headstone grave markers.

Site Amenities and Special Features

Cemeteries and funeral customs vary tremendously depending on religion, cultural traditions and location. Differences in size, layout and improvements vary – some graves are left unmarked, others have simple wooden crosses, stone or metal headstones or grandiose monuments designed by leading architects of the times. Cemeteries are treasure troves of history collecting all our stories. In urban areas cemeteries often provide valuable open space and function as unofficial parks where residents walk their dogs and teens learn to drive. For example at Mountain View Cemetery in Oakland history tours are offered every second and fourth Saturday. On the second Saturday trained docents lead tours that focus on the history of the cemetery and the notable individuals buried there. Fourth Saturday tours are custom tours – upcoming themes include “California Gold Rush and the Transcontinental Railroad”, “Architects and Architecture”, and “The Trees of Mountain View Cemetery”. Visitors can also download a self-guided tree tour from the web, and Michael Colbruno’s blog offers the option of a virtual tour¹⁰.

Other California cemeteries that offer similar tour programs include Old City Cemetery in Sacramento, the Rural Cemetery in Santa Rosa, Cemetery of Encinal in Monterey, Cypress Lawn in Colma, the Hollywood Cemetery, and the Long Beach Municipal Cemetery. Searching on the web one can find travel sites promoting cemetery tours.

Informational Kiosk

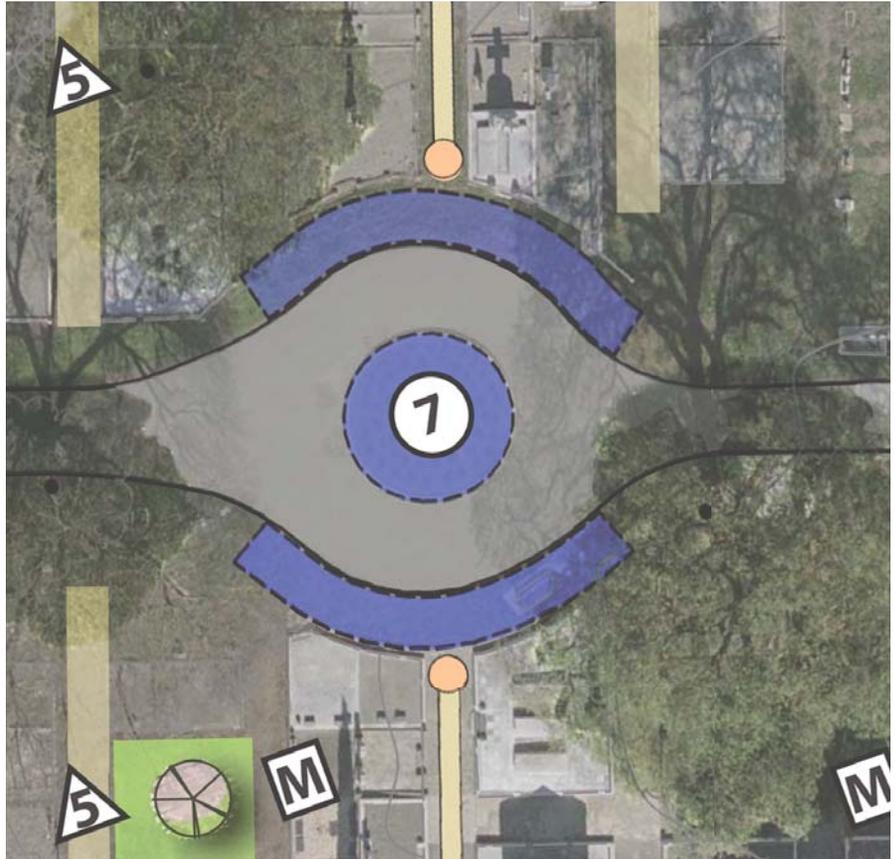
An informational kiosk has been proposed for a prominent location near the cemetery entrance – see Exhibit B – Master Plan Design Concept. Depending on the ultimate configuration of this element, it could provide additional information in graphic and digital display formats, and could include maps showing historic burial plots, cemetery information, and upcoming events and/or programs. Contact information could also be provided to visitors interested in learning more or making arrangements to purchase plots.

Interpretive Opportunities

A number of opportunities exist to develop elements that interpret the history of the cemetery and, by association, the history of Pleasanton. These opportunities could include the kiosk noted above and additional individual informational boards at key locations, or a series of interpretive stops along a specific “history walk.” While these elements could support history walks organized and conducted by community groups, they could also be used by individuals for self-guided tours.

Possible interpretive opportunities could include stories of prominent individuals or families buried in the cemetery, views to off-site properties or geographic elements, interpretation of the Potter’s Field burial ground, and identify significant plantings and stone art.

¹⁰ Lives of the Dead blog: <http://mountainviewpeople.blogspot.com/>



The historic Flag Circle is the proposed location for the new Veteran's Memorial.

Veteran's Memorial

A group of local veterans has formed in support of establishing a Veteran's Memorial in the Pleasanton Pioneer Cemetery. This group is actively seeking community support and raising funds to implement the design and construction of the memorial; it has already had an initial design prepared to show possible memorial elements.

The proposed location of the memorial is at the Flag Circle at the high point on the main alleé. The initial conceptual design shows a statue in the center bed, with pergola shade structures and benches proposed in the adjacent areas. Ornamental plantings are to be provided in all three areas.

As proposed, these elements fit appropriately in their respective locations, with adequate space for viewing the statue and for the gathering of veterans for burial services or commemorative events. This proposed element will need to be reviewed by the City of Pleasanton's Civic Art Commission and meet its policies and procedure.



Sculptural memorial.

Sculpture or Art Features

In response to community member suggestions to include more art on the property, a few select sites have been proposed on the Master Plan that could be used to accommodate sculptures or other art features. These include an open area on the west end of the proposed large cremation garden, at the top of the hill on the entry drive, and in a proposed sitting area overlooking the Potter's Field. These locations are prominent, and installations could be visible to cemetery visitors.

In all cases, proposed new art elements considered for installation should be reviewed by the City of Pleasanton's Civic Art Commission and meet its policies and procedures.

Site Signage

Sunol Boulevard

While there is an existing cemetery sign marking the entrance to the property from Sunol Boulevard, it is one-sided and is positioned parallel to the road. In this configuration, it has limited value in terms of visibility to motorists, therefore additional directional signs leading to the cemetery should be considered. The Master Plan Design Concept shows a new two-sided sign located within the median on Sunol Boulevard and perpendicular to the flow of traffic where it will easily be seen.

Cemetery Signage

Few signs exist within the property to provide information about the cemetery. New signs should be considered as part of future developments and placed in prominent locations where they can be seen and understood. Information that may be useful or desirable could include times of operation, matters of safety and security, types of flowers and decorations allowed, speed limits and parking, and other matters of operations and maintenance. The signs need not be large or obtrusive, and they could refer to additional information provided online and in other forms.

When appropriate, the existing Pioneer Cemetery website should be considered for updating to further advertise the expansion of the cemetery and to assist visitors in learning more about it prior to arrival. New pages could include an expanded history of the cemetery and important burials within the cemetery, as well as new purchase options, imagery and related information.

Small, decorative signs could also be provided that identify the historic sub-areas within the cemetery as a wayfinding element and historic reference. All new signs should be tastefully designed and in keeping with the historic character of the cemetery.

Site Lighting

To insure visitor safety and security, a limited number of site lighting



Low cost coping option for cremains.

improvements could be considered in the proposed new developments. While the property is officially open between sunrise and sunset, some visitors do tend to push these hours out of necessity. Placement of some lighting fixtures in the proposed new parking and pedestrian path areas may be beneficial to visitors as they make their way back to vehicles. This lighting could be limited in its placement, and be set on a timer to turn on and off at specific times.

Sustainability

Implementation of proposed site amenities and special features should be managed to support the City of Pleasanton's sustainability policies as much as possible. Issues may include those related to material sourcing, initial installation cost, safety and security, vandalism potential, durability and longevity, and life-span maintenance required.

Plantings

When the City approved the purchase of the cemetery in 2007 it adopted it as a Pioneer Cemetery and agreed to maintain it in its natural state; grasses and wildflowers. The Master Plan Design Concept maintains the historic cemetery and adds new burial options in two previously undeveloped areas. In addition the plan proposes infilling unsold estates within the historic portion of the cemetery with new plots for cremains. In these areas new drought tolerant planting will be introduced and irrigated with highly efficient irrigation until plants are established. The plan recommends planting new trees within the historic section – partly as replacements for existing trees that are failing for a variety of reasons and also to introduce more shade and a lush appearance. Other new planting, clean up and trimming of existing shrubs is recommended as described below to improve the appearance of the historic cemetery. These improvements are intended to meld the historic and newly developed areas so there will not be a striking contrast between new and old.

Tree and Shrub Plantings

A number of new ornamental and shade trees are proposed for the new cremation garden areas. New ornamental shrubs would also be used in these areas. In addition, a number of other tree plantings are proposed on the Master Plan Design Concept. These include screen plantings in selected areas along the south boundaries, as well as a hedgerow along the boundary between the St. Augustine's Catholic Cemetery and Pioneer Cemetery, and individual shade tree plantings on the south-facing hillside between the cemetery's two roads.

While the majority of these plants could be selected from proven natives for their drought-tolerant characteristics, based on community member preferences, other ornamental species should be considered for inclusion for other reasons, such as their history of pioneer introduction, cultural uses or ornamental seasonal characteristics.

All new plantings will follow the City of Pleasanton landscape design guidelines. This could include plant types and sizes recommended, planting details and planting and maintenance recommendations. New plantings will take into account current and possible continued water restrictions, and be selected from native and drought-tolerant species. Recommendations will be solicited from the City's horticultural staff, and from other experts in the Pleasanton and Bay Area regions.

Grass and Groundcovers

The existing grass areas in the majority of the cemetery will be improved to provide a more attractive, sustainable ground cover. While they are green and thrive in cooler, wetter periods of the year, they go dormant during the hotter, drier months. Poor soil is a factor that will be improved.

Selective soil amendment will be undertaken in grass areas that remain, especially those found to have less organic matter or that are less fertile. This could be accomplished through a series of soil tests, with the addition of organic matter and nutrients based on recommendations. Once the soil has been improved, reseeding with a native, drought-tolerant grass will provide a more successful ground cover for the cemetery.

Where possible, grass should be considered for removal and replacement with alternate aggregate or other groundcovers. This could include lawn paths and selected areas within existing edged estate areas, and be focused on safety, durability and reduction in water and maintenance requirements.

Sustainability

Implementation of proposed plantings should be managed to support the City of Pleasanton's sustainability and landscape design policies as much as possible. Issues may include those related to material sourcing, initial installation cost, hardiness and drought tolerance, and maintenance requirements.



View looking toward Sunol Boulevard.

Business Plan Framework & Cost Estimate



Double row of cremains - in low wall and 2nd row of upright headstones.

The Business Plan Framework included as Appendix C starts with an overview. The Business Plan Framework was developed from the information that was known at the time the Master Plan was being developed. Upon final acceptance a more comprehensive business plan should be developed. At the first Oversight Committee meeting CPRA conducted an exercise to identify the “drivers” for our planning effort. During that exercise participants noted their preferences regarding being in the cemetery business, growth or no growth, types of burial options and other guiding elements. This input laid the foundation for all of the planning that followed. The majority supported the goal of having the cemetery generate revenue that would help it become a self-sustaining entity. This business plan seeks to achieve that goal.

Part two of the Business Plan Framework provides a “snapshot” view of how the cemetery operations have evolved over time. It looks at past sales, revenue generation and expenses. This is followed by forecasting – what are current burial trends and what kind of sales, revenue and expenses should we anticipate in the future.

The core of the Business Plan Framework is a plan for developing the cemetery in a measured way. This section describes administrative tasks that should be undertaken prior to developing new inventory. Tasks include: upgrading the mapping of existing graves and burials, developing a system to track sales, upgrading the grave pinning system, reviewing the management and grounds maintenance contracts, establishing a system of oversight, developing a marketing program and a number of additional administrative tasks that will enable the city to better manage the cemetery.

In addition to these administrative tasks some additional professional services are needed prior to building the new burial areas shown on the Master Plan Design Concept. These tasks include geotechnical testing, preparation of as-built documents for the South Hill West graves, researching soil and seeding specifications, developing recommendations for upgrading site utilities, and preparing final design and contract documents for new development.

The proposed new development is divided into four sections. The first section includes short term site cleanup and beautification tasks. Most of this work is relatively low cost and some could be implemented by city maintenance staff or by volunteers. Tasks include pruning, augmenting planting along Sunol Boulevard, installing new pathways, adding wayfinding signage, removing hazardous benches, and additional topdressing of sunken graves.

Plans to implement improvements for a Veteran’s Memorial are included. The Veteran’s memorial already has community support and is primed to move forward within the historic portion of the cemetery. The new memorial will be a key component of beautifying one of the oldest and most prominent sections of Pleasanton Pioneer Cemetery. Installation of the Veteran’s memorial offers the



*Valley Oak and family estates near the
Flag Circle.*

potential of being a high-profile undertaking that will generate more interest in the cemetery.

In section two additional site improvements would be implemented – these are more substantial in nature and include: repairing estate copings, replacing hazardous paving, additional signage, upgrading the irrigation system, developing design guidelines for repairing graves, and implementing some infill plot development in the historic section. The latter will involve relatively minimal investment but offers the potential to generate revenue that will fund future phases. These small infill projects could be done one at a time or two or three plots could be made available giving families multiple choices for location of where to be buried. Development of these small plots would be relatively low cost but offer a comparatively high return on investment. For all new burials the goal is to generate money for future construction and expansion and also set aside funds to create an endowment for when the cemetery is full and closed to new burials.

Section two also involves some new casket infill within the historic section. By updating the existing database of known burials we will be able to identify unsold and available burial plots. These may need to be ground tested to confirm that they are empty but once that is done they could be open for sale. CFCS estimates there may be as many as 375 unused casket plots available within the historic portion of the cemetery.

The development of one of the two new burial areas shown in the master plan would not begin until section three by which time sufficient funds should be available to pay for much of the construction cost. The Sunol Cremation Garden could be developed in phases or at one time depending on the demand and available funds.

In section four the larger South Hill - Dry Creek Garden area would be developed. It too could be developed in multiple phases. This large new burial space will provide a variety of burial options in a beautiful area overlooking the dry creek along the south property edge. As part of the planning process space for approximately 334 new casket plots was identified.

For each of these phases the Business Plan discusses what physical improvements are needed for implementation. It also discusses what types of products could be sold. The Business Plan covers site development issues as well as business and marketing planning. The Construction Cost Estimate in appendix D summarizes the costs to implement the proposed improvements.

Maintenance Plan



Covered committal space and seat height wall with memorial plaques.

Since Pioneer Cemetery was established as a non-endowment cemetery, care and maintenance of the grounds has historically been sporadic, largely performed by family members, service organizations and other volunteers. As the members of the IOOF lodge aged and died, maintenance continued to decline. This is what motivated local residents to advocate for the City to step in and assume responsibility for care and maintenance of the cemetery.

The current contract with CFCS defines the level of care as follows: "The City of Pleasanton intends to maintain the Cemetery at a 'Pioneer level,' which means the cemetery will have no formal irrigation system and will be irrigated by naturally occurring rain only. The City will be responsible for regular trash pickups from City-installed waste cans, and shall conduct appropriate landscaping duties to maintain the Cemetery at the 'Pioneer level' as determined by the Parks Maintenance Superintendent."

Since there is a desire in the community to further improve the appearance of the cemetery, this master plan includes recommendations for landscape enhancements and maintenance standards. Recommendations are organized as short-term, long-term and ongoing maintenance needs for the cemetery. The plan addresses needed capital improvements and routine site maintenance. Estimated costs for completing this work are included in the Construction Cost Estimate – Exhibit D. Assessing the condition of graves and other site improvements will need to be done annually. Budgeting for future years should be based on annual assessments.

Recommendations for Short-Term Improvements

After assuming ownership and management of Pioneer Cemetery, the City along with community volunteers have made tremendous progress in improving the appearance of the site. The improvements fall into two categories: capital upgrades and routine maintenance.

Capital upgrades have included upgrades to the irrigation system, with the installation of a solar-powered automatic controller, new remote-control valves, backflow protection, new heads and new hose bibs. At the entrance new plantings and a monument sign were installed along Sunol Boulevard, the IOOF arch was restored, and new plantings were added in the Flag Circle. New site furnishings include city-standard benches, trash receptacles and bollards.

Routine maintenance has included clearing brush; eradicating dead or poorly performing trees and other plants; removing litter; and efforts to control ground squirrels and gophers.

Despite the many improvements, additional short-term maintenance has been identified. These tasks include:



Historic Flag Circle.

Plantings

- Remove overgrown and poorly formed plants, including, the quince planted too close to graves near the east property line, the almond tree (No. 75) and shrub above contour 382 that have grown together, and remaining messy shrubs at the southeast corner of the site.
- Lightly prune the oleander shrub at the cemetery entry to six to eight feet in height.
- Continue to prune the hedge behind the ornamental iron fence along Sunol Boulevard.
- Trim and clean up litter from the blue gum trees along the south property line.
- Add flowering plants at the monument sign north of the main entry drive. Remove the wood member and add planting to hide the sign foundation. New plantings will be species well adapted to the site and known to be drought tolerant and relatively low maintenance. New plant choices should comply with the City's landscape design criteria.
- Add spilling shrubs or ground cover plants to hide the block wall surrounding the sewer manhole along Sunol Boulevard.
- Augment the planting along Sunol Boulevard to infill bare spots and add color. Select species that will not grow so tall that they would hide the decorative ornamental iron fence at the top of the slope.
- Remove the large stump near tree No. 26.

Graves and Monuments¹¹

- Continue to remove and replace the badly sunken concrete grave covers by removing broken concrete covers, backfilling with soil and topdressing with gravel.
- When installing new gravel over graves or when replacing or augmenting existing gravel, strive for uniformity and a natural appearance using 3/8" gold rock.
- Repair or remove and replace badly damaged estate copings. Take care to match material color and finish¹².

¹¹ The staff report dated September 5, 2006, notes that "Existing broken, leaning or cracked headstones or grave markers are the responsibility of the family. Unless something presents a safety hazard, the City would not be responsible for repairs." Page 12

¹² Salvage historic materials for use in repairing graves and as samples for matching materials, color and finish. This material should be labeled and stored at a location designated by the City.



Niches in wall.

- Remove and replace, or just remove, damaged concrete paving wherever a tripping hazard exists per City standards.
- Repair areas of damaged stone pavers around the family mausoleums with matching materials.

Other Improvements

- Remove or replace the gate between Pioneer and St. Augustine cemeteries.
- Clean up soil that has built up onto the ornamental iron fence and the fence foundation.

Recommendations for Long-Term Improvements

- The recommendation for regular deep root watering has been added to the Maintenance Schedule – see Appendix E. For trees listed in the Tree Assessment Report that have deadwood or branch failure correct these conditions as part of routine maintenance. Prioritize trees that may constitute potential hazards. Develop a plan for replacing trees that will eventually fail or die¹³. New and replacement trees should be planted over an extended period of years. Plan ahead by planting new trees well before established, ailing trees are likely to fail. The site master plan shows the addition of 46 new trees within the historic portion of the cemetery, 19 new trees as an alleé at New South Hill West, 18 new trees in the Sunol Cremation Garden, and 31 new trees in the South Hill – Dry Creek Garden.
- When adding new headstones, monuments, estate coping or other improvements within the historic portion of the cemetery use materials with color and finishes similar to the historic materials used at Pioneer Cemetery. Do not use wood, composite wood, plastic, metal, colored concrete or precast concrete modular edging pieces.
- Develop design criteria for future site improvements that include recommendations from a conservator for repairing graves and monuments and for site furnishings.
- Prime and paint the historic ornamental iron fence at Sunol Boulevard.
- Consider adding small signs with the historic section names, e.g. Upper Care Section, Hilltop Front and Back, etc.

¹³ The tree replacement plan should incorporate species typically found in historic cemeteries. Many of these trees have special significance and traditional meanings that reference death, eternal life, etc. The tree master plan should consider views. Position new trees to avoid blocking favorable views within and beyond the cemetery. Plant new trees that will create new focal points and branching structure that will help to define and enhance the cemetery experience by framing views

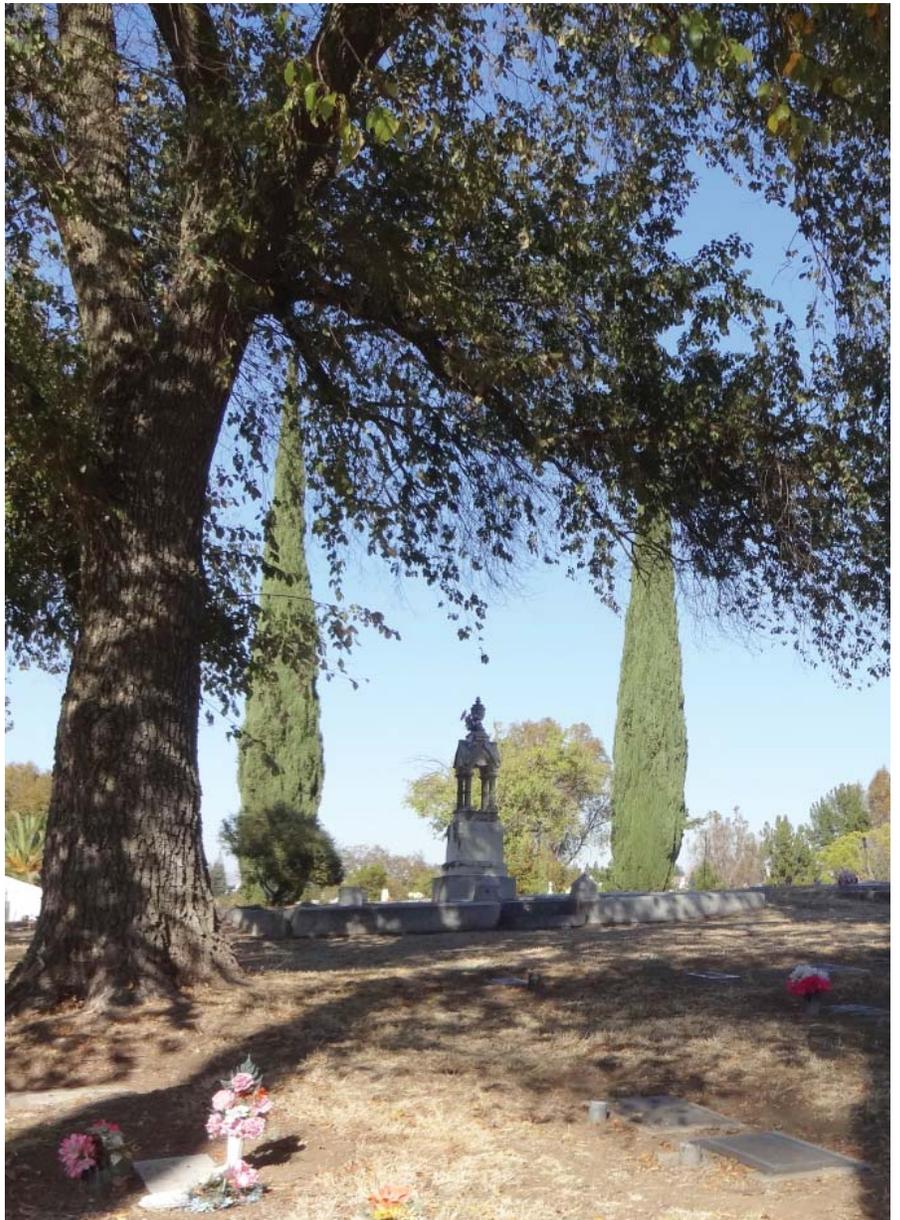


IOOF Entry Gateway and Italian Cypress.

- Consider adding headstones or other markers for historic graves lacking headstones such as for Peck, the first burial and at the Potters Field.
- Provide new irrigation infrastructure for the historic and new portion of the cemetery. Provide a water conserving system such as drip, bubbler or subsurface that will be used to establish new drought tolerant plantings. Repair existing hose bibs and provide additional hose bibs in newly developed areas as needed. As part of this work develop an approach to reducing the visibility of the irrigation equipment, e.g. hoses and valve boxes, so that it is less intrusive visually and yet accessible and easy to use by visitors and maintenance personnel.
- Remove and re-install headstones so that all headstones in a row are aligned along the top edge.
- Conduct a review to determine what level of environmental review may be needed to comply with the California Environmental Quality Act. (CEQA).

Recommendations for Ongoing Maintenance

The Maintenance Schedule included in Appendix E provides a summary of the ongoing maintenance needs for the property. It is in the City's standard format and describes what maintenance tasks are needed and at what frequency. It is organized by these categories: planting, non-vegetated areas, paved areas, site considerations, site furnishings, and graves and monuments.

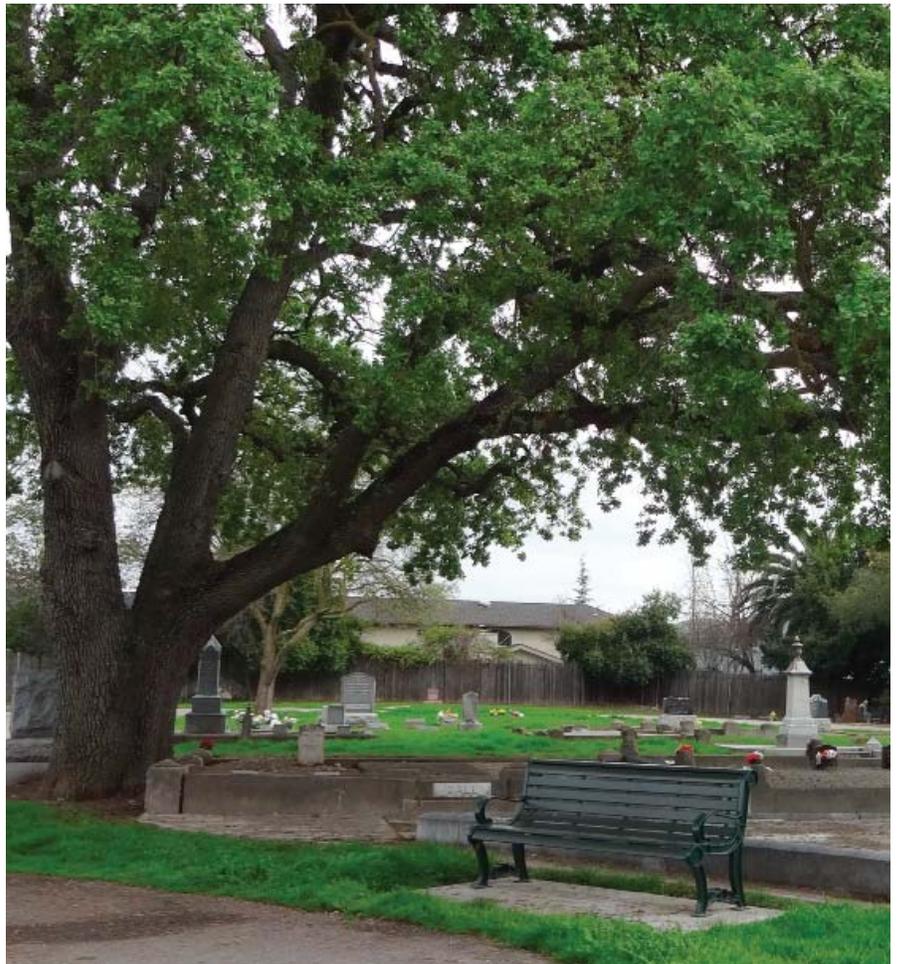


View from the entry drive looking North.

Operations Rules and Regulations

As part of this master planning process, the City requested a set of rules for the Cemetery. Currently there is not a policy governing grave decoration and improvements, thus creating a very eclectic look throughout the site. Cemetery visitors leave live and artificial flowers, photographs, potted plants, stuffed animals, upright whirligigs and myriad of other mementoes. They install fences; leave benches, and even plant trees and shrubs—all without asking permission or anticipating ongoing maintenance needs. All of this material increases the difficulty of maintaining the property. To some it creates a cluttered appearance while to others these collections of memorabilia offer poignant compositions. If left in place, however, long-term items deteriorate and in some cases create hazardous conditions, including tripping hazards and broken or deteriorated benches that could potentially collapse.

Rules are clearly needed to guide what sort of decorations may be left at graves, and there should be policies regarding how these items will be maintained and when they should be removed. See Appendix F for proposed Pleasanton Pioneer Cemetery Rules and Regulations.



New bench beneath a Valley Oak near the Flag Circle.

Public/Private Partnership



Casterson family mausoleum.

One of the recommendations offered in the Sloane Report was to create a foundation or public/private partnership to oversee the operations of Pleasanton Pioneer Cemetery. Some of the purposes of the Foundation outlined in that report were to:

- Seek contributions from individuals, corporations and foundations to provide for capital projects within the cemetery.
- Seek to preserve, perpetually, the history, art, architecture and horticulture of the cemetery.
- Serve as an outreach entity to share the history of the cemetery with the residents of the Metropolitan Area.

These and other services are still needed and could be provided by a non-profit entity. The City has for many years worked with other groups such as the Friends of the Library, Friends of the Pleasanton Senior Center and Friends of Gingerbread to provide needed services. These relationships have proved to be mutually beneficial. A similar entity should be considered for the Pleasanton Pioneer Cemetery.

Resources

Historic Pleasanton Cemetery Study, L.F. Sloane Consulting Group, Inc. January 2006.

Pleasanton Memorial Gardens Cemetery, City Council Staff Report, May 12, 2004.

Consider Acquisition of Pleasanton Memorial Gardens Cemetery, City Council Staff Report, September 5, 2006.

Various Burial Plot Plans provided by the Pleasanton Museum dated 1974 – 1993.

Appendices

Appendix A - Existing Conditions Plan A and B

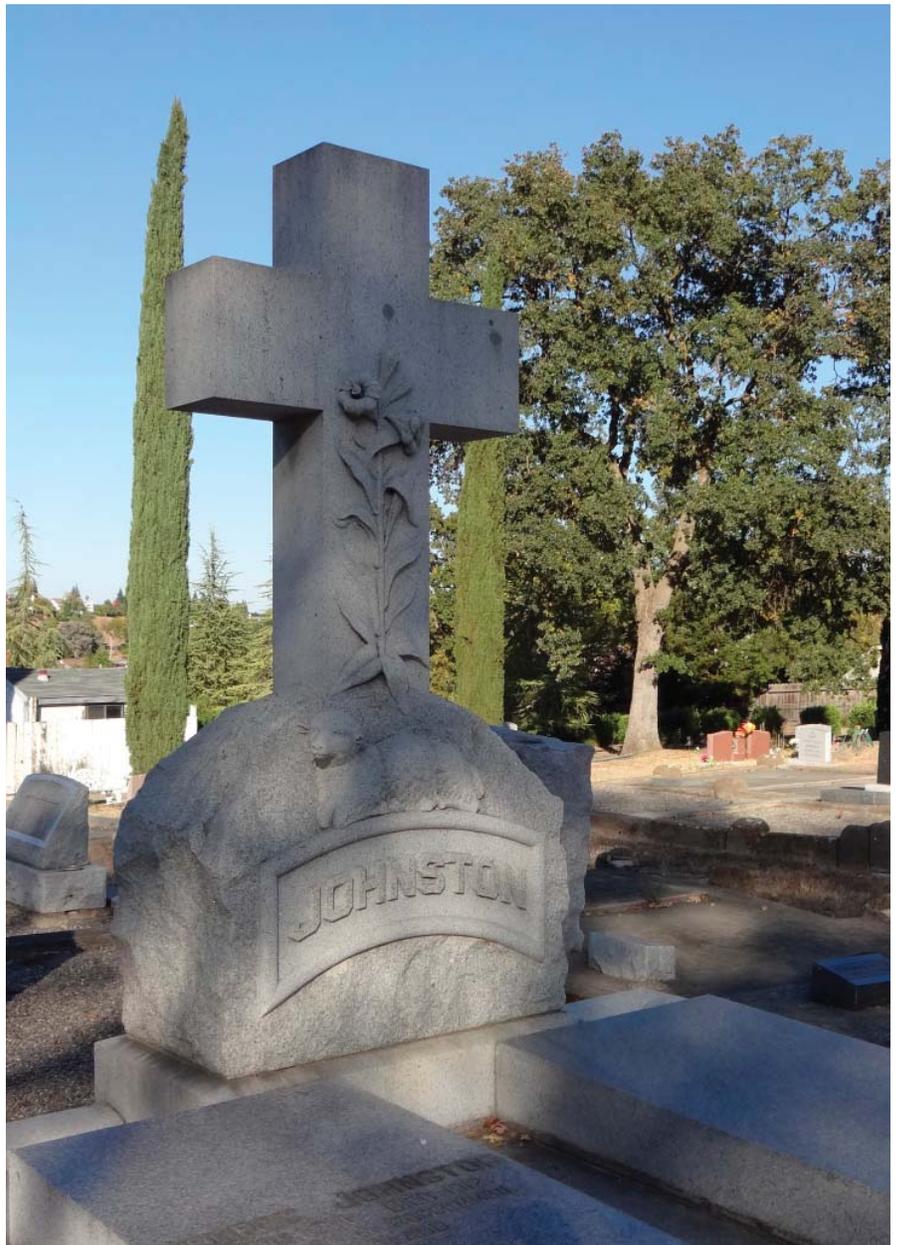
Appendix B - Master Plan Design Concept

Appendix C - Business Plan Framework

Appendix D - Construction Cost Estimate

Appendix E - Maintenance Schedule

Appendix F - Pleasanton Pioneer Cemetery Rules and Regulations





1 VIEW TO THE EAST AND STONE PINE



19 CENTRAL SPINE
10' wide entry drive bisects the historic portion of the cemetery and runs generally east to west



18 SINKING GRAVE COVERS
Decaying caskets are causing grave covers to crack and sink. In some cases this creates tripping hazards and should be repaired or replaced



17 VIEW TO THE NORTH



16 RUBBLE AT THE NE CORNER
A pile of mixed debris at the NE corner should be removed



15 NORTH PROPERTY LINE
The Pioneer Cemetery shares a property line with a Catholic Cemetery to the North. This boundary is marked by a line of mature Italian Cypress and is not fenced



14 FLAG POLE & NODE AT THE TOP OF THE CENTRAL SPINE
The circular planting bed at the top of the Central Spine is an opportunity area



2 CONCRETE ROAD REMNANT
10' x 70' of the central spine is concrete in poor condition



3 ACCENT PLANTING
Highlight cemetery entry at the monument sign with accent planting



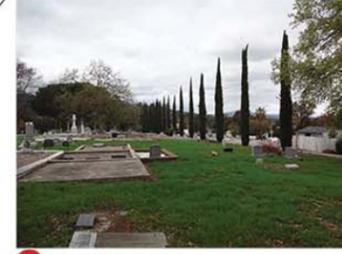
4 ENTRY SIGN HARD TO SEE
The main entry sign is parallel to Sunol Boulevard so hard for drivers to see. The Italian Cypress at either side block the view of the sign



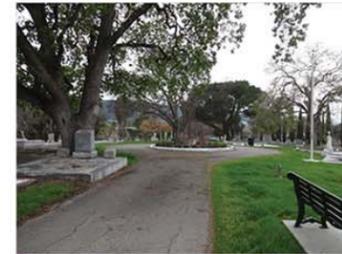
5 VIEW FROM ENTRY ROAD



6 WAYFINDING
Add signage or other marker on Sunol Boulevard to identify the cemetery location



13 VIEW TO THE NORTHWEST



12 MAIN NODE
An 18' diameter curbed planter at the high point of the Central Spine with flowering shrubs and a concrete pedestal at the center



11 SCREENING
Provide trees and shrubs to 6+ feet to screen the fence at the property line at the stable



10 VIEW TO THE NORTH FRAMED BY THE FAMILY MAUSOLEUMS



7 SCREENING
Provide low shrubs or walls to screen the view of the Sunol Creek Memory Care Residence. Maintain the view to the trees on Sunol Boulevard and the hills to the south beyond



8 ROADS AND PARKING
The condition of the roads varies from fair to poor. There are no curbs. Cars drive off the roads to park and sometimes create tire depressions. There are no designated places to park



9 VIEW TO A LARGE VALLEY OAK

LEGEND 27 March 2014

	View		Property Line		IOOF Entry Gate
	Number of Photo		Chain Link Fence		6" Diameter Steel Bollard
	Screening		New Bench & Concrete Pad		Flag Pole
	Plots		Ornamental Iron Fence Along Sunol Blvd.		Existing Tree or Tree Group
	Location of Sunken Grave		Ornamental Iron Plot Fence		

Pioneer Cemetery
Pleasanton, California
5780 Sunol Boulevard
Pleasanton, CA 94566

Appendix A - Plan A
Existing Conditions I

PGA design INC
LANDSCAPE ARCHITECTS

cpra

444 17th Street
Oakland, CA 94612
T 510 465 1284
F 510 465 1256



20 ABANDONED ROAD
Approximately 90 feet of abandoned road provides an opportunity for new burial space



38 CONCRETE ROAD REMNANT
10' x 70' of the central spine is concrete in poor condition



37 PATHWAYS - UNPAVED
Most pathways are unpaved and consist of compacted earth



36 PATHWAYS - PAVED
Around the Family Mausoleums and in a few other locations pathways are paved with concrete. The condition varies. In some places cracked pavement is a tripping hazard



35 CATHOLIC CEMETERY SHED
Catholic Cemetery management plans to paint their existing shed and fence and may replace the fence



34 RULES SIGNAGE
Each entry has a small metal sign on a steel post with the Pioneer Cemetery rules and hours



33 GATE AT NORTHEAST CORNER
Existing gate is in poor condition and typically left open



21 SUNOL BOULEVARD PLANTING
Existing planting is somewhat sparse. Add shrubs to soften the retaining wall around the sewer manhole



22 ORNAMENTAL FENCE ALONG SUNOL
Prep, prime and paint the ornamental iron fence and decorative posts. Repair concrete curb as needed



23 ENTRY DRIVE
Entry drive is very steep. No pedestrian walk. No edging



24 METAL BOLLARDS
6" diameter by 3' high metal bollards painted green with reflective tape



25 VIEW TO THE SOUTHWEST



32 IRRIGATION EQUIPMENT
New irrigation equipment is visually disruptive



31 NEW BENCHES ON PADS
The style and placement of new benches conflicts with the historic character of the site



30 BENCHES
Bench types include precast concrete, metal, ornamental iron, wood, plastic and coated metal in a range of conditions



29 GRAVE DECORATIONS
There is an infinite variety of styles of grave decoration



26 COMPACTION FAILURES
There is evidence of poor soil compaction at a few locations where deep holes exist and present tripping hazards. These should be corrected as soon as possible



27 OVERLAPPING CREMAIN PLOTS
Plots in this area are undersized. Marker installation is somewhat haphazard creating overlapping between plots



28 FAMILY MAUSOLEUMS
The three family mausoleums southeast of the Main Node are a prominent feature in the historic portion of the cemetery

LEGEND 27 March 2014

	View		Property Line		IOOF Entry Gate
	Number of Photo		Chain Link Fence		6" Diameter Steel Bollard
	Screening		New Bench & Concrete Pad		Flag Pole
	Plots		Ornamental Iron Fence Along Sunol Blvd.		Existing Tree or Tree Group
	Location of Sunken Grave		Ornamental Iron Plot Fence		

Pioneer Cemetery
Pleasanton, California
5780 Sunol Boulevard
Pleasanton, CA 94566

Appendix A - Plan B
Existing Conditions 2

PGA design INC

cpra

444 17th Street
Oakland, CA 94612
T 510 465 1284
F 510 465 1256

NOTES:

- Improvements shown on this Master Plan are diagrammatic only.
- Confirm extent of all burials to identify possible locations for proposed paths, path "nodes," and interpretive opportunities.
- Confirm extent of all burials to identify possible locations for proposed Historic Infill Plots.
- Confirm extent of all burials, estate boundaries, and lawn paths to determine extent of proposed Veterans Memorial Area improvements.
- Confirm cemetery history and locations of notable plots, monuments, and other elements to determine those to be interpreted and routes.
- Confirm all needed site repair at existing paths / walks; provide Decomposed Granite paving where needed.
- Refer to the Narrative Report for additional information related to site repair and proposed development on this plan.

LEGEND:

- Committal Tent / Space
- Informational Kiosk
- Cemetery Feature
- Cemetery Sign - New
- Creek
- Existing Tree
- Ornamental Tree
- Shade Tree

CIRCULATION ELEMENTS

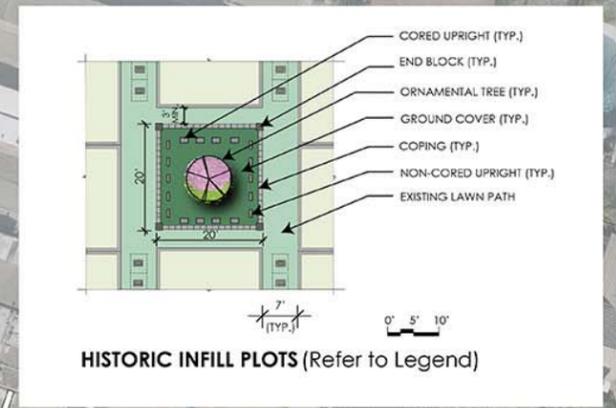
- Entry/Entry Drive
- Proposed Loop Drive
- Lower Parallel Parking
- Upper Accessible Parking
- Upper Parallel Parking/Widened Road
- Round-a-bout / Veteran's Memorial
- Existing Cemetery Road
- Lower Parking - East
- Path (Shown Typical)
- Path "Nodes" / Interpretation Points

GARDEN / INVENTORY ELEMENTS

- Existing Casket Crypts / Plots
- Existing Cremation Plots
- Cremation Garden Entries
- Accessible Garden Walks
- Lawn-Burial Cremation Inventory
- Planting Bed-Based Inventory
- Lower Niche Columbarium Walk
- Upper Niche Columbarium Walk
- New Casket Plots
- Commemorative Garden
- Potter's Field
- Benches (Typ.)
- Historic Infill Plots
- Niche Walls

SITE DEVELOPMENT ELEMENTS

- Site Repair: Soil Amendment / Reseed with Native Grass
- Proposed Native Plants in Dry Creek Area / Proposed Stabilization Planting on Slopes
- Proposed New Trees in Open Areas
- Proposed New Ornamental Plantings Along Frontage
- Proposed New Cemetery Fence
- Remove Existing Gate/Provide New Entry Threshold
- Proposed New Hedgerow at North Property Line



Pioneer Cemetery
 Pleasanton, California
 5780 Sunol Boulevard
 Pleasanton, CA 94566
Appendix B
 Master Plan Design Concept
 September 2014

3457 Ringsby Ct., #305
 Denver, CO 80216
 P 303.683.5917
 F 303.683.5958

444 17th Street
 Oakland, CA 94612
 T 510.465.1284
 F 510.465.1256

Appendix C - Business Plan Framework

Overview

The goal of this component of the Master Plan is to establish the framework for developing a business plan for the Pleasanton Pioneer Cemetery. A more comprehensive plan should be developed once long-term direction has been decided.

This component describes current circumstances including a summary of sales since the City acquired the cemetery. Revenue forecasts and anticipated expenses are presented. Things to consider looking forward are identified – demographics, the need to create an endowment, industry and consumer trends, trends unique to municipal cemeteries and competition. The plan briefly describes administrative tasks that need to be completed and identifies professional services that will be needed to execute the master plan.

Implementation of the master plan can be completed at one time or, depending on available resources, may be phased. The plan identifies components that form logical units of work. These are presented generally in order of cost and complexity. Tasks that are comparatively less costly and require less pre-planning (Administrative and Professional services) are listed first and are followed by components with a higher installation cost and that involve additional planning and design steps (Capital tasks). Generally the first tasks focus primarily on improving the appearance of the cemetery. Some of these tasks could be completed by city staff or contracted out.

These are followed by components that would develop new burial inventory in both the historic area of the cemetery and previously undeveloped areas. Consideration is given to implementing strategies that will enable the cemetery to start generating new revenue in order to fund subsequent work.

These components could be implemented all at one time, in the order presented or if funding were available the last item – installation of the South Hill – Dry Creek Garden could be constructed first.

Construction of the proposed Veteran's Memorial can begin at anytime – whenever the funds for that component have been generated.

The organization of the Business Plan Framework and the Construction Cost Estimate are presented in parallel. So items listed in the Business Plan Framework are listed in the same order in the Construction Cost Estimate. If the master plan implementation is phased some tasks will need to be repeated, for example when constructing the new Sunol Cremation Garden the new burial plots would need to be added to the database of available space for sale, a pricing structure for these new plots would need to be established, and the new plots would be incorporated into the sales program. If the South Hill – Dry Creek Garden were constructed two years later these tasks would need to be repeated.

Current Circumstances

Since assuming ownership of the cemetery in 2007, the City has begun or completed a number of key initiatives, including initial clean-up and beautification; created policies concerning the sale of new spaces; and the development of 404 burial plots in an area referred to in this report as South Hill West. The new plots were installed by Catholic Funeral and Cemetery Services (CFCS), which is charged with selling the plots and with providing ancillary services under a contract with the City of Pleasanton. In 2013, the City Council authorized a Master Plan process and established a Master Plan Oversight Committee (MPOC) to provide input on the planning process.

Summary of Sales:

When the new South Hill West section opened in October 2010, it contained 202 casket plots with pre-placed crypts as well as 202 cremation plots without pre-installed crypts. There was an initial surge in demand due to a moratorium on new sales that

had been in effect since the City acquired the cemetery. As of July 2014 the City has sold 51 casket plots and 84 cremains plots for a total of 135 plots sold. At this date 151 casket and 118 cremains plots remain available for sale.

Additional casket burial plots are available within the historic portion of the cemetery. According to document archives and discussions with Jayne Archer, a representative of CFCS, it is estimated that +/-200 plots could be available for sale if all unused plots were identified through a records search and ground proofing. Most of these unused plots are in the North Hill, North Hill #1 West and South Hill sections.

Forecasting Revenue and Expenses

A brief review of previous expectations and current figures will provide the context for a financial forecast based on sales of the remaining plots in the South Hill West section of the cemetery.

Revenue Expectations

2006 Revenue Projections: Before development of the new South Hill West expansion, a pricing model and sales projections were outlined in a report¹ that concluded: “Based on the above assumptions, plot sales would generate approximately \$26,775 per year for the first 13 years then decrease to about \$15,000 per year for a total of \$365,000 over 20 years. In addition, total perpetual care fees would generate about \$4,000 per year for a total of \$80,000 over 20 years.”

2008 Revenue Projections: After the City’s acquisition of the cemetery but before the South Hill West expansion, a new report² determined that the sale of new plots would not include a perpetual care fee for ongoing maintenance; that City staff consulted with CFCS to determine appropriate fees; and that CFCS would deal directly with customers in charging additional fees for special grave markers and inscriptions. Based on a set of pricing assumptions, the report concluded that “the sale of 200 additional plots, and an equal number of cremation plots, was estimated to generate \$1,950,000 in revenue, excluding any inflationary/price adjustments. This figure also excludes the reduction in the number of plots available for sale to accommodate the proposed new loop road shown in the Master Plan Design Concept shown in Exhibit B.

2010 Revenue Projections: During development of the South Hill West expansion, a five-year agreement³ with CFCS specified pricing and fees for plots, to be adjusted annually, as well as other terms and conditions. Based on these fees it appeared that the City would realize \$1,424,600 in revenue for all 202 casket plots and \$525,400 in revenue for all 202 cremation plots, for a total of \$1,950,000.

Actual Revenue to Date: According to the City Finance Department, total gross revenue through 2013 was \$263,352 for 49 casket plots and \$89,368 for 74 cremation plots. Based on fee structures, these totals suggest that a number of contracts are on a payment plan, with additional revenue of \$85,675 for casket plots and \$105,030 for cremation plots to be realized no later than 24 months from December 31, 2015.

Expense Expectations

2006 Projected Operating Expenses: An early staff report⁴ recommended establishing the maintenance cost for the cemetery at \$25,000 a year. This figure was based on expenses from 2003 to 2005, before acquisition by the City, as well as additional estimated operating costs of \$23,470 for weed control, mowing, irrigation, project management, water, power and miscellaneous maintenance costs.

1 City Council Staff Report, September 5, 2006, prepared by the Administrative Services Department.

2 City Council Agenda Report, December 16, 2008, prepared by Parks and Community Services Department.

3 Cemetery Services Agreement Related to Vaults and Plots Installed in 2010, prepared by City of Pleasanton for Catholic Funeral and Cemetery Services July 27, 2010

4 City Council Staff Report, September 5, 2006, prepared by the Administrative Services Department.

Actual Operating Expenses: According to the City Finance Department, a total of \$290,188 was spent during the first seven years that the City operated the cemetery, through 2013. Due to acquisition and cleanup costs, however, expenses were abnormally high during the first three years (2007–2009), accounting for fully two-thirds of the total amount. Meanwhile, the average annual operating expense for the following four years (2010–2013) was \$23,970, suggesting that the initial target of \$25,000 a year remains valid.

Financial Forecast

As of July 31, 2014 there were 151 casket plots and 118 cremation plots still available. Based on annual sales from 2011 to 2013 (after the initial surge in purchases due to “pent-up” demand), the projected pace of sales is 10 per year for casket plots and 8 per year for cremation plots. The cemetery might therefore look forward to between 15 and 18 years of operation, respectively, for the two burial types. These projections are conservative, however, not having factored in the likely growth in demand over the next 30 years due to a rapidly aging population.

Revenue Projection: Based on inventory at the end July 2014, as noted above, and pricing set in the 2010 agreement with Catholic Funeral and Cemetery Services, the projected revenue for the City is:

\$85,675	Prior casket plot sales still on a payment plan
105,030	Prior cremation plot sales still on a payment plan
1,089,819	Sales of remaining casket plots (153 plots at \$7,123 each)
336,256	Sales of remaining cremation plots (128 plots at \$2,627 each)
\$1,616,780	Projected revenue over the next 18 years

If conditions remain as they are today, and the total projected revenue of \$1,616,780 is realized over the next 18 years, a conservative projection of the average annual revenue would be approximately \$89,821. This revenue would accrue to the existing fund balance of \$387,572 (as of the end of 2013).

Expense Projection: Based on the estimate noted above as well as actual figures, the projected operating expenses are:

\$450,000	Estimated \$25,000 per year over the next 18 years
190,000	Repayment of advance from the City’s Capital Improvement Program Reserve
\$700,000	Projected expenses over the next 18 years

Fund Balance: Revenue and expense projections would have the following effect on the current fund balance:

\$1,616,780	Total projected revenue
less 700,000	Total projected expenses
plus 387,572	Current fund balance (at the end of 2013)
\$1,304,352	Future fund balance (plus earned interest) after 18 years

The projected fund balance of \$1,304,352 at the end of 18 years would provide for ongoing cemetery maintenance for approximately 50 years, based on the annual estimate of \$25,000 in today's dollars. Since this doesn't meet the goal of long-term sustainability outlined in the Master Plan, the next section of the Business Plan addresses the issue of becoming a viable and sustainable enterprise.

Developing the Right-sized Business Plan Approach

Since taking ownership, the City has maintained the cemetery's functionality while making progress in addressing maintenance needs and making improvements. Like other municipal operators, the City is developing business plans and strategies to achieve sustainability as it serves an aging population in a time of budget cuts and other challenges. The following approach balances resources while allowing the City to ease into this new business enterprise by developing the "right-sized" business model. A number of contributing factors will influence the approach.

Vision Statement

During the master planning process the Oversight Committee developed the following vision statement: At the Pleasanton Pioneer Cemetery we seek to preserve its history and create a self-sustaining, park-like setting where creative alternatives for human burial can take place in our community.

The Key drivers described in the Overview above include the expressed desire to "Be in the Business", expand the burial options currently offered, stay competitive, adopt a business strategy that would enable the cemetery to be more self-sustaining and to the extent possible generate revenue for capital improvements. Other considerations include the following.

Endowment:

Although perpetual care maintenance funding has previously been discussed by the City, serious consideration should continue to be given to establishing a self-sustaining model. Operators of other municipal cemeteries are allocating more and more funding to their perpetual-care accounts to mitigate the long-term burden on their general funds.

Demographics:

Several key trends should be studied and monitored closely to determine the impact they will have on future development, allowing the City to better serve Pleasanton families. Some relevant trends are population growth in Pleasanton and the Tri-Valley; aging of the population; median income; and cultural trends.

Industry and Consumer Trends:

Because the industry itself is on the cusp of significant growth and in a position to serve the Boomer generation, it will see significant changes. Continued monitoring of the following trends, among others, will help ensure that the City remains proactive.

-
- **Cremation:** The number of consumers who choose cremation was 38% in 2010 in the U.S. and 56% in California, according to the Cremation Association of North America (CANA).
 - **Cremation “take-homes”:** According to a 1997 CANA study, 35.8% of cremains were returned to the family’s home. Finding ways of connecting with families served over the last 10 to 20 years could lead to a tremendous market opportunity.
 - **Personalization:** Consumers are seeking more personalized memorials and tributes within pastoral settings for their and their family’s final resting place.
 - **Green or Natural Burial:** While lagging behind the U.K., the U.S. sees growing popularity and demand for green or natural burial offerings.
 - **Family Estates:** There appears to be a trend, similar to that of 100 years ago, in which families are selecting more expensive private estates.
 - **Space Re-Use:** This refers to a long-term practice in other markets around the world that involves leasing a burial space for a period of time and placing remains in a family plot after that set time, after which the space is re-used by others. This strategy is already common in a few locations in the U.S., and is expected to become more common in other areas as space becomes limited and additional revenue streams are required to sustain operations.

Trends Specific to Municipal Cemeteries:

To meet the growing needs of an aging population, some municipal operators are expanding their portfolio of properties through acquisition. Other operators, meanwhile, will—like Pleasanton—bear the burden of underfunded private cemetery operators who walk away or go bankrupt. This will be a growing trend around the country as existing operators run out of room and inventory to sell. As a result, municipal operators are seeking more creative ways to better serve their communities and compete with private operators.

Competition:

The City should pay close attention to trends among other local cemeteries, including St. Augustine’s and any new cemeteries that might be developed. Monitoring sales, pricing, endowments and expansion potential could prove valuable in making strategic decisions.

The following sections outline an approach for future cemetery operations. This framework for sustainability is a guide that should remain flexible, dependent on the contributing factors listed above as well as those not yet known or defined. It would be helpful to visit these timelines periodically—perhaps quarterly—to make any needed adjustments in fulfilling the Cemetery’s mission. The remainder of this Business Plan identifies tasks that need to be accomplished. Tasks are grouped into three categories: Administrative Tasks, Additional Professional Services Tasks, and Inventory Development Phasing.

Administrative Tasks

The following administrative tasks will require an initial effort to set up and then on-going maintenance or administration of practices and oversight.

Oversight:

The City should consider appointing part time staff personnel to provide ongoing monitoring of the contract with the

cemetery operator as well as other related business operations. To improve day-to-day oversight of the cemetery itself, consideration should also be given to developing a strategy for staffing the business, with cross-training of others as well as ongoing industry training for key cemetery staff.

Contract Review:

The City should review the current contract for the cemetery operator and clarify a number of issues regarding maintenance of equipment, insurance requirements, record keeping, fees and other contractual matters. Consideration should also be given to extending their contract (after the term ends in July 2015) or evaluating other options for contracting out these or a portion of these services.

Financial oversight:

The City should establish budgets, continually monitoring and providing financial oversight of the business as it continues to grow.

Grave Mapping:

A joint effort by the City and CFCS should be implemented to consolidate all records, clearly define the pre-need burden⁵, and develop an accurate database of burials with digitized data of the existing and future burial records. Create a database and burial plot plan that shows which plots are occupied and the names and other information about who is buried in each plot. This data could form the nucleus of a historic walking tour of the site. Documenting available plots will allow the City to release many of the +/-200 casket burial plots currently off-sale and thereby realize the income from those spaces. Former cemetery manager Bob Barnes could prove to be a helpful source of information. Given his age his input should be sought soon.

Sales Tracking and Mapping Software:

As the enterprise grows, and as records and maps are consolidated, consideration should be given to implementing a more efficient and user-friendly integrated software system that better tracks sales.

Upgrade Grave Pinning System:

Lot markers installed in the new South Hill West section consist of thin pieces of concrete placed on grade. Some have migrated since their installation and could easily be removed, making grave verification difficult over time. Following confirmation of these crypt locations, consideration should be given to installing new lot pins and embedding them securely.

Legal:

Continuing to review local and state statutes concerning the business enterprise will ensure that all statutes are adhered to. The City should continually monitor and provide legal oversight of this business as it continues to grow.

Public Oversight Committee:

A Public Oversight Committee should be created to review, monitor and regularly update matters associated with Pleasanton Pioneer Cemetery. The committee would report to the Parks and Recreation Commission and be responsible for overseeing the implementation of the cemetery master plan and the cemetery's ongoing operation and maintenance.

Maintenance Contract:

Cemetery maintenance is unique and presents various challenges. Consideration should be given to ongoing and annual review of maintenance contracts to ensure they are competitive and that they comply with the standard of care set by the City. Damage from mowers and trimmers can occur frequently if not monitored closely. Training and ongoing oversight by City staff should continue to mitigate any potential damage.

⁵ Pre-need burden are the burial plots that have already been sold and paid for or partially paid for but have not yet been used

Monitor Pricing:

Develop systems to monitor pricing based on contributing factors such as supply and demand, competition, cost of goods, inflation, et cetera.

Develop Sales and Marketing Program:

Once the City has determined the level of growth desired for the business, consideration should be given to developing a sales program along with the tools to support it, to further raise community awareness and understanding of the services and inventory options available at the cemetery.

Dedicated Office:

As the business continues to grow, the City may need to give consideration to defining a dedicated office where city or contracted staff can meet with families, further controlling and enhancing the consumer experience.

Updating Rules and Regulations:

As the Master Plan is implemented and new offerings are available, consideration should be given to providing updates to the cemetery's rules and regulations.

Website:

Develop a more comprehensive website with specific information related to the cemetery, including historic and burial information, maps, etc. and update the information regularly to meet the needs of the community.

Ongoing Master Plan Update:

Consider developing a strategy and schedule for updating this document, to ensure that it stays current with the community's needs and the City's goals.

Create a Friends Group:

Friends groups can provide an excellent forum for grassroots awareness of the beauty and resources of the cemetery, while offering a platform for donations. Consider studying other groups in Pleasanton or elsewhere in the state and country to determine best practices for creating and organizing this group.

Adopt a Grave:

Given the renovation still needed in older sections of the cemetery, consideration should be given to developing an "Adopt a Grave" program that seeks support from the community (among businesses as well as families). A priority list of graves that need attention could be developed, with designs, specifications and costs for improvement. Community work days could then be organized, and/or donations collected for improving these graves.

Sister Property:

Because the City finds itself in a new role as cemetery operator, consideration might be given to finding a "sister" organization that could serve as both a model and mentor in understanding all aspects of the business.

Join Industry Associations:

The industry is constantly adapting to better position itself to meet changing customer demands. Consideration might be given to appointing someone from the City or the Public Oversight Committee to join various associations and attend meetings and events. Several of these associations provide members with trade journals that offer excellent resources and information.

Conventions:

A number of local and national conventions are focused on this industry. Consideration should be given to attending these conventions to learn about new products and services.

Networking Channels:

Identify networking channels in and around the community that can be used to publicize cemetery happenings.

Vendor Relationships:

If the City chooses to take on more responsibility—like offering additional products and services—consideration should be given to developing vendor relationships for cemetery-related products and equipment such as lot pins, software, urn vaults, memorials, tents, chairs, lowering devices, et cetera.

Professional Services

Under separate contract, the City should solicit proposals for professional services to complete the following supplementary investigations and research - consultants should develop recommendations for each item.

Geotechnical Testing:

Retain the services of a geotechnical and/or testing laboratory to collect soil samples throughout the cemetery and particularly on the South Hill West slope, and solicit recommendations for compaction as well as possible soil removal and replacement with the goal of stabilizing soils to prevent erosion and uneven settlement.

South Hill West Crypt Installation:

Retain a civil engineering company to prepare as-built record drawings to document the installation of the new casket and remains burials on the South Hill West section.

South Hill West Crypt Drainage:

Investigate site drainage and develop recommendations for corrective measures as needed.

Design Guidelines:

Create design guidelines for repairing and replacing historic features and for proposed improvements.

Develop Grass and Groundcover Recommendations:

Research alternative grass mixes to develop a seeding recipe that will thrive in existing conditions without irrigation. Soils testing and collaboration with a turf seed producer will result in more appealing grasses that maintain an acceptable appearance throughout the year. Particular attention should be paid to the South Hill West section, where previously applied seeding has not established well.

Utilities:

As the City solicits bids from planning firms to design and prepare contract documents for new burial spaces in the Sunol Cremation Garden and South Hill West Dry Creek Area, part of the scope of that work should include addressing water supply demand, irrigation design, electrical needs and stormwater as well as site drainage problems.

Identify Expansion Site:

At some point in the future Pleasanton Pioneer Cemetery will be at capacity. Before that occurs the city may want to contract with a firm to identify a new property suitable for future burials in Pleasanton. This land could be contiguous with Pioneer Cemetery or it might be at another location within the city. The city may consider approaching adjacent landowners to acquire additional land for expansion.

Inventory Development

The following section describes a plan for making additional improvements at the cemetery and for adding new burial space as shown on Exhibit B - Master Plan Concept Drawing. The tasks to be completed are divided into four sections. The tasks described in each section could be done at one time or could be broken into multiple sub-sections and implemented as needed to meet demand.

Immediate Site-Related Needs

Site Cleanup and Beautification Tasks: During this master planning process a number of additional improvement items have been identified that will need to be addressed prior to moving forward with any inventory development. In addition, there are also several short-term clean-up and beautification projects that have been identified in this report that should be addressed immediately.

- Prune and remove any dead wood or limbs from trees that pose health, safety and welfare risks to visitors or to existing improvements.
- Remove overgrown and poorly formed plants, including, the quince planted too close to graves near the east property line, the almond tree (No. 75) and shrub above contour 382 that have grown together, and remaining messy shrubs at the southeast corner of the site.
- Lightly prune the oleander shrub at the cemetery entry to six to eight feet in height. Continue to prune the hedge behind the ornamental iron fence along Sunol Boulevard.
- Trim and clean up litter from the blue gum trees along the south property line.
- Remove the large stump near tree No. 26.
- Augment the planting along Sunol Boulevard to infill bare spots and add color. Select species that will not grow so tall that they would hide the decorative ornamental iron fence at the top of the slope. Clean up soil that has built up onto the ornamental iron fence and the fence foundation. Remove the wood members at the sign and add planting to hide the sign foundation. New plantings will be species well adapted to the site and known to be drought tolerant and relatively low maintenance.
- Evaluate the condition of existing roadways and develop a plan to replace and/or upgrade the surface and edging treatment in the cemetery. In addition, due to the narrow width of the road east of the round-a-bout, larger vehicles tend to drive over burial spaces when turning to or from the north/south drive on the east end of the property. A few monuments are also fairly close to the road in this section and appear to have been damaged. Consideration should be given to improving this section of road for vehicle traffic, providing protection for the burial spaces and respective memorials.
- Install the new pedestrian paths shown on the Master Plan Design Concept.
- Implement signage as defined in the master plan to more clearly direct visitors to and through the Cemetery. Install an informational kiosk at a prominent location near the entry. Interpretive signage can also be implemented, following a clear definition of the information to be displayed. Install directional signs along Sunol Boulevard and a new two-sided sign in the

center median near the main entry.

- A number of park-style wooden and metal-frame benches in the cemetery haven't weathered well. Consideration should be given to removing and disposing of these benches off-site, and possibly replacing them with new benches.
- Continue to remove and replace the badly sunken concrete grave covers by removing broken concrete covers, backfilling with soil and topdressing with gravel.
- When installing new gravel over graves or when replacing or augmenting existing gravel, strive for uniformity and a natural appearance using 3/8" gold rock
- Implement the proposed Pleasanton Pioneer Cemetery Rules and Regulations.
- Discuss with St. Augustine Cemetery the removal or replacement of the gate between Pioneer and St. Augustine cemeteries.

Veteran's Memorial: Work with the community Veterans group to implement the proposed memorial as well as niches and a possible area for inurnment.

Secondary Site Related Needs

The following are secondary improvements that should be accomplished after the methodology has been determined.

- Tipping Headstones and Other Hazards: A number of headstones and memorial coping pieces could tip if provoked, posing significant risk to visitors. Consideration should be given to identifying and remedying these potential hazards.
- Repair or remove and replace badly damaged estate copings. Take care to match material color and finish.
- Remove and replace, or just remove, damaged concrete paving wherever a tripping hazard exists per City standards.
- Repair areas of damaged stone pavers around the family mausoleums with matching materials.
- Continue to implement recommended tree maintenance that was not addressed in Phase 1. Develop a plan for replacing trees that will eventually fail or die. New and replacement trees should be planted over an extended period of years. Plan ahead by planting new trees well before established, ailing trees are likely to fail.
- When adding new headstones, monuments, estate coping or other improvements within the historic portion of the cemetery use materials with color and finishes similar to the historic materials used at Pleasanton Pioneer Cemetery. Do not use wood, composite wood, plastic, metal, colored concrete or precast concrete modular edging pieces.
- Prime and paint the historic ornamental iron fence at Sunol Boulevard.
- Replace some of the "lawn" paths in the historic portion of the cemetery to improve site access and to help define how the cemetery is laid out.

-
- Consider adding small signs with the historic section names, e.g. Upper Care Section, Hilltop Front and Back, etc. as an additional interpretive and way-finding element.
 - Consider adding headstones or other markers for historic graves lacking headstones such as for Peck, the first burial and at the Potters Field.
 - Assess the need for a new irrigation system in the historic and South Hill West portion of the cemetery. Work with city staff to determine what type of irrigation is desired for the various sections of the cemetery. As part of this work develop an approach to reducing the visibility of the irrigation equipment, e.g. hoses and valve boxes, so that it is less intrusive visually and yet accessible and easy to use by visitors and maintenance personnel.
 - Remove and re-install headstones so that all headstones in a row are aligned along the top edge.
 - Develop design criteria for future site improvements that include recommendations from a conservator for repairing graves and monuments and for site furnishings.
 - Conduct a review to determine what level of environmental review may be needed to comply with the California Environmental Quality Act. (CEQA).

Historic Infill Blocks

Infill in Historic Section with Small Cremation Garden Blocks: These blocks to be phased in based on sales pace and trends. Note that these are the areas referred to as “Historic Infill Plots” on the Master Plan Design Concept. Each plot will be surrounded by a path and will have a double row of cremains markers. The center of the bed will be planted with a tree and/or drought tolerant shrubs.

Sunol Cremation Garden

Section three involves designing, developing the contract documents and building the Sunol Cremation Garden. This work can be broken into two or three sub-phases and be built in response to need. The Sunol Cremation Garden will include new accessible paths, new cremation burial plots, a wall with niches parallel to Sunol Boulevard, a committal space, benches and drought tolerant trees and shrubs that comply with the city’s goals for sustainability. Details of types and numbers of cremation burial options are shown in the construction cost estimate - see Exhibit D.

South Hill - Dry Creek Garden

Section four involves designing, developing the contract documents and building the South Hill - Dry Creek Garden. This section can be broken into two or three sub-phases and be built in response to need. As part of this work the new casket plots shown on the master plan would be developed. The South Hill Cremation Garden will include new accessible paths, new cremation burial plots, retaining walls with niches that follow the topography, a committal space, benches, an interpretive feature at the Old Potter’s Field, an information kiosk and drought tolerant trees and shrubs that comply with the city’s goals for sustainability. The development of this sections will include improvements to the slope above the dry creek bed with drought tolerant trees and shrubs. Details of types and numbers of cremation burial options are shown in the construction cost estimate - see Exhibit D.

Financial Forecast With the New Inventory Development

Implementation of all of the recommendations depicted in the Master Plan Design Concept would realize approximately 7,109 new cremains burial plots and 625 new and historic casket plots. These would be developed throughout the cemetery in these locations^A:

Sunol Cremation Garden:	2,808 cremains plots
South Hill – Dry Creek Garden:	3,677 cremains plots
8 Historic Infill Blocks:	624 cremains plots
Historic Area:	375 casket plots
Undeveloped Areas:	250 casket plots

A new pricing structure should be developed to reflect the increased desirability of the Pleasanton Pioneer Cemetery once the improvements have been implemented. The pricing structure should include all of the costs associated with burials. Typically these include purchasing the plot and right of interment, opening and closing costs, the cost of a vault or cremains niche space, the cost to install a grave marker and a contribution towards perpetual care.

Pricing varies tremendously. A current rate sheet from Mountain View Cemetery in Oakland shows their prices for a cremains plot is in the range of \$1,800 to \$16,000 for sites with views of the bay. The range for casket burial starts at \$4,580 and can be as high as \$42,000.

According to FuneralSite.com “the National Funeral Directors Association states that the average cost of a “regular adult funeral” (funeral with embalming, viewing and a metal casket) is now \$7,323. This sum is based on data from 2006 and does not include the cemetery plot, grave marker, flowers or obituary notices that are typically part of this type of funeral. With those added expenses and inflation the “regular adult funeral” is more realistically around at least \$9,000. The least expensive direct cremation we’ve found is \$540 offered by a crematory in Los Angeles, California. Prices for identical products and services can vary tremendously depending on whose selling the product and geographic location.”

FuneralSite.com provides a chart showing price ranges for low, medium and high costs for typical funeral costs. Extracting the costs associated only with burial provides the following ranges:

Low Cost :	\$2,100 – \$3,100
Medium cost:	\$3,000 - \$15,000
High cost:	\$5,400 – 32,100

A These totals assume that 75% of all plots will be sold and that approximately 25% will be unsold because buyers will prefer a single plot.

At Pleasanton Pioneer Cemetery the Master Plan Design Concept proposes to introduce a variety of cremation burial options from simple to elaborate. The location within the cemetery will also impact pricing. Establishing the pricing structure is one of the recommendations called for in the master plan. To forecast potential revenue the master plan assumes that 25% of plots should be priced in the low range, 60% in the medium range and 15% in the high range. The master plan uses these percentages to determine an order-of-magnitude of revenue that can be estimated.

The master plan used these percentages to estimate potential revenue from the sale of the 7,109 cremains plots and made assumptions about potential pricing for low, medium and high priced plots. For the cremains plots:

For the 7,109 cremains plots:	
25% low priced – 1,778 plots at \$1,800 =	\$3,200,400
60% medium priced – 4,265 plots at \$4,000 =	\$17,060,000
15% high priced – 1,066 plots at \$8,000 =	\$8,528,000
Total revenue for cremains plots =	\$28,788,400

For the 625 casket plots:	
25% low priced – 156 plots at \$5,000 =	\$780,000
60% medium priced – 375 plots at \$9,000 =	\$3,375,000
15% high priced – 94 plots at \$19,000 =	\$1,786,000
Total revenue for casket plots =	\$5,941,000

These figures include endowment revenue. Separating out the endowment revenue the plan assumed an average of \$300 for every cremains plot and \$620 for each casket plot^B. These amounts would generate \$2,132,700 from the cremains plots and \$387,500 for the casket plots totaling \$2,520,000. Multiplying this total by 5% - 8% return on investment generates annual income in the range of \$126,010 and \$201,600. Assuming the principal is kept intact these funds would be available for long-term maintenance of the cemetery once all of the plots have been sold^C.

B Estimated endowment fees are based on current endowment fees at Mountain View Cemetery in Oakland.

C After a construction timeline is known and the new pricing structure is established the Business Plan should be updated to project the revenue stream from sales over time.

Appendix D - Construction Cost Estimate

The following pages present a Construction Cost Estimate to implement the improvements described in the Business Plan Framework. Tasks are listed in the same order as presented in the Business Plan Framework. Subtotals are given for each section and a grand total is on the last page of the estimate.

Exhibit D - Construction Cost Estimate

Administrative Tasks	Qty	Unit	Unit Cost	Total Cost
Grave Mapping (excluding South Hill West which included below)	1	LS	65,000	65,000
Purchase Sales Tracking and Mapping database and implement	1	LS	35,000	35,000
Upgrade Grave Pinning System	1	LS	5,000	5,000
Legal Services including reviewing some of the tasks listed below as part of the Part Time Position. <i>This is a recurring cost.</i>	1	LS	15,000	15,000
Review the Cemetary Operator Contract	1	LS	-	-
Cemetary Oversight Part Time Position (annually) This person would do the tasks listed below. <i>These is a recurring cost.</i>	1	LS	40,000	40,000
Create a Friends Group	1	LS	-	-
Establish an Adopt a Grave Program	1	LS	-	-
Establish a Sister Property Relationship	1	LS	-	-
Attend Joint Industry Association Meetings (annually)	1	LS	3,000	3,000
Attend Cemetary Conventions (annually)	1	LS	5,000	5,000
Review the Cemetary Maintenance Contract (annually)	1	LS	-	-
Monitor Pricing	1	LS	-	-
Provide Financial Oversight	1	LS	-	-
Identify Networking Channels	1	LS	-	-
Develop Vendor Relationships	1	LS	-	-
Establish a Dedicated Office as needed	1	LS	-	-
Update the Cemetary Rules and Regulations	1	LS	-	-
Develop A Sales & Marketing Program	1	LS	20,000	20,000
Update the Master Plan. <i>This is a recurring cost.</i>	1	LS	15,000	15,000
Professional Services	Qty	Unit	Admin Sub Total	203,000
Geotechnical Testing	1	LS	18,000	18,000
Prepare South Hill West Crypt Installation As-builts	1	LS	5,000	5,000
Develop Recommendations for Drainage Improvements at South Hill West	1	LS	20,000	20,000
Develop Recommendations for Improving the Soil and Groundcover for the Entire Cemetary	1	LS	35,000	35,000
Assess and Develop Recommendations for New Utilities <i>(fees for this item are included below)</i>	1	LS	-	-
Provide new PG&E Box	1	LS	15,000	15,000
Develop design criteria for future site improvement	1	LS	25,000	25,000
Survey of environmental review requirements	1	LS	2,500	2,500

Design and Prepare Contract Documents to Implement the Recommendations in the Master Plan Design Concept (fees for this item are included below)						1	LS	-	-
Identify a Site for Future Expansion						1	LS	-	-
Inventory Development								Prof Services Sub Total	120,500
Immediate Site-Related Needs									
				Qty	Unit	Unit Cost	Total Cost		
Complete Miscellaneous Site Clean Up and Beautification Tasks						1	LS	5,000	5,000
Augment plantings along Sunol Boulevard						1	LS	5,000	5,000
Roadway upgrade & resurfacing						1	LS	165,000	165,000
Add New Pedestrian Paths in the historic portion of the cemetery						1	LS	20,000	20,000
Implement wayfinding signage, informational kiosk & smart phone app with site tours						1	LS	50,000	50,000
Remove & Replace hazardous benches						1	LS	15,000	15,000
Remove & replace sunken grave covers						1	LS	15,000	15,000
Remove existing gate to the Catholic Cemetery						1	LS	5,000	5,000
Implement the Veterans Memorial - <i>See Note at end of cost estimate</i>						1	LS	61,500	61,500
Secondary Site-Related Needs								Section 1 Total	341,500
				Qty	Unit	Unit Cost	Total Cost		
Repair or remove & replace estate copings						1	LS	40,000	40,000
Remove or remove & replace concrete paving tripping hazards						1	LS	20,000	20,000
Repair stone pavers at family mausoleums						1	LS	5,000	5,000
Prime & paint historic Sunol Boulevard fence. <i>This is a recurring cost.</i>						1	LS	10,000	10,000
Add historic signage that identify historic sub-areas in the cemetery						1	LS	10,000	10,000
Improve existing irrigation system in the historic portion of the cemetery and in South Hill West section						1	LS	25,000	25,000
Headstone realignment/ remove & re-install						1	LS	35,000	35,000
Develop design criteria for future site improvement (fees included with Professional Services above)						1	LS	-	-
Assess+G49 environmental review requirements (fees included with Professional Services above)						1	LS	-	-
Infill in Historic Section with Small Cremation Garden Blocks- 8								Sub Total	145,000
				Qty	Unit	Unit Cost	Total Cost		
Business Related									
Integrate new plots into database						1	LS	4,000	4,000

Develop pricing structure	1	LS	-	-
Planning and Design	1	LS	25,000	25,000
Integrate new plots into sales program	1	LS	5,000	5,000
Site Related				
Misc. site repair/bed prep. (8 areas)	8	EA	500	4,000
Coping Stone (8 areas of 32 blocks)	256	EA	150	38,400
End Blocks (8 areas of 4 blocks)	32	EA	200	6,400
Cored upright markers (8 areas of 8 uprights)	64	EA	1,500	96,000
Non-cored upright markers (8 areas of 8 uprights)	64	EA	700	44,800
Irrigation modifications (8 areas)	8	EA	1,000	8,000
Soil preparation: Mulch & groundcover plantings (8 areas)	8	EA	1,000	8,000
Ornamental trees (8 areas)	8	EA	450	3,600
			Sub Total	243,200
Infill in Historic Section with Casket Plots				
Business Related				
Integrate new plots into database	1	LS	4,000	4,000
Develop pricing structure	1	LS	-	-
Integrate new plots into sales program	1	LS	5,000	5,000
Site Related				
Misc. site repair (est. 200 plots)	200	EA	100	20,000
Lot pin supply and installation (est. 200 plots)	200	EA	20	4,000
			Sub Total	33,000
			Section 2 Total	421,200
Sunol Cremation Garden				
Business Related				
Integrate new plots into database	1	LS	10,000	10,000
Develop pricing structure	1	LS	-	-
Planning and Design	1	LS	50,000	50,000
Integrate new plots into sales program	1	LS	10,000	10,000
Site Related				
Limited survey confirmation for this area	1	LS	2,500	2,500
Geotechnical evaluation (fees included under Professional Services)	1	LS	-	-
Misc. site prep. Erosion control and possible irrigation relocation	1	LS	5,000	5,000
Site Grading	1	LS	10,000	10,000
Site Drainage	1	LS	5,000	5,000
Pedestrian paving - 6" concrete	10,000	SF	7	70,000

Concrete retaining walls/railing		40	LF	120	4,800
Steps		8	EA	2,500	20,000
Handrails		242	LF	100	24,200
Coping Stones		350	EA	150	52,500
End Blocks		60	EA	200	12,000
Non-coped upright markers		28	EA	700	19,600
Cored upright markers		60	EA	1,500	90,000
Niche cabinets in 6' wall - Small/Base/Finish		400	EA	500	200,000
Niche cabinets in 6' wall - Medium/Base/Finish		600	EA	600	360,000
Niche cabinets in 6' wall - Large/Base/Finish		100	EA	750	75,000
Niche cabinets in 4' wall - Small/Base/Finish		100	EA	500	50,000
Niche cabinets in 4' wall - Medium/Base/Finish		160	EA	600	96,000
Memorial Benches		9	EA	2,000	18,000
Cremation Benches		14	EA	5,000	70,000
Committal Site Improvements		1	EA	20,000	20,000
Ornamental Trees		14	EA	450	6,300
Shrubs		120	EA	75	9,000
Soil prep. Mulch & groundcover plantings		1770	SF	10	17,700
Irrigation improvements		1	LS	20,000	20,000
Garden signage		1	LS	2,500	2,500
				Section 3 Total	1,330,100
South Hill - Dry Creek Garden					
Major Expansion: New Cremation Garden					
Business Related		Qty	Unit	Unit Cost	Total Cost
Integrate new plots into database		1	LS	10,000	10,000
Develop pricing structure		1	LS	-	-
Integrate new plots into sales program		1	LS	10,000	10,000
Site Related					
Limited survey confirmation for this area		1	LS	2,500	2,500
Geotechnical evaluation (included under Professional services above)		1	LS	-	-
Planning and design		1	LS	75,000	75,000
Site prep. Erosion control and possible irrigation relocation		1	LS	8,000	8,000
Clearing and grading		1	LS	30,000	30,000
Site drainage		1	LS	15,000	15,000
Pedestrian Paving - 6" concrete		9200	SF	7	64,400

Pedestrian Paving - decomposed granite	3600	SF	5	16,200
Steps 6' wide	8	EA	3,000	24,000
Railings	1	LS	12,000	12,000
Coping Stones	310	EA	150	46,500
End Blocks	28	EA	200	5,600
Cored upright markers	182	EA	1,500	273,000
Memorial Benches	5	EA	2,000	10,000
Cremation Benches	5	EA	5,000	25,000
West Wall - Niches (Lower)	320	EA	600	192,000
West Wall - Retaining	30	LF	150	4,500
West Wall - Ornamental Metal Fence	50	LF	25	1,250
Center Wall - Niches (Upper - 3 high)	360	EA	600	216,000
Center Wall - Niches (Lower - 4 high)	480	EA	600	288,000
Center Wall - Retaining	20	LF	150	3,000
Center Wall - Ornamental metal fence	50	LF	25	1,250
East Wall - Niches (Upper - 3 high)	180	EA	600	108,000
East Wall - Niches (Lower - 4 high)	320	EA	600	192,000
East Wall - Retaining	40	LF	150	6,000
East Wall - Ornamental metal fence	50	LF	25	1,250
Cenotaph Panel Spaces (est. - located on lower retaining walls)	400	EA	20	8,000
Cenotaph Pavers	400	EA	30	12,000
Ossuary	1	LS	5,000	5,000
Canopy Trees	10	EA	550	5,500
Committal Space Improvements	1	EA	25,000	25,000
Ornamental Trees	47	EA	450	21,150
Shrubs	200	EA	75	15,000
Soil prep. mulch & groundcover plantings	6000	SF	10	60,000
Lawn Area, Sod with drought tolerant seed mixutre	2500	SF	2	5,000
Garden Signage	1	LS	5,000	5,000
Site Lighting (minimal security)	1	LS	15,000	15,000
			Total	1,817,100
New Casket and Cremation Plots	Qty	Unit	Unit Cost	Total Cost
Business Related				
Integrate new plots into database	1	LS	4,000	4,000
Develop pricing structure	1	LS	-	-
Integrate new plots into sales program	1	LS	4,000	4,000

Site Related			
Limited survey confirmation for this area	1	LS	2,500
Geotechnical evaluation (fees included under Professional Services)	1	LS	-
Planning and design	1	LS	35,000
Mobilization	1	LS	25,000
Miscellaneous site preparation, erosion control and possible irrigation relocation	1	LS	10,000
Supply and Install double-depth lawn crypts	167	EA	141,950
Reinstall irrigation	1	LS	5,000
Sod all burial Areas with drought tolerant seed mixture	4200	SF	8,400
Lot pin supply and installation (est. 167 plots)	167	EA	3,340
		Total	239,190
		Section 4 Total	2,056,290
		Grand Total	4,472,590

Totals	
Administrative Tasks	203,000
Professional Services	120,500
Section 1 Total	341,500
Section 2 Total	421,200
Section 3 Total	1,330,100
Section 4 Total	2,056,290
Grand Total	4,472,590

Notes: Items listed are one time costs except as noted below.
This spreadsheet and the grand total includes \$63,000 of recurring cost items which include:
Legal fees, the cost of filling a part time position to oversee matters associated with the
cemetery, reviewing and updating the master plan and painting the ornamental iron fence on
Sunol Boulevard.

Funds to develop the Veterans Memorial at the Flag Circle to be raised by community
members. The estimated cost of this item was provided by the project advocates.

Appendix E - Maintenance Schedule

The following table indicates the minimum frequency of work to be performed for each specific type of work.

FREQUENCY: W – Weekly, M – Monthly, Q – Quarterly, TY – Twice Yearly, Y – Yearly, EX – Extra Work

ANNUAL SCHEDULE: The Contractor shall provide the City with an annual schedule which generally conforms with the following:

A.	<u>TURF AREAS</u>	<u>FREQUENCY</u>
	1. Soil analysis	EX
	2. Leaf, Litter & Trash Removal	W
	3. Weed Control	M
	4. Irrigation Scheduling	8 times yearly
	5. Irrigation Repair Check	Q
	6. Fertilize	Q
	7. Mow	W during growing season
	8. Edge	M
	9. Aerify and Topdress	EX
	10. Verticut and Rake	EX
B.	<u>GROUND COVERS AND VINES</u>	<u>FREQUENCY</u>
	1. Leaf, Litter & Trash Removal	W
	2. Weed Control	W
	3. Irrigation Scheduling	8 times yearly
	4. Irrigation Repair Check	Q
	5. Fertilize	TY (Spring & Fall)
	6. Pre-emergent herbicide	As Needed
	7. Pest/Disease Control	As Needed
	8. Pruning/Edging	As Needed (No less than every 3 mos.)
	9. Aerify (Ground cover under 6")	EX
	10. Mow (Cut to a uniform height)	EX
C.	<u>SHRUBS AND TREES</u>	<u>FREQUENCY</u>
	1. Leaf, Litter & Trash Removal	W
	2. Weed Control	W
	3. Irrigation Scheduling	8 times yearly
	4. Irrigation Repair Check	Q
	5. Fertilize	TY (Spring & Fall)
	6. Pest/Disease Control	As Needed
	7. Pruning/Structural, <15' height	As Needed (No less than every 6 mos.)
	8. Staking/Removal/Rebracing	As Needed
	9. Replacement of Mulch	Yearly
	10. Shear hedges	Q
	11. Deep root water Trees	2x per year
	12. Remove unofficial Trees	M

D.	<u>NON-VEGETATED AREAS</u>	<u>FREQUENCY</u>
	1. Leaf, Litter & Trash Removal	W
	2. Weed Control	W
	3. Refurbishment of Bark	Q
	4. Graffiti Removal	EX
	5. Pre-emergent herbicide	Y
E.	<u>PAVED AREAS</u>	<u>FREQUENCY</u>
	1. Leaf, Litter & Trash Removal	W
	2. Weed Control	W
	3. Graffiti Removal	EX
	4. Check & Repair DG Paths	2x per year
	5. Eroded soil at sidewalk clean	M
F.	<u>SITE CONSIDERATIONS</u>	<u>FREQUENCY</u>
	1. Site Inspections	M
	2. Fire Control	EX - Per City Requirements
	3. Clean Drainage features	4 times per year or as directed ⁶
	4. Gopher & Squirrel Treatment	M
	5. Remove unofficial site furnishings	M
	6. Paint iron fence at Sunol Blvd.	EX
G.	<u>GRAVES, COPING & HEADSTONES</u>	<u>FREQUENCY</u>
	1. Remove spent flowers	M
	2. Remove hazardous décor	M
	3. Topdress graves w/ gravel	EX
	4. Graffiti removal	M
	5. Repair damaged coping & headstones	EX

⁶ Clean drainage inlets and other drainage features once in February, once between October 15 and 30, once between November 15 and 30, and once between December 15 and 31

Appendix F - Proposed Pioneer Cemetery Rules and Regulations

The Pioneer Cemetery, a non-sectarian, limited endowment care cemetery, is owned and operated by the City of Pleasanton. The following rules and regulations shall apply to the maintenance and operation of the Pioneer Cemetery.

Section 1. ADMINISTRATION

1.1 The Community Services Department and Parks Division shall operate and maintain the Pioneer Cemetery. Daily operation of the Pioneer Cemetery shall be under the direction of the Department. The Department is empowered to enforce all Cemetery rules and regulations, and to exclude from Cemetery property any person violating the same. The Department or their designated representative shall be in charge of the Cemetery grounds and buildings and at all times shall have supervision and control of all persons in the Cemetery, including the conduct of funerals, traffic, employees, plot owners and visitors.

1.2 The Cemetery grounds shall be open daily between the hours of 8 :00 a.m. and 5:30 p.m. Admission to Cemetery grounds shall be strictly limited to only those persons on said grounds for Cemetery purposes.

1.3 Office hours for the conduct of Cemetery business shall be by appointment only at the Department of Community Services on Monday through Friday between 8:30 a.m. and 5:00 p.m.

Section 2. SALES OF FACILITIES, SUPPLIES AND SERVICES

2.1 By resolution, the City Council shall establish a price list for the sale of facilities, supplies and services, which shall be provided by the Cemetery. This price list shall be available upon request by any interested individual.

2.2 The Cemetery shall supply concrete grave liners for the lawn section only at rates established by City Council Resolution. For all other sections, the party requesting burial service shall be responsible for providing a City approved plastic liner.

2.3 A statement shall be prepared in duplicate at the time of purchase of any grave lot, crypt, or niche listing those supplies and services purchased by the purchaser. One (1) copy shall be retained by the Department and one (1) shall be given to each individual purchaser. The purchase of burial lots, crypts, or niches shall be cataloged according to the name of the purchaser and intended beneficiary. Purchasers may only purchase plots for themselves and family members. Plots may not be resold except to the City at the original purchase price.

2.4 All sales of grave lots, crypts or niches specifically exclude any supplies or services such as the opening and closing or for supplies used in connection with interment unless the purchase of such services are included in the statement of purchase.

2.5 All previous sales of facilities shall be deemed to exclude materials and services unless evidence exists to show that specific materials and services were included in the reservation.

2.6 No interment shall be permitted in any grave, crypt or niche nor any memorial placed thereon, until the full purchase price has been paid for such grave, crypt or niche unless the Cemetery has entered into alternate arrangements with the purchaser as manifested by written document containing the terms thereof.

Section 3. INTERMENT

3.1 No interments of remains other than that of a human body shall be permitted in the Pioneer Cemetery.

3.2 In all cases, a body must be accompanied by a burial certificate issued by the local registrar of the County in which the death occurred, details of which shall be recorded in the record of interment along with the records of plot and lot location of burial.

3.3 Application for interment must be made forty-eight hours in advance of intended burial.

3.4 Multiple interments shall be permitted in a single plot when the second remains are cremated.

3.5 Services for interment must be scheduled between 9:00 a.m. and 1:00 p.m. Monday through Saturday, services not completed by 3:30 p.m. will be levied an overtime hourly rate as established by Resolution of the City Council.

3.6 No interment shall be made on weekends, or on days designated by the City Council as holidays for City employees. Special arrangements may be made for interment services on these days based on availability of personnel and at an overtime-hourly rate as established by Resolution of the City Council.

Section 4. RIGHT TO CORRECT ERRORS

4.1 The Pioneer Cemetery reserves and shall have the right to correct any errors that may be made by it past and present, either in making interments, disinterment's or removals, or in the description, transfer or conveyance of any interment property, either by cancelling such conveyance and substituting and conveying in lieu thereof other interment property of equal value at similar location within the Cemetery grounds, or by refunding the amount of money paid on account of said purchase. In the event the error shall involve the interment of remains of any person in such property, the Cemetery reserves and shall have the right to remove the remains and to re-inter the remains to other property of equal value and similar location within the Cemetery grounds. The Cemetery shall also have the right to correct the improper placement of memorial markers and other items placed on grave sites.

Section 5. DISTINTERMENTS AND REMOVALS

5.1 No remains of any deceased person shall be removed from the Pioneer Cemetery without a written order from the Alameda County Health Department or an order from the Alameda County Superior Court. A copy of the order shall be maintained as part of Cemetery records.

5.2 The remains of a deceased person may be disinterred and removed from one grave and re-interred in a grave in a different location within the boundaries of the Pioneer Cemetery upon authorization of the owner or legal heir of the grave in which interment was first made, in which case the removal permit will not be required.

5.3 All charges for the facilities, supplies and services must be paid for at the time of issuance of the order for disinterment and removal.

5.4 The City reserves the right to require at least two (2) weeks notice prior to any disinterment and removal.

Section 6. MONUMENTS AND OTHER MEMORIALS

6.1 No upright memorials or monuments shall be erected on any grave in the lawn and cremation area, which are reserved for flat markers only.

6.2 All monument markers or other memorials shall be restricted to quality granites, marble or cast bronze and must be approved by the Department or its designee as to size and materials prior to placement.

6.3 Foundations for monuments, headstones or markers must be as wide and as long as the base of the stone resting upon it, and as deep as the Department or its designee shall determine. The top of all foundations shall be kept one and one-half (1-1/2) inches below ground level.

6.4 The Department or its designee reserves and shall have the right to correct any error which maybe made by its employees or by any person(s) in the location or placing of a memorial in the Cemetery.

6.5 The placement of flat markers shall be by Department personnel or its designee or by an approved monument company with notification to the Department. The City shall approve all plans for installation of coping, curbing, fencing, hedging, borders or enclosures of any kind in the old cemetery sections. All work shall be at the sole expense of the requesting party.

Section 7. CARE OF THE CEMETERY

7.1 The speed limit on all Cemetery roads shall not exceed ten (10) miles per hour.

7.2 Firearms, air rifles or pistols shall not be permitted in the Cemetery except on permission of the Department.

7.3 No dogs, cats, horses or other animals shall be allowed on the Cemetery grounds.

7.4 Fresh cut flowers on a grave shall be left as long as they are attractive, up to a maximum of fourteen (14) days. Flowers shall be removed and disposed of by Department personnel when they become wilted and unsightly except in the lawn section and cremation sections, where all fresh cut flowers and potted plants will be removed by the Department each week. Items that sit on top of a headstone will not be removed. Removed items will be disposed of by the Department.

7.5 Floral frames and other floral arrangements delivered to the grave for a funeral shall be permitted to remain on the grave site for a period of up to fourteen (14) days, after which they will be removed and disposed of by the Department. Persons desiring to keep the floral frames or other floral arrangements must claim them within the fourteen (14) day period.

7.6 The planting of trees, shrubs, plants or flowers on graves or plots is strictly prohibited. Previously planted trees, shrubs or plants, which, in the discretion of the Department become a detriment or hazard to the Cemetery shall be removed by Department personnel.

7.7 No one is permitted to break or damage any tree, shrub or plant or to remove a tree, shrub or plant from the Cemetery except upon permission by the Department.

7.8 No one except the lot owner or member of the immediate family, or an authorized person including the Department may remove from any grave or lot any flower, plant, ribbon, floral piece, floral frame or other article of value used in the decoration of the grave or lot.

7.9 Signs or advertisements on Cemetery grounds are prohibited. No person shall be permitted to sell or solicit for sale any monument work or other services on Cemetery property.

7.10 Neither the City of Pleasanton nor its officers or employees shall be responsible for any article or personal property lost, stolen or misplaced in the Cemetery grounds.

Section 8. TRANSFER OR DISPOSAL OF CEMETERY PROPERTY

8.1 The transfer, sale or assignment of any grave, lot, crypt, or niche or any interest therein shall be strictly prohibited. A transfer, sale or assignment in violation of these rules shall not be binding on the Cemetery, and the Cemetery may refuse burial for those persons not designated as either purchaser or beneficiary as specified in Section 2.3 of these rules and regulations.

8.2 In the event that the purchaser or his heirs decides for any reason not to utilize the grave, lot, crypt or niche previously

purchased, said purchaser may transfer back to the Cemetery the interest purchased in said grave, lot, crypt or niche. In the event of such transfer, the purchaser shall be entitled only to that amount paid by the purchaser for said grave, lot, crypt or niche at the time of purchase as evidenced by the statement compiled and maintained by the Cemetery pursuant to Section 2.3 of these regulations. The purchaser shall not be entitled to any interest or other monies other than reimbursement of the purchase price as specified above.

