



Request for Proposals

Normal Hill Cemetery Master Plan

City of Lewiston
1134 F Street
P.O. Box 617
Lewiston ID 83501

Proposal Closing Date and Time:
Thursday, May 15, 2014 at 2:00 pm

CITY OF LEWISTON, IDAHO

REQUEST FOR PROPOSALS

NORMAL HILL CEMETERY MASTER PLAN

The City of Lewiston, Idaho is accepting proposals from qualified firms for the creation of a Master Plan for the Normal Hill Cemetery. The full Request for Proposals (RFP) document is available on the City's website, www.cityoflewiston.org under "Bid Opportunities." Printed copies are also available at the office of Central Purchasing at City Hall, 1134 F Street, Lewiston, ID.

Responses will be accepted until **2:00 PM (PDT) on May 15, 2014.**

Submit (8) eight complete proposals. Clearly mark the outside mailing envelope with the firm's name and address and **"RFP - Normal Hill Cemetery Master Plan"**

Deliver to:

US Postal Service:

Central Purchasing

City of Lewiston

PO Box 617

Lewiston, ID 83501

Delivery/Courier:

Central Purchasing

City of Lewiston

1134 F Street

Lewiston, ID 83501

The City of Lewiston, in accordance with Title VI of the Civil Rights Act of 1964, 78 Stat. 252, 42 U.S.C. 2000d to 2000d-4 and Title 49, Code of Federal Regulations, Department of Transportation, Subtitle A, Office of the Secretary, Part 21, Nondiscrimination in Federally-assisted programs of the Department of Transportation issued pursuant to such Act, hereby notifies all bidders that it will affirmatively ensure that in any contract entered into pursuant to this advertisement, disadvantaged business enterprises as defined at 49 CFR Part 23 will be afforded full opportunity to submit bids in response to this invitation and will not be discriminated against on the grounds of race, color, national origin, or sex in consideration for an award.

Publish dates: April 24 & May 1, 2014

REQUEST FOR PROPOSALS

NORMAL HILL CEMETERY MASTER PLAN

PROJECT DESCRIPTION

The City of Lewiston, Idaho is soliciting proposals from qualified firms for assistance in developing a master plan for the Normal Hill Cemetery located within the Normal Hill neighborhood, between 12th Avenue and 16th Avenue and between 4th Street and 7th Street at 1122 7th St and owned by the City of Lewiston. The cemetery is approximately 40 acres in size.

NORMAL HILL CEMETERY BACKGROUND

The purpose of the master plan is to guide the development and maintenance of Normal Hill Cemetery. The plan needs to articulate the values embodied in the Cemetery's design; describe how the success of that design can be safeguarded by preserving and strengthening important landscape features; and how the original values can be carried forward in partnership with today's land ethics in developments that extend the active life of the Cemetery. When planning, the spirit of the past needs to be respected while continuing to be responsive to changing needs. In respect for the responsibility of perpetual care commitments the City has made to those who use the cemetery, the plan should also address a marketing strategy to generate funds for perpetual care of the site by providing a variety of new possibilities and choices for burial.

The idea should be to make the cemetery denser, by eliminating the "sprawl." The Normal Hill Cemetery master plan needs to incorporate marketability and a strong connection to the natural landscape with holistic, sustainable design and forward thinking, establishing the cemetery as an aesthetic, self-sustaining public space.

Designated as Lewiston's cemetery in 1888, Normal Hill Cemetery now has nearly 18,000 people buried in more than 40 acres of ground located in the residential area of Normal Hill, just south of Lewis-Clark State College. Rich in history, Normal Hill is the only city-operated cemetery in the city of Lewiston. The cemetery has served citizens as a burial ground and public open space for over 125 years. Over the years, the site was expanded as needed, but without a plan, into the surrounding neighborhood.

Today, Normal Hill Cemetery is at a crossroads. If the Cemetery continues to rely primarily on its past practices of developing traditional, in-ground body burial space, it has about 10 years of land left before it ceases to be an active cemetery. The Cemetery and Urban Forestry Advisory Committee recognized the need to set a direction for the future and to formally articulate a vision of the Cemetery as an active burial ground. This is the first attempt to create a foundation for a comprehensive master plan in Normal Hill's history.

The idea for private takeover of the cemetery could very well cause a public outcry in favor of the city maintaining Normal Hill as a cemetery and public open space (as shown by a pilot survey). This would prompt the city to dismiss the idea of privatization and instead to develop a master plan for the preservation and future potential of Normal Hill as both a cemetery and an urban park.

A design team is needed to create the master plan. The team would work together with the municipality and the Cemetery and Urban Forestry Advisory Commission, as well as other experts to produce a report, which makes recommendations for the management of resources, schedules marketing and implementation procedures, and plans for future operation of the facility.

The plan should draw from successful private cemetery operations for cues on how to generate revenue, except that whatever profit is realized, will be reinvested in improvements and perpetual care. Normal Hill Cemetery has long-term maintenance requirements, but also has the potential to generate the revenue to support those requirements.

Potential new interment opportunities include: columbaria gardens, scattering ponds, and garden plots for ashes, as well as mausoleums and feature memorials, communal ossuary, new landscaping should be introduced to add character to the site, make creative use of vertical and vacant space and providing for Lewiston's increasingly high cremation rate of over 60%.

ADDITIONAL INFORMATION

The City of Lewiston was incorporated by the Washington Territorial Legislature on January 15, 1863. The creation of Idaho Territory in March 1863, extinguished the laws of Washington as far as they applied to Idaho, and the Idaho Territorial Legislature enacted a new charter incorporating the City of Lewiston on December 27, 1866. On October 30, 1969, the City of Lewiston was reorganized under the provision of the state law, 1967, Chapter 429.

Lewiston lies on the western central border of Idaho, approximately 270 miles north of Boise, Idaho, and 110 miles south of Spokane, Washington. It is the county seat of Nez Perce County and serves a market and trade area of approximately 150,000 people in the surrounding area. Lewiston is "Idaho's Only Seaport", connected to the Pacific Ocean by way of the Columbia/Snake River Navigation system. Lewiston's population is estimated at 32,000, with a Valley-wide population in excess of 50,000.

SCOPE OF WORK

The selected consultant will be expected to develop a strategic business plan to inform the Parks and Recreation Director, Cemetery and Urban Forestry Advisory Commission, and City Council on future operation alternatives with specific examples of similar operations in the region and in the US and specifically identify operations and site conditions, and provide options for improved management of the program. The plan should identify marketing and investments that will enhance the life of the program and generate future revenues. The business plan shall include financial pro formas for future operations, investments and risks.

Plans should evaluate the inventory, cemetery market, site conditions, capital improvements, operating cost assumptions and revenue assumptions in order for the Lewiston Parks and Recreation staff to make key decisions regarding the future of its cemetery program.

TASK 1 – RESEARCH AND ANALYSIS

Research and analyze a summary of the most common operating structures for public cemeteries and the pros and cons of each, with special emphasis on cemeteries that

are in a perpetual care state. Then provide a recommendation of what would work best for the City of Lewiston given our current structure and situation.

- Conduct policy research for standards of practice for the amount of cremains and full body burials in a standard adult sized full body grave space.
- Regulatory Tools: Identify state and local policy areas in comparison to other states and jurisdictions, and provide feedback on options for the City to work with the Idaho State legislature for changes.
- Identify the critical elements and key resources needed to improve Lewiston Parks and Recreation's operations and prioritize the strategic plans for public investment. This shall be conducted by providing a SWOT analysis with regard to the City's standing as a public agency and categorize the analysis in high-medium-low risk solutions with associated costs and time frames for implementation.
- Identify suitable care for grounds, records and monuments.
- Public Uses: Research other public uses that may be viable for the cemeteries, such as arts and culture programming, filming, photography, historic tours, donor benches, and pet loss.
- Research ongoing public role in support of the Normal Hill Cemetery.

TASK 2 - FACILITY ASSESSMENT AND OPERATIONS

Complete cemetery landscape redesigns are not needed. However, the scope for these tasks should include analysis or consideration of the unplanned cemetery designs and changes or enhancements identified in the market assessment and that directly affect the business recommendations. This will not preclude future studies. The objective of this work is to perform a comprehensive operational review of the City of Lewiston's cemetery program to provide staff and Council with an analysis of the program's strengths and weaknesses and clearly identify the types of changes, improvements and level and scale of investments needed. Analysis will be based on the assumption of long-term management, and ideally would result in improved revenue performance and site improvements. A comprehensive evaluation of Lewiston Parks and Recreation's cemetery operations, management, physical conditions and capital needs will inform the City's development of a recommended business plan, finance model and proposed marketing concepts. The consultant will produce a final report with findings and recommendations generated from this operational and business review and analysis.

Key assumptions for this work include:

- Initial assessments and recommendations should focus on providing big picture information and broad forecasts. The need for more detailed analysis for specific areas or recommendations may then be identified and/or requested by the City.
- City personnel will provide mapping information as available to the last recorded plat or aerial images.

This report will:

- Detail a recommended business plan addressing items described in Task 3 below
- Describe the condition of the facilities, related challenges, opportunities, and trade-offs. This will include boundary walls, curbing, grading, asphalt, gates, signage, large monuments and categorizing these needs as Urgent, Necessary and Desirable. Urgent projects will be those that serve as a public safety

hazard or that must be done due to high level of deterioration and recommend prioritization of investments.

- Provide practical solutions, best management practices and innovative planning techniques for improved operations.
- Include organizational considerations or structure of potential operating entity (non-profit, special district, holding company, etc.)
- Outline costs of various operational recommendations and possible sources of future funding.
- Outline best practices to the current management structure.

TASK 3 - MARKETING AND INVESTMENT

These findings will be used to inform business strategies and/or capital investment recommendations that would potentially develop a niche market and/or increase the program's profitability. Thus, the consultant should note impending or proposed changes to cemeteries in the Inland Northwest region. Indicate how those changes might affect underlying business assumptions for the City's program. The final report will detail current and projected trends for national and local cemetery markets related to grave sales, grave opening and closing fees, final disposition trends and future park-like uses. The plan should include characterization of target market groups and related strategies that offer the best potential to maximize revenue. It will also include local market information such as demographics, grave plot fee survey, burial projections and rates, proposed improvement projects, closures and performance data at other cemeteries, if known.

- Provide marketing concepts for Normal Hill Cemetery
- Provide marketing guidance that identifies opportunities to incorporate the City's brand identity into the operation of the facilities.
- Identify suitable areas for the addition of niche walls for cremains, donor benches and pet loss areas.
- Identify suitable areas for the addition of a Green Burial area or a cremation "Scatter Garden" keeping in mind the City's ground maintenance care.
- Determine return on investment with regards to additional niche walls, green burial sections or other marketing and service delivery concepts.
- Provide an industry analysis and description of the relevant market(s) and customers.
- Identify historic resources and how best to incorporate them.

TASK 4 - FINANCES AND RISK

Conduct Finance and Revenue Analysis for potential niche walls or other new developments such as green burial section (development, build out and operation). Identify funding sources and incentive programs which have proven successful in similar projects.

- Pro Forma-
Expenses:
 - a) Provide cost estimates for current deferred maintenance needs, categorized by Urgent, Necessary and Desirable.
 - b) Provide perpetual care maintenance including present care and into the future.
 - c) Review Idaho State Title 50- Municipal Corporation, Chapter 3 Powers, Lewiston City Code Chapter 11- Cemeteries, Sections 1-93.Revenues:

- a) Project revenue potential with regard to new programs, current inventory, increased inventory, market adjustment rates.
- b) Include recommendations on funding options for short and long term capital improvements at the cemetery with estimated costs and recommended phasing and timeline.
- c) Review all cemetery regulations and options within the law.

➤ Deliverables-

The consultant will produce a final operations and market assessment, business plan recommendations and financial pro forma report as outlined.

Conduct up to three meetings total with City of Lewiston staff, City Council representatives and/or commission members throughout the course of the project to discuss/refine draft recommendations, cost estimates, assumptions and renderings. The selected consultant team shall have a minimum of two meetings with local residents in preparation of submitting their finalized plan.

Final report to include research, operations & market analysis, investments and Pro Formas. The final report shall be 15 bound hard copies, 1 unbound print ready hard copy, and one digital copy in each Microsoft Word and Adobe Acrobat format, including an Executive Summary/Quick Reference Guide with a written conceptual layout plan and phasing plan for easy distribution. The consultant will create a presentation of the business plan so that City staff can utilize it following the presentation by the consultant to the Lewiston City Council and community members.

Tasks for the contract to be performed by the City of Lewiston

- Provide background reference materials and mapping materials.
- Coordinate with all consultants and City staff.
- Coordinate access to other consultant work products and deliverables as needed.
- Provide timely feedback on all materials to be reviewed.
- Coordinate with stakeholders and community members.
- Handle all media and public relations requests.
- Accompany consultant on site visits.
- Perform other tasks as negotiated with consultant.

**PROPOSAL
CONTENT**

The proposal must be organized in sections containing the following information:

- **Description of Firm/Team.** Describe your firm’s legal structure, areas of expertise, length of time in business, number of employees, and other information that would help to characterize the firm. If a team, provide the above information for any other firms that will comprise your team. Provide the address of the main office for legal purposes and the address of the office that will manage the project. If a team, indicate how long your team has worked together.
- **Experience.** Briefly describe other projects executed by your firm/team that demonstrate relevant experience in the Tasks identified above. Extensive descriptions of vaguely related projects are discouraged. Also list all public sector clients for whom you have performed similar work in the past five years. For each project mentioned, include the name, address and phone number of a

person who can be contacted regarding your performance on the project. When submitting projects for which your firm worked in an auxiliary capacity or in a joint venture or partnership, include the name of the lead firm.

- **Personnel.** Provide a professional resume for the key people proposed to be assigned to the project (including any important sub-consultants), and describe relevant related experience. Describe key personnel's proposed roles and responsibilities on this project. Submittals must identify a proposed project manager who would be responsible for the day-to-day management of project tasks and would be the primary point of contact with your firm. An organization chart of the project team may be appropriate.
- **Project Approach.** Describe the tasks that must be accomplished to complete the project. Provide a narrative description of how the firm proposes to execute the tasks. If applicable, discuss any unique aspects of the project, alternative approaches the City of Lewiston might wish to consider or special considerations related to programmatic/funding requirements. Your firm should rely on its expertise and experience with similar projects to demonstrate how it will effectively complete the project.
- **Project Schedule.** Provide a schedule of general project activities indicating the duration of each activity and of the total project. The schedule should reflect realistic activity durations.
- **Cost Proposal.** The amount budgeted for the requested services is \$20,000 USD. While there is some flexibility in this amount, the resulting contract will have a "not to exceed" limit. The cost proposal shall include proposed costs and any other rates, amounts, or associated cost information. It shall not include any text or narrative that could be construed as a qualification of the cost proposed. If the Proposer fails to provide cost information in the required format, the City of Lewiston shall determine the proposal to be non-responsive and reject it.

In pricing the services the proposal should include the following items:

- Hourly rates to be charged for personnel.
- Cost of materials and supplies.
- Professional services contracts and special services.
- Travel and other professional expenses.
- Overhead charges or pass-through costs, if applicable.
- Any other miscellaneous costs to be included in the pricing of the proposal.
- Deliverables

Brochures or other material that may be helpful in evaluating your firm may be included in an appendix of the proposal.

There will not be a pre-proposal meeting, though firms are strongly encouraged to conduct a site visit prior to submitting a qualifications/proposal package.

CONTACT INFORMATION

Questions regarding the project must be directed, in writing, to Tim Barker, Parks and Recreation Director, tbarker@cityoflewiston.org or by fax 208-746-9110. Firms are not to make contact with any other city employee. Questions must be received by noon (PDT) May 7, 2014. Only responses issued by addenda will be binding and any oral or other communications will be without legal effect.

**PROPOSAL
DEADLINE**

Eight (8) copies of the proposal must be received no later than 2:00 PM (PDT) Thursday, May 15, 2014. Proposals received after this time will not be considered. Faxed or e-mailed proposals will not be accepted. Proposals must be within a sealed envelope/package with the outside delivery packaging clearly labeled “RFP – Normal Hill Cemetery Master Plan.”

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**SELECTION
AND
EVALUATION
CRITERIA**

Proposals will be evaluated on qualifications and the other criteria listed below. The City of Lewiston expects to evaluate proposals and provide written notification of the short-listed firms within 30 days of receipt of proposals. The City of Lewiston anticipates it will select firms for in-person interviews. If interviews are held, they will be scheduled within two (2) weeks of short-list notification. However, at its discretion, and after review of the submitted proposals, the City of Lewiston may dispense with interviews and select a firm to perform the work. Firms will be evaluated on the basis of the following factors:

- Experience 40%
- Described Approach & Methodology
 - Research & Analysis 10%
 - Facility Assessment & Operations 10%
 - Marketing & Investment 10%
 - Finance & Risk 10%
- Estimated cost of proposed services 20%

Selected references will be contacted. The City may conduct such other investigations as the City deems necessary to assist in the evaluation of any proposal and to establish the responsibility, qualifications, and financial ability of the firm.

A selection committee will assist with firm evaluations and make recommendations for award. The City of Lewiston will seek to negotiate a contract, a detailed scope of work, fee schedule, etc. with the preferred firm, though the City reserves the right to negotiate with all short-listed firms simultaneously. If unable to reach an agreement with the highest ranking firm, the City of Lewiston will terminate negotiations and commence negotiations with the second-ranked firm, and so forth.

The City of Lewiston will not reimburse any proposer for any costs associated with the preparation and submission of proposals or expenses incurred while participating in an interview or negotiating a contract with the City. The City reserves the right to reject any and all proposals, to waive any irregularities in the proposals received, to request clarifications or additional information from proposers, to request best and final offers, and to accept the proposal deemed most advantageous to the best interests of the City of Lewiston.

The City of Lewiston, in accordance with Title VI of the Civil Rights Act of 1964, 78 Stat. 252, 42 U.S.C. 2000d to 2000d-4 and Title 49, Code of Federal Regulations, Department of Transportation, Subtitle A, Office of the Secretary, Part 21, Nondiscrimination in Federally-assisted programs of the Department of Transportation issued pursuant to such Act, hereby notifies all proposers that it will affirmatively ensure that in any contract entered into pursuant to this advertisement, disadvantaged business enterprises as defined at 49 CFR Part 23 will be afforded full opportunity to submit proposals in response to this invitation and will not be discriminated against on the grounds of race, color, national origin, or sex in consideration for an award.

Documents submitted in response to this RFP are subject to public disclosure as permitted by the Idaho Public Records Act. If a firm does not desire proprietary information in the statement of qualifications/proposal to be disclosed, each page containing proprietary information must be clearly marked "Proprietary" and be accompanied by an explanation as to why the information should not be disclosed. The City will, to the extent allowed by law, endeavor to protect such information from disclosure. Proposers who indiscriminately and without justification identify all or most of their proposal as exempt from disclosure will render the entire proposal as non-proprietary and subject to disclosure.