

REQUEST FOR QUALIFICATIONS

**NAVAL HOSPITAL CEMETERY
MEMORIAL LANDSCAPE**

**COMMUNITY VISIONING
AND
DESIGN DEVELOPMENT**

RESPONSES DUE:
MARCH 12, 2010
4:00 PM

**BROOKLYN GREENWAY INITIATIVE
145 Columbia Street
Brooklyn, NY 11231**

**REGIONAL PLAN ASSOCIATION
4 Irving Place 7th Floor
New York, NY 10003**

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1. GENERAL INFORMATION

1.1 INTRODUCTION

This Request for Qualifications (RFQ) is being issued to identify an experienced and creative firm or team of Landscape Architects, Architects and Engineers to complete Design Development for the planned Naval Hospital Cemetery Memorial Landscape and a possible adjoining facility following a community visioning process.

1.2 ISSUING OFFICE

Brooklyn Greenway Initiative (BGI) and Regional Plan Association (RPA) are issuing this RFQ. . The issuing officer is the Director of Project Development of BGI.

1.3 PERTINENT DATES

RFQ Due Date: Responses to this Request for Qualifications must be received by Brooklyn Greenway Initiative by 4:00 PM Friday March 12th, 2010.

Notice of Intent to Respond, by email (to mpuryear@brooklyngreenway.org) must be received by March 1st, 2010 in order to receive any addenda to this RFQ.

1.4 INQUIRIES

All inquiries regarding this RFQ must be in writing and must be delivered by March 1, 2010 addressed to:

Milton Puryear
Brooklyn Greenway Initiative
145 Columbia Street
Brooklyn, NY 11231
Tel: 347-432-4897
Fax: 718-643-6736
mpuryear@brooklyngreenway.org

1.5 INCURRING COST

BGI and RPA will not be held responsible for any costs or expenses incurred by a firm or team of firms for work performed in preparation and production of a response to this RFQ.

1.6 REJECTION OF PROPOSALS

BGI and RPA reserve the right to refuse any and/or all proposals submitted under this RFQ for any reason whatsoever.

1.7 ADDENDA TO RFQ

Amendments to this RFQ may be necessary before the closing date and will be furnished by email to all prospective firms or teams of firms who have notified BGI of intent to respond.

1.8 PROPRIETARY INFORMATION

BGI and RPA will not disclose any portion of the qualifications submission except to members of the evaluation team prior to a contract award. BGI & RPA retain the right to disclose the name of the successful firm or team, the amount of contract, and any other information in the technical proposal that is pertinent to the selection of the firm.

1.9 PRIMARY PROJECT RESPONSIBILITY

Teams of firms responding to this RFQ must clearly explain and identify, in detail, which firm will be the lead party. It must be clearly understood that the lead party will enter into a contract with Brooklyn Greenway Initiative and Regional Plan Association. All other parties will be considered subcontractors or sub consultants to the lead party. Regardless of which firm performs the work, the lead party is ultimately responsible for the performance of all contract work.

1.10 SUBMISSION OF QUALIFICATIONS

Each firm or team of firms must submit Four (4) copies in a sealed envelope bearing on the outside the name of each firm, full address, name of the project for which the proposal is submitted and date and time proposal is due. Additionally, an electronic version of the submission, in a standard format such as Acrobat or Microsoft Word, shall be on CD or USB drive. If forwarded by mail, the sealed envelope containing the proposal must be addressed to the Brooklyn Greenway Initiative, 145 Columbia Street, Brooklyn, NY 11231, ATTN: **Naval Cemetery RFQ**. BGI must receive the proposal no later than Friday March 12, 2010 at 4:00 P.M. (Eastern Standard Time). Qualifications received after that date and time will not be considered for contract award and will be returned to the respondent.

1.11 AVAILABILITY OF FUNDS

The contract award under this RFQ is contingent upon the availability of funds to Brooklyn Greenway Initiative and Regional Plan Association for this project. In the event that the funds are not available, any contract resulting from this RFQ will become null and void and of no force and effect.

1.12 AMBIGUITY IN THE REQUEST FOR QUALIFICATIONS (RFQ)

Prior to submitting the proposal, the firm or team must bring to the BGI's attention any ambiguity in this RFQ. Claims for clarification made less than one week prior to the submission date, as indicated in Section 1.4, or after the date of submission, will not be entertained.

1.13 OWNERSHIP INFORMATION

BGI and RPA shall have unlimited rights to use, disclose, or duplicate, for any purpose whatsoever, all information developed, derived, documented or furnished by the selected firm or team under any contract resulting from this RFQ.

All data collected and other documentation produced as part of the contract will become the exclusive property of BGI and RPA and may not be copied or removed by the selected firms or team or any of their employees without written permission of BGI and RPA.

News releases, articles, brochures, prepared speeches and other information releases developed under this contract agreement or any subsequent contract or activity related thereto may not be made without the prior written approval of BGI and RPA.

1.14 SELECTION PROCESS

Evaluation and consultant selection will be based on the criteria outlined in Section 4.0. BGI and RPA reserve the right to select more than one firm or team to perform different portions of the work.

1.15 DISADVANTAGED BUSINESS ENTERPRISE (DBE) REQUIREMENTS

The firm awarded the contract as a result of being pre-qualified under this RFQ, must meet all City, State and Federal affirmative action and equal employment opportunity practices.

2.0 SCOPE OF SERVICES

2.1 GENERAL INFORMATION

The Brooklyn Waterfront Greenway is a planned 14-mile Class I ped/bike facility from Greenpoint to Bay Ridge in Brooklyn, NY. This new route will connect 4 regional waterfront parks of 28+ acres each and a number of smaller new open space nodes. Some open space nodes will be more park-like in being designed primarily for use by people. Other nodes may be designed primarily to maximize wildlife habitat values. The Naval Hospital Cemetery

Memorial Landscape is a roughly 1.7-acre open space node adjacent to the Greenway at the Brooklyn Navy Yard which, by deed restriction, must be designed for passive use.

2.2 PURPOSE

Brooklyn Greenway Initiative and Regional Plan Association require the services of a firm or team of firms to help facilitate stakeholder engagement, develop a program for the site and provide Design Development of the planned improvements.

The intent of this RFQ is to solicit Qualifications from firms or teams including Landscape Architects, Architects and Engineers to execute the design development phase of the Naval Hospital Cemetery Memorial Landscape.

2.4 PROJECT SITE

The site consists of 1.7 acres along Williamsburg Street West between Kent and Flushing Avenues. It is currently separated from the Williamsburg St. sidewalk by a fence atop a retaining wall foundation. The existing sidewalk and an approximately 20-ft. wide area inside the fence will comprise the right of way for the greenway route. It will include separate paths for pedestrians and cyclists and landscape elements and will be physically separated from traffic in the permanent implementation of the greenway. The balance of the currently fenced site is to be designed for passive use(s) that are consistent with its former use as a cemetery, and sensitive to stakeholder sentiments connected to the prior use. Most cemetery remains were disinterred early in the 20th century, but there is evidence that the removal of remains was not complete. (Please see Exhibit 1 on page 10.)

The cemetery site is the property of New York City and is included in a long-term lease between the City and the Brooklyn Navy Yard Development Corporation.

In 2009, BGI eradicated invasive plants and sowed native grasses on the one-acre NYC DOT site immediately across Williamsburg Street from the site. NYC DOT has created a segment of the interim greenway separating 2-way bike lanes from vehicular traffic with jersey barriers along Williamsburg Street.

A more complete description of the site including maps and photographs is contained in the Naval Hospital Cemetery Briefing Book (See *Access to Information* on page 9).

2.5 PROJECT DESCRIPTION

The Project is to develop a new programmatic use for the site and design development of the proposed improvements through engagement with stakeholders including the Brooklyn Navy Yard Development Corporation, Brooklyn Greenway Initiative, Regional Plan Association, veterans and neighborhood organizations and others. The uses for the cemetery site must be passive in accordance with a deed restriction that prohibits disturbance of the ground. A

portion of an adjoining site to the east, a former gas station, has been discussed as the possible location for structures to support uses that may help activate the site.

The perimeter of the site adjoining the balance of the Brooklyn Navy Yard must be designed to preclude movement or other “communication” from within the site into the rest of the yard.

2.6 PROJECT COORDINATION

In addition to working with BGI and RPA, the selected firm or team of firms must coordinate their work with:

1. Brooklyn Navy Yard Development Corporation, the operator of the Brooklyn Navy Yard which has operating control of the site
2. New York City Department of Transportation, which is designing the Brooklyn Waterfront Greenway along the edge of the site
3. The NYS Historic Preservation Office has jurisdiction over the site and must agree to the planned use
4. The NYC Arts Commission has jurisdiction over the design of physical improvements on public property.

2.7 SERVICES REQUIRED

1. Site reconnaissance
2. Consultation with key stakeholders
3. Participation in a community design meeting to be hosted by BGI and RPA and other public discussions with stakeholders and interested parties of the possible programmatic uses of the site and important design considerations
4. Development of programmatic and design alternatives
5. Presentation of a preferred alternative to public stakeholders and interested parties at meetings to be organized by BGI and RPA
6. Design Development of the memorial landscape and adjoining facilities including:
 - a. Design development drawings including preliminary engineering
 - b. Habitat/environmental objectives
 - c. Plant list
 - d. Landscape sustainability criteria
 - e. Building sustainability criteria
7. Development of a program of signage for historical and ecological orientation
8. Separate cost estimates for the landscape and any structures
9. Document preparation and presentation to the NYC Arts Commission
10. Estimated annual maintenance costs and schedule of maintenance requirements
11. A specific program for any structure and a determination of the feasibility of its self-sustaining economic operation and revenue generation

2.8 PUBLIC RESPONSE AND REACTION

The selected firm or team of firms will be required to participate in a series of meetings to review the initial schemes with stakeholders and interested parties, and such meetings may be open to the public.

3.0 RESPONSES

Firms or teams of firms are asked to submit responses in two parts – Letter of Interest and Technical Response.

3.1 LETTER OF INTEREST

The Letter of Interest must specify the following:

1. The name and address of the firms or teams of firms
2. Name, title and telephone number of the individuals within the firm authorized to commit the firm to this contract.
3. The name, title and telephone number of the individual Brooklyn Greenway Initiative should contact regarding questions, and clarifications.
4. The firm name and address of all proposed sub-consultants.

3.2 TECHNICAL RESPONSE

The Technical Response must contain the following:

- A description of the firm's initial ideas and proposed approach to the assignment
- Resumes of key personnel proposed to work on the assignment with emphasis on relevant experience.
- A list of relevant current and past projects and contracts
- A description and status of comparable project experience, specifically with respect to sustainable native landscape restoration, memorial landscapes, urban public spaces, and sustainable building design.
- Three references from similar types of projects including scope of work, consultant fees, and the name and phone number of the responsible project manager within the client organization.

3.3 FORMAT OF RESPONSES

Only responses comprised of four (4) printed copies plus a digital version on a CD will be accepted. Pages must be numbered. Rather than voluminous text, we would like to read your ideas for the site and see examples of your relevant prior work.

4.0 EVALUATION CRITERIA

The criteria to be used as guidelines in selecting prospective consultant teams are:

1. Understanding of the overall purpose and context of the Brooklyn Waterfront Greenway
2. Experience in designing compelling small public spaces in New York City or comparable urban contexts
3. Experience in restoring native plantings and in designing memorial sites.
4. Experience in the design of sustainable landscapes and buildings.
5. Ideas for programmatic uses and design treatments that will make the site a popular destination, recognize the site's status as a memorial, and have low impact to the former cemetery grounds.
6. Innovation in design, capital and maintenance costs.

5.0 SELECTION

Firms or teams of firms are asked to demonstrate expertise and experience in all skill areas that may be appropriate to the design of a memorial landscape and associated facilities/structures on the adjoining site to the east. Brooklyn Greenway Initiative and Regional Plan Association will use the credentials and materials submitted to select a consultant with which it will contract for the services. It is planned to select a design team in April 2010.

The final selection of prospective consultants will be made by a review committee consisting of representatives of the Brooklyn Greenway Initiative, Regional Plan Association and Brooklyn Navy Yard Development Corporation.

6.0 ACCESS TO INFORMATION

Documents that may provide useful background information to Firms or teams of firms include:

- [Naval Hospital Cemetery Briefing Book](#) contains maps, photos and background information on the site.
- [Brooklyn Waterfront Greenway – A plan for Community Boards 2 & 6](#) is the conceptual plan for the Brooklyn Waterfront Greenway.
- [Brooklyn Waterfront Greenway – West Street Sustainable Stormwater Study](#) describes stormwater-related sustainability objectives for the greenway. Maximizing stormwater retention and treatment is an objective for the site.
- [Brooklyn Waterfront Greenway – Design Principles](#) suggests recommended design qualities for the greenway, but is not design guidance for the cemetery site.
- Naval Hospital Cemetery Historical Documentation (see Exhibit 1 on the following page) provides a summary of historical documentation and archeological undertakings.

Exhibit 1 - Naval Hospital Cemetery Historical Documentation

In 1834, the Navy established the Naval Hospital Cemetery on about 1.7 acres of the Naval Station along Williamsburg Street for the burials of sailors, Marines, and a small number of civilians who died in the nearby Brooklyn Naval Hospital or aboard Navy ships. By 1910, there was little room for additional burials so the Navy closed the cemetery. In 1926, the Navy sought to remove all remains and inter them at nearby Cypress Hills National Cemetery. After the interment process, the Navy cleared and regraded the area to create an athletic field.

During the base closure and disposal of the Naval Station to the City of New York which began in 1988, community and civic groups voiced concerns regarding the possibility of burials remaining at the cemetery. Additionally, in light of the fact that archeological research in 1991 confirmed the long-standing belief that an African burial ground existed in Manhattan, the local African-American community and others raised questions about the racial makeup of the potential remains in the cemetery.

Naval Research to Determine the State of the Cemetery¹

During the environmental review process for the closure of the Naval Station, the Navy determined that not all of the Naval Hospital Cemetery burials were disinterred in 1926 and that disturbed burial and fragmentary human bone may be present. Listed below are the studies that the Navy conducted as part of their review. (See also *Chronicle of US Navy Research on Naval Hospital Cemetery*, attached).

- Cultural Resources Survey (1994). Research indicates that while attempts at accuracy in tracking interments were made, due to the magnitude of the effort (40 exhumations daily for two months) and the poor state of existing documentation, only 987 burials were removed for reburial; the identity of many was unknown or incorrect.
- Archaeological Evaluation and Ground-Penetrating Radar Evaluation (1996-7). A 1997 ground-proofing effort conducted on the site in association with the GPR survey provided conclusive evidence of the presence of burials; the limited excavations exposed filled shaft features, small quantities of fragmentary human bone and evidence of decayed coffins, and led to the discovery of a possibly intact human skeleton buried at a shallow depth.
- State of the Research Report (1999). Given the discoveries, a final study was done examining documents at state and national repositories which revealed that no documentation exists for the removal of at least 500 burials; research encountered discrepancies in the number of burials and disinterments that took place as well as incomplete and contradictory information.

Burials not Documented as Removed

The following factors contributed to burials not being documented as removed:

¹ State of the Research: Naval Hospital Cemetery Historical Documentation, Department of the Navy, September 1999

- Misspellings, transcription errors, and missing or incomplete records, as determined by a comparison of primary source materials such as burial registers and disinterment lists
- Poor condition and/or non-existence of grave markers
- Lack of accurate plot plans

Are Burials Still Present at the Naval Hospital Cemetery?

Although no documentation on the removal of some burials was found, it is not clear they all remain at the cemetery. It is likely that some were removed without being documented and that others have deteriorated over the years and/or been disturbed by modern development. Some burials may still remain intact in the cemetery, but their identity would be very difficult, if not impossible to determine given the lack of an accurate plot plan.

Naval research identified several factors that would impact the state of burials not documented as being removed:

- Natural deterioration of bone over time
- Damp, poorly-drained condition of the cemetery during the 19th century
- Undocumented removal of burials
- Ground disturbances over time

The Navy suggested that the single, possibly intact skeleton encountered at a depth of 15 to 19 inches below the ground surface without any associated coffin wood likely was preserved due to the burial's higher elevation on the western portion of the cemetery.

Racial Makeup of Remains

In an article in the Amsterdam News, September 7, 1996, Sonny Carson of the *Committee to Honor Black Heroes and Heroines* noted that research indicates that during the slave period, being in the Navy or working in the maritime trades were coveted positions among Black men. Researcher Robert B. Paterson added that most boat builders and skilled craftsmen in the maritime trades during the 18th and 19th centuries were Blacks simply because it was back-breaking work. Carson noted that owing to racial segregation, wounded black Navy men were brought to Brooklyn from around the country to the Naval Hospital, and when they died, they were buried in the cemetery.

The Navy's State of the Research Report documented 1,504 burials during the 80-year period that the cemetery was in use (note that records were missing for the last 16 years the cemetery was active); 987 individual burials were documented as being relocated. Among the 517 not documented as removed, a total of 45 burials may have been of African descent. Some of the documents identify burials with terms such as "Negro," "Colored," "A black," and "Mulatto," sometimes including physical descriptions such as dark or black skin and eyes (see attached sample burial list – bold font indicates burials not documented as being removed). Given the incomplete records and the subjective nature of the information, these numbers may not represent the entire population of burials of African descent among those not documented as removed.

Sample burial page

APPENDIX A - Alphabetical List of Burials at Naval Hospital Cemetery

Row No.	Surname	Given Name	Rank/Rate	Org.	Date of Death	1927 Index Date of Death	Place of Death	1831-1894 Reg No.	Place of Birth	NHC G/R No.	CH Cem S/G No.	Remarks/Corrections
73	Bendig	William G.	Lds	USN	03/14/64	03/14/64	US Naval Hosp	659		36-2	7:13013	"Negro" (RD, 1831-1894; RP, 1862-1868); William G. Bendix 3-19-64 (RP, 1862-1868; RR, c. 1932)
74	Benjamin	Isaac	Sea	USN	01/05/63	01/01/63	US Naval Hosp	512		45-2	6:12627	1-5-63 (RP, 1862-1868)
75	Bennett	Cornellus	Sea	USN	01/09/48		US Naval Hosp	234	NY			
76	Bennett	George	GM	USN	06/15/63	06/15/63	US Naval Hosp	573		6-3	6:12202	Middle initial W. (RR, c. 1932)
77	Benning	William	Lds	USN	01/30/69		US Naval Hosp	975	Trinidad			NARA, NY Box 2:29; (RP, 1868-1874)
78	Bent	Daniel	Lds	USN	01/30/65		US Naval Hosp	777				"Negro"; Not listed on RP, 1862-1868
79	Bent	William	F-1	USN	12/11/00	12/11/00	Roosevelt Hosp			79-9	6:12314	DCs 37130
80	Bermash	William	Lds	USN	Unk	Unk	Unk			50-5	6:12593	
81	Berry	James	Lds	USN	03/04/82	03/04/82	US Naval Hosp	1162		22-8	6:12644	James Berry Quarter Gunner (RR, c. 1932); B-rry on 1927 Index
82	Bessl	John	Lds	USN	03/05/52		US Naval Hosp	312				
83	Binders	J.	OSea	USN	03/08/63	02/08/63	US Naval Hosp	531		24-7	6:12684	John Binders 3-8-63 (RD, 1831-1894; RP, 1862-1868) 3-9-63 (RR, c. 1932); Binders 2-8-63 (RI, 1932?); 1st letter of last name illegible on stone
84	Blinton	John	Sea	USN	02/25/65		US Naval Hosp	789				Not listed on RP, 1862-1868
85	Bishop	J.T.	M Alt	USN	03/13/99	03/13/99	US Naval Hosp			94-2	6:12180	J.T. Bishop (RR, c. 1932); B-hop on 1927 Index
86	Blackfeet	N.C.	F-1	USN	10/19/94	Unk	Unk			69-4	6:12444	N.C. Blackfeet (RR, c. 1932; RI, 1932?; stone) Harry Charles Bleckfeldt (NARA, NY 3:247); Harry C. Blackfeldt 10-19-94 (1898HS); B-ckfeet on 1927 Index
87	Blake	William	Cpl	USMC	12/09/39	12/09/39	USS North Carolina	84		87-10	6:12286	
88	Blanchard	George W.	Lds	USN	09/07/67		US Naval Hosp	927R	MA			RP, 1862-1868
89	Blank	Thomas	Marine	USMC	01/16/42		US Naval Hosp	117	VA			(RP, 1812-1862)
90	Bliss	Joel	Carp't Mate	USN	06/23/47		US Naval Hosp	225	ME			(RP, 1812-1862)
91	Boardman	Robert A.	Lds	USN	02/23/65		US Naval Hosp	786	Boston			"Negro" (RD, 1831-1894; RP, 1862-1868)
92	Boggs	William	Lds	USN	07/17/65	07/17/65	US Naval Hosp	827		44-3	6:12701	
93	Bolan	Jacob	Sea	USN	09/04/61	09/04/61	US Naval Hosp	443		19-7	7:13026	Jacob Bolen (RR, c. 1932; RI, 1932?); rank 2LG (RP, 1812-1862)

Bold font indicates burial not documented as removed

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Existing Restrictions on the Cemetery Site

The following covenant is part of the Quitclaim Deed (May 29, 2001) for the Naval Station:

Covenant re Architectural Matters: No disturbance of the ground surface or any other thing shall be undertaken or permitted to be undertaken on the Archeological Site that would affect the physical integrity of the Archeological Site without first obtaining the prior written permission of the NY SHPO.

- (1) Covenant re Naval Hospital Cemetery: No disturbance of the ground surface shall be undertaken or permitted to be undertaken on the Cemetery Site.
- (2) The Grantee shall make every reasonable effort to prohibit any person from vandalizing or otherwise disturbing the cemetery site and shall promptly report any such disturbance to the NY SHPO.