

# Greenwood Cemetery Master Plan Review and Update 2020-2024





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## Community Profile

The City of Owen Sound is located on the southern shore of Georgian Bay, at the base of the Bruce Peninsula. Owen Sound is the largest urban community in Grey and Bruce County with a population of 21,341.

The City straddles the Niagara Escarpment and lies at the mouth of the Sydenham and Pottawatomi Rivers. It is characterized by tree-lined streets, an extensive park system, tree-covered hillsides, ravines and a magnificent harbour and significant waterfront within the City. Four popular waterfalls (Inglis Falls, Jones Falls, Indian Falls and Weavers' Creek Falls in Harrison Park) are all within 10 kilometres from the downtown, providing residents and visitors with an opportunity to explore nature. The people of Owen Sound are proud of our natural environment and recognize its importance, not only in contributing to a high quality of life for residents but as a major draw for tourists as a four-season destination.

Our local history and heritage is also very important to us and is a big part of what makes our City unique. The area around Owen Sound was historically inhabited by the Ojibway people, and our community holds great value in our relationships with the Saugeen Ojibway Nation, Métis Nation of Ontario, and Historic Saugeen Métis. We also recognize our Black settlers and Owen Sound's role as the last terminal of the Underground Railroad, where from 1830 to 1865 (the end of the American Civil War) escaped slaves fled from the Southern United States to Canada.



## Glossary of Terms

**BAO:** Bereavement Authority of Ontario, the provincial regulator for the funeral and Cemetery industries

**Cemetery By-law:** Municipally controlled regulation that governs the care and control of the Cemetery

**Columbaria:** More than one Columbarium

**Columbarium:** A structure comprised of multiple niches

**Crypt:** An individual compartment in a mausoleum for the entombment of human remains

**Die:** Referring to the portion of an upright monument that can be engraved, usually set on a rough cut base that cannot be engraved

**Entombment:** The placement of human remains in a crypt

**FBCSA:** Funeral, Burial and Cremation Services Act, 2002. The provincial legislation that governs the business and operation of bereavement services including Cemeteries. This act also grants authority to Cemeteries to set and enforce their own by-laws.

**Interment:** The act of burying a casket or cremated remains in the ground

**Interment Rights:** A person's entitlement to a specific space at a Cemetery in Ontario. Interment rights apply to Full size and cremation interment and inurnment options.

**Interment Rights Holder:** A person who has the authority to make decisions about the care and control of an interment or inurnment space.

**Inurnment:** The act of committing cremated remains to a columbarium niche

**Lot:** A single, full size grave space

**Niche:** An inurnment space in a columbarium. At Greenwood Cemetery, each niche accommodates up to 2 appropriately sized cremation urns.

**Plot:** A group of 2 or more full size grave spaces

**Range:** A row of grave spaces running north/south within a section. Sections are made up of many ranges.



**Section:** A large grouping of grave spaces, usually bordered by an internal roadway and property boundaries. Sections are laid out to lend organization and wayfinding within the Cemetery.

**Scattering:** The act of spreading cremated remains over a designated area within the Cemetery conducted in accordance with the provisions of the Cemetery By-law



# 1.0 Background





## 1.1 Introduction and Purpose

The initial master plan for Greenwood Cemetery was completed in 1993 by the Landplan Collaborative Ltd. (Landscape Architects). In 2012, following changes in the provincial regulatory framework, staff undertook an update of the master plan through the Recreation & Parks Advisory Committee.

The plan contemplated a review of the plan every 5 years.

The purpose of the review and update of the current master plan is to:

- Ensure continuity of service delivery to the community and to guide decision makers in ensuring the Cemetery is viable into the next century;
- Ensure the needs and expectations of families and funeral service providers are being met;
- Ensure that the Cemetery can respond to the changing ways that interment of a loved one can be celebrated; and
- Examine the lifespan and sustainability of Greenwood Cemetery

The 2020-2024 update has relied on input from the community and stakeholders throughout the process.

## 1.2 Methodology

The Community Services Committee approved a report ([CS-18-152 Greenwood Cemetery Master Plan Review and Update](#)) in November of 2018 that provided the framework and approach to the review. The foundation of the master plan is based upon public consultation with the community, stakeholders, staff and others in the bereavement service industry as well as changing trends and industry best practices for Cemetery management and operation.

In order to obtain a better understanding of how the community experiences the Cemetery and services offered there, the process began with an open house in February of 2019 with an online survey following the open house start-up meeting.

The survey was launched February 20, 2019, and was open for 39 days. There were 52 responses.

In addition, staff have undertaken:

- A review of interment statistics from 2012-2018;
- Compared Greenwood Cemetery statistics to provincial trends;
- Reviewed industry trends and best practices; and



- Analyzed administrative services, Cemetery operations, the physical layout and function of the Cemetery for strengths, weaknesses, opportunities and threats.

### **1.3 History**

Greenwood Cemetery has been an important cultural landmark and repository of the City's history since its inception in April 1858. Charles Rankin submitted a plan to town council for the original 5 acres of what was known then as "The People's Cemetery".

Over the last 160 years, Greenwood Cemetery and its caretakers have provided quiet and respectful end of life care for citizens and their families who live in or have links to Owen Sound. The Cemetery is designated as a park, and provides important active transportation links via 9 Bends trail from the upper southwest quadrant of the City to Harrison Park, the river precinct and downtown.

Greenwood Cemetery is 43 acres and has been used as a Cemetery since 1858.

### **1.4 Buildings**

The Cemetery includes some of the City's most significant heritage buildings.

#### **1.4.1 Cemetery Office (1847) – Formerly Superintendent's Residence**



This white painted, stucco building appears to have been built in two stages, with the rear, two storey wing likely being the older portion of the house. The front

portion is typical of farm cottages of its era. The house is situated in such a way that the difference in grades allows access to the basement from the rear at ground level and to the main floor at the front via several steps to a porch. The main floor presently houses the Cemetery Office, records storage, a kitchen and a staff washroom. The second storey, which is accessed by a steep set of stairs, has two rooms, is no longer in use. A portion of this house thought to be Owen Sound's oldest stone home. It is listed in the City of Owen Sound's Heritage Registry as a building of architectural or historical significance.

#### **1.4.2 The Chapel (late 1860's)**



This red brick building was constructed in the late 1860's. It is the focus of a long, uninterrupted view from what was the original main entrance off 2nd Avenue East. Like the Cemetery Office, the Chapel is situated on a slope with access to the basement level at grade from the rear, and to the upper level at grade at the front and south side of the building. This structure is also listed in the City's Heritage Registry.

The Chapel, as its name suggests was originally constructed to conduct funeral services indoors during inclement weather. It was equipped with an opening in the floor, which allowed lowering of caskets into the cellar which was once used for



winter storage. The Chapel interior has been gutted and is currently used as storage space. The Chapel basement is used for winter storage of Cemetery grounds maintenance equipment. Funding for a structural assessment and renovation design of the Chapel building has been requested in the 2020 capital budget.

### **1.4.3 Public Washrooms – Next to the Chapel**



Constructed of a similar brick and designed to complement the Chapel, this small structure to the north housed both men's and women's washrooms. These public washrooms have not been in service for many decades. There is no indication of either a septic system or a sewer connection, so how the waste water was handled is unknown. A washroom for public use was installed in the maintenance building when it was constructed.

### **1.4.4 Mausoleum (1927)**





Construction of this cut stone structure commenced in 1927 and was completed in 1932. It houses 125 crypts, all of which have been sold. The Mausoleum’s central location makes it visible from most areas of the Cemetery. The exterior walls are constructed of Indiana limestone and the interior surfaces of Italian marble. The structure includes a number of interesting architectural details including cut stone roof drain spouts/scuppers, stained glass windows, and extensive use of Italian marble and decorative plaster in the interior. The decorative plaster has been damaged by previous water penetrations, temperature fluctuations and humidity. The Indiana limestone exterior is deteriorating with major etching of the stone panels and some water staining. The building was placed on the City’s Heritage Register in the late 1970’s.

In 2011, the Mausoleum stairs, railings and balusters were replaced using Indiana limestone in keeping with the heritage of the building.

#### **1.4.5 Service Building, Storage Bins and Yard**

In 1995, Owen Sound City Council approved the construction of a new maintenance building with 4 exterior storage bays to replace the original barn on the property. The 70 foot by 50-foot metal clad building contains two heated garage bays, a small lunch room with a staff washroom, an exterior public washroom, and a mezza9 storage area. The other half of the building is unheated and is used by the Festival of Northern Lights and the west garage bay has been taken over for use as a workshop by this organization. A partial partition wall divides the area used for Cemetery equipment from the Festival of Northern Lights work space.

#### **1.4.6 Columbarium/Columbarium Garden**





The Columbarium Garden is located to the northwest of the Cemetery office, between the maintenance building, and the mausoleum. This area has 4 columbaria with a combined total of 350 niches, scattering gardens and premium cremation lots. Interest in this type of area has increased with the growing popularity of cremation. The pathways in this area are constructed of interlocking concrete pavers. A hedge row of Koster Blue Spruce planted on the south and west perimeters, screens the maintenance building, providing a more secluded and intimate garden setting.

A new columbarium was added in 2018 behind the mausoleum, conforming to the 1993 Landplan and Associates survey and landscape plan. The 1993 plan includes 2 additional columbaria in that area as need dictates. Typically, a new columbarium is considered via a report to Community Services Committee and Council approval of requested funds through the Capital Budget deliberation when total available niche spaces reach 25% remaining capacity of the last installed unit. Columbarium 4 has 112 niche spaces. When 84 niches are sold on columbarium 4, a process to consider a new columbarium will be initiated.

#### **1.4.7 The International Order of Odd Fellows Monument**

The Monument was constructed in 1919 to honor the IOOF members that died in World War 1. It was constructed with field stones from local farmers' fields and is 35 ft. tall. In 2011, it was part of a restoration project with funds provided through a grant from the Department of Veterans Affairs.

#### **1.4.8 Other Structures**

Other smaller structures exist within the Cemetery, including an entrance gates, pillars, ornamental fencing, a sundial, and many elaborate memorials and headstones. The ornate iron gated entrance on 2nd Avenue East differs greatly from the contemporary stone gate posts, and precast block planters at entrances off 4th Avenue West.

### **1.5 Service and Delivery**

Hours of operation: 7:30 am to 4:00 pm weekdays. Interment services are made available 7 days a week, including holidays to accommodate the needs of families.

The Cemetery Division is responsible for the management, maintenance and care of the 43-acre Cemetery including:

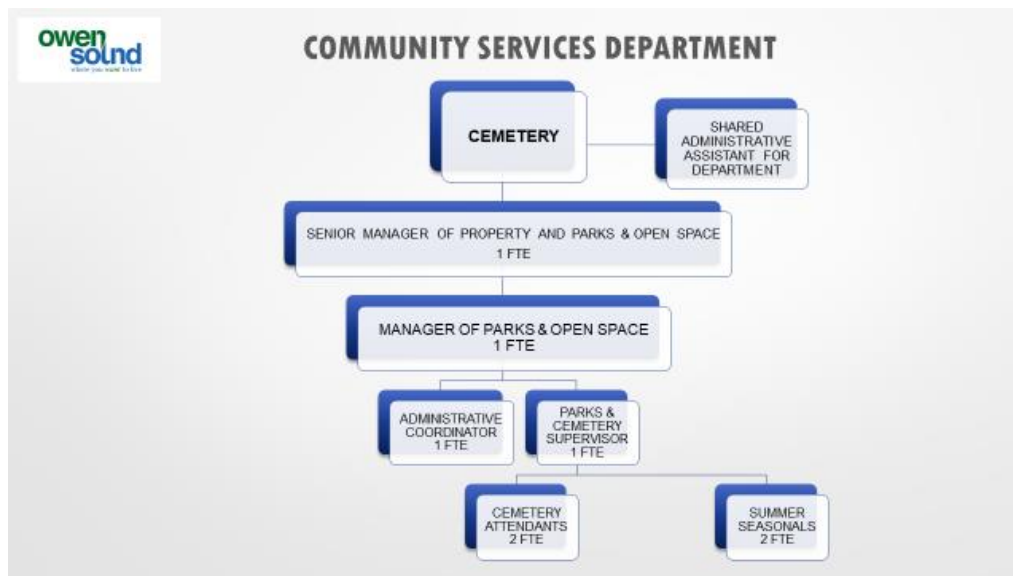
- Administer sale or re-purchase of burial lots, columbaria niches and mausoleum crypts;



- Prepare contracts, manage and maintain Cemetery records of all interments, inurnments and entombments and scattering;
- Through an administration agreement with St. Mary's of the Assumption Parish and Missions of the Roman Catholic Episcopal Corporation of the Diocese of Hamilton, staff provide administration for the sale of burial lots, and manage and maintain their Cemetery's records;
- Customer service – directly with families and funeral home professionals
- Opening and closing graves at Greenwood Cemetery and St. Mary's Cemetery are, for the most part, arranged and undertaken with the involvement of funeral homes, however with the increase in the number of people selecting cremation, the incidence of staff working directly with families that have opted not to retain the services of a funeral home for these arrangements, has increased;
- Cleaning and general maintenance of all buildings;
- Grounds keeping including arboriculture, gardening and turf management;
- Installation of foundations for monuments;
- Installation of flat markers and corner blocks;
- Winter storage for other cemeteries that do not perform winter burials and for burials in Greenwood that are deferred at the request of the family (2017-18, 21 caskets stored);
- Assist public researching genealogy; and
- Oversee capital work program at Greenwood Cemetery.

The Cemetery is staffed as follows:

- Senior Manager of Property and Parks & Open Space
- Manager of Parks and Open Space
- Parks and Cemetery Supervisor
- Parks and Cemetery Administrative Coordinator
- 2 Parks and Open Space Attendants
- 2 Seasonal Parks and Open Space Attendants (22 weeks)



All work is presently performed using in-house staff, with the exception of tasks requiring specialty trades such as electrical, heating, paving, roofing, etc. are provided by outside contractors.

## 1.6 Regulatory Framework

The Cemetery is regulated under the *Ontario Funerals, Burials and Cremation Services Act*.

By-law (2014-012) under the authority of the *Municipal Act* and *Ontario Funerals, Burials and Cremation Services Act* governs the regulation and management of the Cemetery.

[The Cemetery By-law](#) includes sections that direct:

- **Interment Rights:** The sale of a lot at need or for future use via an Interment Rights Contract
- **Interment Procedures:** The administrative rules and conditions that must be met prior to performing an interment including Interment Rights Holder verification, and the authorization and payment via a signed services contract by the verified interment rights holder to open the grave and perform an interment, inurnment, entombment or scattering
- **Disinterment Procedures:** The administrative rules and regulatory framework that must be met prior to performing a disinterment, including the permission of the interment rights holder, and the medical officer of health in some cases





- Mausoleum Vault Regulations: The rules and regulations that direct casket storage between December 1<sup>st</sup> and May 1<sup>st</sup>
- Lot Decorations: The rules that guide what Cemetery visitors can place or plant on a lot where they have interment rights, or permission from the interment rights holder
- Memorialization: The rules that guide monument (headstone) placement, material, size, and upkeep. This section also details the requirement for monument foundations, installed by Cemetery Staff via a service fee and contract with the interment rights holder.

A review of the Cemetery By-law will occur following the master plan process to ensure the regulatory by-law reflects the intent of the master plan.

## **1.7 2012 Master Plan & Report Card**

The [2012 Greenwood Cemetery Master Plan](#), has provided strategic guidance for administration, operations, major maintenance and capital. The plan details 17 recommendations relating to structure, circulation, vegetation, operations, facilities and expansion, and mapping. The recommendations were prioritized on a scale of 1 to 4. On this scale, a ranking of 1 is deemed very important.

Appendix 1 contains the 17 recommendations with a notation on the status of each. Overall there has been significant progress in implementing the initiatives; however, it is appropriate to review these initiatives in today's context.

## **1.8 Cemetery Layout**

### **1.8.1 Circulation and Entrances**

- Circulation within the Cemetery follows a basic grid pattern;
- Variations from the grid occur where 9 Bends Ravine partially bisects the property;
- Internal roads are mostly surfaced with asphalt varying in width from 10' to 20';
- The main internal roads were reconstructed as a part of a phased program in 2016 – 2018, and are generally able to accommodate light to medium duty traffic vehicles;
- Parking within the Cemetery is accommodated in most areas by roadside lay-by parking;



- There is a paved apron in front of the mausoleum for parking;
- Visitor parking, not related to funeral events, is only accommodated in the mausoleum area in all seasons and on internal roads in the summer months;
- Pedestrian circulation is either on the turf areas of the Cemetery or on the internal road system. No special provision for pedestrians is apparent except for the trail (9 Bends Trail) that leads through the wooded valley.

Greenwood Cemetery has eight entrances:

- Two on 2<sup>nd</sup> Avenue East- Historically, the main entrance was located off 2<sup>nd</sup> Avenue East in the oldest part of the Cemetery. A less used entrance to the south accesses a tree lined roadway leading to the columbarium garden, office, and mausoleum;
- Two from 1<sup>st</sup> Street Southwest (boundary road);
- Five on 4th Avenue West;
- One entrance from 1<sup>st</sup> Street Southwest leads to the Cemetery Office and a second entrance from 1st Street Southwest provides service access to the Cemetery's maintenance yard and service building; and
- The five roads off 4th Avenue West divide the various sections of the west side of the Cemetery and were created to increase access to each of the extension areas in this newer portion of the Cemetery.

### **1.8.2 Sections**

The 1998 Landplan Collaborative Ltd. Greenwood Cemetery survey map is attached as Appendix 2.

Greenwood Cemetery is comprised of 11 sections. The 9 Bends Ravine that partially bisects the property divides the Cemetery east and west. The east side of the property is the original land allocation, with the west portion developed more recently.

Beginning east of the ravine at the northern margin of the property and working south there is the:

- North Extension
- Northeast Extension
- Blocks Section
- Sections
- Ranges
- South Extension



These sections are made up of 12 grave and 24 grave plots. Lots in this section are 0.81 m x 2.4 m. New interments in these sections are rare.

The east half of the Cemetery, bordered to the east by 2<sup>nd</sup> Avenue East, and 9 Bends Ravine to the west, retains some original features and layout of the Cemetery, including hitching posts for horse drawn vehicles, and gravel roadways in the Northeast and North extensions.

Blocks Sections and Ranges are the original plots laid out by Charles Rankin in 1858 when the Cemetery was founded. These 3 sections are laid out in a grid pattern with 64 plots in each one.

A small area directly north of the Blocks section, shown as empty space with no lot lines on the map, is the location of the Indigent section.

There are no new or unused plots available east of 9 Bends Ravine.

On the west side of the ravine, working north to south there is:

- **The Northwest Extension**

Lots in this section are 1 m x 3 m. Concrete liners or vaults are not required in the Northwest Section.

There is currently a developed portion and an undeveloped portion of the Northwest extension, separated by the main north-south internal roadway. The developed section, one of the most active on the property, is made up of 2,623 single lots, with an additional 34 ranges surveyed and approved in what is currently used as a spoil area, that are to be developed as need dictates. There are a total of 3,445 available lots in this section with developed and undeveloped surveyed lots taken into account.

The Northwest section contains plots committed to the Beth Ezekiel Synagogue for the purpose of Jewish Interments.

- **Greenwood Gardens**

Made up of 73 ranges, is a mix of preferred cremation lots, multi grave plots and single lots. Full size lots in this section are 0.91 m x 2.74 m. There are 1,371 grave spaces that remain available in this section.



There is a single row of preferred cremation lots at the west margin of Greenwood Gardens, which are all sold.

- **West Extension**

One of the oldest sections on the west side of 9 Bends Ravine, the West Extension is made up of 34 ranges comprised of a mix of multi grave plots, with the 2 western most ranges surveyed as single grave lots. Full size grave spaces in this section are 0.81 m x 2.4 m. There are 1,419 single grave spaces available in the West Extension.

- **Memorial Gardens 'C'**

A 36 range section, Memorial Gardens 'C' is made up of multi grave plots, single grave lots and preferred cremation lots. A full size lot measures 1 m x 3 m. Cremation lots are 1 m x 1 m.

For full size interments, concrete vaults are required in all 3 Memorial Gardens sections. There are 659 full size lots and 0 cremation lots available in Memorial Gardens 'C'.

- **Memorial Gardens 'B'**

A 34 range section, Memorial Gardens 'B' is made up of multi grave plots, single grave lots and preferred cremation lots. A full size lot measures 1 m x 3 m. Cremation lots are 1 m x 1 m. Upright monuments are not permitted in Memorial Gardens 'B'.

For full size interments, concrete vaults are required in all 3 Memorial Gardens sections. There are 860 full size lots and 0 cremation lots available in Memorial Gardens 'B'.

- **Memorial Gardens 'A'**

A 39 range section, Memorial Gardens 'A' is made up of single grave lots and preferred cremation lots. A full size lot measures 1 m x 3 m. Cremation lots are 1 m x 1 m. Upright monuments are not permitted in Memorial Gardens 'A'.

For full size interments, concrete vaults are required in all 3 Memorial Gardens sections. There are 1,906 full size lots and 474 cremation lots available in Memorial Gardens 'A'.



- **The Columbarium Garden**

This cremation only section of Greenwood Cemetery was developed in two phases. The first phase, directly north of the Cemetery workshop, houses 3 columbaria with a total of 362 niches with 15 remaining available, and 232 preferred in ground cremation lots, with 111 remaining available.

A new section of the columbarium garden was added in 2018, with a 112 niche columbarium and space for additional in ground cremation lots and scattering gardens that are currently undeveloped. There are 109 niches that remain available in Columbarium #4 that was added in 2018. There are 2 additional columbaria planned for this section that will add 224 niches as need dictates.

The landscape plan and survey approved by the BAO are designed to accommodate 2 additional columbaria in the latest phase of development as need dictates.

In total there are 9,660 full size lots available and 939 available or planned cremation options.

## 1.9 Vegetation

In 2015, the City undertook an inventory for all of its Parks and Street trees. Greenwood Cemetery was included in that initiative. The map below shows each tree at the Cemetery that was inventoried. Tree health, height, crown and trunk diameters, species information and hazard rating data were collected. Detailed tree inventory information for Greenwood Cemetery is attached as Appendix 3.



Five basic categories of plantings are found in the Cemetery. These are:

### Hardwood Woodland

The valley systems of the Cemetery provide a natural woodland aspect to the Cemetery. The trees in this area are reasonably healthy and left in its natural state they require little, or no maintenance.



## **Formal Tree Plantings**

These range from the original, main, formal entrance drive, lined with 100+ year old Sugar Maples to the newer areas where White Spruce, Blue Colorado Spruce, European Larch and Crabapples have been used to line the roadways. A row of Schwedler Norway Maples defines the 2nd Avenue East boundary.

## **Informal Plantings**

Throughout the Cemetery are plantings of Sugar Maple, White Spruce, Colorado Spruce, Norway Spruce, Dwarf Alberta Spruce, Black Locust, European White Birch, Weeping Birch, Oak, Crabapple, Mountain Ash, Cedar, Japanese Yew and Juniper, and others. Most of these specimens are in need of corrective pruning to maintain their form, health and vigor.

## **Formal Flower Beds**

Flower beds which are planted each year with annual bedding plants in various patterns and designs are located at the Cemetery Office and the planter beds at the entrances off 4th Avenue West.

## **Hedging**

Hedges of Eastern White Cedar are located on the western boundary, and within the Cemetery. They define edges, create spaces and screen areas. Phased capital since the 2012 plan has completed the entrance restoration, heritage fence and hedge restoration.

An opportunity to be explored is the establishment of Memorial gardens. These would be thoughtfully established around the grounds, especially in the most recently developed sections of the Cemetery: Memorial Gardens 'A', and the Northwest sections to serve to further support the atmosphere of quiet contemplation and renewal that is desired for this property. A memorial garden program would include sponsorship opportunities, similar to the City's memorial tree program. Patrons of the Cemetery would be able to sponsor a plant, or entire garden, walkway pavers and decorative rockery. These revenues would be used to support the horticulture program at the Cemetery. Beginning with existing gardens on a trial basis, pending a successful outcome the program would be expanded to new areas of the Cemetery for new strategically located planting bed locations. There are opportunities to revitalise mature gardens in the ranges on the east side of 9 Bends Ravine.



## **2.0 Statistics and Industry Trends**





## 2.1 Statistics

From 2012 – 2018, staff have provided service for an average of 156 interments annually, including an average of 18 interments on a contract basis for St. Mary’s Cemetery. These numbers average to one interment every two working days, however it is important to note that interment scheduling is sporadic and driven by need. This frequently results in two interments the same day and periods where no interments are booked for several days.

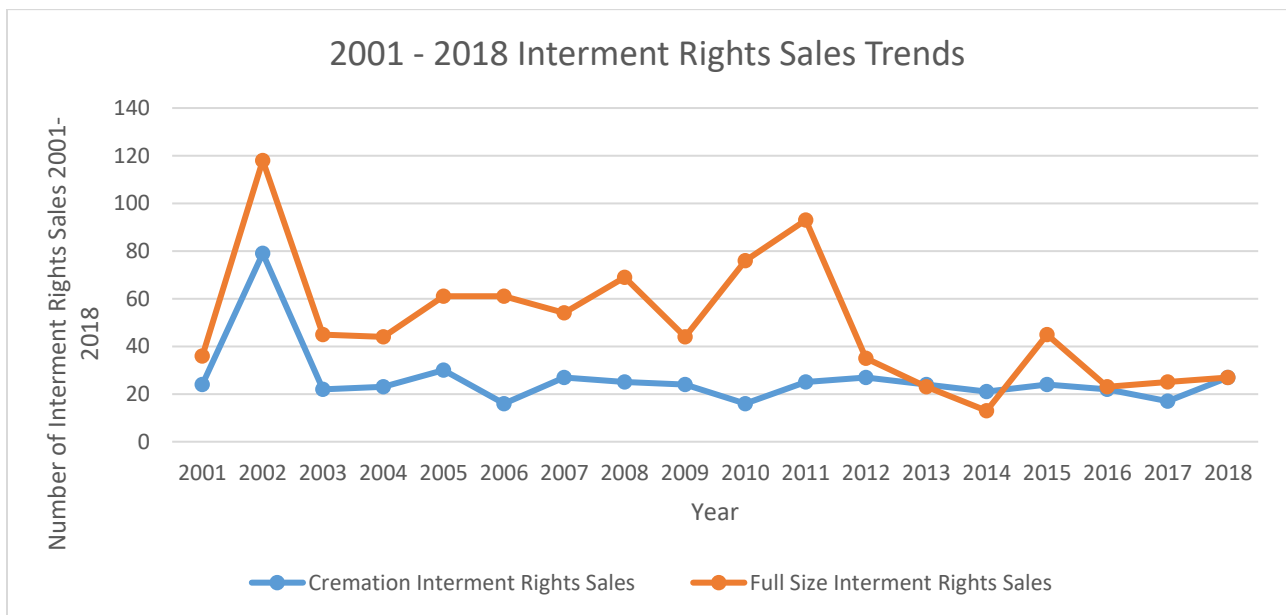
At Greenwood Cemetery, there are two statistics that help us understand trends to help forecast long term viability of the Cemetery and what short to medium term demand for services will be:

- a) Interment Rights Sales;
- b) Current and emerging interment preferences.

### a) Interment Rights Sales

When a client is planning pre-need and chooses to purchase interment rights to an available plot, lot, niche or scattering. Changing trends in preferences impact the overall long term viability of the Cemetery property. A steady increase in the ratio of clients who choose cremation options since 2001 compared to the selection of full size lot interment rights.

The chart below demonstrates the overall interment rights sales trend from 2001 to 2018.





Between 2001 and 2011, 30% of Interment Rights Sales chose a cremation option. From 2012 to 2018, 47% of clients chose a cremation option, a full 17% increase over that time.

Over the same period full size lot sales declined 12%. Full size interment rights sales outperformed cremation interment rights sales significantly in most years until 2012, where there was a distinct change in preference. In 2018, the last full year of data available, sales of full size lots compared to cremation options were essentially even.

### **b) Current and Emerging Interment Preferences**

This statistic is different from a rights sale. Where a rights sale is the purchase of rights to space at the Cemetery for future need, interment services are the actual interments once a client needs to exercise the rights to their interment space at need, either for themselves or someone whom they have permitted to be interred within their rights allocation.

In lockstep with increased rates of cremation rights sales, combined rates of cremation interment services since 2012 are 59% of all interment services performed at Greenwood Cemetery.

#### **Greenwood Cemetery Interment Statistics 2012-2018**

<b>Year</b>	<b>Full Size</b>		<b>Cremation Option</b>	
2012	82	54%	70	46%
2013	57	38%	93	62%
2014	54	41%	77	59%
2015	81	51%	77	49%
2016	48	35%	91	65%
2017	68	46%	81	54%
2018	64	42%	89	58%

Greenwood Cemetery mimics the aggregate statistics for Ontario, provided by the BAO, where 61% of all interment services in Ontario for the years 2012-2015, the most recent statistics provided by the regulator.



## Ontario Provincial Interment Statistics 2012-2015

Year	Full Size		Cremation Option	
2012	34,092	44%	43,650	56%
2013	29,177	37%	48,663	63%
2014	34,292	38%	56,554	62%
2015	34,175	37%	57,776	63%

Another emerging trend is an increasing demand for weekend interments. An increase of 60% since 2014 to the end of 2019 has been observed. Families spread across the province country and globe more than at any other time in our collective past. Families often choose weekend interments to ensure all attendees who wish to attend are able to attend at a convenient time and date.

### Weekend Interments 2014-2019

Year	Number of Weekend Interments
2014	20
2015	23
2016	31
2017	31
2018	26
2019	35

To understand if services are being delivered in the most economical and effective way, on an ongoing basis, staff should monitor if the existing staffing model is meeting the needs of families.

## 2.2 Cemetery Lifespan

For the 2019 Greenwood Cemetery Master Plan Review and Update, staff undertook an inventory of available full size lot and cremation spaces and found there are 933 cremation options available or planned, and 9,660 full size lots that remain unsold.



### Current Available or Planned Interment Options

Section	Remaining Full Size Lots	Remaining Cremation Options
Memorial Gardens A	1906	474
Memorial Gardens B	860	0
Memorial Gardens C	659	0
West Extension	1419	0
Greenwood Gardens	1371	0
Northwest Extension	3445	0
Columbarium Garden	0	111
Columbarium 1	0	15
Columbarium 2	0	0
Columbarium 3	0	0
Columbarium 4	0	109
Columbarium 5 (planned)	0	112
Columbarium 6 (planned)	0	112
<b>Total</b>	<b>9660</b>	<b>933</b>

\*This table does not include maintenance pathways dispersed between ranges that are shown as blank space on Appendix 2.

Including areas that are BOA approved but undeveloped to date, shown on the map below in yellow, at current average annual selection rates of 27 full size interment sales, and 23 cremation option interment rights sales, the projected viability of the Cemetery is 358 years for full size interment rights, and 31 years for cremation options.





The outcome of the cemetery lifespan analysis is that there is no immediate need to investigate expansion of Greenwood Cemetery, or contemplate the establishment of a new Cemetery in Owen Sound.

In order to be responsive to current and projected trends, optimizing some underutilized space to meet the needs of the community is the ideal solution.



## **3.0 Public Input – What We Heard**



### 3.1 Open House

On February 20, 2019 at the Greenwood Cemetery Master Plan Update Open House, staff presented the process and methodology. Attendees were divided into breakout groups to provide feedback on the reprioritization of the outstanding recommendations from the 2012 Plan, and discuss what they appreciated about Greenwood Cemetery, and what could be improved.

14 members of the public attended the meeting. In addition to those attending, there were 15 emails and 2 phone calls.

Two recommendations from the 2012 Master Plan generated the most discussion and interest at the Open House.

- *2012 Recommendation #16 – Develop a businesses case for the future expansion of the Cemetery including consideration of natural burials and investigate the potential for purchase of adjacent lands*
- *2012 Recommendation #17 – That the development of a "Green/Natural Burial Cemetery be considered at the future expansion of the Cemetery.*

At the Open House, there was also discussion and support for:

- Maintaining and restoring the heritage buildings; and
- GIS mapping of interment plots

### 3.2 Survey

Following the Open House on February 20, 2019, a 31 question online public engagement survey was launched to gather feedback from residents and stakeholders regarding operations, services, and future vision for Greenwood Cemetery. Appendix 4 includes the complete survey responses.

Some qualifying questions led off the survey to help us understand who was responding.

52 responses were collected:

- 79% identified as City of Owen Sound residents. 78% of respondents indicated they lived in Owen Sound for more than 10 years.
- 63% of respondents identifies as female, 29% male, nearly 8% preferred not to identify their gender for the survey.
- 35% of respondents indicated they were between the ages of 45-54, 17% were between the ages of 65-74 and 13% were between the ages of 35-44.



- 86% of respondents indicated they were not currently interment rights holders at Greenwood Cemetery.
- 60% of respondents indicates they were considering purchasing interment rights at Greenwood Cemetery in the next 5 years.

Some notable trends are:

- 91% of respondents indicated they felt the grounds and public spaces are well maintained.
- 89% felt that customer service at Greenwood has met their expectations.
- 60% who were considering purchasing interment rights at Greenwood Cemetery planned to do so more than 5 years from now.
- 23 respondents (46%) indicated they were interested in “other” interment options than what they perceived to be available now. Of those 23, 17 responses (34% of responses to question 11) indicated they would like a natural burial option.
- Question 13 sought to understand why respondents visit Greenwood Cemetery, with the top 3 answers indicated as:
  - Enjoying a quiet Walk (75%)
  - Walking to read stones (62%)
  - Paying respects (51%)
- Question 14 asked “is there a service or amenity that is missing from Greenwood Cemetery”. 55% of responses said nothing was missing. 45% of respondents indicated they desired something that is not currently offered. 38% specified they wished to have natural burial as an option at Greenwood.
- When asked if there were any barriers to a respondent using Greenwood Cemetery, 9 respondents indicated that a lack of a natural burial option was a barrier. 15 respondents indicated there were no barriers.
- 87% indicated they support keeping the Chapel, and 85% supported the idea of renovating the space to create indoor columbaria.
- Respondents were given the opportunity to provide their ideas for use of the Chapel if it were to be renovated. 15 answers were provided. Several further support the indoor columbarium use.
- Survey results indicated that 81% of the general public was satisfied with the current permissible monument dimensions. However, consultation with monument dealers and some in person visits by members of the public have noted that the Cemetery’s permissible monument sizes are restrictive.





## **4.0 Themes and Recommendations**



## 4.1 Key Themes

Based on the background research, statistic review, industry trends and public input received at the open house and through the survey, various themes emerged:

- Interment Options
- Administration, Operations and Grounds
- Buildings and Maintenance

Under each key theme there are a number of recommendations.

## 4.2 Recommendations

### THEME: Interment Options

#### 4.2.1 Natural Burials

Throughout the master plan process, natural burial has been a dominant theme of public input. Many aspects of what proponents of natural burials are seeking are currently permissible at Greenwood Cemetery. It is recommended that a dedicated section for performing natural burials at Greenwood Cemetery be established, and the by-law is amended to clarify the aspects of natural burials are to be permitted.

Generally, proponents of natural burials seek an end of life option that has minimal impact on the environment. Embalming, finely finished caskets manufactured with metal fasteners and hinges, monuments and pesticide use for grounds keeping are examples of common practices that someone seeking a natural burial may not support.

The existing Greenwood Cemetery by-law, and the Funeral Burial and Cremation Services Act permit all of the aspects of natural burials noted above.

- Simple wood caskets with no metal fasteners are available in local funeral homes.
- In Ontario remains are not required to be embalmed, and the Greenwood Cemetery by-law does not require embalming.
- No vault is required in certain sections at Greenwood Cemetery.
- Monuments are not required at Greenwood Cemetery.
- Generally, it is the practice at Greenwood Cemetery not to use pesticides.



Natural Burial is a preferred option supported strongly by respondents. Generally, the conditions desired by proponents of natural burial are permissible today under the existing Greenwood Cemetery By-law.

Through the master plan process, it's understood that the public was not generally aware that these options currently existed.

#### **4.2.2 Number of Cremated Remains per Full Size Lot**

Cremation at Greenwood Cemetery and across Ontario, over the last 2 decades, has grown in popularity to become the statistically preferred option for interment. Greenwood offers 4 options for the interment of cremated remains: In a columbarium niche, as a scattering in our scattering garden, in a cremation lot, and in a full size lot, often placed above a casket that was previously interred. Currently, the Greenwood Cemetery by-law allows for 1 full size casket and 3 cremated remains to be interred in a single full size lot. Across Ontario, Cemeteries permit different numbers of cremated remains to be interred on a single lot, between 2 and 6 depending on the by-laws of a given Cemetery.

As a measure of capacity extension for Greenwood Cemetery, it is recommended the number of permitted cremated remains within a single lot, be increased to 4 cremated remains per full size lot.

This change would establish the potential for the Cemetery to collect an additional cremation opening and closing fee per lot of \$337.78 before HST in 2019 dollars. In terms of capacity extension, this change would have a maximum impact of extending the Cemetery's service life up to 15% (25% increase to the permitted number of cremated remains per single lot multiplied by a 60% overall interment selection on cremation options), although it is not expected that all existing or future full size interment rights holders will opt to use an additional available space for cremated remains.

#### **4.2.3 Modify the Cemetery By-law Respecting Monument Sizes**

The Greenwood Cemetery By-law, included as Appendix 5, permits a maximum total allowable monument height including the base and the die is 38" throughout Greenwood Cemetery (maximum base height of 8 inches and maximum die height of 30 inches). Width is determined by the size of the plot and varies from 24 inches on a single lot to 2/3 of the width of a plot with 4 or more lots.

The existing and proposed monument specification charts are included as Appendix 6.



It is recommended that staff review the existing permissible monument sizes, compare them to other similar sized municipal cemeteries and prepare a report for Community Services Committee with options for a moderate increase to the permissible upright monument size. Consultation with monument providers with respect to market influence will occur as a part of the process to prepare a by-law amendment.

#### **4.2.4 Underutilized Space**

##### **4.2.4.1 Develop areas of the Cemetery currently laid out as roads between existing ranges to provide more options for new lot sales and extend the projected life of the Cemetery.**

Staff have identified ranges interspersed throughout the grounds that are not incorporated into the Cemetery's existing layout. They are included in the Cemetery survey approved by the Bereavement Authority of Ontario.

The rationale for excluding these residual ranges in the current numbering system is unknown. Many of the residual ranges are in very desirable and/or mature sections of Greenwood Cemetery. By developing these ranges into available lots the long term viability of the property increases.

It is recommended that staff perform an analysis of how many previously unavailable lots may be developed in these ranges, including options for preferred in ground cremation lots and full size casket lots in proportions relative to the predicted selection for both types over the next 10-25 years.

This information would be brought forward to Community Services Committee as a report and recommendations for development of the residual ranges.

##### **4.2.4.2 Modify existing available Cemetery sections to incorporate cremation trends and maximize capacity.**

This plan details a statistical increase in the proportion of cremation interment compared to a decrease in full size interment over the last two decades.

When the Cemetery was last surveyed in 1998, full size interment rights, and multiple lot plots were the industry standard. In the interim preferences have changed, and staff support a recommendation to subdivide some ranges of existing full size lots into multiple ranges of preferred cremation interment in response to current and projected demand. This change would also increase the long term viability of the Cemetery.



A report to Community Services Committee followed by submission to the BAO for approval is required to implement this change.

This recommendation is to alter some existing BAO approved full size lots to create 3 ranges of cremation lots in ranges that where full size interment rights sales are underperforming. Cremation options continue to gain popularity based on current available data and staff experience. Selection of full size lot interment rights is in decline.

#### **4.2.5 Formalize the Jewish Section and Establish a Muslim Section with Agreements by By-law**

In May 2007, 100 lots at the east end of the Northwest Section were consecrated by a Rabbi for the purpose of culturally appropriate Jewish burial in Owen Sound on behalf of the Beth Ezekiel Synagogue.

In 2019, City staff were approached by the Owen Sound Muslim Association with a request to establish a Muslim Section at Greenwood Cemetery, for the purpose of providing a culturally appropriate Muslim burial option in Owen Sound.

Leaders from both communities were consulted and supported the establishment of a Muslim section adjacent to the existing lots committed to the Jewish Community.

In order to ensure the perpetual continuity of dedicated sections for both communities, a report and draft agreements will be brought forward to Community Services Committee.

### **THEME: Administration, Operations and Grounds**

#### **4.2.6 Tree Maintenance and Memorial Garden/Horticulture Program**

##### **4.2.6.1 Tree Maintenance**

Three basic tree types are found in the Cemetery. These are:

- Hardwood woodland in the valley systems of the Cemetery;
- Formal Tree Plantings that give structure to the road and plot pattern of the Cemetery; and
- Informal plantings of tree specimens throughout the plot areas.



It is recommended that tree maintenance and removals from inventory and subsequent replacement be implemented on a priority basis.

#### **4.2.6.2 Develop a Memorial Garden/Horticulture Program**

Cemeteries are places of quiet contemplation that benefit from beautification to create a space of tranquility. In order to create a space for reflection, flower gardens are often developed to create a calm serene and visually appealing environment for visitors. The garden plots typically maintained by the City's horticulture team are valuable and appealing. As new areas are developed, there is a need to augment the beautification program at Greenwood Cemetery.

#### **4.2.7 Monitor the Staffing Model to ensure we are Meeting the Needs of Families**

To understand if services are being delivered in the most economical and effective way, on an ongoing basis, management should monitor if the existing staffing model is meeting the needs of families and meeting the expectations of the public in terms of all of the maintenance and services provided at Greenwood Cemetery.

#### **4.2.8 Implement a GIS Mapping Program of all Interment Sites at Greenwood Cemetery Compatible with Existing IT Resources**

Cemeteries in Ontario are required to make available a public list of interment sites and occupants who have been interred for 30 years or more. In its most basic form, this record can be ink and paper and be kept at the Cemetery, and made available upon request.

The Cemetery receives frequent calls and visits to the administration office requesting interment site information for relatives, friends, and significant persons. Implementing a GIS module for the Cemetery online and at the administration office would allow the public self serve access to relevant information about interment sites, and reduce the demand on the Parks and Cemetery Administration Coordinator, allowing them to focus on core functions.

This recommendation would be implemented in several phases:

- a) Via a capital request to the City's capital program in a future budget year, recruit the services of a geomatics student to collect lot and monument information including GPS coordinates, photos and location;
- b) Upload the data to the City's existing GIS database in coordination with Corporate Services and the GIS Technologist for publication online;



- c) Market and promote the new service via the City's website
- d) Consider the implementation of a kiosk with the GIS module available at the Greenwood Cemetery office.
- e) Annually, upload data to conform with the 30 year rolling publication rule, such that the information available to the public is current to 30 years.

#### **4.2.9 Accessible Customer Service**

Customer service at Greenwood Cemetery is delivered in accordance with the City's policy CrS-HR62 Accessible Customer Service Standards, and the Accessibility for Ontarians with Disabilities Act.

City staff will undertake a review of all forms, electronic documents and Cemetery website to ensure we are meeting current requirements.

When a form or communication platform is updated, it will be reviewed by the City's accessibility advisory committee.

All City staff, including front line workers, managers and administrative staff are trained in accessible customer service as a part of their onboarding process when they are hired.

#### **4.2.10 Assess Technological Solutions to Augment Accessible Customer Service Delivery**

Staff will monitor accessible technology solutions on an ongoing basis such as video conferencing and fillable electronic forms to understand how they may be applied to the administration of the Cemetery.

In 2012, tools for performing genealogical and historical research remotely were not as developed or commonplace as they are today. In the last 7 years, the ubiquity of online research has led to most direct inquiries for information referencing the lack of availability of an online tool to research grave locations of individuals interred at Greenwood Cemetery. There have been no requests to staff for physical space to perform research at the Cemetery itself.

#### **4.2.11 Accessibility of Buildings**

The Cemetery Office is listed on the Owen Sound Heritage Registry. The office is not fully accessible. Staff provide alternative customer service that is accessible.



For example, Cemetery customer service will be conducted at City Hall when requested. City Hall is a fully accessible building.

Accessibility and enhanced customer service will be considered as an element of the 2020 Chapel renovation design as that building has an entrance at grade.

#### **4.2.12 Create Access Points Aligned with Planned Maintenance Pathways on the 1<sup>st</sup> Street South and 1<sup>st</sup> Street West Side of the Cemetery for Better Access to Graves and Less Damage to Grounds**

Greenwood Cemetery is most active on the west side of 9 Bends Ravine. New interment rights sales are generally sold in 2 sections, Memorial Gardens 'A' and the Northwest Extension.

These sections are located at the south west and north west corners of the property. Both are bordered on the west by 4<sup>th</sup> avenue west. Memorial Gardens A is bordered to the south by 1<sup>st</sup> Street South West. The Northwest Extension is bordered to the north by 1<sup>st</sup> Street West.

In the Northwest Section, a funeral procession may be required to carry a casket up to 72 m.

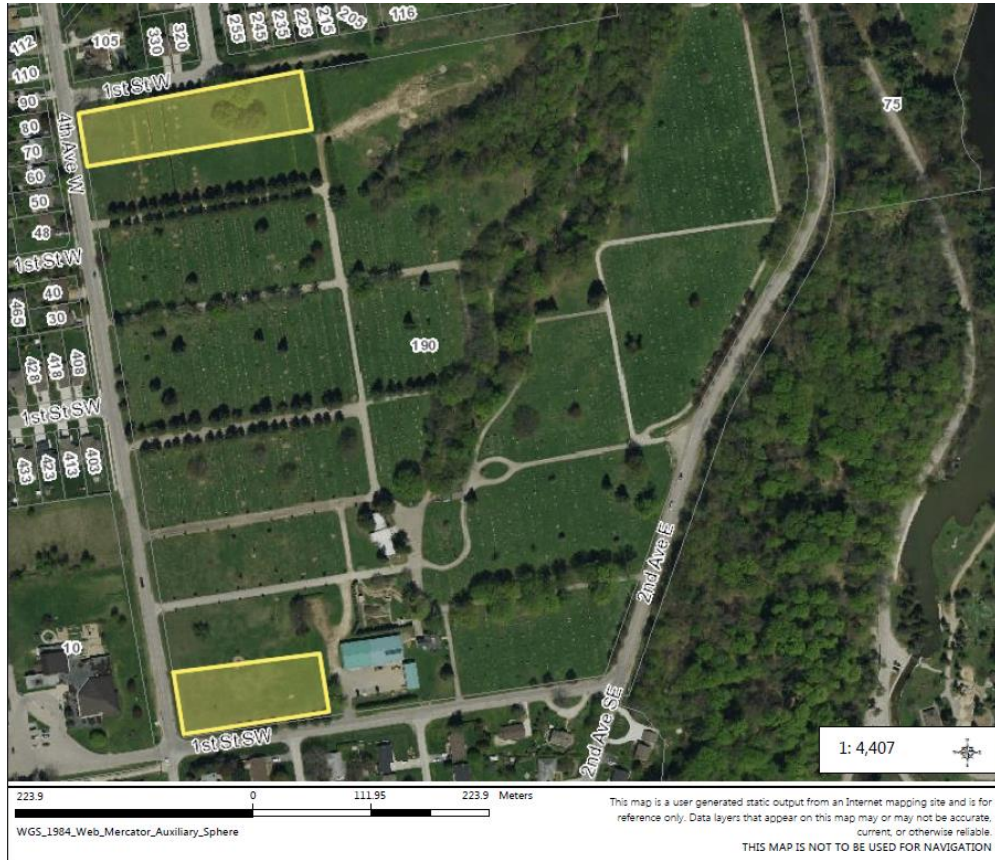
In Memorial Gardens 'A', a procession could be required to carry a casket up to 87 m.

The specification and installation of the final phase on Heritage fencing completed in 2019, along the south margin of Memorial Gardens 'A' adjacent to 1<sup>st</sup> Street South West, and along the north margin of the Northwest Extension adjacent to 1<sup>st</sup> Street west, included access gates to provide options for less challenging procession conditions by reducing the maximum distance a procession will be required to carry a casket to 36m in the Northwest Extension and 43.5m in Memorial Gardens 'A'.





The map below illustrates the discussion:



Yellow indicates portions of the Northwest Section and Memorial Gardens A that are underserved by access roads.

**THEME: Buildings and Maintenance**

**4.2.13 Develop a Business Case for the Restoration of the Chapel, Including Indoor Columbaria and Contemplative Space**

Funding for structural analysis, and concept design for a new use of the Chapel building is included in the City’s 2020 Capital budget. The 2012 Greenwood Cemetery Master Plan spoke to several options for suggested uses of the building pending the results of a structural assessment, including indoor columbaria, restoration of the original design and layout of the Chapel, meeting space, or a genealogical or museum space.

Staff support a design focus that allows for indoor columbaria to line the north, west and south walls, and Chapel space for services or quiet reflection within the



remaining footprint. A business case for implementation will be brought forward for consideration to Community Services Committee, with design and construction plans to follow pending a recommendation by Committee.

#### **4.2.14 Leverage the City's Asset Management Plan to Ensure Critical Maintenance of Cemetery Buildings is Identified and Addressed in the City's Capital Forecast**

Asset Management planning is an ongoing and long-term process that allows municipalities to make the best possible investment decisions for their infrastructure assets including buildings.

To help address this issue, the Province implemented the *Asset Management Planning for Municipal Infrastructure Regulation, O. Reg. 588/17*, effective January 1, 2018. Building assets will be added to the plan by 2021.

The City has implemented tools for establishing an asset management approach to core assets. Data collection and major maintenance items in non-core areas such as the Cemetery has been ongoing. The result is an asset management system that enables staff to predict and forecast major maintenance over the long term.

An asset management approach to building renewal and maintenance should continue to be implemented.

#### **4.2.15 Explore the Designation of Greenwood Cemetery Buildings under Part IV of the Ontario Heritage Act following the Renovation of the Chapel**

In 2019, Council requested that staff investigate the case to have each of the Cemetery buildings that are currently listed on the City's Heritage Registry designated under part IV of the *Ontario Heritage Act*. Following a review by staff to identify the cultural heritage significance, a report to Community Services Committee with recommendations for Council consideration designating Cemetery buildings that meet the Criteria for Designating Cultural Heritage or Interest, included as Appendix 7. It is recommended that this be completed following the renovation of the chapel building.

Appendix 8 provides a summary of the 14 recommendations, the priority (short, medium or long term), if an amendment to the Cemetery By-law is required, if a further report is required, resources and lead staff.



## **5.0 Appendices**

Appendix 1 – 2012 Greenwood Cemetery Master Plan

Appendix 2 – Landplan Collaborative Ltd. Greenwood Cemetery Survey Map

Appendix 3 – Greenwood Cemetery Tree Inventory Data

Appendix 4 – 2019 Public Engagement Survey Responses

Appendix 5 – Greenwood Cemetery By-law

Appendix 6 – Current and Proposed Monument Specification Charts

Appendix 7 – Ontario Heritage Trust Criteria for Designating a Building as Having Cultural or Historical Interest

Appendix 8 – Summary of Recommendations