

Staff Report

Report To: Community Services Committee
Report From: Adam Parsons, Manager of Parks and Open Space
Meeting Date: November 21, 2018
Report Code: CS-18-152
Subject: Greenwood Cemetery Master Plan Review and Update

Recommendations:

That in consideration of Staff Report CS-18-152, respecting the Greenwood Cemetery Master Plan Review and Update, the Community Services Committee recommend Council direct City Staff to initiate a review of the 2012 Greenwood Cemetery Master Plan in accordance with the tasks outlined in the report.

Strategic Initiative:

- 6. Promote and Enhance Owen Sound's Built Heritage*
- 7. Encourage and promote participation in cultural activities and active lifestyles*
- 8. Support community safety and social inclusion*
- 9. Address the City's infrastructure deficit*
- 10. Maximize revenue sources and funding opportunities*
- 11. Optimize the City's Operations while maintaining or improving quality of life*

Background:

The initial master plan for Greenwood Cemetery was completed in 1993 by the Landplan Collaborative Ltd. (Landscape Architects). In 2012, following staff changes and changes in the provincial regulatory framework, staff

undertook and update of the master plan through Recreation & Parks Advisory Committee.

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

A master plan provides guidance to ensure that the Cemetery continues to meet the needs of the community it serves. It also ensures that Cemetery services are responsive to changes in the bereavement industry including how services are delivered, and the scope of services that are offered.

The permanence of cemeteries transcends other typical municipal planning cycles. Typically, cemetery planning has a view to the 100-year horizon when contemplating existing capacity and future need. A cemetery master plan is an invaluable tool to ensure continuity of service delivery to the community, and to guide decision makers in ensuring the Cemetery is viable into the next century. Like many services, the needs and expectations of families are changing. Today's funeral service and interments are changed from even 10 years ago: families expect that we can respond to their requests. There are varied and changing ways that the interment of a loved one can be celebrated and in part, this master plan review will ensure we are responding to today's needs.

This report:

- i. Provides a brief overview of Greenwood Cemetery;
- ii. Provides a brief summary of the regulatory framework that governs the operation of the Cemetery;
- iii. Summarizes the content of the 2012 Master Plan and reports on initiatives that have been implemented;
- iv. Proposes an outline and approach and timeline for the task of updating the Master Plan;

Overview of Greenwood Cemetery

Greenwood Cemetery has been an important cultural landmark and repository of the City's history since its inception in April of 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 Nine 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.

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

- Cemetery office (1847 – formerly residence of Cemetery Superintendent)
- Chapel (1905)
- Mausoleum (1932)
- Service building, storage bins and service yard (1990)
- 4 columbaria (360 niches). The current plan provides for 2 additional columbaria to be added as need dictates.

Hours of operation: 7:30 am to 4:00 pm weekdays.

(Note: 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 that 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 do winter burials or for burials in Greenwood that are deferred at the request of the family (2017-18, 21 caskets stored);
- Assist public researching genealogy;
- Oversee capital work program at Greenwood Cemetery.

Greenwood Cemetery staff, through an agreement with the Roman Catholic Episcopal Corporation of the Diocese of Hamilton and the Parish of St. Mary's of the Assumption Church and the Missions, provides specific cemetery supplies and services to St. Mary's Cemetery. Such services, for which the City is compensated, as per rates provided under the agreement, (see fees by-law) include:

- Sale of lots to prospective purchasers, and preparation of associated documents.
- All supplies and services normally provided for an interment (layout, preparation, setup and filling)
- Installation of upright or sloped marker foundations.
- Repairs to upright markers and their foundations, and the installation of corner posts and single grave markers when and as requested by St. Mary's Cemetery.

The Cemetery is staffed as follows:

- Manager of Parks and Open Space (shared between Parks & Open Space and Cemetery);
- Parks & Cemetery Supervisor;
- 2 Full Time Cemetery Attendants
- 2 Seasonal Cemetery Attendants (22 weeks)
- Parks and Cemetery Administrative Coordinator

Regulatory Framework

Under the Ontario Funerals, Burials and Cremation Services Act, the Cemetery section of the Parks and Open Space Division is responsible for the management and administration, customer service, maintenance and development of the 43 acre Cemetery grounds and buildings.

A 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 1st and May 1st
- 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.

The 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.

2012 Master Plan & Report Card

The [Greenwood Cemetery Master Plan](#), completed in 2012 has provided strategic guidance for administration, operations, major maintenance and

capital. This plan was completed in house by City staff and included significant consultation with the general public as well as staff from funeral homes who interact with Cemetery staff frequently.

The plan offers a snapshot of the state of the Cemetery in 2012 and details 17 recommendations relating to structure, circulation, vegetation, operations, facilities and expansion, and mapping. The recommendations are prioritized on a scale of 1 to 4. On this scale, a ranking of 1 is deemed very important.

Attachment 3 contains each of the recommendations from the 2012 Master Plan with a current status update.

There has been significant progress on implementing the initiatives. Staffing resources and capital budget does impact the ability to implement all the recommendations; however, overall significant progress has been achieved.

Outline and approach to Master Plan update

The 2018/2019 Master Plan process will be conducted in house using existing staff and resources. The following chart details the key deliverables and City resources that will be allocated to each task to complete the review:

Task	Staff Lead and Resources	Timeline
Initial report to committee with background and process to review master plan	A. Parsons Support from P. Coulter	November 2018
Background Research		
Interment Statistics 2012-2018 Comparison of Greenwood Cemetery Statistics to provincial trends	A. Parsons with support from A. Tennant-Bumstead	January 2019
Industry Trends Review of current industry trends and best practices. A focus on how cremations, natural burials, and cultural sensitivities will	A. Parsons with support from A. Tennant-Bumstead	January/February 2019

Task	Staff Lead and Resources	Timeline
influence our service delivery for the next 5 years, and project Greenwood Cemetery capacity to the 50 and 100 year horizons using current data.		
Update Cemetery conditions and program	A. Parsons with support from other staff	
Public engagement		
Public engagement Community Needs Assessment-launched with public open house and then online survey to obtain feedback and input	A. Parsons Community Development and Marketing IT	Survey- February/ March 2019 Public Meeting February 2019
SWOT Analysis: <ul style="list-style-type: none">- Administrative services- Cemetery Operations- Cemetery Layout and function of the built environment The SWOT analysis will be performed by Cemetery Staff and informed by the public survey.	A. Parsons A. Tennant-Bumstead M. Draper K. Shrider P. Coulter	February/March 2019
Recommendations- Review of the Community needs assessment survey and public meeting feedback Present findings in a public meeting hosted by Committee	A. Parsons A. Tennant-Bumstead K. Shrider P. Coulter	March, April 2019
Draft 2019 Greenwood Cemetery Master Plan Review and Update	A. Parsons	May 2019 Community

Attachment 3 – 2012 Master Plan Recommendations with Current Status

#	Recommendation	Priority High=1	Current Status
1	That the services offered at Greenwood Cemetery be reviewed on a regular basis to ensure they reflect the changing preferences in funeral and burial customs.	2	Service review 2016 recommended a modified staffing model that was implemented in late 2016. On an ongoing basis we monitor feedback and adjust administrative functions and operations accordingly.
2	That opportunities to maximize information technology be explored including: i) detailed GIS mapping; ii) updated management software iii) increase payment options	1	i. Not Started ii. Complete- Implemented Stone Orchard cemetery management software iii. Complete
3	Explore opportunities to maximize use of the workshop.	2	Staff explored combining parks and cemetery staff operations at the Cemetery workshop in late 2016/early 2017. It was determined that this option was not feasible.
4	Restore the structure and interior layout of the cemetery office building including improvements and/or changes be made to maximize its use and consideration be given to improving access for persons with disabilities.	1	Some work has been completed on the main level of the cemetery office, including new flooring in the Kitchenette and Administrative office, plaster repairs and painting. Accessibility remains an issue. Currently, staff make efforts to meet with clients who require accessible options at alternate locations.
5	Consider housing other, including non-parks or cemetery related functions in this building; e.g. Office/meeting space for Festival of Northern Lights staff and volunteers.	1	This was achieved by relocating the Festival of Northern Lights administrators office from City Hall to an unused office at Greenwood Cemetery.
6	Phased capital program be implemented to reconstruct the roadways in the cemetery to current standards to better withstand the heavier equipment and vehicular traffic and that the area at the main entrance gate be paved to eliminate the gravel	3	This was completed in 2018 by the 4 th phase of the recommended program that was initiated in 2015.

7	Develop a five year master plan for implementing a maintenance management system for all heritage buildings and structures to establish a schedule for maintenance and repairs in keeping with their heritage character.	1	As of 2018, all buildings and related major maintenance is included in the City's Asset Management Plan.
8	Based on results of the structural assessment of the Chapel, restore exterior and renovate interior for new uses and consider demolition of adjacent washroom building no longer in use.	4	Design and engineering for this project is forecast as a 2019 capital project, with construction planned for 2020 subject to budget approval for those years
9	Seek professional advice regarding restoration needs and structural condition of Mausoleum.	1	The city has undertaken many restoration projects since the 2012 plan including: <ul style="list-style-type: none"> • Mausoleum and Office roof repairs • Replacement of mausoleum roof scuppers • Mausoleum interior paint and plaster repairs • Mausoleum vault concrete spalling repairs
10	In consultation with restoration architect and results from structural assessment, restore the exterior and	2	See above
11	Undertake a tree inventory with GIS mapping of specimens so a condition assessment can be prepared with a plan for their ongoing care and	5	Complete as a component of the 2015 tree inventory

#	Recommendation	Priority High=1	Current Status
12	Restore the original cemetery gateway including removal of the block planters and replace with installation of heritage fencing or cedar hedge.	4	Completed as the 2017 phase of the Cemetery Heritage fence and hedge installation program.
13	Install privacy fence barrier behind the Blue Spruce hedge to screen the maintenance buildings from the Columbarium Gardens.	2	This recommendation was reviewed for the 2017 capital budget year and deemed unnecessary. The blue spruce hedge has matured such that it provides adequate privacy. Cancelled.

14	Develop vacant space in the Cemetery office for use as genealogical and historical research and that interpretive plaques be developed for the Mausoleum and the Cemetery office and	3	Not Started
15	Develop a business case for the future expansion of the Cemetery including consideration of natural burials and investigate the potential for purchase of adjacent lands.	4	Cemetery Staff have performed some background research on the emerging natural burials trend. One of the goals of this review will be to determine the current capacity of the cemetery and endeavor to project future need. This item will be addressed through the 2018/2019 Master Plan review
16	That the development of a "Green/Natural Burial Cemetery" be considered at the time of future	4	Current trends will be reviewed during this review.
17	The Greenwood Cemetery Master Plan should be reviewed every five years	3	Achieved by this review.