

# **NORTH VANCOUVER CEMETERY**



## **MASTER PLAN**

**September 1999**  
**City of North Vancouver**  
**Engineering, Parks and Environment**

(page 2 amendment)

# **The North Vancouver Cemetery Master Plan**

*was prepared by:*

**Karen M. Russell, Planner**

*for:*

**Engineering, Parks and Environment Department  
City of North Vancouver**

*in consultation with:*

## **Community Focus Group:**

Councillor Dean	North Vancouver City Councillor
Ken Bradbury	Canadian Legion
Ella Dyer	City Resident
Gerry Brewer	District Resident
Roy Pallant	Historian/District Resident
Mike Hocevar	City Resident
Ana Yeung	District Resident
Bea Houston	Staff – Cemetery Clerk
Bill Granger	Staff – Manager, Parks and Environment
Gary Penway	Staff – Development Planner/City Resident

## **Staff Advisory Committee:**

Bill Granger	Manager, Parks and Environment
Janis Rowe	Clerk
Colin Greer	Lands Agent
Bea Houston	Cemetery Clerk
Dan Robinson	Foreman
John Stuart	Curator, North Vancouver Museum

*and the assistance of:*

Dave Hutch, Landscape Technician  
Isabel Gordon, Deputy Director of Finance

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## **EXECUTIVE SUMMARY**

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North Vancouver Cemetery is a very special place. It is a sacred place. It is also very beautiful. Nestled amongst the North Shore Mountains along historic Lillooet Road, it has long been a place of quiet contemplation and remembrance for the people of North Vancouver. Originally created in the late 1890s, many of our early pioneers are buried there. Since then, it has continued to serve the needs of our growing community. However it has the potential of being treasured as much more than a cemetery. Its setting and natural features have the makings of a much loved public space – much like our parks. As urban development continues to encroach upon the natural landscape, cemeteries throughout the world are becoming places where people go to enjoy nature as well as to appreciate and learn about the lives of those who came before us. The purpose of this Master Plan is to ensure that North Vancouver Cemetery continues to provide a viable service and is valued as a community resource into the future.

Several issues prompted the preparation of this plan. The most urgent is that the cemetery will soon have no new capacity for full burials. Therefore the plan identifies areas for expansion and other interment options. It also identifies two design options to improve circulation and landscape design. There is a general recognition that the cemetery needs a higher level of maintenance than is currently provided. Administrative and site operations recommendations within the plan outline a new management structure to facilitate upgraded maintenance practices for the cemetery. The Financial Management Section identifies ways in which additional funds may be generated to fund additional maintenance and large capital projects. The plan also recognizes the unique beauty of the Old Cemetery and the need to embark upon a Conservation Management Program which promotes historic research, guidelines for conservation and maintenance, and an interpretation program to enhance yet protect its historic character.

Also recognized in the plan is the need to implement the plan over time. Immediate and short-term actions are presented to allow the proposed improvements to be introduced in manageable time-frames.

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## **SECTION 1: INTRODUCTION**

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### **1.1 PURPOSE**

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The City of North Vancouver municipal cemetery was established in 1893 to serve the residents of North Vancouver City and District. Since this time, it has continued to be an important resource by providing a place for local families to bury their loved ones in the community in which they lived. Like many old municipal cemeteries, it is now facing a number of challenges that threaten its effectiveness to serve the community into the future. The purpose of the Master Plan is to identify the issues facing the cemetery, consider various options for expansion and management, and to create an action plan to implement the selected option.

### **1.2 OBJECTIVES**

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1. To find new ways to expand capacity in the cemetery
2. To develop strategies to make the cemetery more financially sustainable
3. To enhance the cemetery's role as a public open space and park
4. To recognize the cultural legacy represented in the history of the cemetery
5. To review and assess the operational management of the cemetery
6. To find ways to maximize community benefits by working with other agencies such as the GVRD and the District of North Vancouver

### **1.3 PLAN PROCESS AND METHODOLOGY**

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The project was divided into two main parts: the Concept Plan and the Master Plan. The Concept Plan provided base information about the cemetery and identified the issues affecting its appearance and operation. This portion of the plan was guided by the assistance of an advisory committee comprising city staff who either directly or indirectly work with the cemetery. Information gathered during this process included a literature review of cemetery planning and the funeral industry, visits to other cemeteries, and comprehensive research and data compilation concerning the North Vancouver cemetery. Display materials at an Open House held at City Hall presented these findings to the public and invited responses by way of a questionnaire. This questionnaire was also distributed through the City's summer edition of City Views – a publication which is distributed to all North Vancouver city households. A smaller version of the North Vancouver cemetery display was also included in public consultations organized by District of North Vancouver staff as part of their Inter-River neighbourhood planning process.

The Master Plan assessed the issues raised in the Concept Plan, generated ideas to respond to these issues and presented strategies to guide the cemetery's future. This part of the process was assisted by contributions from a Focus Group comprising

members of the North Vancouver community. The Focus Group met four times and helped to formulate design options and management policies for the plan.

Prior to the final preparation of the Master Plan, a shirtsleeves session was held with Council to inform them of the design and financial management directions proposed in the Plan.

The graph below indicates the tasks and schedule followed during the development of the plan.

CEMETERY MASTER PLAN PROCESS - 1999							
	January	February	March	April	May	June	July
background research - cemetery trends	■	■	■				
background research - city cemetery	■	■	■				
identification and analysis of key issues	■	■	■				
establishment of staff advisory committee			■				
meetings of staff advisory committee			■	■	■		
development of draft concept plan		■	■	■	■		
public open house/survey				■			
presentation to Council				■			
establishment of cemetery focus group				■			
development of detailed site and landscape design plan			■	■	■	■	■
development of operational management plan			■	■	■	■	■
development of business plan			■	■	■	■	■
meetings of cemetery focus group				■	■	■	■
presentation to city advisory bodies						■	■
preparation of final report						■	■
presentations to Council				■			■

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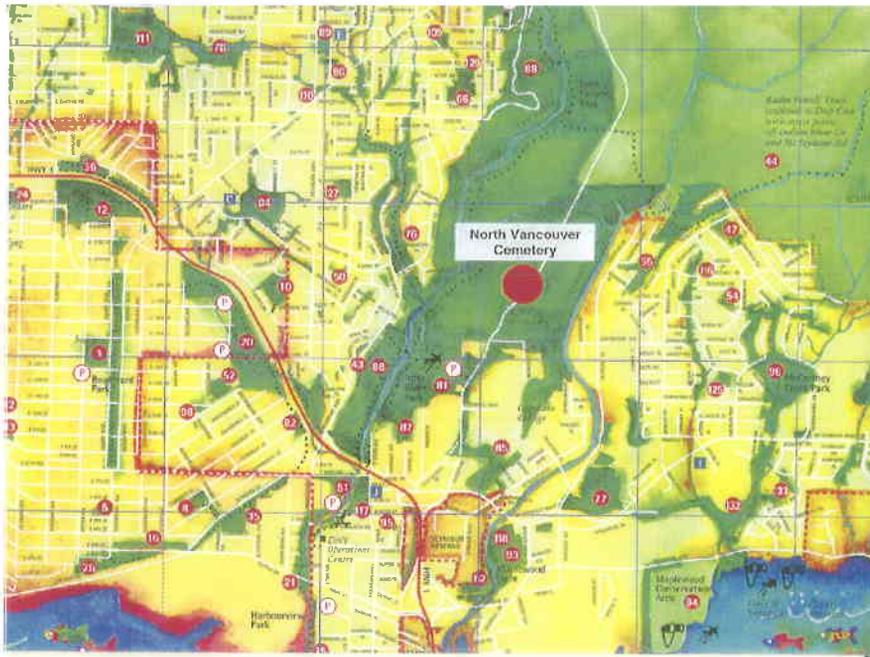
## SECTION 2: SITE BACKGROUND AND CONTEXT

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### 2.1 LOCATION

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The cemetery is located within the municipality of the District of North Vancouver but is located on a 25 hectare parcel of land owned by the City of North Vancouver. The cemetery itself occupies approximately 9 hectares (22 acres) and straddles Lillooet Road in District Lot 1620 located between Lynn Creek and the Seymour River. It is bordered by the Seymour Demonstration Forest to the north, the Seymour River to the east, Capilano College and First Memorial Services to the south, and a District landfill site down the bank to the west. The City uses the land east of the cemetery for municipal landfill purposes.



### 2.2 TOPOGRAPHY

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The cemetery is located on a relatively flat plateau stretching from the south to the northern edges of the property with steeply sloping embankments to the east and west towards the river and creek respectively. The area is heavily treed except for the portion cleared for the cemetery and for landfills.

### 2.3 MUNICIPAL JURISDICTION

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Although the land occupied by the cemetery is owned by the City of North Vancouver, it lies within the boundaries of the District of North Vancouver. Since 1907, the cemetery has been managed by the City of North Vancouver through an historical agreement that stipulated the cemetery serve equally the people of both North Vancouver District and

City. The Cemetery Bylaw that established the regulations governing the cemetery was first adopted by North Vancouver City Council in 1909. Several new bylaws and many amendments have been passed by Council since that time to address changes to regulations, practices, tariffs and fees. Cemetery Bylaw No. 6343, approved in 1992, is the most recent municipal bylaw in place. It has since been amended six times to reflect changes in fees and tariffs including the introduction of the new columbarium and double-depth crypt options. Due to the cemetery's location within the political boundaries of the District of North Vancouver, the District municipality establishes regulations governing land use as dictated by the Municipal Act.

## **2.4 ZONING AND USE**

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Although the cemetery currently occupies 9 hectares (22 acres), it is situated on a 25 hectare (63 acres) parcel of land owned by the City and zoned PRO (Park, Recreation and Open Space) by the District of North Vancouver. This zone allows uses related to parks and recreation as well as cemeteries. It is also within the jurisdiction of the District's Inter-River neighbourhood plan.

In 1979, the City and District signed a 50 year lease agreement to permit the District to lease 6.8 hectares (16.8 acres) on the northwest section of Lot 1620 from the City to accommodate the expansion of its Premier landfill on the east side of Lynn Creek. Although the Premier landfill was originally a sanitary landfill site, in recent years it has received only clean fill. The Agreement anticipates that this area will not achieve maximum fill limits within 25 years. It also clarifies that the fill shall not exceed a level 5 meters below the cemetery plateau. Similarly, an area covering approximately 1.7 hectares (4 acres) adjacent and to the east of the cemetery has been actively used as a city landfill site for several years. This activity has been doubly advantageous to the City since the site functions as the only location within city boundaries available to accept municipal landfill as well as rendering previously inappropriate terrain into land suitable for future cemetery expansion.

## **2.5 ROADS AND UTILITY RIGHT-OF-WAYS**

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Two utility right-of-ways bisect the cemetery lands. One is a Greater Vancouver Water District (GVWD) easement and the other is a British Columbia Hydro right-of-way. The 30 foot wide GVWD easement was created in 1942 to provide for a 54 inch water main to supply water from the Seymour Dam to the Lower Mainland communities. It traverses the cemetery north-south from Monashee Drive on the south and connects with the Greater Vancouver Regional District (GVRD) road to the Seymour Demonstration Forest to the north. The GVWD has plans to upgrade the capacity of the existing main by adding a new 84 inch water main to run parallel to it requiring additional right-of-way. To date, no decision has been made on the route of the main. The issue is expected to be negotiated at the end of 1999 or in 2000.

Under an agreement signed in 1967 between the City and the BC Hydro and Power Authority, a right-of-way was established to enable BC Hydro to erect power lines and

towers across the city-owned parcel. This north-south power corridor is east of the developed cemetery area. Since this right-of-way crosses the city landfill area, a later agreement confirmed that the height of the landfill can not be any higher than 10 meters below the hydro cables. This area must also be kept clear of any obstructions such as trees or buildings that might interfere with hydro transmission.

The cemetery road forms part of Lillooet Road that connects to the Seymour Demonstration Forest road to the north. An access road from Monashee Drive in the south also runs north through the New Cemetery and joins Lillooet Road just south of the GVRD gate.



## 2.6 LEGISLATIVE GOVERNANCE

The operation of the cemetery is governed by the Crown through the Cemetery and Funeral Services Act. The Ministry responsible for this Act is the Attorney General – Department of Consumer Services. The Minister appoints a Registrar who is responsible for the administration and enforcement of the Act. The Registrar regulates the operation of funeral services, interment facilities, cemeteries, and crematoria in the province through the issuance of licenses and certificates. The Act also requires municipalities to adopt bylaws respecting the administration and operation of the cemetery, rights and privileges of the operator, rates and charges, and the size, type, and materials used for memorials in the cemetery. A copy of each municipal bylaw and bylaw amendments must be sent to the Registrar for their approval. The Act also regulates the establishment of care funds and how they may be managed.

## 2.7 HISTORY

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Following a smallpox outbreak in March of 1893, North Vancouver District Councillors saw the need for the creation of a cemetery. On the 19<sup>th</sup> of July, 1893, Councillor McCartney was appointed to allocate a portion of Timber Limit on Seymour Creek for a cemetery and authorized to apply for a government grant to fund it. The July 19, 1893 Minutes of the Council meeting for the District of North Vancouver Council record:

“That Councillor McCartney be requested to make out a sketch of portion of Timber Limit on the Seymour Creek which would be most advantageous to secure for a cemetery for this Municipality and he be authorized by the Council to interview the government with a view of obtaining a government grant for the same.”



The 1899 map above shows the Timber Line (T.L.) limit delineated by Councillor McCartney, who as well as being a District Councillor, was a surveyor by trade. It identifies this parcel as District Lot 1620 which comprised approximately 60 acres (24 ha) of uncleared provincial land. By November 15, 1893, this land was granted by the B.C. Government for cemetery purposes in North Vancouver.

In May, 1907 the Municipality of North Vancouver was split to form the District and the City of North Vancouver. For the sum of one dollar, the District granted and conveyed to the City: the Municipal Hall, Pound and Stables, public parks, ferry license, and

“the right, title and interest of the District Corporation in the Cemetery Reserve Lot 1620”.

The Agreement was subject to the proviso that all residents of the District have the same rights of burial and be charged the same fees as residents of the City.

Since that time, the Cemetery has been administered by the City of North Vancouver.

## 2.8 LAYOUT AND DESIGN

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The men and women who were responsible for locating and dedicating a substantial area of land for the future use of the cemetery showed great foresight. Placed on a high plateau of land framed by the North Shore mountains, bordered by streams, and overlooking the magnificent inlet, the cemetery is both scenic and relatively isolated.

The cemetery is divided into two main areas, known locally as: the “old cemetery” and the “new cemetery”. The design and expansion of the cemetery has been largely in response to the needs of the community.

### 2.8.1 OLD CEMETERY

The first lots to be surveyed and developed for cemetery use are located in the area known as the “old cemetery” on the west side of Lillooet Road and are numbered in blocks from A to D and 1 to 118. The first known burial in the North Vancouver cemetery was for Mr. Roy Allan Blackburn, age 22, who died from tuberculosis and was buried in 1908. In keeping with its age, the old cemetery is stylistically reminiscent of the



Edwardian period. While the monuments are modest, most are upright with inscriptions, shapes and masonry materials typical of the period. Many graves have no marker at all. The land is rolling and the vegetation is relatively untamed due to little intervention over the years. Unpaved roads coupled with a pastoral nature have contributed to its historical charm.

### 2.8.2 NEW CEMETERY

The “new cemetery” plan is dated 1923 and refers to the area east of Lillooet Road. A revised cemetery bylaw was adopted in 1925 that refers to the New Cemetery. It also acknowledges the establishment of special lots for the interment of ‘Returned Soldiers’. Block 423 was initially set aside for returned soldiers and Blocks 405 and 410 for the



families of Returned Soldiers. The area was expanded following WWII. The design of the new cemetery has largely stemmed from the need to expand incrementally. It has also been shaped by the road network connecting successive expansion areas. This has enhanced its perception as a cemetery containing a collection of character areas.

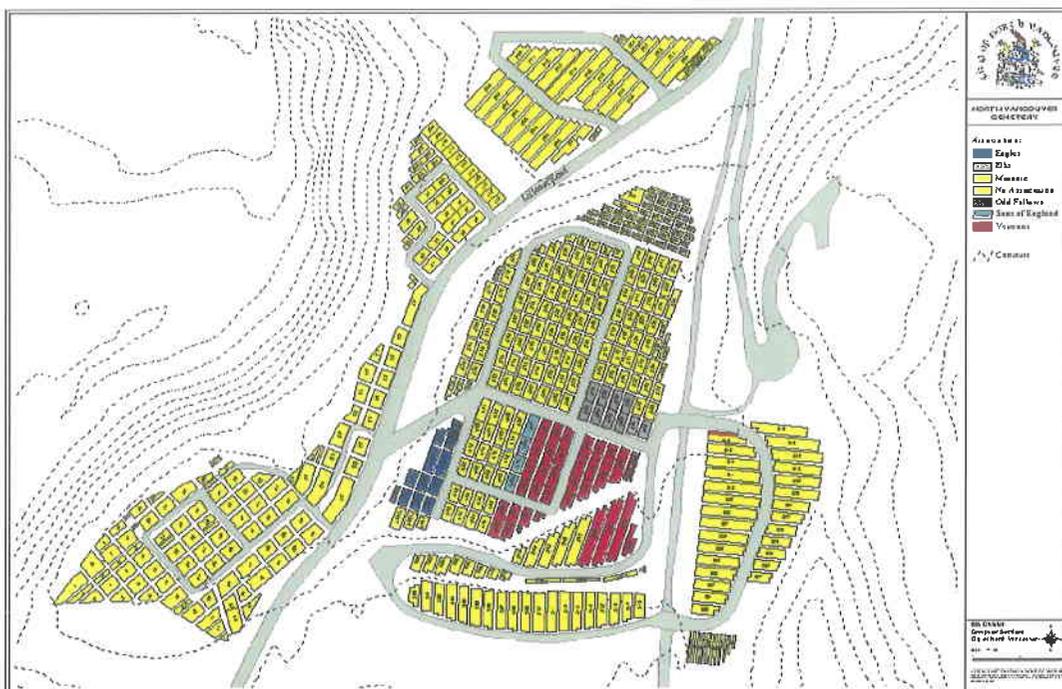
The Section known as the 'lawn' section comprises blocks from the 300 up to the 600 series. This area received burials into the 1960s. It is relatively flat, sparsely treed and features flat markers emphasizing its lawn-like appearance. Its most remarkable feature is the single flag pole that honours the war dead in the Veterans' Section. The 700 block to the north of the old cemetery on the west side of Lillooet Road was surveyed in 1968 followed by the 800 block east of Lillooett Road along the south property boundary in 1978. The 900 section is the area furthest to the east and is crescent shaped. It first received burials in the mid-1980s and is now the last section with burial space available.

### 2.8.3 ALLOCATIONS FOR SPECIAL GROUPS

The majority of the blocks and lots created for the cemetery were designed for full adult burials. However, other areas were reserved for special purposes. These include children's graves, blocks allocated for special community organizations and smaller lots for cremated remains.

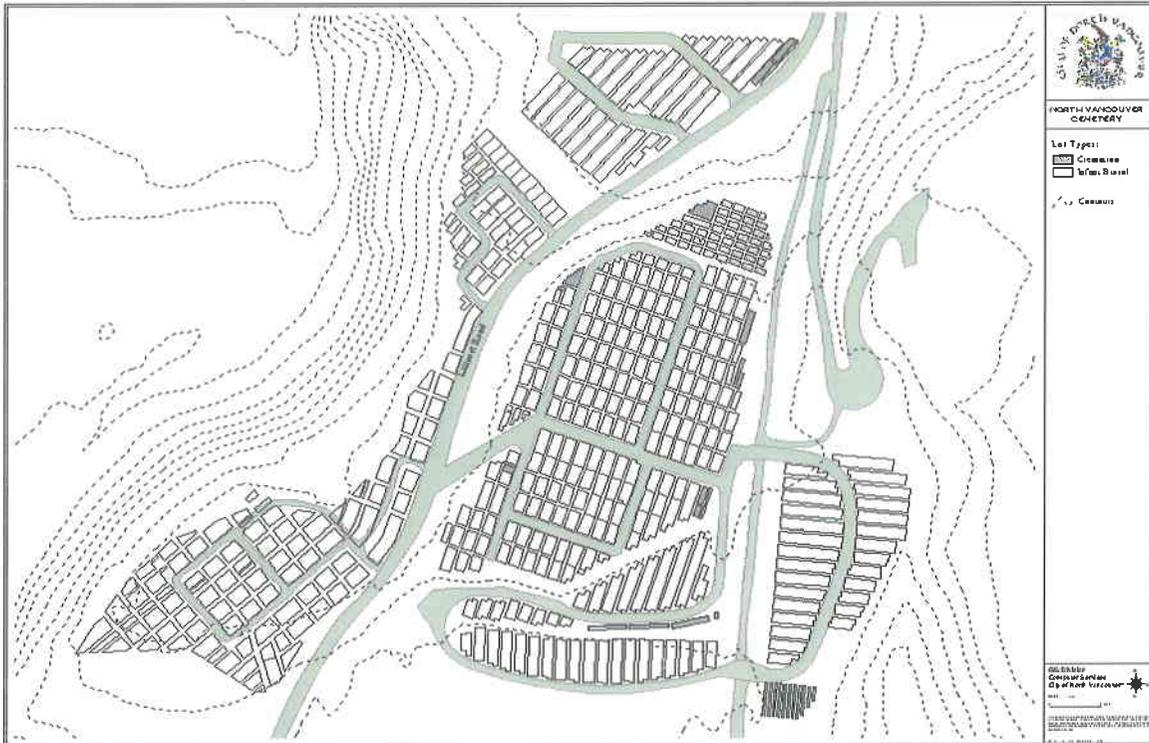
#### SERVICE ORGANIZATIONS

When the new lawn section of the cemetery was developed, a number of blocks were put aside for groups with a special affiliation. These are represented by the Eagles, Masons, Sons of England, Elks, Odd Fellows and Veterans. Individuals connected to these organizations and their spouses can be buried in these designated areas.



## CHILDREN'S AND INDIGENT'S GRAVES

In the early decades of the cemetery up until the 1950s, stillborn births were buried in unmarked mass graves. They were buried at the far south end of the old cemetery near the steep embankment. Indigents were placed in unmarked lots throughout the cemetery. Smaller grave lots were created for children's graves in several areas in the old and new cemetery. Children up to 12 years of age could be buried in these areas. In the old cemetery, graves for children are provided in the Blocks numbered 101 to 108 after the lots in Block 12A were filled. The majority of these graves are still vacant. Later, more capacity for children was developed at the north end of the new cemetery.



## CREMATED REMAINS

Interments for cremated remains apparently began in the post-war era. The first mention of lots for the interment of cremated remains is in a 1952 amendment to the Cemetery Bylaw introducing a new fee for cremation lots. The first area dedicated for cremated remains was located to the north of the Lawn Section within a section previously surveyed for infant graves. Other blocks developed for cremated remains tend to be located on the perimeter of blocks in the the new section including a grouping in the Veteran's Section. In 1998, the City of North Vancouver engaged the services of Sunset Memorial and Stone Ltd. from Calgary to construct a columbarium. The columbarium is a granite-faced structure rising approximately 1.7 metres (5 feet and 8 inches) above the ground containing 64 niches or compartments to receive cremated remains.



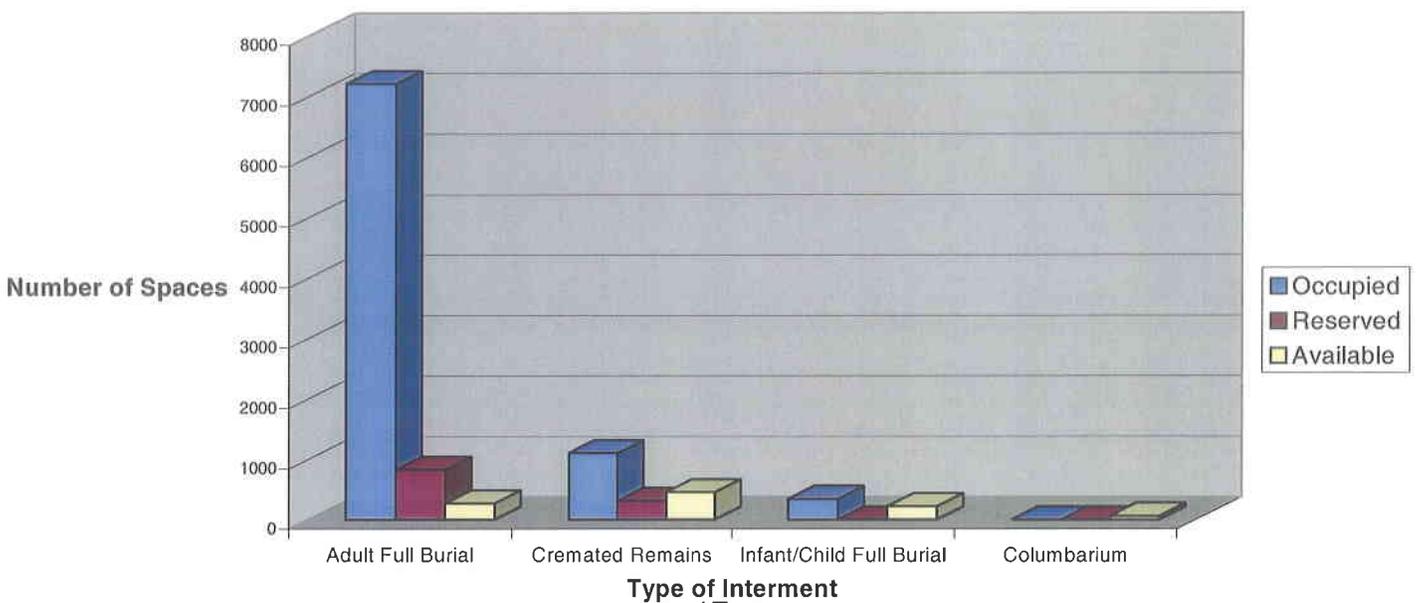
## SECTION 3: IDENTIFICATION OF ISSUES

The North Vancouver Cemetery was established over 100 years ago to serve the needs of a relatively small population on the North Shore. Since that time, the cemetery has striven to grow and adapt to changing needs in the community. There are more choices today to mark the passing of loved ones. Many traditional practices are being replaced by other ways of memorializing the deceased. There is more awareness of both the dwindling land availability and the changing preferences of a culturally diverse and environmentally aware society. The ideas of the baby boom generation are already being felt and are expected to continue to dramatically change and influence the character and practices of the funeral industry in the future. The City of North Vancouver recognizes that the cemetery must continue to adapt to these changing needs and preferences. Four of the major issues affecting the future of the cemetery include:

### 3.1 CAPACITY FOR GROWTH

The cemetery has a capacity of approximately 11,000 interments. Only 9% of these remain available. At the existing rate of interments, the cemetery has an estimated 2 years of capacity remaining.

STATUS OF CEMETERY CAPACITY - March 1999					
	<i>Adult Full Burial</i>	<i>Cremated Remains</i>	<i>Infant/Child Full Burial</i>	<i>Columbarium</i>	<i>TOTAL</i>
Occupied	7207	1099	344	1	8651
Reserved	827	312	0	0	1139
Available	268	451	224	63	1006
<b>TOTAL</b>	<b>8302</b>	<b>1862</b>	<b>568</b>	<b>64</b>	<b>10796</b>



In order to allow the cemetery to continue to serve the community, a variety of options are available to increase the amount of cemetery space. These include:

**development of more land for cemetery use**

- ◆ The potential developable area utilized for the cemetery could effectively be enlarged by at least 50% should adjacent land be developed and surveyed for cemetery use. The proposed new area for expansion is adjacent to the cemetery in the northeast section of the parcel. Part of this land is currently being used as a municipal landfill site.

**introduction of double-depth crypts**

- ◆ Double-depth crypts would allow twice the number of full burial interments within a single lot and could include the interment of additional cremated remains within the same lot.

**densifying the existing cemetery with columbaria**

- ◆ Columbaria are above-ground walls or structures containing niches or compartments to hold cremated remains. The City recently built its first columbarium in the southeast portion of the cemetery.

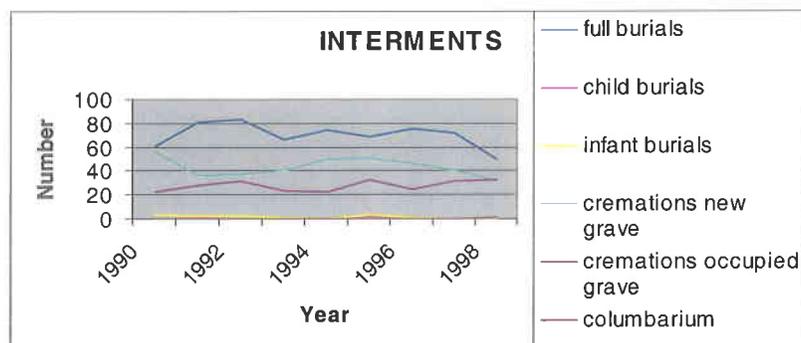
**reselling unused reserved plots**

- ◆ Provincial legislation allows lots that were reserved over 50 years ago, but never used, to be resold and made available for new interments. This process must be publicly advertised in order to determine whether the original families that reserved the lots wish to continue to retain them.

**introducing new ways to memorialize**

- ◆ There a variety of ways to memorialize loved ones other than traditional full burial or the interment of ashes. The scattering of ashes in “scatter gardens” or “sculpture gardens”, or the purchase of memorial trees and benches are other options available for consideration.

INTERMENTS - 1990-1998							
	<i>full burials</i>	<i>child burials</i>	<i>infant burials</i>	<i>cremations new grave</i>	<i>cremations occupied grave</i>	<i>columbarium</i>	<i>total interments</i>
1990	61	0	3	56	22	0	142
1991	81	1	2	36	28	0	148
1992	83	0	2	37	31	0	153
1993	66	0	1	41	24	0	132
1994	74	0	0	49	22	0	145
1995	69	2	3	51	33	0	158
1996	75	0	1	46	25	0	147
1997	72	0	0	40	32	0	144
1998	50	0	0	31	33	1	115



## 3.2 MANAGEMENT AND OPERATIONS

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The administration of licensing and permitting procedures is conducted through the City Clerks Department while management of the grounds is part of the responsibilities of the Manager of Parks and Environment. Although this system appears to be working quite well, a review of cemetery administration procedures and operations has potentially identified areas for even greater improvement or innovation. These include:

- **a review of maintenance practices**

Interest from a perpetual care fund exists to offset the costs of maintaining the cemetery grounds in the new cemetery. Unfortunately, the fund is not available to maintain the old cemetery. This has led to some deterioration in the appearance of the old cemetery. The current levels of maintenance in both the old and new cemetery needs to be evaluated to determine if changes need to be made to the frequency and level of maintenance allocated to all parts of the cemetery.



- **a review of regulations affecting the cemetery**

Regulations establishing the hours of operation, the type of decorations that can be left on gravesites, the acceptability of private “improvements of a permanent nature” at gravesites, and filming at the cemetery are all examples of regulations that are being reviewed.

- **on site information and signage**

Directional signs and more information within the cemetery to guide visitors to find the location of loved ones is an important consideration.

- **consider providing for a full-time caretaker on the cemetery grounds**

There is no full-time caretaker at the cemetery. Operations are conducted from the City Yard. The possibility of assigning a full-time caretaker to oversee the maintenance and to assist visitors to the cemetery is under review.

- **assessing the need for greater security at the cemetery**

The cemetery has, over the years, suffered damage from vandalism. Security measures such as a locked entrance gate after-hours, entrance lighting and a full-time caretaker are potential ways of securing the cemetery from vandals.

### 3.3 HERITAGE CONSERVATION

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Since the cemetery was established in 1893, many of North Vancouver's early pioneer families have been buried in the Old Section of the cemetery. No perpetual care fund was established to maintain this part of the cemetery because families were expected to look after the upkeep of their own family plots and graves. Over the years, many families have moved away, and not only does the condition of the grounds need to be improved, but many of the old markers are broken or have been overgrown by the landscape. This historical section has a special scenic beauty. An opportunity exists to create ways to not only upgrade the old cemetery but also raise public awareness of its historical importance through signage and interpretive techniques.

There are a host of fascinating life stories associated with the people who are interred in the old cemetery. Some are from prominent families - some are not. Examples of two prominent North Vancouver families with plots in the old cemetery are the Nyes and the Cates.



The sons of Alfred Dalton Nye all seem to have been involved in local affairs. Thomas Samuel Nye came to the North Shore in the 1890s. He returned after service in the Boer War and then settled at North Lonsdale, operating a real estate company. George G. Nye provided us with an excellent photographic record (The Boom Years) of the development of the community before the First World War. Charles H., Alfred John, Albert A., and Arthur Dalton all eventually lived and worked in North Vancouver.

Charles Henry Cates arrived on Burrard Inlet in the 1880s where he spent 4 years working on CPR boats. In 1894 he married Wilhelmina Barrow of Victoria. He was to go to the Klondike gold in 1897 returning to construct a number of piers on both sides of Burrard Inlet. By 1902 he moved to Moodyville and continued working in a variety of area on the Inlet. With the return of his sons after the First World War he started the C. H. Cates and Sons towing company which remains a feature of port activities although none of the family is involved. His son Charles Warren became Mayor of the City of North Vancouver. *(Note: the above account was provided by the Curator, NVM&A)*

There is an opportunity to recognize the cemetery as a place where one can find not only peace, but also an appreciation of its history, beauty and pastoral landscape. A heritage conservation program could potentially include:

- **inventory and identification of the historical markers and the histories of the lives represented by them**
- **interpretive markers to provide information to visitors about the old cemetery**
- **conservation and repair of the old markers**
- **maintenance and upgrading of the old cemetery turf and vegetation**
- **cemetery Walking tours and Bird Watching**
- **identification of the variety of trees and plants in the cemetery**

### 3.4 PUBLIC OPEN SPACE

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The appreciation of cemetery lands is changing. Instead of being viewed as places only for the dead or for mourners, they are becoming valued as islands of green within our urban landscapes. As extensions to our park and greenway systems, they provide sanctuary for the appreciation of nature and passive recreation. North Vancouver



Cemetery's location next to the Seymour Demonstration Forest's recreational corridor is especially conducive to park-like uses.

### 3.5 CIRCULATION NETWORK AND TRAFFIC:

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The cemetery contains a network of paths, interior lanes and a major road. Lillooet Road is the historical access to the cemetery and now functions as the only operational access road. It connects beyond to the Seymour Dam and Demonstration Forest. The interior system of lanes provides vehicular access to the individual sections. The lanes in the old section are gravel or turf while the newer sections are paved. Some are curbed while other sections are walled or flush with the turf. Some of the lanes in the old section have been blocked for security reasons and are therefore no longer accessible by vehicles.



Because the only route to the Seymour Demonstration Forest is along Lillooet Road through the cemetery, this road is used by vehicular through-traffic consisting of recreational users, GVRD maintenance vehicles, and trucks depositing loads of fill to the municipal landfill site along the access road at the north end of the cemetery. All of these vehicles must travel through the cemetery on their route. In addition, due to the popularity of filming in the Demonstration Forest, there is sporadic traffic generated by

film crews throughout days and nights when filming is in progress. The table below illustrates the variation in traffic counts that can occur over a one-week period.

TRAFFIC COUNTS							
LILLOOET ROAD AT NORTH VANCOUVER CEMETERY							
March 08-14, 1999 (24 Hour Days)							
	North End @GVRD Gate			South End at Cemetery Entrance			Cemetery Only Visits
Day of Week	NB	SB	Total	NB	SB	Total	
Monday*	94	246	340	139	287	426	45
Tuesday	260	232	492	348	291	639	88
Wednesday	420	419	839	486	510	996	66
Thursday	431	422	853	503	450	953	72
Friday	166	263	429	201	297	498	35
Saturday	202	194	396	249	254	503	47
Sunday	435	440	875	508	517	1025	73
* Note: Count only taken from 12 noon until 12 midnight							

### 3.6 SECURITY

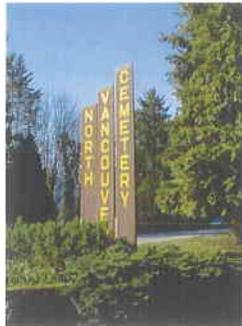
Cemeteries tend to be targets for vandalism. Statistics indicate that the vandals are typically young people under the age of 20 who are able to carry out their activities in relative seclusion at night. At North Vancouver Cemetery, vandals have driven their vehicles over turf, damaged and dislodged headstones, and held unauthorized parties at night. Other infractions include the dumping of wastes into the forested slopes surrounding the cemetery including abandoned vehicles in the landfill area. Entrance to the Seymour Demonstration Forest north of the cemetery is regulated by a GVRD gate which closes at sundown daily. A cemetery gate at the entrance to the New Cemetery off of Lillooet Road closes at 4pm during the fall/winter and at 8pm during the spring/fall. However, Lillooet Road up to the GVRD entrance remains unsecured. The only other vehicular entrance is from Monashee Drive but it is blocked. To prevent any access to the cemetery after dark, another gate would therefore be needed on Lillooet Road before entering the cemetery. Some discussion has taken place with the GVRD regarding the possible relocation of their gate to this location.

### 3.7 LANDSCAPE DESIGN

The landscape throughout the cemetery varies in design, partly in response to the topography, and partly as a reflection of the preferences of the period during which the sections were developed. The pastoral nature of the old section is typical of the romantic ideals of cemeteries of that period, while the newer sections demonstrate the

weight given to maintenance concerns though regulatory policy requiring flat markers and relatively little vegetation. The introduction of low stone walls in the 500, 600, and 700 sections show some unity in design treatment in the post-war era. Because the old section has had little intervention, the trees and shrubs are overgrown and have been allowed to seed freely throughout this section. While this contributes to its natural setting, a tree inventory is needed to determine which trees are diseased, which should be removed due to disruption to graves, and which need to be pruned.

The lawn section, with the exception of the cremation lots at the north end, is largely inactive. There is therefore an opportunity to consider introducing planting in this area and others as they become less active.



Other landscape features such as signs, benches, and garbage containers currently do not have guidelines to aid in their selection. A North Vancouver Cemetery sign greets visitors on Lillooet Road to the cemetery at the entrance to the new cemetery. A map is also located at the entrance. New and upgraded directional and information signs inside and outside the cemetery are needed to guide and inform visitors to the cemetery.

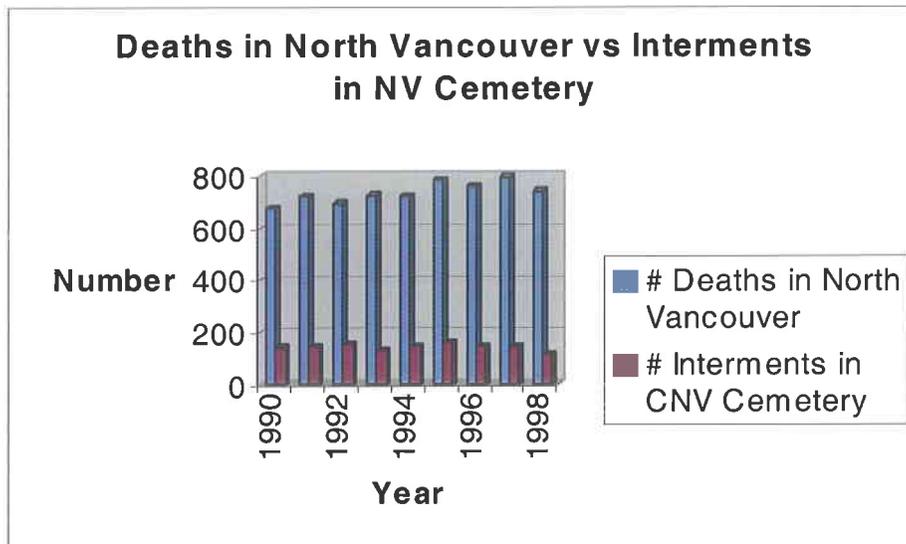
The commemorative bench program is providing much needed seating within the cemetery. However, the benches are of various designs. A uniform bench design has been adopted to standardize the quality and appearance of the benches throughout the cemetery. Likewise, attention to the quality, location and appearance of the garbage containers scattered throughout the cemetery would improve the appearance and perception of the cemetery as a well-maintained property.

### **3.8 FINANCIAL SUSTAINABILITY**

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Over the past few years, the annual City subsidy that is required to meet the costs of maintaining and operating the cemetery has been significantly reduced. This has been accomplished largely by the adoption of efficiencies in operational expenses. An opportunity exists for the cemetery to become profit-making or at least self-sustaining in its ability to cover its own costs by generating additional revenue. Clearly, statistics show that at least 80% of deaths in North Vancouver do not result in interments in the municipal cemetery.

<i>North Vancouver Residents – Deaths vs Interments 1990 - 1998</i>			
	<i># Deaths in North Vancouver</i>	<i># Interments in CNV Cemetery</i>	<i>Interments in CNV as a % of Total Deaths in North Vancouver</i>
1990	680	142	20.9
1991	727	148	20.4
1992	697	153	22
1993	729	132	18.1
1994	728	145	19.9
1995	785	158	20.1
1996	765	147	19.2
1997	799	144	18
1998	744	115	15.3



Areas of revenue generation potentially include:

- **the sale of additional lots by developing adjacent lands**  
A new development area could include a mix of single and double depth crypts and the potential to design and expand the area further as future needs arise.
- **provision of more capacity in the existing developed area through the development of more columbaria and other memorial options**  
There are many existing areas in the cemetery for the development of either new lots or the addition of other kinds of memorial options within attractive scenic settings.

- **double-depth crypt development**

The installation of double-depth crypts would increase the land use efficiency for families that currently select a side by side interment option.

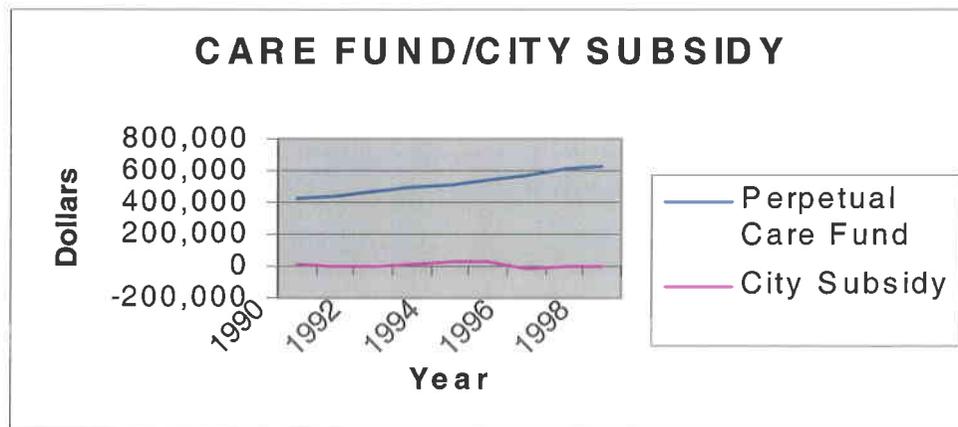
- **strategies to inform the community**

It is possible that there are many residents of North Vancouver who are not aware of the municipal cemetery and the services offered by the municipality when bereavement occurs. Many municipalities are now realizing the benefits of informing residents about their services as a way of promoting the advantages offered by municipal cemeteries.

- **investment strategies and collaborations**

There are a variety of financing options that may be considered to assist with financing future development. These include partnering with other agencies and governments to offset the costs of installation of new facilities and memorial options as well as pre-need sales for families wishing to make choices for their future now.

<i>CARE FUND/CITY SUBSIDY - 1990-1998</i>		
	<i>Perpetual Care Fund</i>	<i>City Subsidy</i>
1990	423,199	14960
1991	449821	-5562
1992	472290	5535
1993	493816	14979
1994	518173	25686
1995	542791	25443
1996	577931	-9691
1997	608445	4661
1998	632,010	4712



## SECTION 4: INDUSTRY TRENDS

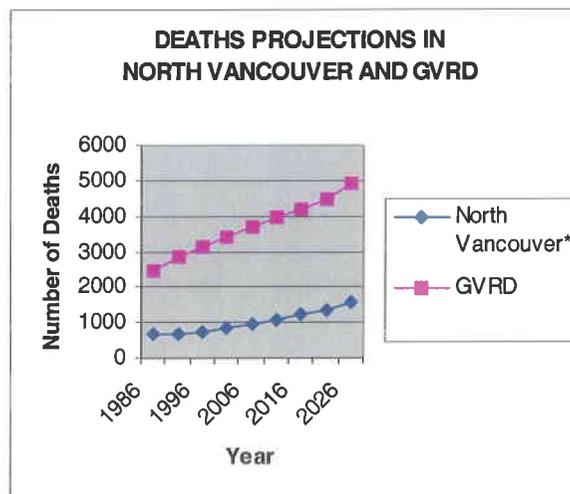
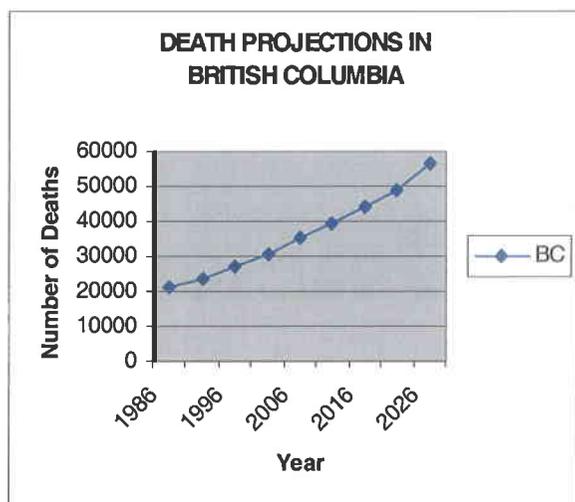
Like any major industry, the funeral industry is not immune to popular trends. Over the last century, the cultural, financial and social aspects of death have changed markedly in North America. Trends towards greater secular spirituality, cultural diversity and death care ‘products’ have changed the way we manage death in our society. This in turn has affected the way that disposition of the bodies of the deceased is managed. Operators of cemeteries, in order to be relevant in the future, cannot afford to ignore these trends if they are to continue to serve their communities responsibly into the future.

### 4.1 DEMOGRAPHICS

From the 1980s into the mid-1990s, the death industry has been in a period of rapid expansion. This is expected to slow over the next 30 years and then re-surge again in the late 2020s as the baby boom cohort of the population dramatically pushes up the death rate. The baby-boom generation (born 1947 to 1966) is expected to transform the death industry as much as every other economic, social, and cultural tradition it has affected. This is already being felt because the ‘boomers’ are now burying their parents. As a comparatively wealthy and educated group, they seek innovation and can afford to consider a wider range of options to remember their loved ones.

DEATH PROJECTIONS BY GEOGRAPHIC AREA 1986-2026									
	1986	1991	1996	2001	2006	2011	2016	2021	2026
North Vancouver*	684	696	743	848	971	1088	1208	1345	1552
GVRD	2462	2880	3159	3444	3707	3955	4197	4472	4958
BC	21246	23553	26813	30533	35051	39477	44040	49078	56371

\*Note: North Vancouver includes both the City and District of North Vancouver



## 4.2 MEMORIAL OPTIONS

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In North America, there are two main ways to dispose of the deceased: full burial/interment or, the dispersal or burial of cremated remains (cremains). Preference may be dictated by religious practice but is increasingly being influenced by such considerations as cost and the effect on the environment.

The Cremation Association of North America (CANA) indicates that 36% of deaths in Canada end in cremation. British Columbia leads the cremation rate in North America at 72% (BC Vital Statistics). Cremation offers families many more options than full burial. Increasingly popular are practices such as scattering or containment in urns. Many of these cremains no longer reach the cemetery at all. If they do, they may be interred in the ground, placed in a columbarium or a mausoleum, scattered in designated areas (scatter gardens, pools) or commemorated by a bench, a tree, or a sculpture. Those who do wish a full burial, may choose between burial in family plots, single or double crypts, or mausolea. Memorial choices may consist of markers of many shapes, materials, and sizes. While large, religious, statuary immortalized the dead in Victorian cemeteries, by the mid 20<sup>th</sup> century, there was a movement to flat markers. These trends are again changing as consumers now wish a range of options to remember their loved ones. These range from the more traditional upright quarried stone markers that contain inscriptions or symbols related to the life of the deceased, to 'virtual' cemeteries which allow visitors to locate and learn about the deceased through computer-powered kiosks within cemeteries.

## 4.3 LAYOUT AND DESIGN

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Along with a desire for a variety in memorial options, is a change in the way cemeteries are being designed. The importance of a place for quiet mourning and contemplation has always been recognized. However, the appearance of cemeteries is changing. Prior to the 20<sup>th</sup> century, the notion of a romantic setting, rich with statuary and commanding a spectacular view of the countryside was important. After the Second World War, wide uninterrupted pastoral landscapes were valued. Flat markers were particularly convenient because they also minimized maintenance of the grounds. By the latter half of this century, people were more aware of the tremendous amount of land being occupied by the dead. While valued as a place of refuge from urban surroundings, more economy was sought in the design of cemeteries and the disposal of the dead. As a result, interment space in cemeteries is being used more efficiently. Cremation allows for stacked containment in columbaria or memorial walls. Double depth crypts and the interment of up to seven remains in one plot are becoming commonplace.

Cemeteries are also being increasingly promoted as places for not only the dead but also for the living. Many are located next to neighbourhoods and offer a park-like alternative for those wishing to enjoy in nature. They tend to contain a wide selection of trees and plants, and attract birds and wildlife. In some locations, they can be integrated in recreational activities such as cycling, jogging and bird-watching. More cemeteries

are promoting these features as well as providing convenient access to information for visitors wishing to learn about the interesting lives of the people interred there. The growth in fascination with genealogy leads many more people to cemeteries curious about their ancestors. In fact, a new appreciation of the statuary and the history that resides in cemeteries has led some organizations to lead walking tours and create web sites about their local cemeteries.

#### **4.4 MARKET COMPETITION**

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The management and operation of cemeteries is part of a network of activities related to the funeral or 'death care' industry. This industry, once traditionally served by small family-based funeral homes, is now dominated in North America by huge multi-national corporations. In North America, the two dominant companies are Houston, Texas based Service Corporation International (SCI), and Burnaby, British Columbia's Loewen Group. Together they own 10% of all funeral homes in North America. In the United States, funeral homes operated by huge chains handle one in every 5 funerals – easily dominating the nation's \$25 billion dollar funeral business. The funeral industry, however, is increasingly being scrutinized and criticized by the public for its aggressive business tactics. The Loewen Group and SCI have been criticized for their practice of purchasing small independent funeral homes in an effort to dominate the market. In the past five years, funeral prices have risen three times faster than the cost of living. According to an 1997 article in Harper's Magazine, the average funeral costs \$4,300 (U.S) and is considered the most expensive single purchase for the average family after a house and a car.

Recently, the corporate sector has been suffering financial hardship due to overzealous asset acquisitions. Negative perceptions about large corporate funeral operators may only help to generate a new sense of appreciation of small independent operators and publicly operated cemeteries. If marketed sensitively and responsibly, municipal cemeteries may seize this opportunity to create a relationship with the community that is based on trust, honesty, and responsibility.

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## SECTION 5: RECOMMENDATIONS & CONSIDERATIONS

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For the purposes of this report, the recommendations resulting from the Cemetery Master Plan project have been organized around four major topic areas:

1. Layout and Circulation
2. Heritage Conservation and Management
3. Administration, Site Management and Operations
4. Financial Management

### 5.1 LAYOUT AND CIRCULATION

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Two design options have been developed for the Master Plan. This was done in anticipation of two possible outcomes regarding the routing of an additional water main along the Greater Vancouver Water District's (GVWD) Right of Way through the cemetery. Since the future route of the water main has not been finalized, two options have been developed for future consideration:

**Option 1: Lillooet Road (Existing Access)** route lies outside existing developed cemetery property;

**Option 2: Monashee Drive (Alternate Access)** route traverses cemetery along existing right-of-way.

Since the GVWD Right of Way traverses the existing developed area of the cemetery, new water main work in this corridor will potentially have a major impact on future layout, access, and circulation issues within the cemetery. One of the most significant potential impacts could be the introduction of a new entrance at Monashee Drive and surface upgrading along the northern extension through the cemetery to coincide with the water main work. Upgrading of this nature would divert through-traffic to Monashee Drive and relegate the Lillooet Road entrance to cemetery use only.

These two options are described separately below and are depicted graphically on the attached plans. It should be noted that neither of these options addresses issues facing the Old Cemetery. Recommendations for the Old Cemetery are presented separately in Section 2.0 of this report.

#### 5.1.1 OPTION 1: LILLOOET ROAD (EXISTING ACCESS)

##### i) Access

Access is by way of the historical route to the cemetery on Lillooet Road. Lillooet Road would continue to function as the sole vehicular route to the cemetery, the Seymour Demonstration Forest and the city's landfill site between the cemetery and the Seymour River.

## **ii) Cemetery Entrance Gate**

A cemetery gate at the entrance to the cemetery on Lillooet Road would be a very desirable feature. It would provide an immediate indication to visitors and through-traffic travelers that they were entering a special cemetery area. A gate would also provide a means to secure entry to the cemetery and prevent access at night. The gate should be designed to build upon the scenic sense of arrival that occurs when approaching the cemetery along Lillooet Road and be compatible with the historical nature of the Old Cemetery. Such a gate could be erected and designed in co-operation with the Greater Vancouver Regional District as a replacement for the existing secured gate at the entrance to the Seymour Demonstration Forest.

## **iii) Signage**

The introduction of a system of signs is recommended for installation in the cemetery. The purpose of the signs would be to fulfill the following needs:

### *Directional:*

Currently there are no signs directing visitors to the cemetery. A sign at the intersection of Lillooet Road and the Seymour Parkway as well as one guiding visitors north along Lillooet Road past Capilano College and First Memorial Services is recommended.

### *Information:*

The existing signs directing visitors once they have reached the cemetery are limited. The map is outdated and difficult to read. A network of information signs that provide weather protection would help to orient visitors to the cemetery and assist them in locating specific sections. A signage plan is recommended that identifies the type of information that needs to be presented and establishes a uniform design standard. This could be achieved by designing a system of signs that are distributed throughout the cemetery. An introductory sign at the entrance to the cemetery would establish the location of the visitor, identify the different sections of the cemetery, present a cemetery circulation and layout map, and a list of the regulations that govern the cemetery. Subsequent panels situated throughout the cemetery could provide more detailed information about specific areas of the cemetery.

### *Heritage/Interpretive:*

Interpretive signs relating the history of the cemetery and revealing stories about the interesting people that are interred there would be an excellent way of promoting the cemetery's heritage. This would be part of an interpretive program that is more fully explained in the Heritage Conservation and Management Section of the Master Plan.

## **iv) Landscaping Features**

The proposed landscaping design for the cemetery, as illustrated in the attached plan, consists primarily of the introduction of new trees and planting to enhance the existing layout of the various spaces in the cemetery. Due to the natural topography and the incremental nature of the cemetery's development, there are a variety of 'feature areas' in the cemetery. The Cemetery Focus Group suggested that the addition of plant and tree species could heighten the identity of these areas by associating specific areas with specific tree types. The following is a list of some of the elements that are suggested for this area:

- ◆ planting of flowering street trees along Memorial Avenue to accent the formal processional nature of this wide east-west route. It would terminate at a sculpture or other vertical architectural element such as a relocated Veteran's flagpole
- ◆ clustering of trees to enforce the character of specific areas and soften the wide flat lawn spaces that dominate the central part of the cemetery
- ◆ naming of sections according to the predominant tree or plant type in that area, e.g. the yew section, the linden section
- ◆ maintaining the formal symmetry and openness of the southern end of the lawn section to respect the Veteran's memorial areas and ceremonies
- ◆ addition of street trees along the crescent in the 900 Section
- ◆ the placement of a lookout at the north end of the 900 Section in anticipation of the new future landscaped cemetery area below to the northeast. It also capitalizes on views towards Mount Seymour.
- ◆ random planting of trees in the 300, 400, and 600 Sections to create a pastoral landscape similar to the old cemetery
- ◆ the conversion of the GVWD Right of Way roadway to an informal footpath to accommodate hikers and pedestrians by introducing more trees and shrubs to restore the natural environment

#### **v) Parking**

Since there are currently no designated parking areas in the cemetery, parking is arbitrarily selected by visitors on the streets and lanes throughout the cemetery and for the most part is quite workable. Parking is problematic on Lillooet Road due to the high level of through-traffic that travels this road. Therefore, the Plan designates parking allocations along Lillooet Road north of the access point to the New Cemetery in order to provide more safety for visitors parking vehicles.

It is recommended that landscaping features be used to identify the bays and remove parking from encroaching on Lillooet Road. Parallel parking is allocated opposite the Old Cemetery and across from the 700 Section on the east side of the road. These parallel-parking bays will provide parking for those wishing to visit the Old Cemetery as well as for the proposed double-depth crypts.

In most areas of the cemetery, parking requirements appear to be adequately addressed by the short-term demand of visitors who park along the roadways. Need is highest for short periods during funerals and for special ceremonies e.g. Veteran's events. Once the new section in the northeast is developed for future cemetery uses, it is important that more parking be incorporated into the design of this area.

#### **vi) Circulation**

Circulation will primarily respect and maintain the existing layout of streets and lanes. An exception is the conversion of the GVWD Right of Way roadway to a pedestrian pathway. North of the pathway, the road resumes to provide access to the new expansion area to the northeast. There is an expectation in the plan that a continuous pedestrian connection between Monashee Road and the Seymour Demonstration Forest will be maintained through this corridor. It is intended that additional signs along

Lillooet Road, as well as a formal gateway entrance and parking bays, will encourage respect for the adjacent cemetery thereby calming the through-traffic on Lillooet Road.

#### **vii) New Interment Capacity**

The plan identifies new areas for three types of additional interments: full burial (double and single depth); cremation lots; and columbaria. Unused areas in the existing cemetery with potential for use have been selected for additional capacity. Criteria for this selection were flatness of terrain, accessibility, retention of trees, and compatibility with the surrounding physical environment. Once the existing capacity in the 900 Section has been exhausted, these areas will provide further capacity until the new area in the northeast is designed and prepared for cemetery use.

It is recommended that double-depth crypts be pre-installed on the east side of the upper end of Lillooet Road. When the maintenance building is removed, this flat cleared area will be very suitable for new interments. The road in the 700 Section has also been identified for removal and subsequent development with a combination of cremation lots and single-depth full burial interments. However, the development of this area is recommended as a lower priority until staff can devise a more suitable means of protecting turf areas from damage from heavy vehicles. The present practice of laying plywood over turf would be cumbersome in this area where the maximum distances from Lillooet Road to the furthest graves is long. Staff is currently investigating other turf-protection products to improve the present procedure.

#### **viii) Visitors Centre**

Two potential locations have been proposed for a visitor centre. Both are close to the Cemetery entrance thereby offering opportunities for both surveillance as well as easy access for visitors. The function of the Visitors Centre could potentially be multipurpose - including shelter for a full-time caretaker, maintenance and equipment storage, visitor information distribution and support services such as washrooms.

One of the proposed sites is on Block 71 in the Old Cemetery across from the road entrance to the New Cemetery. This Block is vacant and partially covered by an internal lane. Its proximity to the Cemetery entrance on Lillooet Road makes it a highly visible location for those entering the cemetery. However, its limited site area will also restrict capacity for the size of the facility and parking capacity. An additional building for maintenance may also be required.

The alternative site provides more flexibility for use and size. This site is located next to the 800 Section in the Lower part of the New Cemetery in the area currently used by staff for the storage of concrete liners. Because of its location below Lillooet Road, there is an opportunity to build a two level structure with separate functions on each floor. The upper floor could front west onto Lillooet Road and serve as a Visitor Centre while the lower floor fronting east onto the lower road could be used for maintenance and storage. Should the opportunity arise to relocate a heritage building that is threatened in its current site, its re-use and rehabilitation as a facility building at the cemetery may be appropriate.

### **ix) New Expansion Area**

The new expansion area is the area on the plan north and east of the developed cemetery. This area has considerable potential for future cemetery expansion opportunities. Adjacent to the existing cemetery, the terrain has been cleared for ongoing landfill purposes. Since the land slopes towards the Seymour River, the fill has helped to build up and level the terrain in anticipation of future cemetery uses. The challenge for future development will be to allow future fill operations to continue while developing and eventually using part of this land for cemetery purposes. Due to the complexity in designing a development scheme that sensitively addresses the co-existence of two potentially incompatible uses, it is recommended that this area be referred to design and engineering professionals for further research and plan development. Immediate expansion needs may be met in the interim by developing areas in the existing cemetery which are capable of receiving more capacity (see item vii above).

Future work in the proposed expansion area should include the following: assessment of fill and slope stability, adoption of a preferred drainage option based on related environmental impacts, and creative design solutions incorporating popular memorial options within a functional but attractive cemetery layout. The majority of questionnaire respondents favoured a combination of memorial options to be available within a new expansion area.

It is recommended that the following components be considered for inclusion in a future design plan for the expansion area:

- ◆ Double depth crypt area
- ◆ Single depth crypt area
- ◆ Vertical marker section
- ◆ Maintenance area/building
- ◆ Variety of memorial options including: scatter areas, water features, vertical markers, a variety of columbaria, sculpture garden
- ◆ Weather protected area
- ◆ Adequate and discreet parking
- ◆ Vehicular road access from the Right-of-Way road to the new area
- ◆ Linkages with surrounding wilderness, passive recreational opportunities (e.g. hiking/walking paths)
- ◆ Efforts to explore layouts and circulation options which are pedestrian-based rather than auto dominated
- ◆ Guidance for the future distribution of fill that recognizes height restrictions under the Hydro Right-of-Way, protection of view corridors, and the potential use of terracing to maximize land use and to promote natural drainage

### **5.1.2 OPTION 2: MONASHEE DRIVE (ALTERNATE ACCESS)**

#### **i) Access**

This road will be opened north through the cemetery and will become the primary access road for vehicles traveling to the Seymour Demonstration Forest. It will also be

the most direct route for trucks carrying fill to the City landfill area east of the cemetery. This will render Lillooet Road a cemetery access road only. It is proposed that Lillooet Road be terminated in a cul-de-sac just south of the gate prior to its junction with the City's landfill access road. Discussions to date with the GVRD and the District have not confirmed the specific access point at which vehicles will access Monashee Drive from Lillooet Road. However, it is expected to be located somewhere within the corridor north between the Capilano College parking lot to the east-west road allowance immediately south of the cemetery boundary. This road will also potentially provide access to a proposed mausoleum project site currently under review by the District of North Vancouver.

#### **ii) Cemetery Entrance Gate**

Separate gates are recommended to provide security at the access points to the cemetery at Monashee Drive and Lillooet Road. Thought should be given to designing gates and signage that reflect the uses accessible beyond. For example, the Lillooet Road Gate will provide entry primarily for cemetery users while the Monashee Drive Gate will accommodate both through-traffic as well as cemetery users. As in Option 1, it is proposed that the GVRD gate currently located to the north be replaced by a gate south of the cemetery. In Option 2, this gate would be located on Monashee Road.

#### **iii) Signage**

The recommendations remain the same as in Option 1 except that there will be a need to provide more specific directional signs on Lillooet Road in order to direct vehicles to the entrance which is most appropriate for their needs. Those wishing to visit the cemetery will be directed to the Lillooet entrance while all others will be directed to the Monashee Drive entrance.

#### **iv) Landscaping Features**

Most of the landscaping features described in Option 1 will remain in Option 2 with the exception of the following related to vehicle and pedestrian circulation:

- ◆ With the termination of Lillooet Road at the north end, more space will be made available for graves over the existing unused roadway. This will allow for additional placement of random trees throughout this upper area which is currently only bordered by trees.
- ◆ Monashee Drive within the cemetery will be upgraded and resurfaced for vehicular traffic. Openings in the hedge between the 900 Section and the roadway provide access to the cemetery for visitors using the parking bays bordering the road. It will be important to maintain and possibly expand the width of the hedge to provide a more effective buffer between the road and the eastern part of the cemetery.

#### **v) Parking**

Parking areas are allocated, as in Option 1, by means of parallel parking bays along Lillooet Road. Additional parallel parking is also provided along Monashee Drive for use by visitors to the 900 Section. It is expected that cemetery visitors will continue to use the existing interior streets for their short-term parking needs during their visits to the

cemetery. Parking demand is not expected to disrupt vehicular movement in these internal areas.

#### **vi) Circulation**

The major impact on circulation in the cemetery will be due to the conversion of the previously unpaved right-of-way to a formal upgraded extension of Monashee Drive which will extend beyond the cemetery to the Seymour Demonstration Forest. All other roads will serve only cemetery needs. The closing of Lillooet Road at the north end, and the resulting elimination of through-traffic will enhance the pastoral image of the historic section of the cemetery. Since there must be access to all parts of the cemetery within the road network, it is imperative that stop signs be erected where the two east-west interior roads intersect Monashee Drive.

#### **vii) New Interment Capacity**

Interment capacity from the development of new areas in the existing cemetery will be slightly larger in this Option due to the additional capacity resulting from the closure of Lillooet Road. A portion of the closed road to the north of the cul-de-sac will be available for additional double-depth crypt development.

#### **viii) Visitors Centre**

The sites proposed for the location of Visitors Centres remain the same in each option.

#### **ix) New Expansion Area**

The recommendations for the development of the Expansion Area remain the same in each option. However, in this Option due to the upgrading of Monashee Drive for heavier traffic, there will be a greater need to buffer and screen the adjacent expansion area with trees and shrubs.

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### **5.1.3 SUMMARY OF RECOMMENDATIONS: LAYOUT AND DESIGN**

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The following summary of recommendations is common to both design options 1 and 2.

1. Convert the areas designated on the plan for use as additional interment space. These include: a double-depth crypt area, single depth graves, columbaria and cremation lots.
2. Remove the maintenance building at the north end of Lillooet Road and install double-depth crypts.
3. Contract the services of a design consultant to prepare a comprehensive landscape and development plan for the undeveloped expansion area to the north east. This plan should recognize and incorporate the following:
  - ◆ the need to buffer any cemetery area from the adjacent ongoing landfill activity; vehicular access from Monashee Drive;
  - ◆ a pedestrian-oriented circulation plan;

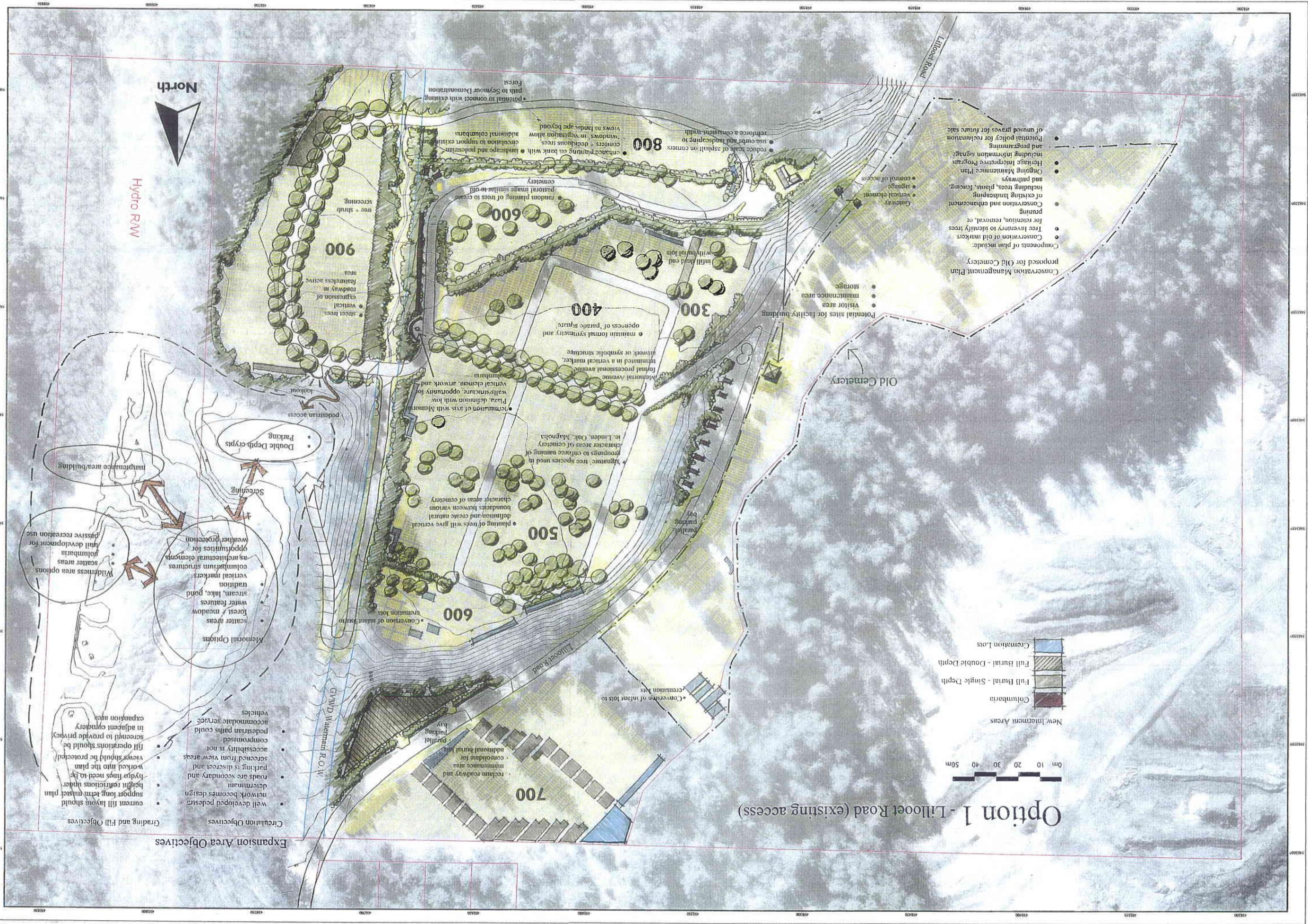
- ◆ the incorporation of a variety of memorial options (double-depth crypts, vertical marker section, scatter garden, water feature, columbaria);
  - ◆ spectacular views towards Mount Seymour;
  - ◆ adherence to regulations governing development under BC Hydro Right-of-Way.
  - ◆ a need to phase-in the development of this area and co-ordinate it with landfill objectives.
4. Design and install a gate at the entrances to the cemetery at Lillooet Road or Monashee Drive (or both) as a means of securing entry and as an attractive entrance feature to this special area. A secured gate at the entrance to the cemetery would replace the current GVRD gate at the north end and the existing gate to the New Cemetery.
  5. Provide more trees and plants throughout the cemetery as shown in the plans. Consider associating sections of the cemetery with specific tree types (e.g. the yew section, the linden section).
  6. Provide more benches and implement a standard bench design for all commemorative benches.
  7. Upgrade the quality of the garbage containers and install a standard product throughout the cemetery.
  8. Allocate parking bays on shoulders of Lillooet Road and Monashee Drive to allow cars to park safely along these traffic routes. Continue to allow random parking throughout the internal network of streets.
  9. Design and introduce a system of signs that serve the following purposes: direction, information, and interpretation. These should be designed and located to maximize the effectiveness of their message while maintaining a standard design that is appropriate to the tranquility of the cemetery.
  10. Create a landmark feature as a termination to Memorial Avenue to emphasize the ceremonial nature of this wide street through the Lawn Section. This could be a memorial to honour the adjacent Veteran's area or a relocated flagpole.
  11. Recognize and incorporate the pedestrian paths through the cemetery especially the north-south paths along Monashee Drive north to the Seymour Demonstration Forest. Allow this corridor to revert to a natural landscape incorporating a pedestrian north-south pathway.
  12. Construct a new visitor's centre/maintenance building near the entrance on Lillooet Road to serve as a shelter for staff and an information centre for visitors. This facility should be designed to be as flexible as possible to allow additional use for maintenance purposes, washroom facilities and cemetery administration. It should be situated to provide both easy access and surveillance.

13. Remove the lane in the 700 Section for conversion to interment space only once an effective method of moving machinery over this large turf area has been established.

Option 2 (Monashee Drive – alternate access) Only:

13. Lillooet Road should be terminated in a cul-de-sac. The Lillooet Road entrance will then become the primary entrance to the cemetery. Monashee Drive will be the only route allowing through-traffic to the Seymour Demonstration Forest and the only access for trucks servicing the landfill.

14. Ensure that stop signs are placed at any intersections with the upgraded Monashee Drive (Option 2) since there will continue to be east-west movement through the cemetery across this traffic corridor.



# Option 1 - Lillooet Road (existing access)



- Columbaria
- Full Burial - Single Depth
- Full Burial - Double Depth
- Cremation Lots

New Interment Areas

- Conservation Management Plan proposed for Old Cemetery.
- Components of plan include:
  - Conservation of old markers
  - Tree inventory to identify trees for retention, removal, or pruning
  - Conservation and enhancement of existing landscaping, including trees, plants, fencing, and pathways
  - Ongoing Maintenance Plan
  - Heritage Interpretive Program
  - Including information signage and programming
  - Potential policy for reclamation of unused graves for future sale

Potential sites for facility building

- storage
- maintenance area
- visitor area

Old Cemetery

## Expansion Area Objectives

### Circulation Objectives

- well developed pedestrian network becomes design determinant
- roads are secondary and hydric restrictions under determination
- parking is discreet and worked into the plan
- views should be protected, fill operations should be screened to provide privacy in adjacent cemetery expansion area
- vehicles accommodate service
- pedestrian paths could be comprised of paved and gravel
- accessibility is not screened from view areas
- network becomes design determinant
- roads are secondary and hydric restrictions under determination
- parking is discreet and worked into the plan
- views should be protected, fill operations should be screened to provide privacy in adjacent cemetery expansion area

### Memorial Options

- scatter areas
- forest / meadow
- water features
- stream, lake, pond
- vertical markers
- traditional
- columbarium structures
- as architectural elements
- opportunities for weather protection
- passive recreation use
- that development for
- scatter areas
- columbaria
- management area/building
- Double Depth crypts
- Parking
- pedestrian access
- lookout
- street trees
- vertical
- expression of roadway in featureless active area
- tree + shrub screening

North

Hydro RW

reclaim roadway and maintenance area  
 consider for additional burial lots  
 parallel parking  
 conversion of infant lots to cremation lots

Conversion of infant lots to cremation lots

planting of trees will give vertical definition and create natural boundaries between various character areas of cemetery

signature tree species used in groups to enforce naming of character areas of cemetery

maintain formal symmetry and openness of parade square

random planting of trees to create pastoral image similar to old cemetery

enhance planting on bank with clusters - deciduous trees

use curbs and landscaping to reinforce a consistent width

potential to connect with existing Forest path to Seymour Demonstration



## **5.2 HERITAGE CONSERVATION AND MANAGEMENT**

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The "Old Cemetery" is already a very special place. However, it has the potential of becoming even more universally valued and loved by the community. It is a natural sanctuary with a range of amenities to share: the fascinating stories of its inhabitants, its historic character and beauty and its natural vegetation and wildlife.

Complaints by residents of the community over the years about vandalism, damaged markers, and poor grounds maintenance have contributed to a general perception of neglect. Due to its location on the west side of Lillooet Road next to the entrance, the old cemetery is highly visible and often the only part of the North Vancouver Cemetery that passersby see. Its condition therefore tends to establish and reinforce perceptions held by the public for the cemetery as a whole.

### **5.2.1 Conservation Management Program**

The Heritage Advisory Commission has long supported a vision for the cemetery that results in its historical resources being properly inventoried, conserved and managed. It is one of the oldest heritage resources owned by the city and was listed as a heritage landscape deserving protection in the District of North Vancouver's 1988 Heritage Inventory. In order to ensure that the Old Cemetery does not deteriorate further, it is recommended that a Conservation Management Program be developed and administered on behalf of the North Vancouver community by a group of dedicated volunteers. The program would then form an integral and essential part of the overall Master Plan for the North Vancouver Cemetery. The Conservation Management Program should clearly articulate the conservation philosophy, principles and objectives as a starting point to guide future work in this area.

### **5.2.2 Community Involvement**

It is important to have the support of the community in devising any kind of changes affecting the Old Cemetery. There is substantial documentation from residents of North Vancouver regarding the condition of the old cemetery. While many have deplored its appearance, all are unanimous in their desire for a well-maintained landscape and the repair of damaged markers. Many have offered their own assistance or the help of a volunteer group to undertake maintenance and repair. To date, no volunteer group has been active in this area. This idea was pursued by the City during the mid-1990s with the Elizabeth Fry Society. However, implementation of the volunteer program was abandoned due to a lack of consensus on the respective roles and responsibilities of City and volunteer workers.

There are models of Societies or "Friends" groups which have managed to effect substantial improvements in heritage cemeteries. One example is the Old Cemetery Society (OCS) in Victoria. The OCS, over the last fifteen years, has raised public awareness of the issues threatening historic Ross Bay Cemetery. By conducting research, organizing walking tours, and inviting conservators to hold hands-on workshops regarding stone conservation and repair techniques, the OCS has made

impressive progress. It is apparent that similar interest exists in North Vancouver. This may start through the initiatives of the Heritage Advisory Commission which has indicated its interest in being involved in a conservation program. Likewise, members of the Cemetery Focus Group also voiced an interest in participating as a volunteer group to spearhead conservation work following the endorsement of the Master Plan. It is recommended that the City consider establishing a Cemetery Conservation Committee that would function as a sub-committee of the Heritage Advisory Commission. Any initiatives launched by this Committee would then be vetted by the Commission which in turn would make recommendations to staff and Council.

### **5.2.3 Recording and Documentation**

The process to protect and conserve heritage cemeteries is very similar to the process that many municipalities follow to protect historic buildings. The first step is to identify and document an inventory of heritage resources. Fortunately, a cemetery contains a collection of not only individual monuments but also a landscape which quite often has had little intervention. Unlike heritage buildings, old grave markers may be damaged but they are seldom lost. And unless disinterments have occurred, the remains of those buried there have not been disturbed. In North Vancouver Cemetery, there are many unmarked graves, but the stories of the people that were placed there still exist and may be uncovered by research. The original Cemetery Register is stored in the Clerk's Office in North Vancouver City Hall. It dates back to the first recorded burial in 1907 of Roy Allan Blackburn who died of consumption at the age of 22. All hand inscribed, subsequent registers continued to record interments up to 1996 when a computer program was created to store this information. There now remains the arduous task of entering the hundreds of names from the original Registers back to 1907 for effective computer storage and retrieval of this information.

The BC Genealogy Society is a source of considerable information. It may be accessed through the internet and has links to other genealogical societies throughout the world. One such resource is the Church of Jesus Christ of Latter Day Saints which has a highly advanced international genealogical database. These Societies systematically research and record information about the names of the deceased and marker inscriptions for individual cemeteries. This allows genealogists to find the location of graves of specific individuals by name. Unfortunately the North Vancouver Cemetery is not included in the list of cemeteries researched by the BC Genealogical Society. When research on the names and locations of individuals in the North Vancouver Cemetery is complete and stored on a database, this information should be shared with the Society.

The recording of names and deaths and their relationship to geographical lots and blocks is only one aspect of the recording and documentation exercise. In order to effectively create and maintain an inventory, it is important that field research is undertaken. Extensive information is available regarding the appropriate methods to survey and record historic cemeteries. Organizations such as the U.S. Department of the Interior National Park Service, Cultural Resources Division produces "Guidelines for Evaluating and Registering Cemeteries and Burial Places". The Old Cemeteries Society has also produced "A Guide For the Recording, Care and Use of British

Columbia's Heritage Cemeteries". The recording and documentation procedures recommended include a plot location and mapping survey, and a photographic record of the markers, including materials, shape, symbolism, age, and inscriptions. It can also include archival research to uncover information about the lives of the deceased. Ideally information about each grave marker should be stored with all other data associated with a particular grave lot.

#### **5.2.4 Stone Repair and Conservation**

Unless an old cemetery is maintained regularly, over time, the natural environment will begin to reclaim the landscape. Inscriptions become illegible, covered with moss, or eroded by wind and rain. The stones sink, and can be broken by rampant tree or root growth and by vandals. Entire graves may begin to sink from the settling that occurs over time. These kinds of harmful actions have occurred in the old section of the North Vancouver cemetery.

There is very good information available about conservation techniques to repair damaged markers. The Association for Gravestone Studies provides excellent information both through their web site and the book: "The Care of Old Cemeteries and Gravestones" by Lance Mayer. Another useful resource is the Ontario Government publication: "Landscapes and Memories: A Guide for Conserving Historic Cemeteries". Both of these publications detail procedures to document, identify, clean, and repair headstones and other types of markers.

Should the Heritage Advisory Commission or another voluntary organization embark on a conservation plan for the cemetery, it is recommended that volunteers receive training for the sensitive work that they will be undertaking. Many of the markers in North Vancouver Cemetery are made from local materials. Stone conservation specialists are available to conduct training courses. Conservators may be requested to prepare a work program specific to the North Vancouver Cemetery that would identify which types of work can be undertaken by volunteers (e.g. documentation and cleaning) and which should be referred to conservation specialists (repair of broken stones, selection and application of appropriate mortars, replacement of metal lettering, resetting, straightening and lifting of markers).

The removal of markers from their gravesites and resetting within another location in the cemetery as a means of conserving monuments is not recommended. All effort should be made to ensure that the marker remains with the gravesite for which it was erected. The same basic rules of conservation should be followed for markers as for buildings. For example, when cleaning stones, the conservator should always use the most gentle means possible so as to not damage original material. Similarly, any treatments or repairs made to a monument should be carefully recorded and included with the other information pertaining to that lot in the database. This will help conservators understand what has occurred should more work be required in the future.

### 5.2.5 Heritage Landscape Conservation

Although communities understandably tend to associate the heritage of old cemeteries primarily with the markers and the lives of the people interred there, the landscape is also an inseparable and vital historic resource in its own right. It too should therefore be carefully recorded, conserved and maintained. The manner in which a cemetery is laid out and landscaped is a product of the time in which it was conceived. The location of North Vancouver cemetery on an elevated plateau probably featured spectacular views of the inlet in 1907. Although the site would have likely been cleared for the development of the original cemetery in the early 1900s, it is probable that many of the trees and plants that thrive there today were planted by grieving families. Over time, these trees contribute to the richness of the heritage landscape. However, if they are not maintained, they may also be disruptive by disturbing graves and obscuring markers.

It is therefore recommended that a tree inventory be conducted by an arborist to identify the location, type and conditions of trees and plants in the cemetery. Based on this information, selected trees should be removed or cut back and pruned within a program which respects this historic planting but does not compromise the significance of the graves and their markers.

Due to a long-standing practice of limited maintenance on the grounds of the Old Cemetery, many have come to accept and appreciate limited grass cutting and trimming. This has contributed to a 'natural' look that is in keeping with 19<sup>th</sup> century sensibilities towards cemetery landscapes. However, to many others, it looks untidy and neglected. Today, there is no consensus on behalf of the public towards a preferred treatment. However, the Heritage Advisory Commission advised the following at their June 8, 1999 meeting:

“that the creation of a pristine and manicured look would destroy the character (of the cemetery)”; and

“that the primary issue and objective (of a Conservation Plan) is to recognize the cultural legacy and the historic area of the Cemetery and determine how it should be presented”.

This position illustrates that before a conservation plan is implemented, the objectives and principles guiding the maintenance of the landscape should be clearly articulated to the public and staff and stated in the North Vancouver Cemetery Bylaw. It is recommended that the Old Cemetery retain the features, qualities and level of maintenance that will clearly identify it as a distinct historic landscape within the context of the entire cemetery property. This may result in the Committee also considering ecological approaches such as "old-field" management to guide maintenance practices. "Old field" management encourages practices that allow natural grasses to grow in cleared areas for the benefit of birds and wildlife. The specific maintenance procedures to achieve conservation objectives should be clearly reflected in the Cemetery Conservation Program and the Cemetery Bylaw.

### **5.2.6 Maintenance Program**

Currently, the level of maintenance conducted by City staff on the Old Cemetery is minimal. This is based on the premise that no funding was to be allocated from the perpetual care fund towards the maintenance of the Old Cemetery. Recently, the Registrar for Cemeteries confirmed that the perpetual care fund can in fact be used for the maintenance of the Old Cemetery. This will allow a greater allocation of operational expenditures to be directed to its care and maintenance.

The existing practice is to cut the grass approximately three times per year between spring and fall. Very little other grounds maintenance is conducted. It is therefore recommended that any new revenue allocated from the perpetual care fund or from any other fund dedicated to the old cemetery be devoted towards the fulfillment of the conservation objectives established in the Conservation Management Program. Potential sources of funding to meet these objectives are more fully explained in the Financial Management Recommendations Section of this document.

### **5.2.7 Security**

The Old Cemetery is not secured during the day or night. Only the entrance to the New Cemetery is protected by a gate off of Lillooet Road at sundown throughout the year. Since the GVRD gate at the north end of Lillooet Road is also closed at night by GVRD staff, there is no reason to enter the Old Cemetery after dark. It is purposely not lit at night in order to discourage evening use. It is therefore very important that steps be taken to install a gate at the entrance to the Cemetery. This will prevent the entry of vehicles that have in the past damaged turf and markers in an already fragile part of the cemetery. The existence of vertical markers and perimeter curbing have made them particularly vulnerable to damage by vehicles. Both design options include gateways at the proposed cemetery entrances for security purposes and as attractive entry features. A gate which evokes the character of the Old Cemetery through the use of period design and local materials would be favoured.

Another less tangible but effective way to reduce vandalism in the cemetery is to raise public awareness and respect for the cemetery. This can be done through public education and interpretive programs.

### **5.2.8 Interpretive Program**

An interpretive program for the North Vancouver Cemetery should encompass the whole of the cemetery, both old and new. In fact, understanding of cemetery design and the historical chronology of important events shaping the community can be understood by following the expansion of the cemetery from section to section. While the design of the markers and the layout in the old cemetery is reminiscent of romantic 19<sup>th</sup> century sensibilities, the newer sections demonstrate the impact of the Second World War and the importance of service organizations such as the Masons and Elks in the community.

The development of an interpretive program involves both a research component and an presentation component. Much of the research information will be collected as part

of the documentation and recording activities within the initial stages of the Conservation Program. Research sources include the North Vancouver Museum and Archives, the original Cemetery Registers in City Hall, as well as cemetery field research. The content of the interpretive program is critical because it will determine what, where, and how information is presented to visitors. Initiatives that should be explored for inclusion in an interpretive program include:

- ◆ A system of signs and interpretive panels that are prominent but not invasive, unified in design, and located strategically throughout the cemetery
- ◆ The production of a pamphlet or brochure that serves as a self-guiding tour of the cemetery
- ◆ Walking Tours that coincide with community events such as Heritage Weekend or Hallowe'en; or Themed Walks that offer glimpses into specific subjects such as the 1918 flu epidemic, famous civic leaders, or the history of the shipyard
- ◆ A comprehensive web site that provides information about the history of the cemetery, a map, upcoming events, and a link to the BC Genealogical Society web site to allow browsers to locate the names of those interred in North Vancouver Cemetery
- ◆ Future work on the cemetery database to allow users to locate the precise lot and block of the deceased
- ◆ Encouragement to school groups to visit the cemetery and learn more about North Vancouver's cemetery. School programs elsewhere have invited students to "adopt a grave". School programs can teach research techniques, foster interest in the lives of people who have come before, and nurture respect for cemeteries.

### **5.2.9 Grave Reclamation**

The Cemetery and Funeral Services Act permits cemetery operators to offer unused reserved lots in cemeteries for resale and use providing that the grave has been reserved for 50 years or more or the intended occupant would be at least 90 years of age. There are also strict requirements that the operator ensure, to the best of its knowledge, that the family owning the lot can not be contacted or is not interested in using the lot. In North Vancouver Cemetery, approximately 250 graves in the Old Cemetery could possibly be reclaimed according to the provisions of the Act. This would extend the capacity of the existing cemetery well into the future and allow new interments in a potentially desirable area of the cemetery. To many, burial in the Old Cemetery would be a privilege due to its scenic location and historic character. This would also suggest that higher fees would be warranted due to the limited supply of lots and its preferred status.

Although there are many good reasons for reclaiming graves in the Old Cemetery, there are also potentially some concerns. The Heritage Advisory Commission at their June 1999 meeting expressed the following:

"that an injection of new graves might change the character and the historic feel of the old Section"; and

“may draw negative attention and require a level of maintenance inappropriate to the historic section”.

It is therefore important to first refer back to the philosophy of the conservation management program. If the philosophy supports ‘preservation’ of the cemetery as it now exists, then this must be clearly identified. A logical outcome of this approach is to prohibit any new burials other than for those lots already reserved. If however, the approach is one of “conservation”, then ways may be sought to conserve the heritage character and resources in the existing cemetery yet still allow this area to function as an active cemetery. In this event, standards may be put in place which require families to abide by conservation guidelines and regulations for the Old Cemetery. These could include a requirement for upright markers only and maintenance standards that are in keeping with the objectives of the conservation management program but differ from other parts of the cemetery.

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#### **5.2.10 SUMMARY OF RECOMMENDATIONS – HERITAGE CONSERVATION AND MANAGEMENT**

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1. Develop a Conservation Management Program to be administered by the City with the assistance of a volunteer Cemetery Conservation Committee.
2. Prepare a Terms of Reference for the Committee which clearly identifies its purpose, role, and functions. Consider establishing this group as a sub-committee of the Heritage Advisory Commission.
3. Establish a philosophy for the Conservation Management Program to guide future decisions regarding conservation options. Ensure that this philosophy and any conservation guidelines are clearly articulated in the North Vancouver Cemetery Bylaw.
4. The Conservation Management Program should clearly acknowledge the importance of recognizing and respecting the historic landscape.
5. Ensure that the conservation management program includes the following: recording and documentation of cemetery records, archival research, a site survey, a photographic record of all markers and inscriptions.
6. Refer to established cemetery documentation and recording procedures. Obtain assistance of others including the BC Genealogical Society or the Church of Jesus Christ and Latter Day Saints, as needed.
7. Obtain the assistance of conservation professionals before embarking upon stone conservation work. Consider hiring a Conservation specialist to hold a workshop to train volunteers.
8. Ensure that all repairs to markers are recorded.

9. Conduct a tree inventory to identify trees that need to be removed or pruned.
10. Remove trees that are damaging markers or disrupting grave sites.
11. Redistribute funds for operational activities towards the maintenance of the Old Cemetery. Dedicate a portion of revenues, as shown in the Financial Management Strategy, towards the care and conservation of the Old Cemetery
12. Establish a maintenance program in keeping with the philosophy and conservation guidelines established by the Old Cemetery Committee/Heritage Advisory Commission.
13. Implement maintenance practices that clearly demonstrate that the Old Cemetery is distinct from the other areas of the cemetery thereby respecting its historic character.
14. Prevent vandalism in the Old Cemetery by installing a gate on Lillooet Road (and Monashee Drive – Option 2) south of the Old Cemetery.
15. Design an interpretive program for the Old Cemetery based on research and documentation work. The program could include the following: self-guided walking tours; organized walking tours; interpretive signage throughout the Cemetery; internet web-site information; school programs
16. Consider allowing new burials in the Old Cemetery through the reclamation of unused gravesites. Such an initiative would require the development of design guidelines to establish agreements between families and the City regarding maintenance practices, marker design, and conservation program activities in this area of the cemetery.
17. Continue to provide interpretive programming and conduct research to support programming for special groups and community events.
18. The Conservation Management Program should be designed to allow ongoing monitoring, conservation, and maintenance of the historic landscape and markers.

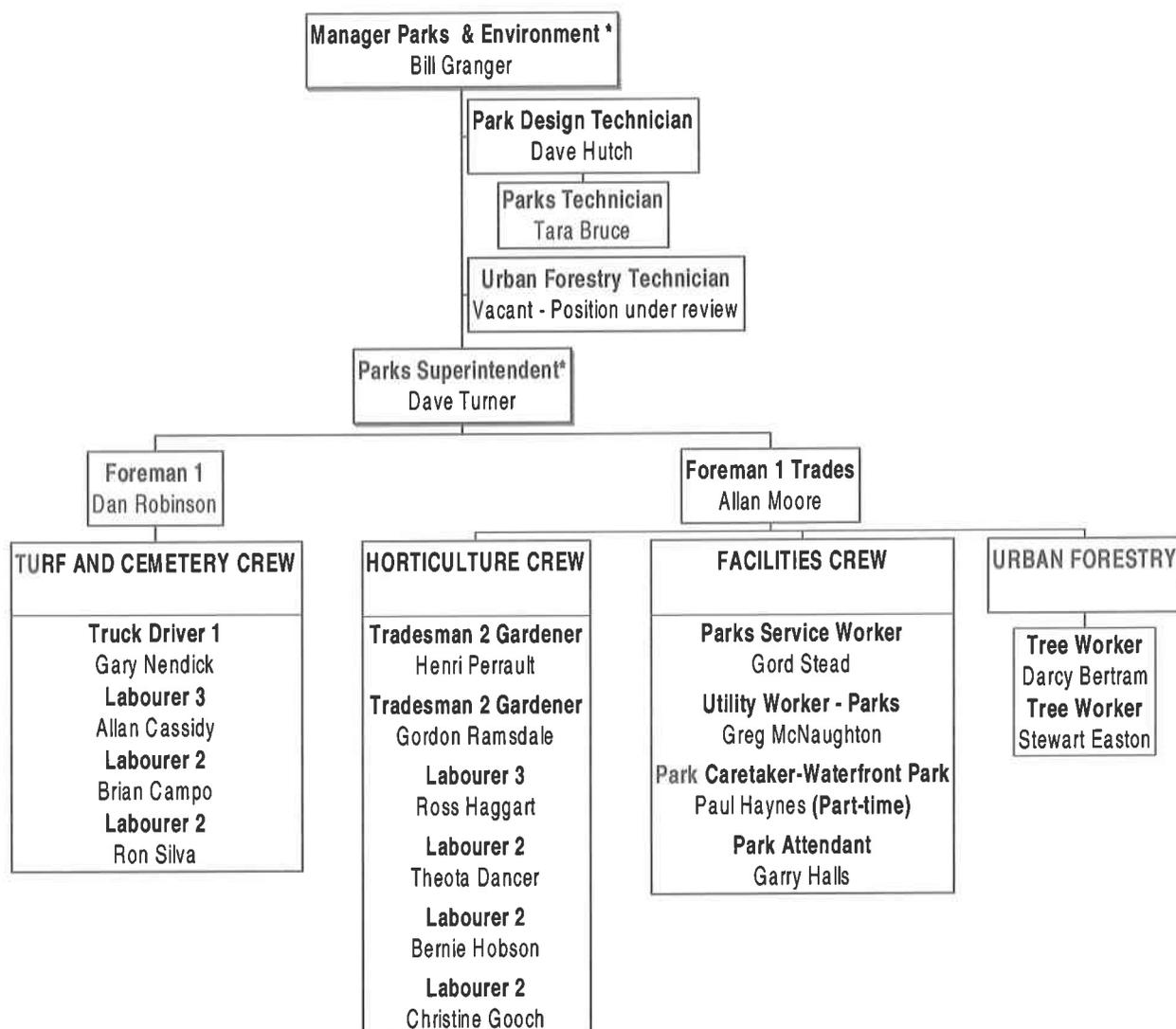
## 5.3 ADMINISTRATION, SITE MANAGEMENT AND OPERATIONS

This Section of the Master Plan reviews the existing situation regarding management and operation of the cemetery, and makes recommendations to improve these efforts.

The North Vancouver Cemetery is owned and operated by the City of North Vancouver. Operations and maintenance activities are undertaken by staff reporting to the Manager, Parks and Environment within the Engineering, Parks and Environment Department. The position of Parks Superintendent is new and was filled in July, 1999. Administrative responsibilities are conducted by the Cemetery, Film, and Committee Clerk through the City Clerk's Office. All cemetery arrangements for cemetery space, fees and licensing are administered through the cemetery clerk.

### 5.3.1 STAFF STRUCTURE AND RESPONSIBILITIES:

Below is the existing organizational chart for site operations at the cemetery.

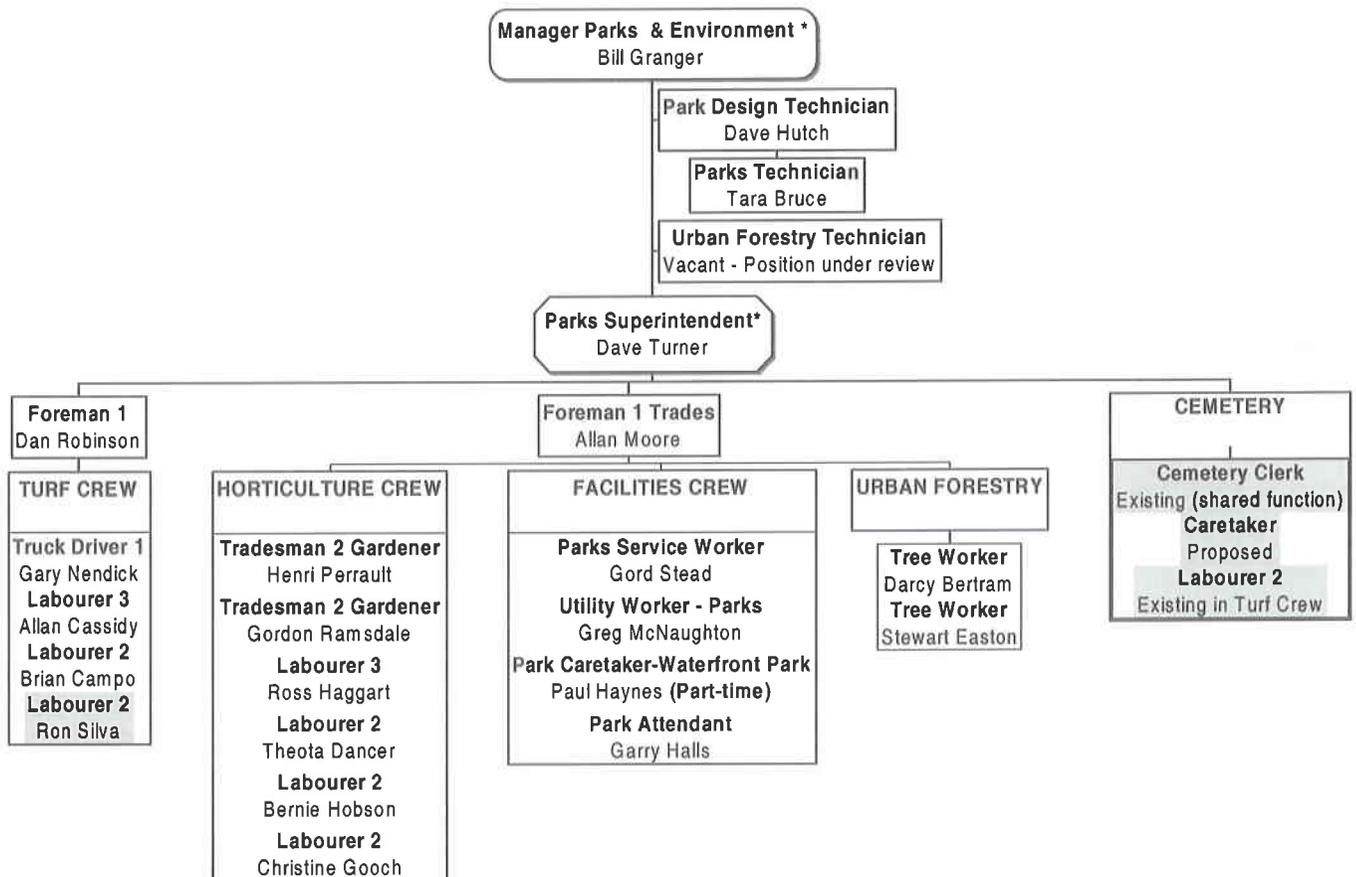


The Parks and Environment staff are responsible for all maintenance activities and grave openings and closings. Under the supervision of Dan Robinson, the turf and cemetery crew divides their time between the care and maintenance of all city turf areas and the cemetery. For grave openings and closings, three labourers, two vehicles, and a lowering device are required. Horticulture staff and arborists are also assigned, as needed, to care for plants and trees respectively at the cemetery.

Approximately 50% of the administrative clerk position is devoted towards cemetery responsibilities. Historically, this position has always been administered through the City Clerk's Office. This allocation appears to be sufficient at this time and works quite well in the existing framework.

It is recommended that a review be taken to determine the merit of combining the administrative and operational functions related to the cemetery under one department. Since the majority of staff with cemetery duties is located within the Engineering, Parks and Environment Department, consolidation is more likely to occur under this department.

**PROPOSED MANAGEMENT STRUCTURE:**



### **Consolidation of Cemetery Activities within the Parks Department:**

Under the proposed management structure, three full-time positions would be dedicated to the cemetery: Cemetery Caretaker and Cemetery Labourer and Cemetery Clerk. The Cemetery Caretaker would be the only new position. The existing labourer position would be shifted from Turf Operations and the Cemetery Clerk would be re-assigned from the Clerk's Department. Under this scenario, all three positions would be supervised by the Parks Superintendent.

### **Establishment of a Cemetery Board of Trustees:**

The Funeral and Cemetery Services Act requires that municipalities either form a company or establish a Board of Trustees to own and operate cemeteries. North Vancouver City Council currently functions as the Board of Trustees. However, it is recommended that Council consider appointing a separate Board of Trustees to provide guidance and make recommendations concerning the ongoing operation of the cemetery. Royal Oak Burial Park in Victoria has used this model very effectively.

This Board would comprise volunteers representing the communities of North Vancouver and a Council representative. It would oversee the financial statements and review any new proposals for the cemetery. It is recommended that this Board operate initially in an advisory capacity. Once the cemetery becomes self-sufficient financially, Council could then choose to give this Commission autonomy over the operation of the cemetery. In this case, the land would be deeded to the Board of Trustees who would assume ownership and operation of the cemetery.

### **5.3.2 MAINTENANCE**

One of the most common complaints from the public relates to the low level of maintenance at the cemetery. The need for more frequent grass cutting and careful trimming around graves were the most common complaints noted in the cemetery questionnaire. Other improvements suggested by respondents included the need to level sunken markers, plant more flowers, cut back overgrown bushes and trees and introduce vertical markers into new areas of the cemetery. All of these initiatives require a higher level of maintenance than is currently practised. The existing part-time staff allocation is not adequate to accomplish these standards. This should be remedied through the allocation of more staff hours on a full-time basis to maintain the cemetery.

The position of a full-time caretaker with additional seasonal staff allocations is recommended. The proposal to create a caretaker's position was enthusiastically supported by respondents to the questionnaire (78%). A full time year-round caretaker could fulfil the dual functions of maintenance and personal service for visitors. However, a suitable building that would serve as an office and a visitor's facility would be mandatory. A maintenance/storage area constructed as part of this structure or in another building would also be necessary. The office/visitor's facility would ideally also accommodate the clerk's position currently located at City Hall – thereby simplifying yet raising the level of service to the public by providing one-stop service.

Until a suitable facility for staff, visitors and maintenance functions is built, steps should be taken in the short term to allocate more staff time to the maintenance and operations

of the cemetery. Two full-time staff from April to October, and one full-time or two half-time staff during the winter months is recommended. Additional staff would be required on an as-needed basis for grave openings and closings. It is important that the responsibilities of the full-time staff be dedicated wholly to the cemetery so as to eliminate interruptions for other non-cemetery related duties.

The vacant maintenance building at the north end of Lillooet Road, could be used for the storage of equipment until another facility is built, thereby reducing the number of trips to the work yard. This building will require upgrading to render it habitable for staff including electrical power, furniture, heating and a washroom. The movement of equipment when necessary, should be undertaken by the Foreman whenever possible thereby ensuring that there is staff working at the cemetery at all times during the growing season. Since the site currently occupied by the maintenance building is proposed for the future development of double-depth crypts, it may be necessary to move the existing building to another location until the new facility/visitors centre building is constructed.

Activities that could be carried out by full-time cemetery maintenance staff include:

- ◆ Grass cutting and edge trimming
- ◆ Trimming around markers
- ◆ Turf leveling and maintenance
- ◆ Flower bed weeding
- ◆ Removal of grass and debris from markers
- ◆ Marker repair (with training or assistance for specialized stone conservation work)
- ◆ Removal and storage of prohibited grave ornaments
- ◆ Watering
- ◆ Security surveillance
- ◆ Assistance to visitors requesting information about burials and referral to City Hall as needed
- ◆ Assistance to visitors seeking the location of graves

Other services to enhance the comfort of the public during funeral ceremonies at the grave should also be investigated. These include the temporary installation of weather protection such as overhead canopies during rainy weather or turf coverings to cover wet dirt and grass for the safety of mourners.

### **5.3.3 SECURITY**

Over the years, vandals have damaged gravestones and turf by driving vehicles recklessly through the cemetery at night. The proposed relocation of the GVRD gate from the top of Lillooet Road to the entrance of the cemetery at Lillooet Road will prevent unauthorized entry by vehicles. Due to the need for the GVRD to have 24 hour access to the Demonstration Forest and Seymour Dam, as well as private access to the residence north of the cemetery, there will continue to be controlled access at night. Should there be two entrances resulting from the improvements to Monashee Road, there will be a need for two secured gates.

There is no power available in the cemetery. Since public entry is not permitted at night, it is recommended that lighting not be installed in the cemetery with the possible exception of the entrance gate(s).

#### **5.3.4 CEMETERY IMPROVEMENTS**

Should the initiatives be approved that are recommended in Options 1 and 2 in the design section of this plan, there will be substantial physical and operational improvements to the cemetery. There should be an assessment prior to their implementation, to determine the need for more staff time to operate and maintain an expanded cemetery. Similarly, should the marketing strategy be effective, there may be more interment activity thereby increasing the workload presently handled by the Cemetery Clerk.

Any physical improvements should allow for the undertaking of related infrastructure work. A drainage plan to assist with the existing drainage problems in the lower levels of the cemetery is important. Any new work undertaken on Monashee Road as part of the water main project or as part of an expansion project should incorporate a drainage plan. Likewise, an assessment of other infrastructure improvements such as power, water and sewer access to the cemetery should be conducted prior to the water main project to determine if co-ordination is warranted.

#### **5.3.5 RULES AND REGULATIONS**

Rules and regulations regarding hours of operation and ornamentation on grave surfaces are posted throughout the cemetery. However, these regulations are not always followed. The rules prohibit entry to the new section of the cemetery after dark. The regulations also inform visitors about acceptable types of ornamentation on graves.

The Cemetery Bylaw permits staff to remove artificial flowers when “such flowers become damaged or untidy”. Cut flowers may be placed in non-glass containers that are inserted into the ground so that the top is flush with the surface. Other work of a permanent nature (e.g. growing plants, decorative gardens) may be permitted at the discretion of the Parks Manager. These regulations were recently printed in a cemetery brochure at the suggestion of the City’s Health and Safety Committee.

There have been many difficulties both enforcing the regulations and satisfying families that are offended by them. Despite the efforts of staff to solve individual concerns, there remains a great difference in opinion among families about what should be permitted on the grave of a loved one. It is a very sensitive issue for grieving families and it requires an equally sensitive solution. The cemetery survey indicated that the majority of respondents support the enforcement of the existing regulations (68%). However, many disregard them and continue to leave ornaments that may threaten the safety of employees. It is therefore recommended that the existing regulations and enforcement policy be revisited through the initiatives of the proposed Cemetery Board of Trustees and that families and maintenance staff be consulted as part of this process. A survey of other municipal cemeteries is also recommended. There are a great variety of

regulations applied throughout the region. Once the policy is defined, families and the public should be informed, and the regulations enforced with due respect.

### **5.3.6 ON-SITE INFORMATION**

The distribution of information about the cemetery both through a proposed marketing strategy as well as through the development of a program of on-site information will help to orient visitors and newcomers to the cemetery. The existing brochure is a good start from which to develop a package of information for distribution. The recommendations for directional, information, and interpretive signs in this plan will also contribute to greater awareness within the community about the cemetery. A system of signs that are weather-protected for the visitor's comfort will also provide an opportunity to dispense brochures. A recent recommendation of the Health and Safety Committee requested that brochures be dispensed at the cemetery. Once a facility building is constructed, access to information will be much easier, more visible and more effective.

### **5.3.7 RECORD-KEEPING AND DATA COLLECTION**

Since 1908, the City Clerk's Office has kept the Registers that record the deaths and burials in North Vancouver Cemetery. These Registers continued to be used and entries made by hand until the mid-1990s. In 1996, a computer cemetery database system was designed for the cemetery by the Computer Services Department using an Oracle database and Microsoft Access. The Computer Services Department has recently begun a project to improve this system with a new data entry system based on Microsoft web technology. The system must have the capacity to enter 10,000 grave locations and associated data. To date, historical data have been entered only back to 1990. Much work remains to be done to enter the remaining data. Discussions with the Computer Services Department have reinforced the need to hire a data entry technician to accomplish this task. Preferably, the data entry project should be undertaken by someone who has an understanding of the cemetery and historical record-keeping procedures.

It is essential that the recommendations in this Master Plan regarding the expansion of capacity and the addition of interment spaces be referred to the Computer Services Department so that they can make the appropriate adjustments to their cemetery computer database system. Likewise, once additional information is gathered from historical research, this information should also be stored in a computer database that is either linked to this system or incorporated within it.

### **5.3.8 COLLABORATION WITH A CEMETERY CONSERVATION COMMITTEE**

The proposal for a Conservation Management Plan identified earlier in this Master Plan identifies the benefits of forming a Cemetery Conservation Committee to guide and assist with the interpretive and conservation work proposed for the Old Cemetery. It will be important to establish the role of such a Committee and how it would co-ordinate its project work with the ongoing maintenance responsibilities of cemetery staff. Should the Committee organize groups to do physical work in the cemetery, Union and management concerns need to be addressed early in the process to clarify issues that may arise such as supervision of staff and division of work. Consultation with

employees at Ross Bay Cemetery and volunteers with the Old Cemetery Society in Victoria would be a useful reference. A review of the City of North Vancouver's 1994 proposal to work with the Elizabeth Fry Society which was abandoned should also be undertaken.

### **5.3.9 PARTNERSHIPS AND ALLIANCES**

There is much to be gained from the sharing of information about cemetery management. The exchange of ideas and concerns that has occurred as a result of regular meetings between participants in the municipal cemetery group and with the Registrar have been extremely informative. Challenges encountered in one municipality have usually also been faced in others. The solutions developed may differ but the exchange of experiences usually leads to more informed decisions. These alliances as well as meetings between other sectors in the industry are recommended.

Meetings between staff at the City and Funeral Directors are also recommended to review procedures to ensure that any issues that exist between Funeral Homes and the cemetery are resolved. More communication can help to clarify the expectations of all parties when arranging for a funeral and interment. It is especially important to maintain a professional and positive relationship with First Memorial Services and Nick Williamson on behalf of the Moslem community as they arrange the majority of the funeral services for families seeking interment at North Vancouver Cemetery.

It is also recommended that communication be established with other operators throughout the province. This may be achieved through membership in the Cremation and Cemetery Association of BC. The relationships forged through the acknowledgement of common interests and challenges will help to benefit both the industry and consumers.

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### **5.3.10 SUMMARY OF RECOMMENDATIONS – ADMINISTRATION, SITE OPERATIONS AND MANAGEMENT**

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1. Consolidate the administrative (Clerk's Department) and site management functions (Engineering, Parks and Environment) under one department.
2. Establish a Cemetery Board of Trustees to guide policies and future initiatives at the cemetery. This Board would be appointed by Council.
3. Re-instate the position of full-time year-round caretaker at the cemetery. One full-time labourer, cemetery clerk, plus additional part-time assistance, as needed, would also be required.
4. Increase level of maintenance throughout the cemetery by allocating more funds to increase the number of staff hours dedicated to site operations activities.

5. Improve the existing maintenance building and possibly relocate it to provide shelter and storage for full-time staff and equipment until a permanent facility building/visitors centre can be built.
6. Arrange for services to enhance the comfort of mourners during funerals such as temporary canopies and ground cover for weather protection during wet weather.
7. Co-ordinate with the GVRD the relocation of the gate at the entrance to the Seymour Demonstration Forest to a location south of the cemetery (on Lillooet Road or Monashee Road).
8. Establish a process to identify the role of the volunteer Cemetery Conservation Committee and how its work can be co-ordinated with the duties of Parks staff.
9. There should be no lighting installed in the cemetery which might attract visitors to the cemetery after hours.
10. As part of any major construction projects in the cemetery, there should be an assessment of infrastructure upgrading requirements. Water, electrical, and sewer connections should be investigated at this time.
11. A drainage plan for the cemetery should also be pursued and implemented. This would include methods to drain existing wet areas as well as incorporating a drainage plan within any new development areas in the cemetery.
12. The existing regulations concerning flowers, ornaments and decorations on graves should be reviewed. The Cemetery Board of Trustees should investigate this issue and invite the input of the public, families, parks staff and other municipalities to determine whether the existing regulations should be revised.
13. Improve on-site information for visitors through a system of directional, information and interpretive signage that will orient visitors once they arrive at the cemetery.
14. Obtain the services of a data input technician to complete the data input of records from 1907 to 1990.
15. Provide a new facility building/visitors centre to provide shelter and a maintenance facility for staff and to provide on-site services and information for visitors.
16. Consider relocating the administrative function performed at City Hall to the cemetery once a facility has been built that will accommodate multiple functions.
17. Re-assess staffing needs as part of any large expansion plans for the cemetery resulting from marketing initiatives, additional capacity and increasing operational requirements.

18. Develop a package of information for public distribution about cemetery services, regulations, and rates.
19. Upgrade the cemetery computer database system, as needed, to accommodate additional information resulting from expansion as well as historical records resulting from research undertaken as part of the Heritage Conservation Management Program.
20. Continue to strengthen relationships with other municipalities, funeral operators, and associations to encourage information exchange and build partnerships for the achievement of shared goals.
21. Actively participate in the Municipal Cemetery Group, meet with local funeral operators, and obtain membership in the Cremation and Cemetery Association of BC.

## 5.4 FINANCIAL MANAGEMENT

The results of the cemetery questionnaires as well as feedback from the Focus Group affirm overwhelming support for the City to continue to own and operate the North Vancouver Cemetery. Although provincial legislation does allow the sale of a municipal cemetery to a private operator, there has been no community support for this action and it is not recommended that the City investigate this option at this time. Instead, it is recommended that the City seek to generate additional funds to expand and improve the services, interment choices and capacity at North Vancouver Cemetery.

The following Financial Management Strategy has been developed with the assistance of the Finance Department at the City of North Vancouver. The goal of the strategy is to eliminate the marginal subsidy that the City now pays to operate the cemetery and to generate sufficient revenue over the next three to five years to assist with the initiatives presented in this Cemetery Master Plan. However, it is important to note that additional budget allocations from Council will be necessary to finance these initiatives while they are implemented.

As reported earlier in this document, the city subsidizes the operation of the cemetery. However, the subsidy is small relative to other municipalities, and has been less than \$5,000 for the last two years from a previous high of approximately \$25,000 in the mid-1990s. A successful effort to better match expenditures with available revenues, while increasing maintenance levels has been responsible for the reduction in the subsidy as shown in the chart below. The cemetery is therefore not in an onerous financial position but its financial outlook can be significantly improved.

NORTH VANCOUVER CEMETERY REVENUES AND EXPENSES								
1991 - 1998								
	1991	1992	1993	1994	1995	1996	1997	1998
<b><i>Cemetery Revenues</i></b>								
Fees	59498	70551	56504	67759	69135	79429	79854	62541
Plots	27621	26810	21957	25622	21329	29002	23047	25525
Inscription Fees	na	135						
Columbarium Niches	na	750						
Cemetery Investment Interest	32928	32665	26616	18862	32546	37274	41171	37041
<b>Total Revenues</b>	120047	130026	105077	112243	123010	145705	144072	125992
<b><i>Cemetery Operating Expenses</i></b>								
Cemetery Operations	60958	70934	60074	77582	70141	71641	79199	67351
Cemetery Maintenance	53427	64628	59982	60347	78312	64373	69534	63352
<b>Total Operating Expenses</b>	114385	135562	120056	137929	148453	136014	148733	130703
<b>Subsidy</b>	-5562	5535	14979	25686	25443	-9691	4661	4712

#### **5.4.1 RE-INVESTMENT INITIATIVES**

One of the objectives of the Cemetery Master Plan is to identify strategies to generate funds that can then be re-invested into initiatives to improve the cemetery. These re-investment initiatives can be grouped into four categories:

◆ **Increasing standards of maintenance**

In the cemetery questionnaire, many respondents referred to the general dissatisfaction with the level of maintenance in the cemetery. This relates primarily to the need for: more grass cutting and trimming around graves, the care of overgrown and sunken markers, and tree trimming. Allocation of additional funds to finance more intensive and frequent maintenance practices is therefore recommended.

◆ **Instituting marketing strategies**

There has been little active effort and no formal strategy to market the cemetery or its services. This will require additional investment over the next few years to implement a marketing strategy.

◆ **Conservation of the old cemetery**

The Master Plan recommends that an ambitious conservation management program be carried out that will require significant financial resources over several years.

◆ **Development of new areas in the cemetery to increase capacity**

Significant capital expenditure will be required to expand the active cemetery beyond its current developed area.

#### **5.4.2 RE-INVESTMENT STRATEGIES**

The following is a description of the methods and actions recommended by this plan to fulfill the reinvestment initiatives listed above. Each represents a means to find additional financial resources to devote to the enhancement of the cemetery.

**i) Increase Fees**

The current cemetery fee structure for the City of North Vancouver is in need of revision. The method for the calculation of the fees is not clear and there has been no systematic analysis of their relationship to actual costs. It is recommended that the fee schedule be amended to legitimize real costs to the municipality and reflect the market value of land. Revenue generated from fee increases will then be returned to the community in the form of improved service levels, more interment options, and an enhanced landscape environment.

Like many other municipalities in the Lower Mainland, the fee structure is very outdated and has only been increased marginally over the years. The City's practice of raising the fees annually by 5% has not been sufficient to keep up with costs.

**CEMETERY FEES  
SELECTED MUNICIPALITIES**

Type of Interment		City of North Vancouver	District of West Vancouver	Langley	Surrey	Coquitlam	New Westminster	Vancouver	First Memorial (SCI - North Vancouver)
Full Burial - Single Depth	Lot	315	650	525	225	1400	262.5	490	NA
	Care Fund	390	270	175	75	560	87.5	330	NA
	Opening & Closing	640	565	393	370	500	350	610	NA
	Liner	270	300	218	125	included	155	275	NA
Full Burial - Double Depth	Lot	315	NA	525	NA	2450	NA	490	NA
	Care Fund	390	NA	175	NA	980	NA	330	NA
	Opening & Closing	850	NA	465	NA	500	NA	820	NA
	Liner	775	NA	262	NA	included	NA	275	NA
Cremation	Lot	105	350	175	56.25	750	90	230	NA
	Care Fund	110	135	58	18.75	190	30	270	NA
	Opening & Closing	120	225	170	106	250	75	180	NA
Columbarium	Niche	750-1050	750-1050	731	NA	1300-1495	NA	NA	1080-3850
	Care Fund	340-450	340-450	244	NA	130-150	NA	NA	included
	Opening & Closing	135	135	170	NA	250	NA	NA	120

Fee increases are recommended to rectify the imbalance between costs and fees. The chart below illustrates the fee structure for two types of interment choices: single lot burial and double lot burial. Tariffs for each service item are listed at the existing and the proposed rates. These are then compared to the City of Coquitlam's cemetery fee schedule which has recently been increased as a result of a Master Plan review.

<b>TARIFFS - EXISTING AND PROPOSED*</b>				
<b>SINGLE AND DOUBLE BURIALS</b>				
<b>Type</b>	<b>Item</b>	<i>NV - Existing</i>	<i>NV - Proposed</i>	<b>Coquitlam</b>
Single	Lot	315	1000	1400
	Care Fund	390	500	560
	O&C	640	640	500
	Liner	270	350	
	<b>Total</b>	<b>1615</b>	<b>2350</b>	<b>2460</b>
Double	Lot	315	1600	2450
	Care Fund	390	800	980
	O&C	850	320	500
	Liner	775	pre-installed	pre-installed
	<b>Total</b>	<b>2330</b>	<b>2720</b>	<b>3930</b>
* Proposed Fee Increases would be phased in over 3 or 5 years				

The justification for fee increases at the North Vancouver Cemetery are based on the following rationale:

- ◆ Lot prices should be increased to reflect the value of the land
- ◆ Perpetual Care fund should be calculated as a percentage of the lot price
- ◆ Opening/Closing and liner costs should reflect real labour and equipment costs

The proposed new fee schedule results in a 54% fee increase for the cost of a single-depth burial. Projections based on the new fees are presented in Attachments 1 and 2 at the end of this Section. These projections show proposed revenue and expense projections for North Vancouver Cemetery over 3 and 5-year periods. Phasing in the fee increase will ease the transition to higher rates for the consumer as well as result in a gradual accumulation of revenue to finance capital expenditures proposed in the Master Plan. The shorter the phase-in period, the more quickly revenue will accumulate and be available for re-investment. Therefore, a 3-year phase in period is recommended.

These projections are based on a number of sales and program assumptions:

**Sales assumptions:**

- ◆ The target price is phased in over 3 or 5 years in equal increments.

- ◆ The perpetual care fund contribution is calculated at 50% of lot price.
- ◆ Single depth burial sales are projected at a conservative stable level based on current use
- ◆ Double depth, cremation lots, and columbaria sales are projected to rise over the phase-in period based on marketing and current demographic trends.

**Program (Use of Revenues) Assumptions:**

- ◆ The program is the same for both the 3-year and 5-year phase-in scenarios.
- ◆ First priority is given to improved overall cemetery maintenance increasing expenditures by approximately 20% per year. If desired maintenance standards are achieved earlier, then more funds will be available to fund capital expansion works.
- ◆ Provision for marketing initiatives assumes a “low-level” campaign and a cost-sharing relationship with other municipalities.
- ◆ Projected Heritage Conservation Program costs are based on a program consisting of a study, followed by conservation works, followed by maintenance funding.
- ◆ Both scenarios produce a stream of revenue of between \$75,000 and \$80,000 after 5 years.
- ◆ The resulting revenue can be used in two ways: to service the debt created by internal borrowing to finance capital projects; or, to be placed in a cemetery development fund for future capital expenditures.

It is important to note that these projections are conservative. They do not include such additional existing revenue sources such as: the sale of memorial benches/trees, non-resident fees, and marker settings fees. They also do not include potential new funding sources such as grants and donations or potential revenues from offering new product or service options.

**ii) Develop and Administer a Marketing Strategy**

Sensitive but effective marketing efforts will inform and expand the knowledge of potential consumers. It is one of the most important ways to raise the profile of the cemetery and its services. Marketing can take many forms and is subject to some restrictions as outlined in the Cemetery and Funeral Services Act. Individual solicitation is not permitted. However, information distributed to the general community by way of brochures, newspaper advertisements and other media methods is allowed.

The content and manner in which the message is presented are vital to the success of the marketing effort. Because the subject of cemeteries is a disturbing one for some, information should be carefully presented in a non-intrusive and gentle manner.

Because North Vancouver Cemetery is the only local choice for full burial, it is in a very good position to attract local families seeking that interment choice. A marketing strategy however, should very clearly inform residents that there is a range of options available. For example, it is unlikely that many residents are aware that the cemetery offers both a columbarium option as well as ash lots for the interment of cremated remains. Similarly, memorial benches and trees are available in the cemetery and city

parks. A flexible marketing plan can emphasize particular products or options and adjust its message according to market supplies and demands.

It is recommended that the marketing strategy for the North Vancouver Cemetery include the following types of resources:

◆ **Distribution of brochures to the residents of North Vancouver**

The contents would inform residents about the services and options available at the cemetery. The brochures could be part of a marketing package that could be assembled for customers according to their needs. The package should include: fees for services, cemetery services and procedures, product options, and what projects are planned for the cemetery in the future. General information could be sent individually to households, as well as made available at convenient community locations. More specific information could be available on an as-need basis and assembled for individual needs. All would be available at the cemetery office.

◆ **Web site information**

The City of North Vancouver has a link on its home page to the cemetery. The information now on the site is limited to information about the location and history of the cemetery and its plans for expansion. The information on the site could be easily expanded to include information about fees, grave space, memorial options, and links to funeral homes. This could eventually lighten the volume of questions handled by the Cemetery Clerk and provide residents with more knowledge with which to make decisions.

◆ **Media messages**

Advertisements in local newspapers such as the North Shore News can be effective. Articles coinciding with major project work, new programs or community events at the cemetery can also raise the awareness of the cemetery within the community. Some operators have been successful with print advertisements on buses and short spots on radio stations.

◆ **Collaboration with Other Funeral and Cemetery Operators**

A plan for joint marketing efforts with other municipal cemetery operators in the Lower Mainland is in its initial stages. By jointly advertising the locations and types of services available, there will be greater opportunity for the public to discover that there is a municipal alternative to privately owned cemeteries. It will also reduce marketing costs. Once the Master Plan for the cemetery is underway, it would be worthwhile to meet with First Memorial Services on Lillooet Road and other funeral operators in the area to inform them of the new plans for the cemetery so they can pass this information on to families seeking advice. Since First Memorial Services does not have a full burial option, it is important that families know that North Vancouver cemetery has this capacity.

### iii) **Consider Offering Cemetery-Related Products and Services**

Currently, the City has arrangements with companies to purchase liners for single-depth burials and for inscription services for columbarium niches. This approach could be expanded to include other products and services. Product 'bundling' makes choices easier for the consumer by reducing the number of different funeral industry vendors a family must deal with at a difficult time. For example, the City could form an alliance with a marker company through a bidding process. Or, when new cemetery space is developed, markers and cremation urns could be sold at the cemetery providing that there is an on-site staffed facility to accommodate them. Similarly, a flower service could be initiated whereby families could arrange through the City to have flowers placed on the grave for an annual fee on occasions specified by the family. In return for providing these products and services on site, the City would receive a nominal percentage of the sale price.

### iv) **Expand Product Options**

As the boomer generation moves through the life cycle, there is expected to be even more demand for innovation, personalized service, and variety in memorial options. The cremation rate is expected to continue to rise beyond 72% in British Columbia. This suggests that more options for the disposition of cremated remains and for interments would be prudent. The interment of cremated remains in existing graves is already very popular – accounting for up to 50% of the disposition of ashes at North Vancouver Cemetery. Individual ash plots are also available, as are memorial trees and benches. However, there should be more options for those seeking greater choice in both style and price.

#### ◆ **Variety in styles, sizes and location of columbaria:**

There are many different ways that columbaria can be constructed and designed. It is important to offer choices to suit different personalities and tastes. If they range in size and location and design, they will appeal to a wider group of consumers.

#### ◆ **Scattering options:**

The cemetery should offer designated places for scattering that would be attractive to a grieving family.

#### ◆ **Vertical markers:**

Other products to be explored include a vertical marker section within the new section of the cemetery when it is expanded. Vertical markers are becoming popular again and are expected to be in demand well into the next century.

#### ◆ **Sell space in historic Old Cemetery:**

The resale of unused graves in the Old Cemetery would appeal to those who treasure the historic ambience of this area. Although this approach is not recommended in the short-term, it is suggested as an option once the conservation management plan for the Old Cemetery is underway.

#### ◆ **Pre-need Sales:**

According to a local market research company (Southcott and Harvie), up to 25% of interment needs are handled through pre-need packages. Pre-need sales could be very popular at North Vancouver Cemetery once capacity is at a level to absorb the potential increased demand. Pre-need sales provide security to families that their

funeral arrangements will be taken care of and won't burden family members in the future. For the municipality, it provides additional revenue that can then be re-invested over a longer period of time.

◆ **Cultural Areas:**

At least two cultural/religious groups in the City of North Vancouver have expressed an interest in having a portion of the expanded cemetery dedicated for their use. The North Vancouver Cemetery Bylaw contains a section that permits the City to reserve a section of the cemetery for the exclusive use of a "society, church or other organization" subject to an Agreement between the two parties. Since the cemetery will be undergoing an expansion, it is recommended that the needs specific to these groups be sought prior to the design of any expansion. This would require that a portion of land be allocated separately but it would also ensure that this group would not go elsewhere for their interment needs.

v) **Develop and Nurture Partnerships with Other Cemetery and Funeral Operators**

Over the past year, an informal association of municipal cemetery operators has been meeting to learn about operations at other local cemeteries, discuss common concerns, and explore ways to work as a group in the future. Many municipalities are now reviewing their cemetery bylaws and/or undertaking Master Plans. There is a general recognition that by working together, there are many advantages including joint marketing opportunities and standardization of services and procedures. It has also given strength to the identity of municipal cemetery operators as a group for lobbying the Office of the Registrar of Cemeteries in Victoria. A recent July 1999 municipal meeting with Mary Freeman, Registrar, was very informative and presented an opportunity for municipalities to present their views and issues.

The Cemetery and Crematorium Association of B.C. is an organization representing private and public funeral and cemetery professionals in the province. The City of North Vancouver is not a member. Membership in this organization would be beneficial to the City as it gives an opportunity to share information about trends, products, and services amongst members in the same industry. Included with membership is an opportunity to attend the annual provincial conference and a subscription to the national publication "Network".

Other alliances for marketing and information exchange opportunities exist especially with funeral operators. Since a funeral home is usually a grieving family's first point of contact, it is important that funeral operators are knowledgeable about the range of services and options that the North Vancouver Cemetery provides. Since First Memorial Services is a close neighbour of the cemetery on Lillooet Road, it is especially important that a good relationship be maintained with them and that information is regularly exchanged. First Memorial Services is a member of Service Corporation International (SCI) and has links to other affiliated cemeteries in the Lower Mainland. They have recently implemented a large expansion of their facilities adding additional niche space, a reception building and a landscaped water feature for scattered remains.

Every effort should be made to inform residents that a local municipal cemetery choice is also available with its own range of amenities.

**vi) Establish Policies to Allow Filming in the Cemetery**

Filming has not been permitted in the cemetery for several years. However, the old cemetery in particular has an atmosphere and setting that is appealing to the film industry. With the implementation of specific policies that require film companies to demonstrate respect for the gravesites, the landscape, and visitors to the cemetery, it is recommended that the City consider allowing filming to again occur in the cemetery. A surcharge could then be added to the film fees for dedication to the conservation of the cemetery.

**vii) Investigate Other Funding Sources**

While fee increases and marketing strategies are expected to generate profits for re-investment in the development of the cemetery, they are not expected to be sufficient to offset the large capital expenditures anticipated. Recommendations for a new facility building, new cemetery space development, installation of double-depth crypts, signage, an interpretive program, and conservation of the Old Cemetery will cost the City several million dollars to implement and construct. This will require additional annual budget allocations. As well, the City should seek other funding sources for assistance. These include:

- ◆ **Millennium Funding** – Both the federal and provincial governments have funds for municipalities. Applications must be for projects with broad community appeal and emphasize relationships with the arts and culture.
- ◆ **Municipal Affairs** – There may be an opportunity to obtain a grant from this Ministry under their community grants program to fund local community initiatives.
- ◆ **Veterans Affairs** - Grant monies may be available for work related to the care and improvement of Veteran's graves.
- ◆ **Vancouver Foundation** – This foundation distributes money annually to worthy projects that enhance the livability and quality of life of communities.
- ◆ **Private Donations** – Individuals may be interested in donating funds for specific projects in the cemetery as a legacy. This could include public art such as sculpture or memorial plantings such as trees. The Focus Group's suggestion to name sections of the cemetery after tree and plant species could form the basis of a fund-raising program to introduce new trees to sections on behalf of corporate or individual donors.

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### **5.4.3 SUMMARY OF RECOMMENDATIONS – FINANCIAL MANAGEMENT**

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1. It is recommended that the City of North Vancouver continue to own and operate the cemetery.
2. The City should generate additional funds to expand and improve the services, capacity, and interment choices at the Cemetery.
3. Any additional funds should be re-invested in the cemetery for the purpose of: increasing standards of maintenance; instituting marketing strategies; implementing a conservation management program in the Old Cemetery; and developing new areas for cemetery expansion.
4. The following is a strategy for generating revenue for re-investment in the cemetery:
  - ◆ Increase fees for cemetery services phased-in over a 3 or 5-year period.
  - ◆ Develop and administer a marketing strategy.
  - ◆ Consider offering new cemetery-related products and services (cemetery markers, flower services, cremation urns).
  - ◆ Expand product options to offer a variety of interment choices that vary in product, price and location throughout the cemetery (including pre-need sales and reserved areas for cultural groups).
  - ◆ Develop and nurture partnerships with other cemetery and funeral operators.
  - ◆ Establish policies to allow filming in the cemetery and levy a surcharge on fees to assist with the conservation of the Old Cemetery.
  - ◆ Investigate other funding sources (private donations and grant programs).

Chart 1

CEMETERY PLAN

PROPOSED REVENUE AND EXPENSE PROJECTION

Based on 5-year Average

Use of Funds	YEAR 1(2000)		YEAR 2(2001)		YEAR 3(2002)		YEAR 4(2003)		YEAR 5(2004)		Targets
	Sales	Price									
Revenue	\$ 93,860	\$ 128,767	\$ 184,783	\$ 238,783	\$ 184,783	\$ 238,783	\$ 211,300	\$ 277,600	\$ 211,300	\$ 277,600	\$ 212,300
Care Fund Int	\$ 37,500	\$ 45,000	\$ 54,000	\$ 54,000	\$ 54,000	\$ 54,000	\$ 54,000	\$ 54,000	\$ 54,000	\$ 54,000	\$ 54,400
Cost of maintenance	\$ (148,000)	\$ (158,000)	\$ (164,000)	\$ (164,000)	\$ (180,000)	\$ (180,000)	\$ (198,000)	\$ (198,000)	\$ (220,000)	\$ (220,000)	\$ (230,000)
Marketing	\$ (148,000)	\$ (158,000)	\$ (164,000)	\$ (164,000)	\$ (180,000)	\$ (180,000)	\$ (198,000)	\$ (198,000)	\$ (220,000)	\$ (220,000)	\$ (230,000)
Subsidy	\$ (16,640)	\$ (17,000)	\$ (219,000)	\$ (219,000)	\$ (235,000)	\$ (235,000)	\$ (208,000)	\$ (208,000)	\$ (230,000)	\$ (230,000)	\$ (280,925)
Available to fund expansion	\$ 2,767	\$ 2,767	\$ 39,600	\$ 81,060	\$ 81,060	\$ 81,060	\$ 81,060	\$ 81,060	\$ 81,060	\$ 81,060	\$ 75,612
Cumulative(over five years)	\$ 2,767	\$ 2,767	\$ 22,550	\$ 143,210	\$ 143,210	\$ 143,210	\$ 143,210	\$ 143,210	\$ 143,210	\$ 143,210	\$ 218,822
Full Burial - Single	Lot	68	68	68	68	68	68	68	68	68	68
Depth		315	315	315	315	315	315	315	315	315	315
Care Fund		\$ 390	\$ 390	\$ 390	\$ 390	\$ 390	\$ 390	\$ 390	\$ 390	\$ 390	\$ 390
Opening & Closing		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
100 Lots to be created		\$ 775	\$ 775	\$ 775	\$ 775	\$ 775	\$ 775	\$ 775	\$ 775	\$ 775	\$ 775
Full Burial - Double	Lot	20	20	20	20	20	20	20	20	20	20
Depth		315	315	315	315	315	315	315	315	315	315
Care Fund		\$ 327	\$ 327	\$ 327	\$ 327	\$ 327	\$ 327	\$ 327	\$ 327	\$ 327	\$ 327
Opening & Closing		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
100 Lots to be created		\$ 640	\$ 640	\$ 640	\$ 640	\$ 640	\$ 640	\$ 640	\$ 640	\$ 640	\$ 640
Cremation	Lot	43	43	43	43	43	43	43	43	43	43
Lot		4,515	4,730	4,800	4,880	4,950	5,020	5,090	5,160	5,230	5,300
Care Fund		\$ 105	\$ 110	\$ 115	\$ 120	\$ 125	\$ 130	\$ 135	\$ 140	\$ 145	\$ 150
Opening & Closing		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
100 Lots to be created		\$ 14,405	\$ 14,850	\$ 15,295	\$ 15,740	\$ 16,185	\$ 16,630	\$ 17,075	\$ 17,520	\$ 17,965	\$ 18,410
Columnarium	Niche	1	1	1	1	1	1	1	1	1	1
Lot		750	750	750	750	750	750	750	750	750	750
Care Fund		\$ 340	\$ 340	\$ 340	\$ 340	\$ 340	\$ 340	\$ 340	\$ 340	\$ 340	\$ 340
Opening & Closing		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
32 existing niches to be created		\$ 1,225	\$ 1,225	\$ 1,225	\$ 1,225	\$ 1,225	\$ 1,225	\$ 1,225	\$ 1,225	\$ 1,225	\$ 1,225
Columnarium	Niche	5	5	5	5	5	5	5	5	5	5
Lot		1,050	1,050	1,050	1,050	1,050	1,050	1,050	1,050	1,050	1,050
Care Fund		\$ 450	\$ 450	\$ 450	\$ 450	\$ 450	\$ 450	\$ 450	\$ 450	\$ 450	\$ 450
Opening & Closing		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
32 existing niches to be created		\$ 1,635	\$ 1,635	\$ 1,635	\$ 1,635	\$ 1,635	\$ 1,635	\$ 1,635	\$ 1,635	\$ 1,635	\$ 1,635
Total Revenue		\$ 125,450	\$ 170,692	\$ 245,843	\$ 277,550	\$ 277,550	\$ 277,550	\$ 277,550	\$ 277,550	\$ 277,550	\$ 280,925
Lot Total		\$ 25,935	\$ 50,433	\$ 74,897	\$ 99,500	\$ 100,550	\$ 101,250	\$ 101,250	\$ 101,250	\$ 101,250	\$ 101,250
Liner Total		\$ 18,360	\$ 14,833	\$ 16,167	\$ 17,500	\$ 17,500	\$ 17,500	\$ 17,500	\$ 17,500	\$ 17,500	\$ 17,500
Niche Total		\$ 750	\$ 9,000	\$ 36,000	\$ 36,000	\$ 36,000	\$ 36,000	\$ 36,000	\$ 36,000	\$ 36,000	\$ 36,000
Labour Total		\$ 48,815	\$ 54,500	\$ 57,720	\$ 56,800	\$ 57,250	\$ 57,550	\$ 57,250	\$ 57,550	\$ 57,250	\$ 57,550
Care Fund Total		\$ 125,450	\$ 170,692	\$ 245,843	\$ 277,550	\$ 277,550	\$ 277,550	\$ 277,550	\$ 277,550	\$ 277,550	\$ 280,925

PROPOSED REVENUE AND EXPENSE PROJECTION

CEMETERY PLAN

PROPOSED 5-YEAR PHASE - IN

Based on 5-year Average

Full Burial - Single	Depth	Lot	YEAR 1(2000)		YEAR 2(2001)		YEAR 3(2002)		YEAR 4(2003)		YEAR 5(2004)		Targets
			Sales	Price	Revenue	Sales	Price	Revenue	Sales	Price	Revenue	Sales	
Full Burial - Double	Depth	Lot	\$ 315	\$	\$ 572	\$ 829	\$ 1,086	\$ 1,343	\$ 1,600	\$ 1,857	\$ 2,114	\$ 2,371	\$ 1,600
		Care Fund	\$ 390	\$	\$ 472	\$ 554	\$ 636	\$ 718	\$ 800	\$ 882	\$ 964	\$ 1,046	\$ 800
Full Burial - Double	Depth	Opening & Closing	\$ 775	\$	\$ 744	\$ 638	\$ 532	\$ 426	\$ 320	\$ 214	\$ 108	\$	\$ 320
		100 Lots to be created	\$ 2,330	\$	\$ 1,788	\$ 2,021	\$ 2,254	\$ 2,487	\$ 2,720	\$ 2,953	\$ 3,186	\$ 3,419	\$ 3,652
Cremation	Lot	43	\$ 105	\$ 4,515	\$ 164	\$ 6,930	\$ 203	\$ 7,741	\$ 252	\$ 9,011	\$ 301	\$ 10,953	\$ 350
		Care Fund	\$ 110	\$ 4,730	\$ 123	\$ 5,335	\$ 136	\$ 6,528	\$ 149	\$ 7,450	\$ 162	\$ 8,586	\$ 175
Cremation	Lot	43	\$ 120	\$ 5,160	\$ 126	\$ 5,670	\$ 132	\$ 6,336	\$ 138	\$ 6,900	\$ 144	\$ 7,632	\$ 150
		Opening & Closing	\$ 335	\$ 14,405	\$ 403	\$ 18,135	\$ 471	\$ 22,608	\$ 539	\$ 26,950	\$ 607	\$ 32,171	\$ 675
Columbarium (Ground Level)	Niche	1	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750	\$ 750
		Care Fund	\$ 340	\$ 340	\$ 347	\$ 354	\$ 361	\$ 368	\$ 375	\$ 382	\$ 389	\$ 396	\$ 403
Columbarium (Upper Level)	Niche	1	\$ 1,050	\$ 1,050	\$ 1,050	\$ 1,050	\$ 1,050	\$ 1,050	\$ 1,050	\$ 1,050	\$ 1,050	\$ 1,050	\$ 1,050
		Care Fund	\$ 450	\$ 450	\$ 465	\$ 480	\$ 495	\$ 510	\$ 525	\$ 540	\$ 555	\$ 570	\$ 585
Columbarium	Opening & Closing	be created	\$ 1,635	\$	\$ 1,35	\$ 675	\$ 1,35	\$ 2,700	\$ 1,35	\$ 2,700	\$ 1,35	\$ 2,700	\$ 1,35
		Up to 100 niches to be created	\$ 1,635	\$	\$ 1,35	\$ 675	\$ 1,35	\$ 2,700	\$ 1,35	\$ 2,700	\$ 1,35	\$ 2,700	\$ 1,35
Columbarium	Total Revenue	Lot Total	\$ 25,935	\$ 40,970	\$ 55,774	\$ 70,620	\$ 85,466	\$ 100,312	\$ 115,158	\$ 130,004	\$ 144,850	\$ 159,696	\$ 174,542
		Labour Total	\$ 9,000	\$ 14,300	\$ 18,100	\$ 21,900	\$ 25,700	\$ 29,500	\$ 33,300	\$ 37,100	\$ 40,900	\$ 44,700	\$ 48,500
Use of Funds	Cost of maintenance	Care Fund Int	\$ 131,360	\$ 164,270	\$ 197,180	\$ 230,090	\$ 263,000	\$ 295,910	\$ 328,820	\$ 361,730	\$ 394,640	\$ 427,550	\$ 460,460
		Revenue	\$ 93,860	\$ 119,270	\$ 144,680	\$ 170,090	\$ 195,500	\$ 220,910	\$ 246,320	\$ 271,730	\$ 297,140	\$ 322,550	\$ 347,960
Use of Funds	Conservation of Old cemetery	Marketing	\$ (148,000)	\$ (158,000)	\$ (168,000)	\$ (178,000)	\$ (188,000)	\$ (198,000)	\$ (208,000)	\$ (218,000)	\$ (228,000)	\$ (238,000)	\$ (248,000)
		Subsidy	\$ (16,640)	\$ (6,730)	\$ (2,820)	\$ (2,820)	\$ (2,820)	\$ (2,820)	\$ (2,820)	\$ (2,820)	\$ (2,820)	\$ (2,820)	\$ (2,820)
Use of Funds	Available to fund expansion:	Yearly	\$ 570	\$ 570	\$ 570	\$ 570	\$ 570	\$ 570	\$ 570	\$ 570	\$ 570	\$ 570	\$ 570
		Cumulative (over five years)	\$ 570	\$ 2,820	\$ 5,640	\$ 8,460	\$ 11,280	\$ 14,100	\$ 16,920	\$ 19,740	\$ 22,560	\$ 25,380	\$ 28,200

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## **SECTION 6: IMPLEMENTATION AND ACTION PLAN**

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A list of recommended actions corresponding to the four major components of the Master Plan is presented below. Each action is grouped according to its proposed timing for implementation. This acknowledges that a period of transition will be required to initiate, implement and complete the recommendations.

The Master Plan is structured to guide operations and future development of the cemetery up to the next ten years. However, it should be noted that new full burial interment space is critically needed. With the current inventory of lots, capacity will be exhausted in 2 years. If new lots are surveyed for additional interments within the existing developed area, as designated in the Plan, capacity will be lengthened to five years. This period should be used to plan effectively for the new expansion area in the existing city landfill area. The development of lands within the adjacent landfill site will allow the cemetery to serve the community well into the future.

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### **6.1 LAYOUT AND DESIGN**

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The following summary of recommendations is common to both design options 1 and 2.

#### **Recommended Immediate Actions (0-2 years):**

1. Convert the areas designated on the plan for use as additional interment space. These include: a double-depth crypt area, single depth graves, columbaria and cremation lots.
2. Remove the maintenance building at the north end of Lillooet Road and install double-depth crypts.
3. Contract the services of a design consultant to prepare a comprehensive landscape and development plan for the undeveloped expansion area to the north east. This plan should recognize and incorporate the following:
  - ◆ the need to buffer any cemetery area from the adjacent ongoing landfill activity; vehicular access from Monashee Drive;
  - ◆ a pedestrian-oriented circulation plan;
  - ◆ the incorporation of a variety of memorial options (double-depth crypts, vertical marker section, scatter garden, water feature, columbaria);
  - ◆ spectacular views towards Mount Seymour;
  - ◆ adherence to regulations governing development under BC Hydro Right-of-Way.
  - ◆ a need to phase-in the development of this area and co-ordinate it with landfill objectives.
4. Design and install a gate at the entrances to the cemetery at Lillooet Road or Monashee Drive (or both) as a means of securing entry and as an attractive entrance feature to this special area. A secured gate at the entrance to the cemetery

would replace the current GVRD gate at the north end and the existing gate to the New Cemetery.

5. Provide more trees and plants throughout the cemetery as shown in the plans. Consider associating sections of the cemetery with specific tree types (e.g. the yew section, the linden section).
6. Provide more benches and implement a standard bench design for all commemorative benches.
7. Upgrade the quality of the garbage containers and install a standard product throughout the cemetery.
8. Allocate parking bays on shoulders of Lillooet Road and Monashee Drive to allow cars to park safely along these traffic routes. Continue to allow random parking throughout the internal network of streets.

### **Recommended Short-Term Actions (3-5 years):**

9. Design and introduce a system of signs that serve the following purposes: direction, information, and interpretation. These should be designed and located to maximize the effectiveness of their message while maintaining a standard design that is appropriate to the tranquility of the cemetery.
10. Create a landmark feature as a termination to Memorial Avenue to emphasize the ceremonial nature of this wide street through the Lawn Section. This could be a memorial to honour the adjacent Veteran's area or a relocated flagpole.
11. Recognize and incorporate the pedestrian paths through the cemetery especially the north-south paths along Monashee Drive north to the Seymour Demonstration Forest. Allow this corridor to revert to a natural landscape incorporating a pedestrian north-south pathway.
12. Construct a new visitor's centre/maintenance building near the entrance on Lillooet Road to serve as a shelter for staff and an information centre for visitors. This facility should be designed to be as flexible as possible to allow additional use for maintenance purposes, washroom facilities and cemetery administration. It should be situated to provide both easy access and surveillance.
13. Remove the lane in the 700 Section for conversion to interment space only once an effective method of moving machinery over this large turf area has been established.

#### **Option 2 (Monashee Drive – alternate access) Only:**

14. Lillooet Road should be terminated in a cul-de-sac. The Lillooet Road entrance will then become the primary entrance to the cemetery. Monashee Drive will be the only

route allowing through-traffic to the Seymour Demonstration Forest and the only access for trucks servicing the landfill.

15. Ensure that stop signs are placed at any intersections with the upgraded Monashee Drive (Option 2) since there will continue to be east-west movement through the cemetery across this traffic corridor.

## **6.2 HERITAGE CONSERVATION AND MANAGEMENT**

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### **Recommended Immediate Actions (0-2 years):**

16. Develop a Conservation Management Program to be administered by the City with the assistance of a volunteer Cemetery Conservation Committee.
17. Prepare a Terms of Reference for the Committee which clearly identifies its purpose, role, and functions. Consider establishing this group as a sub-committee of the Heritage Advisory Commission.
18. Establish a philosophy for the Conservation Management Program to guide future decisions regarding conservation options. Ensure that this philosophy and any conservation guidelines are clearly articulated in the North Vancouver Cemetery Bylaw.
19. The Conservation Management Program should clearly acknowledge the importance of recognizing and respecting the historic landscape.
20. Ensure that the conservation management program includes the following: recording and documentation of cemetery records, a site survey, a photographic record of all markers and inscriptions.
21. Refer to established cemetery documentation and recording procedures. Obtain assistance of others including the BC Genealogical Society or the Mormon Church, as needed.
22. Obtain the assistance of conservation professionals before embarking upon stone conservation work. Consider hiring a Conservation specialist to hold a workshop to train volunteers.
23. Ensure that all repairs to markers are recorded.
24. Conduct a tree inventory to identify trees that need to be removed or pruned.
25. Remove trees that are damaging markers or disrupting grave sites.

26. Redistribute funds for operational activities towards the maintenance of the Old Cemetery. Dedicate a portion of revenues, as shown in the Financial Management Strategy, towards the care and conservation of the Old Cemetery
27. Establish a maintenance program in keeping with the philosophy and conservation guidelines established by the Old Cemetery Committee/Heritage Advisory Commission.
28. Implement maintenance practices that clearly demonstrate that the Old Cemetery is distinct from the other areas of the cemetery thereby respecting its historic character.
29. Prevent vandalism in the Old Cemetery by installing a gate on Lillooet Road (and Monashee Drive – Option 2) south of the Old Cemetery.

### **Recommended Short-Term Actions (3-5 years):**

30. Design an interpretive program for the Old Cemetery based on research and documentation work. The program could include the following: self-guided walking tours; organized walking tours; interpretive signage throughout the Cemetery; internet web-site information; school programs
31. Consider allowing new burials in the Old Cemetery through the reclamation of unused gravesites. Such an initiative would require the development of design guidelines to establish agreements between families and the City regarding maintenance practices, marker design, and conservation program activities in this area of the cemetery.

### **Recommended Ongoing Actions:**

32. Continue to provide interpretive programming and conduct research to support programming for special groups and community events.
33. The Conservation Management Program should be designed to allow ongoing monitoring, conservation, and maintenance of the historic landscape and markers.

## **6.3 ADMINISTRATION, SITE OPERATIONS AND MANAGEMENT**

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### **Recommended Immediate Actions (0-2 years):**

34. Consolidate the administrative (Clerk's Department) and site management functions (Engineering, Parks and Environment) under one department.

35. Establish a Cemetery Board of Trustees to guide policies and future initiatives at the cemetery. This Board would be appointed by Council.
36. Increase level of maintenance throughout the cemetery by allocating more funds to increase the number of staff hours dedicated to site operations activities.
37. Re-instate the position of full-time year-round caretaker at the cemetery. One additional full-time staff member plus additional part-time assistance, as needed, would also be required during the growing season.
38. Improve the existing maintenance building and possibly relocate it to provide shelter and storage for full-time staff and equipment until a permanent facility building/visitors centre can be built.
39. Arrange for services to enhance the comfort of mourners during funerals such as temporary canopies and ground cover for weather protection during wet weather.
40. Co-ordinate with the GVRD the relocation of the gate at the entrance to the Seymour Demonstration Forest to a location south of the cemetery (on Lillooet Road or Monashee Road).
41. Establish a process to identify the role of the volunteer Cemetery Conservation Committee and how its work can be co-ordinated with the duties of Parks staff.
42. There should be no lighting installed in the cemetery which might attract visitors to the cemetery after hours.
43. As part of any major construction projects in the cemetery, there should be an assessment of infrastructure upgrading requirements. Water, electrical, and sewer connections should be investigated at this time.
44. A drainage plan for the cemetery should also be pursued and implemented. This would include methods to drain existing wet areas as well as incorporating a drainage plan within any new development areas in the cemetery.
45. The existing regulations concerning flowers, ornaments and decorations on graves should be reviewed. The Cemetery Board of Trustees should investigate this issue and invite the input of the public, families, parks staff and other municipalities to determine whether the existing regulations should be revised.
46. Improve on-site information for visitors through a system of directional, information and interpretive signage that will orient visitors once they arrive at the cemetery.
47. Obtain the services of a data input technician to complete the data input of records from 1907 to 1990.

### **Recommended Short-Term Actions (3-5 years):**

48. Provide a new facility building/visitors centre to provide shelter and a maintenance facility for staff and to provide on-site services and information for visitors.
49. Consider relocating the administrative function performed at City Hall to the cemetery once a facility has been built that will accommodate multiple functions.
50. Re-assess staffing needs as part of any large expansion plans for the cemetery resulting from marketing initiatives, additional capacity and increasing operational requirements.
51. Develop a package of information for public distribution about cemetery services, regulations, and rates.
52. Upgrade the cemetery computer database system, as needed, to accommodate additional information resulting from expansion as well as historical records resulting from research undertaken as part of the Heritage Conservation Management Program.

### **Recommended Ongoing Actions:**

53. Continue to strengthen relationships with other municipalities, funeral operators, and associations to encourage information exchange and build partnerships for the achievement of shared goals.
54. Actively participate in the Municipal Cemetery Group, meet with local funeral operators, and obtain membership in the Cremation and Cemetery Association of BC.

## **6.4 FINANCIAL MANAGEMENT**

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### **Recommended Immediate Actions (0-2 years):**

55. It is recommended that the City of North Vancouver continue to own and operate the cemetery.
56. The City should generate additional funds to expand and improve the services, capacity, and interment choices at the Cemetery.
57. Any additional funds should be re-invested in the cemetery for the purpose of: increasing standards of maintenance; instituting marketing strategies; implementing a conservation management program in the Old Cemetery; and developing new areas for cemetery expansion.

58. The following is a strategy for generating revenue for re-investment in the cemetery:

- ◆ Increase fees for cemetery services phased-in over a 3 or 5-year period.
- ◆ Develop and administer a marketing strategy.
- ◆ Consider offering new cemetery-related products and services (cemetery markers, flower services, cremation urns).
- ◆ Expand product options to offer a variety of interment choices that vary in product, price and location throughout the cemetery (including pre-need sales and reserved areas for cultural groups).
- ◆ Develop and nurture partnerships with other cemetery and funeral operators.
- ◆ Establish policies to allow filming in the cemetery and levy a surcharge on fees to assist with the conservation of the Old Cemetery.
- ◆ Investigate other funding sources (private donations and grant programs).

## **6.5 NEXT STEPS – MASTER PLAN PROCESS**

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Should Council endorse this plan, and direct staff to proceed with the recommended actions for implementation, the following process should be followed in order to comply with existing provincial and municipal legislation.

1. Draft a new Cemetery Bylaw incorporating a new fee schedule and new clauses to comply with the proposals in the Master Plan and amending any clauses that are in conflict with existing or proposed practices.
2. Forward the revised bylaw and Master Plan to the Registrar of Cemeteries and Funeral Services within the Ministry of the Attorney General, Consumer Services, Province of British Columbia, for review, comments, and approval.
3. Refer the new Cemetery Bylaw to Council for adoption.

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**APPENDIX 1**

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**TERMS OF REFERENCE**  
**NORTH VANCOUVER CEMETERY MASTER PLAN**

# CITY OF NORTH VANCOUVER CEMETERY MASTER PLAN

## TERMS OF REFERENCE

### Purpose of Plan

The City of North Vancouver municipal cemetery was established in 1893 to serve the residents of North Vancouver City and District. Since this time, it has continued to be an important resource by providing a place for local families to bury their loved ones in the community in which they lived. Like many old municipal cemeteries, it is now facing a number of challenges that threaten its effectiveness to serve the community into the future. The purpose of the Master Plan is to identify the issues facing the cemetery, consider various options for expansion and management, and to create an action plan to implement the selected option.

### Current Issues

Issues currently facing the cemetery include the following:

#### ◆ Capacity for Growth

The cemetery currently has approximately 22 acres of land in use. However, the potential developable area utilized for the cemetery could effectively be enlarged by at least 50% should adjacent land be developed and surveyed for cemetery use. This land is currently treed or used as a municipal landfill site. At the existing rate of interments, the cemetery has approximately 2-3 years of capacity remaining. In order to allow the cemetery to continue to serve the community in the future, options need to be considered to extend the life of the cemetery. This may be accomplished by various options including adding land to the developable area, densifying the existing cemetery with additional columbaria, reselling unused reserved plots, and introducing new ways to memorialize.

#### ◆ Revenue Generation/Self-Sustainability

Over the past few years, the annual City subsidy that is required to meet the costs of maintaining and operating the cemetery has been significantly reduced. This has been accomplished largely by the adoption of efficiencies in operational expenses. The opportunity exists for the cemetery to become profit-making or at least self-sustaining in its ability to cover its own costs by generating additional revenue. Areas of revenue generation potentially include:

- the sale of additional lots by developing adjacent lands
- provision of more capacity in the existing developed area through columbaria and other memorial options
- double-depth crypt development
- marketing and promotional strategies to inform the community
- compensation by the GVWD for proposed water main improvements

- sale of land currently encroached upon by adjacent land-owner (SCI)
- resumption of film-making within the cemetery

#### ◆ **Heritage Conservation and Historical Interpretation**

In a 1907 amendment to the North Vancouver City Incorporation Act of 1906, the cemetery was transferred by the District of North Vancouver to the City for administration with the proviso that it serve both communities equally. As a result, many of North Vancouver's early pioneer families are buried in the Old Section of the cemetery. Unfortunately, no perpetual care fund was established to provide ongoing maintenance in this part of the cemetery and it is in need of conservation treatment and maintenance. An opportunity exists to create ways to not only upgrade this section but also raise public awareness of its historical importance through signage and interpretive techniques.

#### ◆ **Landscape Design**

Any work to expand the area of the cemetery, introduce new features and interment choices, or upgrade the old section will require skillful landscape design and planning expertise. The cemetery can be a place that not only accommodates those who have passed away but also a sanctuary of peace and beauty for their families and for the general public. An opportunity exists for the cemetery to be appreciated in new ways that offer an engaging cultural landscape for the community at large.

#### ◆ **Operational Management**

The administration of cemetery interments and related activities is conducted through the City Clerks department and management of the grounds is part of the responsibilities of the Manager of Parks. Although the administration and management of the cemetery appears to be effective, a review of cemetery administration procedures and operations could potentially identify areas for even greater improvement or innovation.

#### ◆ **GVRD Right of Way**

The Greater Vancouver Water District (GVWD) owns a 30 foot wide right of way that extends north-south through the eastern half of the cemetery. The right-of-way was established to accommodate a 54 inch diameter water main that distributes water from the Upper Seymour watershed to communities in the Lower Mainland. The GVRD is proposing to add an additional 84 inch diameter water main in the year 2000 to distribute additional water. This project will have substantial impacts on the cemetery and North Vancouver City Council has expressed concern about these impacts. The City is continuing to negotiate with the GVWD regarding options for the routing of the proposed new water main. The cemetery also provides road access to the Seymour Demonstration Forest. Traffic generated by any construction undertaken by the GVRD, film-making, and recreational visitors in the Demonstration Forest has a significant impact on the cemetery road. It is also important to ensure that any work by the GVRD within the cemetery that affects existing or future gravesites be thoroughly assessed and that the City be adequately compensated for any disruption to operations or loss of development capacity.

## Objectives of the Plan

1. To find new ways to expand capacity in the cemetery
2. To develop strategies to make the cemetery more financially sustainable
3. To enhance the cemetery's role as a public open space and park
4. To recognize the cultural legacy represented in the history of the cemetery
5. To review and assess the operational management of the cemetery
6. To find ways to maximize community benefits from the GVWD water main and Right of Way issue

## Process

The master planning process is divided into 2 parts to allow the approach to be developed first from a conceptual level, and subsequently, to a more detailed business and action plan. The purpose of this approach is to encourage the community, staff and Council to work together towards a common vision within the framework of the Concept Plan, which can then be more fully articulated in the Master Plan.

Part 1 – Concept Plan (to be completed mid-April)

Part 2 – Master Plan and Business Plan (to be completed end of June)

### **Part 1 - Concept Plan:**

Background literature research and assembly of information

- trends in cemetery management, products, services and marketing
- literature review of heritage cemetery conservation and management techniques
- identification of success stories/models
- research and analysis - CNV cemetery (historical research, site conditions, data analysis, administrative operations, preliminary financial analysis)
- establishment of a Staff Advisory Committee (staff, Museum & Archives)

Identification and analysis of key issues affecting the future of the cemetery i.e.

#### ◆ **operational management**

- staffing issues
- records management
- ownership/leasing
- maintenance
- security

#### ◆ **site plan and landscape design**

- identification of areas for expansion and design development
- integration of new memorial products into new and existing cemetery lands
- heritage conservation and interpretation techniques
- drainage issues
- road access and pathway development

#### ◆ **business plan**

- revenue projections based on proposed development and new sources of revenue
- market research of success stories/best practices
- capital expenditures
- operating expenditures
- new revenue sources
- marketing strategies
- exploration of reallocating new revenue/perpetual care interest towards operating and capital expenditures (e.g. old cemetery, future cemetery expansion)

Analysis of short and long-term options for future development

Development of a concept plan to guide the future of the cemetery (in consultation with Staff Advisory Committee)

Formulation of a Draft Concept Plan to guide preparation of Master Plan

Public Open House to present Draft Concept Plan (invitation to stakeholders, advertisement in NS News – survey questionnaires available at Open House)

Preparation of Final Report

Presentation of Concept Plan to Council

## **Part 2 – Master Plan and Business Plan**

Development of Business Plan

Establishment of a Cemetery Focus Group

Development of Detailed Site and Landscape Design Plan

Development of Operational Management Plan

Presentation to City Advisory Bodies (HAC, APC, ADP, MC)

Public Forum/Open House to present draft Master Plan and invite input (advertisement in North Shore News and specific invitation to stakeholders)

Preparation of Final Report and presentation/recommendation to Council

<b>Product/Deliverables</b>
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### **Part 1 – Concept Plan:**

Report to include:

- Purpose and Objectives
- Cemetery History
- Site Description
- Analysis of Current Operations
- Identification of Issues/Strategies and Analysis
- Results of Public Open House, initial survey and O.H. questionnaires
- Identification of short and long-term development options
- Concept Plan and Recommendations to Guide Master Plan

### **Part 2 – Master Plan:**

Report to include:

- Purpose and Objectives
- Summary of Concept Plan

- Public Consultation Process and Results
- Site and Landscape Design Plan
- Operational Management Plan
- Business Plan
- Implementation Strategy and Schedule

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**APPENDIX 2**

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**TERMS OF REFERENCE  
COMMUNITY FOCUS GROUP**

TERMS OF REFERENCE  
**CEMETERY FOCUS GROUP**  
CEMETERY MASTER PLAN

**Purpose of the Master Plan:**

The City of North Vancouver municipal cemetery was established in 1893 to serve the residents of North Vancouver City and District. Since this time, it has continued to be an important resource by providing a place for local families to bury their loved ones in the community in which they lived. Like many old municipal cemeteries, it is now facing a number of challenges that threaten its effectiveness to serve the community into the future. The purpose of the Master Plan is to identify the issues facing the cemetery, consider various options for expansion and management, and to create an action plan.

**Background:**

The Cemetery Master Plan process has been underway since January 1999. The Concept Plan phase was completed in early April culminating in a public Open House. The Master Plan will develop in more detail the issues identified in the concept plan including site design, financial analysis, operational management issues and heritage conservation strategies.

**Role of the Group:**

To provide guidance towards the development of a Master Plan for the municipal cemetery in accordance with the project objectives:

1. To find new ways to expand capacity in the cemetery
2. To develop strategies to make the cemetery more financially sustainable
3. To enhance the cemetery's role as a public open space and park
4. To recognize the cultural legacy represented in the history of the cemetery
5. To review and assess the operational management of the cemetery

The Focus Group will provide a community perspective to assist staff in seeking methods and opportunities to respond to the objectives above in order to present long and short term strategies for the future of the cemetery.

**Composition:**

The group is comprised of staff from the City of North Vancouver and residents from the North Vancouver community who have an interest in the operation and development of the municipal cemetery.

**Duration and Commitment:** The Group will be established in mid-April and is expected to meet 3 times prior to the final presentation of the Master Plan to Council at the end of June.

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**APPENDIX 3**

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**QUESTIONNAIRE**  
**and**  
**SUMMARY OF RESPONSES**



## North Vancouver Cemetery Questionnaire

*The North Vancouver Cemetery is owned and managed by the City of North Vancouver but is located within the boundaries of the District of North Vancouver. The City of North Vancouver is in the process of preparing a Master Plan to guide the future growth and management of the Cemetery. By completing this questionnaire, you will be helping us understand how residents view the role of the cemetery in their community.*

1. Have you ever visited the North Vancouver Cemetery?
  - a) Yes
  - b) No
  
2. If Yes, what was the reason for your visit? (please select choice below)
  - a) to visit the grave of a relative or friend
  - b) to enjoy the environment or the setting
  - c) to do genealogical research
  - d) passing through en route to Seymour Demonstration Forest
  - e) other \_\_\_\_\_

3. Are you satisfied with the management of the cemetery?
  - a) Yes
  - b) No

3.(a) Please explain your answer below:

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- 3.(b) If warranted, what kinds of changes or improvements do you believe would enhance the management or the appearance of the cemetery?

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4. Do you believe that a full-time caretaker would be an asset to the cemetery?
  - a) Yes
  - b) No

Comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5. The City currently has regulations prohibiting the placement of artificial flowers, glass containers or any other changes of a permanent nature at the gravesite for maintenance and safety reasons. Only cut flowers are permitted. Do you believe that this is a reasonable requirement?

- a) Yes
- b) No

5.(a) If this regulation were to be revised, which of the options listed below should be considered?

- a) leave regulations unchanged
- b) allow decorative items to remain for the winter months and removed by staff prior to the spring/summer regular mowing seasons
- c) allow any type of ornaments as long as they are placed on the marker only
- d) allow more permanent plantings as long as they are maintained by the family

6. The cemetery will be undergoing an expansion over the next 2 years. What kinds of markers would you like to be included in the design of the new area? (please select below)

- a) flat markers only
- b) vertical markers only
- c) columbarium (above-ground structures containing compartments for cremated remains)
- d) a combination of those listed above
- e) mausoleum (a building that contains crypts and niches for the entombment of human remains)
- f) other \_\_\_\_\_

7. Would you be interested in purchasing a space or number of spaces in the cemetery on a pre-need basis?

- a) Yes
- b) No

8. The cemetery is owned and managed by the City of North Vancouver. Do you believe that the City should continue to own and manage the cemetery?

- a) Yes
- b) No

Comments:

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For more information on the cemetery, please call Karen Russell, Planner, City of North Vancouver, at 983-7384. If you wish to mail the questionnaire, please send it to:

**City of North Vancouver**  
**141 West 14<sup>th</sup> Street**  
**North Vancouver, B.C. V7M 1H9 Attention: Karen Russell**

Thank you for completing this questionnaire. Your comments are important.

## CEMETERY QUESTIONNAIRE RESPONSES

From: Open House on April 6-7, 1999

City Views – Summer Issue

District of North Vancouver Inter-River OCP Review Open House

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**64 questionnaires completed and returned**

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### RESPONSES:

#### 1. Had visited cemetery at some time:

**Yes – 62; No – 2**

#### 2. Reasons for visit:

a) to visit grave of relative or friend: 42

b) to enjoy the environment or setting: 17

c) to do genealogical research: 1

d) passing through to Seymour Demo Forest: 19

e) Other: heritage walk (3); visit Vets Section (4); to consider purchase (1); upkeep (1)

#### 3. Satisfied with management of the cemetery:

**Yes - 28** (Comments: presentable (2); appears well-maintained (6); appreciate B. Houston's assistance (2); preserve natural setting (3))

**No – 29**; overgrown markers (6); better upkeep needed (11); enhancement of old cemetery needed (3); looks like nobody cares; standards could be raised (2); signage is poor; sunken graves (2); old flowers and decorations on graves should be removed (3); cut grass in Old Section more often (2); unkept edges (1); decorations are removed without permission (3); allow ornaments on graves (5)

**Suggested improvements:** turf needs to be leveled (2); more trees & benches (6);, flowering plants (3); cut grass more often (8); tidy up around grave markers (12); allow plastic flowers in winter, cut flowers in summer (1); let it be wild – plant wildflowers (1), not too pristine (3); design for visitor not for maintenance workers (1); better fencing (2); straighten Vet's flagpole; improve edges/curbs of cemetery (4); restore, level and maintain markers (5); interpret heritage (2); better signs (2); cut bushes back (2); dispose of old flowers (3); don't allow garbage over cliffs (1); locked gate (1); full-time caretaker (2); allow vertical markers (5); offer pre-need (1); remove metal oil cans and replace with proper garbage cans (1); night security (1); encourage more cremation to preserve land (1); remove ornaments from graves (1); allow family to decorate grave as they wish (5)

**4. Need for full-time caretaker:**

**Yes** – 46 (volunteers could help (1); could provide information (4); could repair damaged markers (1); deter vandalism (12); improve upkeep (7); could enforce regulations (1))

**No** - 13 (would not warrant the cost to the taxpayer (2); use existing staff more effectively; only warranted if vandalism is a problem)

**5. Regulations for ornaments on graves – existing regulations satisfactory?**

**Yes** - 42; **No** - 20

Suggested changes to regulations:

- a) no change - 24
- b) seasonal - 8
- c) leave on marker only - 13
- d) allow permanent plantings with maintenance by family - 27

**6. Preference for memorials in a new expanded area:**

- a) flat markers only - 19
- b) vertical markers only - 4
- c) columbarium - 8
- d) a combination of above - 34
- e) mausoleum - 9
- f) other – a wide variety of markers; a tall cross; crosses; a columbarium like West Van; statuary; scattering area; whatever family wants; grave curbing

**7. Interest in pre-need purchases of cemetery lots:**

**Yes** - 25 ; **No** - 34

**8. Cemetery should continue to be city-owned:**

**Yes** - 51 ; Comments: keeps costs down (2); District should contribute to costs (5); important service for residents (5); historically important; City doing great job (2); should be better maintained (2)

**No** – 8 ; (Comments: should be owned by the District (1); should be co-owned by the District and City (2); City shouldn't keep it if they can't look after it (4))