



THE CITY OF  
**Edmonton**  
**Municipal Cemeteries**  
**Master Plan**

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*prepared by*

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# **Municipal Cemeteries Vision Statement**

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**“Everlasting Care for All”**

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# **CITY of EDMONTON MUNICIPAL CEMETERIES**

## **1. VISION STATEMENT**

**Everlasting care for all**

## **2. MISSION STATEMENT**

The City of Edmonton Municipal Cemeteries administer, maintain and conserve attractive and sustainable cemetery environments and provide services to the community for cremations, burials, remembrance services, historical experiences and memorials.

### **GUIDING PRINCIPLES**

The following values will serve as the guiding principles for The City of Edmonton Municipal Cemeteries:

#### **1. Customer Service**

We are compassionate, approachable, inclusive and listen to our customers in the development and delivery of high quality services that meet community needs.

We provide compassionate and reliable interment services for people regardless of economic circumstances.

We respect the dignity of those we serve and with whom we work.

We treat those we serve with compassion, empathy and courtesy.

#### **2. Excellence**

We commemorate lives lived in surroundings of beauty and tranquility that provide comfort and inspiration to the bereaved and public as a whole.

We make the customer our primary consideration in offering services.

We are committed to continuous improvement in providing quality services.

We expect all employees, volunteers and partners to project a positive, optimistic and professional image.

### **3. Ethical Behaviour**

We ensure that all our dealings are based on principles of equity and trust with respect for both individual's rights and cultural diversity.

We demand accountability at all organizational levels.

We demonstrate honesty in all our relationships.

### **4. Environmental Harmony**

We strive to be an environmentally responsible organization by operating our facilities using environmentally sustainable principles.

#### **Spiritual Responsibility**

With all our facilities we will provide an environment of peace and reverence which meets the diverse needs of our community.

### **5. Our Heritage**

We embrace our responsibility as custodians of assets and records of historical and heritage significance.

### **6. Stewardship**

We make fiduciary responsibility a prime goal of effective governance.

The cemetery will be adequately funded to meet the needs of the citizens, ongoing maintenance, and the future development.

We insist on the most effective use of our resources.

We are vigilant in demonstrating our appreciation to all donors and contributors.

The cemetery will be safe, accessible and well maintained.

The City of Edmonton Municipal Cemeteries will show leadership in the cemetery industry.

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# **Municipal Cemeteries Master Plan**

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## **EXECUTIVE SUMMARY**

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# EXECUTIVE SUMMARY

## 1. STUDY PURPOSE / INTRODUCTION

**Hilton Landmarks Inc.** was contracted by the **City of Edmonton** to prepare a **Master Plan for the City's seven (7) cemeteries**. A key aspect of this study involved forecasting demand and land needs for the City cemeteries going forward. Based upon the results determined by the **Demand/Land Needs** and **Perpetual Care Trust Fund Analyses** components of the Plan, cemetery management and Council may better address and implement the targets or objectives identified in the **Master Plan** in an informed, suitably-scaled and cost-effective manner. The **Plan facilitates informed decisions by management and Council and thus tends to make implementation decisions, whether administrative, political or ultimately construction-based, uniform and unanimous**.

The goal of this study is to prepare a comprehensive long range Municipal Cemeteries Master Plan illustrating municipal cemeteries' initiatives that will align with Department priorities and community needs. Preferred development alternatives will be advanced with appropriate phasing and associated capital costs, whether for expansion or land acquisition. Appropriate conceptual mapping at a Master Plan level for each property are provided within the context of the document.

## 2. SITUATIONAL ANALYSIS

The City of Edmonton Cemeteries, while perceived well in the eyes of that portion of the public who have had occasion to use their services, otherwise are largely unknown to the wider public. City Cemeteries are reasonably positioned relative to the other local providers with respect to providing a range of cemetery products and services but should enhance these offerings in relation to other local facilities.

The City Cemeteries currently operate at a deficit, requiring a tax roll subsidy to maintain operations. The long term goal of this Master Plan is to facilitate how the Cemeteries' Perpetual Care Trust Fund can be adequately funded to ensure that the cemeteries can operate free of municipal subsidy perpetually. In the shorter term the goal is to achieve a positive cash flow for day-to-day operations.

Other local cemeteries, particularly those privately-operated by Arbor Memorial Services Inc. and those operated by the Catholic Archdiocese of Edmonton, are generally more aesthetically-pleasing in their design which benefits their sales. Maintenance standards are also significantly higher at other local cemeteries further enhancing their sales potential. As a result, those other local cemeteries are outselling the municipal cemeteries by a significant margin even though in some instances tariffs for products/services may be higher.

In order to align the City Cemeteries operations with their current strategic vision the aesthetic, maintenance, amenity and service levels standards should be brought up to those which exist at other local alternatives. This will enhance the marketability of the municipal cemeteries which will have a beneficial effect on both current operating deficits and long-term (i.e. perpetual care) financial viability and stability.

### 3. DEMAND / LAND NEEDS ANALYSIS

The population of the City of Edmonton is both growing and aging. The population is expected to grow at an average annual rate of 1.2% resulting in a population of 1.9 million by 2055. As the population ages, driven largely by the Baby Boomers over the next 20+ years, the annual number of deaths will increase faster than the growth in the population. It is anticipated that the annual number of deaths in the City of Edmonton will increase by 2.3% annually. This represents the growth in the local after-death care market that will occur.

Cremation is becoming an increasingly popular choice among consumers. Cremation has supplied all of the growth in the after-death care market over the last 25 years and will continue to do so for some time. Land use (i.e. lot and niche sales) at City of Edmonton Cemeteries is approximately  $\frac{3}{4}$  acre (0.3 ha) per year. **The cumulative land use at City of Edmonton Cemeteries is forecast to be 43 acres by 2055.** This will result from the sale of about 26,300 casket lots, 4,400 cremation ground lots and 4,500 columbaria niches. **It is expected that the total demand for all cemetery land requirements within the City of Edmonton will be about 407 acres (164 ha) by 2055.** Currently there are about 432 acres of developable cemetery land at all cemeteries within the greater City of Edmonton.

#### **4. PERPETUAL CARE FUND (PCF) ANALYSIS**

A Perpetual Care Trust Fund (PCF) is a legislatively mandated fund, the annually earned interest of which is used to finance ongoing care and maintenance in cemeteries. The PCF is funded by remittance of a portion of the sales price of lots, crypts, niches and monuments and interest revenue on its evolving invested principal. Under Alberta cemetery legislation municipalities and religious organizations are exempt from having to contribute to a PCF. Municipalities represent, however, the last backstop for abandoned cemeteries. Therefore, it is in municipalities own best interests to adequately fund and maintain a PCF. The alternative is an ever-increasing tax roll subsidy of cemetery maintenance.

**The balance of the City Cemeteries' PCF was \$3.65 million at December 31<sup>st</sup> 2007. Currently, all of the annual income revenue is withdrawn. In order to fully offset the current annual maintenance cost of \$780,000 would require a balance of \$19.5 million if the fund is able to achieve a 4% real rate of return. This assumes that only that portion of the interest in excess of annual inflation is removed from the PCF to finance maintenance. The amount equivalent to inflation is retained in the PCF principal to ensure that it grows adequately to otherwise offset the erosion of inflation.**

Some of the current shortfall in the PCF occurred as a result of the City's acquisition of three cemeteries that came with limited PCF's. These cemeteries (Edmonton, Little Mountain and Clover Bar) have very little remaining developable land hence have limited ability to achieve PCF adequacy on their own. Of the current total City of Edmonton Cemeteries PCF shortfall of \$15.9 million approximately \$4.9 million is attributable to these three cemeteries.

The PCF is the measure by which the feasibility and relative ranking of the competing projects in the cemeteries' portfolio may be evaluated. The ultimate goal is to achieve adequacy in the PCF so that the tax burden on the citizens is eliminated. The goal is to achieve adequacy in the PCF before the available developable land is sold out. At the very least, each lot, crypt and niche sold should deposit enough in the PCF to ensure its perpetual care. Currently, the PCF contributions generated by the sale of casket lots are inadequate<sup>1</sup> to offset the cost of future care of those lots.

This situation may be addressed by charging more for these lots, contributing to the PCF at a higher rate (currently 15% of the sale price) or a combination of both actions. It is recommended that the price of casket lots in the non-Heritage Properties be raised to \$1,963. It is further recommended that the contribution rate

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<sup>1</sup> Excepting the relatively small inventory of casket lots in the three 'Heritage' cemeteries which sell for a premium price.



to the PCF be minimally raised to 25%. Another issue facing the City of Edmonton's PCF is the current practice of withdrawing 100% of the annual interest to fund maintenance expenses. This will result in the PCF becoming progressively less able to support annual costs as the buying power of the principal is continually eroded by the effects of inflation. It is recommended that sufficient annual interest to offset the increase of inflation be retained in the PCF principal each year.

**If the current price structure and PCF contribution rate is maintained it will take about 126 years and the sale of 169 acres of cemetery land for the City of Edmonton Cemeteries' PCF to achieve self-sufficiency** on a progressive basis (i.e.: no top ups). This exceeds the currently available 121 acres of developable land remaining at City Cemeteries.

**If the PCF contribution rates are raised minimally to 25% of the selling price of ground lots and niches then the land need is reduced to 63 acres and the time required until 2072, approximately one half of the timeline noted above.** Increasing the PCF contribution rate without also raising fees/tariffs will result in a direct reduction in current cash flow (about 12%) although that will be returned over the longer term in the form of annual PCF withdrawals.

A cash infusion of \$4.94 million to offset the liability incurred by the acquisition of the three cemeteries with inadequate PCF's (Edmonton, Little Mountain and Clover Bar) would reduce the time and land required to achieve PCF adequacy within the Edmonton City Cemeteries.

Cash infusions to offset pre-existing shortfalls may be organized individually or as a series of staged deposits (as municipal finances permit) to the PCF. Each cash supplement will provide interest income to support current perpetual care expenses thereby reducing the need for current operational financial support. Over the longer term they will shorten the time and land required for the City Cemeteries to achieve fiscal self sufficiency.

## **5. MASTER PLAN**

The seven (7) cemeteries that comprise the City of Edmonton Cemeteries may be conveniently divided into three (3) categories; **Primary, Heritage, and Neighbourhood Properties.**

The two (2) Primary Property cemeteries (**Northern Lights** and **South Haven**) have the bulk of the developable land (about 118 acres) in the City Cemeteries

system. These are the cemeteries that will support the community needs for the next 50 plus years. They will generally rank high in the priority of needs for cemetery development.

The three (3) Heritage Property cemeteries (**Beechmount, Edmonton and Mount Pleasant** Cemeteries) represent the historical presence and deep community roots of the City of Edmonton Cemeteries. They have very limited development land but due to their prime locations and historical context the chargeable tariffs for any development in them should provide a very favourable return.

The two (2) Neighbourhood Property cemeteries (**Little Mountain and Clover Bar**) are both small community-oriented cemeteries with little developable land (3 acres between them). Their priority in the ranking of development needs falls behind the Primary Properties but it should be noted that development in them is both necessary and potentially economically sound.

## 6. SUMMARY / CONCLUSIONS

### RECOMMENDATIONS:

The recommendations included herein are targeted at three main functional areas of the City Cemeteries: Perpetual Care Fund (PCF), operating revenues/expenses and capital development. Each targeted area has recommendations and associated actions, some of which overlap with more than one strategic area as noted below.

There are **four primary recommendations given the highest priority** in this report. They are:

- a) Develop a Detailed Design Plan for Northern Lights Cemetery
- b) Develop a Detailed Design Plan for South Haven Cemetery
- c) Develop and implement a plan to achieve PCF sufficiency
- d) Develop and implement a comprehensive Marketing Plan

The first two items are necessary for the efficient and effective development of the Cities two primary cemeteries. Going hand-in-hand with this is the need for a plan to resolve the current deficiency in the Perpetual Care Trust Fund (PCF). With careful stewardship, it will be possible to guide the City Cemeteries to a position of fiscal self-sufficiency with respect to perpetual care and maintenance without burdening taxpayers. Additionally, a comprehensive marketing plan covering uniform signage, cemetery 'branding' and product and service pricing will assist in achieving those financial and operational goals.

Following is a summary of some of the other major recommendations in this report:

### **1. General Financial Recommendations**

- Financial recommendations are directed at the three main strategic areas: PCF, operating revenues/expenses and capital development. The latter is dealt with in individual cemetery recommendations.
- Raise the average price of casket lots to \$1,963 at Northern Lights, South Haven, Little Mountain and Clover Bar Cemeteries in order to adequately fund the PCF and improve the current operating situation. Note that the associated services and facilities should be upgraded concurrently in order to rationalize07026
- the price increases. This might involve improved maintenance as well as site and operational upgrades.
- Raise the PCF contribution rate minimally to 25% (from 15%) of the sale price of lots, crypts and niches.
- Retain a portion of the annual interest equivalent to the rate of inflation in the PCF principal.
- Maintain prices annually to keep pace with inflation.

### **2. General Cemetery Recommendations**

- Improve signage and entry treatments at all City Cemeteries to enhance marketability and sales.
- Enhance range of interment/memorialization service options for both traditional (casket) and cremation sales/dispositions.
- Raise maintenance standards at **all** City Cemeteries to a level in keeping with the current strategic vision while remaining mindful of other local service providers and non-municipal competitive forces.
- Generally, **development priorities** may be assigned to the three (3) categories of City of Edmonton Cemeteries:
  - i) **Primary Properties (Northern Lights and South Haven Cemeteries)** have the greatest need for immediate development in a variety of areas, including interment/memorialization options, sales/administration/public comfort facilities, entry treatments, signage, etc.

- ii) **Heritage Properties (Beechmount, Edmonton and Mount Pleasant Cemeteries)** will have the highest immediate return on interment facilities.
- iii) **Neighbourhood Properties (Little Mountain and Clover Bar Cemeteries)** need development enhancements to bring them up to marketable standards.
- Land bank for Edmonton Cemeteries future ... acknowledging the City will have this land need going forward ... if the use for cemetery purposes is deemed unnecessary in the future, the lands will have value to the City for other uses, either for municipal needs or as an asset to sell off and gain revenues accordingly.

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# EXECUTIVE SUMMARY

## TABLE OF CONTENTS

<b>1</b>	<b>INTRODUCTION / BACKGROUND .....</b>	<b>1</b>
1.1	STUDY PURPOSE .....	1
1.2	PROCESS .....	1
1.3	OBJECTIVES .....	1
<b>2</b>	<b>CEMETERIES in EDMONTON .....</b>	<b>2</b>
2.1	CITY of EDMONTON CEMETERIES .....	2
2.1.1	Heritage Properties .....	3
2.1.1.1	Beechmount Cemetery .....	3
2.1.1.2	Edmonton Cemetery .....	4
2.1.1.3	Mount Pleasant Cemetery.....	5
2.1.2	Primary Properties.....	6
2.1.2.1	Northern Lights Cemetery .....	6
2.1.2.2	South Haven Cemetery .....	7
2.1.3	Neighbourhood Properties .....	8
2.1.3.1	Little Mountain Cemetery .....	8
2.1.3.2	Clover Bar Cemetery .....	9
2.2	COMMERCIAL PRIVATE CEMETERIES .....	10
2.2.1	Arbor Memorial Services Inc.....	10
2.2.1.1	Evergreen Memorial Gardens.....	10
2.2.1.2	Westlawn Memorial Gardens.....	11
2.2.1.3	Glenwood Memorial Gardens .....	12
2.3	RELIGIOUS CEMETERIES .....	14
2.3.1	Catholic Archdiocese of Edmonton .....	14
2.3.1.1	Holy Cross Cemetery and Mausoleum .....	14
2.3.1.2	Our Lady of Peace Cemetery .....	15
2.3.1.3	St. Anthony Cemetery .....	16
2.3.1.4	St. Joachim Cemetery .....	17
2.3.1.5	St. Albert Roman Catholic Cemetery .....	17
2.3.2	Other Religious Cemeteries.....	18
2.3.2.1	Rosehill Cemetery.....	18
2.3.2.2	St. Michael's Cemetery .....	19
2.3.2.3	St. Stephen's Cemetery .....	19
2.3.2.4	Edmonton Jewish Cemetery .....	20
2.3.2.5	God's Acre Moravian Church Cemetery .....	20
2.4	OTHER CEMETERIES.....	21
2.4.1	St. Albert Municipal Cemetery .....	21
2.5	EDMONTON CEMETERIES SUMMARY .....	21

<b>3</b>	<b>STAKEHOLDER ANALYSIS .....</b>	<b>22</b>
3.1	EDMONTON CEMETERIES FOCUS GROUP PROJECT .....	22
3.1.1	Study Introduction .....	22
3.1.2	Study Results/Conclusions.....	23
3.2	EDMONTON CEMETERIES INTERNAL STAKEHOLDERS CONSULTATION SESSION .....	24
3.2.1	Study Introduction .....	24
3.2.2	Cemetery Prioritization .....	24
3.2.3	Key Stakeholder Findings .....	25
3.2.3.1	City Cemeteries as a Whole .....	25
3.2.3.2	Historic Cemeteries .....	26
3.2.3.3	Neighbourhood Cemeteries .....	26
<b>4</b>	<b>DEMAND / LAND NEEDS ANALYSIS..</b>	<b>27</b>
4.1	DEMOGRAPHIC INTRODUCTION.....	27
4.2	POPULATION .....	27
4.3	ANNUAL DEATH RATE (ADR) .....	28
4.4	TRENDS in CREMATION.....	29
4.5	CITY of EDMONTON CEMETERIES AFTER-DEATH CARE MARKET SHARE .....	29
4.6	CITY of EDMONTON CEMETERIES' DEMAND/LAND NEEDS FORECAST.....	32
4.7	CITY of EDMONTON OVERALL CONTEXT DEMOGRAPHIC/LAND USE/NEEDS CONCLUSIONS .....	41
4.8	CITY of EDMONTON CEMETERY SPECIFIC DEMOGRAPHIC/LAND USE/NEEDS CONCLUSIONS .....	42
<b>5</b>	<b>PERPETUAL CARE FUND ANALYSIS</b>	<b>43</b>
5.1	INTRODUCTION.....	43
5.2	PERPETUAL CARE COSTS .....	46
5.3	REMAINING DEVELOPABLE LAND INVENTORY .....	47
5.4	PERPETUAL CARE COST COVERAGE .....	48
5.5	INFLATIONARY EFFECTS .....	48
5.6	PERPETUAL CARE FUND (PCF) ADEQUACY .....	51
5.6.1	PCF Capital Requirements .....	51
5.6.2	Perpetual Care Fund Contribution .....	53
5.6.2.1	Casket Lots: .....	53
5.6.2.2	Cremation Lots:.....	54
5.6.2.3	Columbaria Niches: .....	54
5.6.3	Land Use versus PCF Contributions .....	55
5.7	PCF CONCLUSIONS.....	55
<b>6</b>	<b>CEMETERIES MASTER PLAN.....</b>	<b>57</b>
6.1	MASTER PLAN INTRODUCTION.....	57
6.2	MASTER PLAN.....	57

6.2.1 Heritage Properties .....	58
6.2.1.1 Beechmount Cemetery .....	59
6.2.1.2 Edmonton Cemetery .....	60
6.2.1.3 Mount Pleasant Cemetery.....	61
6.2.2 Primary Properties.....	62
6.2.2.1 Northern Lights Cemetery .....	63
6.2.2.2 South Haven Cemetery .....	78
6.2.3 Neighbourhood Properties .....	89
6.2.3.1 Little Mountain Cemetery .....	89
6.2.3.2 Clover Bar Cemetery .....	90
6.2.4 New Cemetery Development .....	91

## **7 CONCLUSIONS / SUMMARY.....93**

7.1 RECOMMENDATIONS:.....	93
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## **8 ASSUMPTIONS/LIMITATIONS.....95**

# 1 INTRODUCTION / BACKGROUND

## 1.1 STUDY PURPOSE

**Hilton Landmarks Inc.** was contracted by the **City of Edmonton** to prepare a **Master Plan for the City's seven (7) cemeteries**. A major portion of this study involves forecasting demand and land needs for the City cemeteries. Based upon the results of the **Demand/Land Needs** and **Perpetual Care Trust Fund Analyses** components of the plan, cemetery management and council can then 070an informed suitably-scaled and cost-effective manner. The Plan allows **management's (and Council's) decisions to be informed ones and thus tends to make implementation decisions, whether administrative, political or ultimately construction-based, uniform and unanimous.**

## 1.2 PROCESS

In order to develop a practical and helpful **Master Plan for the City of Edmonton Cemeteries** it is first necessary to examine those cemeteries in the context of their environment. This environment includes factors both internal and external to the cemeteries, including:

1. Analysis of existing facilities and situation.
2. Analysis of competitive situation.
3. Forecast of demand and land needs.
4. Review and analysis of Perpetual Care Trust Fund (PCF).

Each of these aspects will be examined in the subsequent sections.

## 1.3 OBJECTIVES

The goal of this study is to prepare a comprehensive long range Municipal Cemeteries Master Plan illustrating municipal cemeteries' initiatives that will align with Department priorities and community needs. Preferred development alternatives will be advanced with appropriate phasing and associated capital costs, whether for expansion or land acquisition. Appropriate conceptual mapping at a Master Plan level for each property will be provided within the context of the document.



## 2 CEMETERIES in EDMONTON

The cemetery industry in Edmonton is served by seven (7) city-owned cemeteries, three (3) private corporate (for-profit) cemeteries and fourteen (14) religious or non-profit providers. There are also a number of smaller cemeteries as well as inactive or abandoned pioneer or religious cemeteries. A brief description of the active cemeteries follows and selected cemeteries' locations are shown on the attached **Dwg.1 – City Context Cemetery Location Plan**. It is estimated that there is currently about 432 acres of remaining developable cemetery land within the greater City of Edmonton (including Sherwood Park and St. Albert).

### 2.1 CITY of EDMONTON CEMETERIES

The City of Edmonton owns seven (7) cemeteries totalling about 238 acres in area with approximately 121 acres of undeveloped (potentially saleable) cemetery land. Not all of the undeveloped acreage is suitable for development for interment purposes, due to environmental, geotechnical or legislative constraints.

The **three (3) “Heritage Property” cemeteries, Beechmount, Edmonton and Mount Pleasant**, are essentially fully-developed with very limited remaining development potential. On the other hand, they represent some of the highest-value development opportunities due to their premium location within the municipality and current/potential pricing structure for interment purposes.

Two (2) of the remaining cemeteries, **the “Neighbourhood Properties”, Clover Bar and Little Mountain** are quite small and have only about 3 developable acres in total between them. They provide services to their local communities.

The last two (2) City of Edmonton Cemeteries, **the so-called “Primary Properties”, Northern Lights and South Haven** are both sizable cemeteries with about 118 developable acres in total between them. These two (2) cemeteries represent virtually all of the remaining developable land in the City of Edmonton Cemeteries system. Following is a brief synopsis of the seven (7) City of Edmonton cemeteries.

## 2.1.1 Heritage Properties

### 2.1.1.1 Beechmount Cemetery

- A **Heritage Property** cemetery.
- Established in 1914 by the City
- Edmonton's first municipally-owned cemetery.
- Serves the central area of the city.
- **44½ acres with very limited infill potential.**
- Casket and cremation ground lots, outdoor columbarium niches, Field of Honour, Chinese pagoda, Islamic section, Rose (scattering) garden.



### 2.1.1.2 Edmonton Cemetery

- A **Heritage Property** cemetery.
- Established in 1886 on land donated by the Hudson's Bay Company.
- The City assumed control in 1964.
- Serves the central area of the city.
- **27 acres with extremely limited infill potential.**
- Casket and cremation ground lots, mausoleum (sold out), indoor and outdoor columbarium niches and Field of Honour.





### 2.1.1.3 Mount Pleasant Cemetery

- A **Heritage Property** cemetery.
- Situated on one of the highest points in Edmonton.
- Burials may date back to the 1880's.
- Incorporated in 1910, the City assumed control of the cemetery in 1942.
- Serves the south side of the city.
- **19 acres with very limited infill potential.**
- Casket and cremation ground lots and indoor and outdoor columbarium niches.



## 2.1.2 Primary Properties

### 2.1.2.1 Northern Lights Cemetery

- A **Primary Property** (north) cemetery.
- Unofficially named Sturgeon Cemetery prior to 1986.
- Officially named Sturgeon Heights Memorial Park in 1986.
- Renamed Northern Lights Cemetery in 1987.
- Established on land purchased in 1972 by the City.
- Serves the northwest quadrant of the city.
- **80 acres with 71½ remaining developable acres.**
- Casket and cremation ground lots, outdoor columbarium niches and a pond at the rear.



### 2.1.2.2 South Haven Cemetery

- A **Primary Property** (south) cemetery.
- Established in 1988 by the City.
- Serves the southwest/Sherwood Park area of the city.
- **59 acres with 46 remaining developable acres.**
- Casket and cremation ground lots, outdoor columbarium niches, Field of Honour and Chinese pagoda.





## 2.1.3 Neighbourhood Properties

### 2.1.3.1 Little Mountain Cemetery

- A **Neighbourhood Property** cemetery.
- Serves the northeast quadrant of the city.
- **5 acres with 2 remaining developable acres.**
- Casket and cremation ground lots and outdoor columbarium niches.



### 2.1.3.2 Clover Bar Cemetery

- A **Neighbourhood Property** cemetery.
- Established in 1901, the City assumed control of the cemetery in 1995.
- Serves the eastern portion of the city including Sherwood Park.
- **3½ acres with 1 remaining developable acre.**
- Casket and cremation ground lots and outdoor columbarium niches.



**Table 2.1: Developed and Developable Acreage  
at City of Edmonton Cemeteries**

Cemetery	Developed Acreage	Remaining Undeveloped Acreage	Total Acreage	Remaining Developable %
<b>Beechmount</b>	44.5 ac.	0.0 ac.	44.5 ac.	0 %
<b>Edmonton</b>	27.0 ac.	0.0 ac.	27.0 ac.	0 %
<b>Mount Pleasant</b>	19.0 ac.	0.0 ac.	19.0 ac.	0 %
<b>Northern Lights</b>	8.5 ac.	71.5 ac.	80.0 ac.	89 %
<b>South Haven</b>	13.0 ac.	46.0 ac.	59.0 ac.	78 %
<b>Little Mountain</b>	3.0 ac.	2.0 ac.	5.0 ac.	40 %
<b>Clover Bar</b>	2.5 ac.	1.0 ac.	3.5 ac.	29 %
<b>Total</b>	<b>117.5 ac.</b>	<b>120.5 ac.</b>	<b>238.0 ac.</b>	<b>51 %</b>

Source: City of Edmonton Cemeteries staff



## 2.2 COMMERCIAL PRIVATE CEMETERIES

The **three private corporate for-profit cemeteries** serving Edmonton are **all owned and operated by Arbor Memorial Services Inc.** Arbor is the largest Canadian corporate after-death care chain. It owns 41 cemeteries, 27 crematoria, 4 reception centres located on cemetery premises and 88 funeral homes in eight provinces of Canada. Their properties tend to be well-maintained. As befits a for-profit endeavour, they keep their prices at a level that allows a reasonable profit and the capacity to provide quality facilities and service levels. They are the second largest cemetery operator in the City of Edmonton in terms of Cemetery area. These sites are summarized below.

### 2.2.1 Arbor Memorial Services Inc.

#### 2.2.1.1 Evergreen Memorial Gardens

- Opened in 1953.
- Located in the northeast corner of the City.
- **100 acres with approximately 33 developable acres** remaining.
- Full-featured cemetery with ground lots, columbarium niches, mausoleum crypts and ethnic and religious areas (no scattering garden).



### 2.2.1.2 Westlawn Memorial Gardens

- Opened in 1947.
- Located on the west side of the City.
- **41 acres with approximately 9 developable acres** remaining.
- Full-featured cemetery with ground lots, cremation (scattering) garden and indoor and outdoor columbarium niches.



### 2.2.1.3 Glenwood Memorial Gardens

- Opened in 1960.
- Located in the southwest corner of Sherwood Park.
- **78 acres with approximately 40 developable acres** remaining.
- Full-featured cemetery with ground lots, columbarium niches, mausoleum crypts and ethnic and religious areas (no scattering garden).



**Table 2.2: Estimated Developed and Developable Acreage at Commercial Private Cemeteries**

Cemetery	Developed Acreage	Remaining Undeveloped Acreage	Total Acreage	Remaining Developable %
<b>Evergreen</b>	67.0 ac.	33.0 ac.	100.0 ac.	33 %
<b>Westlawn</b>	32.0 ac.	9.0 ac.	41.0 ac.	22 %
<b>Glenwood</b>	38.0 ac.	40.0 ac.	78.0 ac.	51 %
<b>Total</b>	<b>137.0 ac.</b>	<b>82.0 ac.</b>	<b>219.0 ac.</b>	<b>37 %</b>

Source: City of Edmonton Cemeteries staff and airphoto review

When we comparatively relate the City Cemeteries to this corporate provider we note:

- The City of Edmonton has history with properties dating from 1880's, 1886, 1901, 1914, 1972 and 1988.
- The City's three (3) key "Heritage Properties" are virtually "sold out".
- The City's newest properties, their "**Primary Properties**" illustrate most growth has occurred at South Haven, although it is 16 years newer/younger than Northern Lights with Northern Lights (1972) developing only 11% (8½ acres) of its land base to South Haven's (1988) 22% development (13 acres) status.
- Thus South Haven has developed/sold 53% more land in only 56% of the time it took to do so at Northern Lights.
- Averaging the City's years of history versus their "sold" land base suggests on average it has taken the City 85 years of sales to sell 1.4 acres per year over that averaged time span.
- The three (3) corporate properties have, over an average of 55 years of operations, sold an average of 2.5 acres per year, fully 56% more per year of operation.
- In fact, the City, despite its considerable history/longevity in providing such services to the City at large has only sold/developed 118 acres versus the three (3) corporate properties selling/developing 164 acres of their total 219 acre land base.



## 2.3 RELIGIOUS CEMETERIES

The (Roman) Catholic Diocese of Edmonton is the third largest cemetery operator (in terms of cemetery area) in the city. Several other religious denominations offer cemeteries to their congregations as well as the wider public.

### 2.3.1 Catholic Archdiocese of Edmonton

**The Catholic Archdiocese of Edmonton operates five (5) active cemeteries in Edmonton and the surrounding area. Two (2) more inactive cemeteries are maintained but are no longer in use for sales or burials.**

#### 2.3.1.1 Holy Cross Cemetery and Mausoleum

- Opened in 1954.
- Located in the northwest corner of the city **adjacent to the City-owned Northern Lights Cemetery.**
- **43 acres with approximately 6 developable acres** remaining.
- Full-featured cemetery with ground lots, indoor columbarium niches (none outdoor), mausoleum crypts and ethnic and religious areas (no scattering garden).



### 2.3.1.2 Our Lady of Peace Cemetery

- Opened in 1992.
- Located on the east side of the City **adjacent to the City-owned South Haven Cemetery.**
- **60 acres with approximately 35 developable acres** remaining.
- Full-featured cemetery with ground lots; indoor and outdoor columbarium niches; and ethnic and religious areas (no scattering garden).



### 2.3.1.3 St. Anthony Cemetery

- Opened in 1902.
- Located in the south-central area of the City **adjacent to the City-owned Mount Pleasant Cemetery.**
- **5 acres with little development potential** remaining.
- Cemetery with ground lots and outdoor columbarium niches (no scattering garden).



#### 2.3.1.4 St. Joachim Cemetery

- Opened in 1888.
- Located in the central area of the City **adjacent to the City-owned Edmonton Cemetery.**
- 12½ acres with little development potential remaining.
- Cemetery with ground lots and outdoor columbarium niches (no scattering garden).

#### 2.3.1.5 St. Albert Roman Catholic Cemetery

- Opened in 1860.
- Located northwest of the City in St. Albert.
- 4½ acres with little development potential remaining.
- There is about 25½ acres of church land around the cemetery that might be developed although no plans are proposed.

**Table 2.3.1: Estimated Developed and Developable Acreage  
at Catholic Archdiocese of Edmonton Cemeteries**

Cemetery	Developed Acreage	Remaining Undeveloped Acreage	Total Acreage	Remaining Developable %
<b>Holy Cross</b>	39.0 ac.	4.0 ac.	43.0 ac.	9 %
<b>Our Lady of Peace</b>	25.0 ac.	35.0 ac.	60.0 ac.	58 %
<b>St. Anthony</b>	5.0 ac.	0.0 ac.	5.0 ac.	0 %
<b>St. Joachim</b>	12.5 ac.	0.0 ac.	12.5 ac.	0 %
<b>St. Albert (RC)</b>	4.5 ac.	0.0 ac.	4.5 ac.	0 %
<b>Total</b>	<b>86.0 ac.</b>	<b>39.0 ac.</b>	<b>125.0 ac.</b>	<b>31 %</b>

• Source: City of Edmonton Cemeteries staff and airphoto review



## 2.3.2 Other Religious Cemeteries

### 2.3.2.1 Rosehill Cemetery

- Established in 1999
- Ukrainian Catholic Episcopal Corporation of Western Canada
- About **154 acres with approximately 126 developable acres** remaining.
- Only 28 acres developed with casket and cremation ground lots.
- 1 outdoor columbarium, 36 of 48 niches available.
- All monument types allowed
- No scattering garden or mausoleum



### 2.3.2.2 St. Michael's Cemetery

- Ukrainian Catholic Episcopal Corporation of Western Canada
- About **48 acres with approximately 6 developable acres** remaining.

### 2.3.2.3 St. Stephen's Cemetery

- Established in 2000
- Council of Ukrainian Orthodox Churches of Edmonton
- About **80 acres with approximately 55 developable acres** remaining.
- Only 25 acres developed with casket and cremation ground lots.
- 1 outdoor columbarium, 62 of 64 niches available.
- All monument types allowed
- No scattering garden or mausoleum



### 2.3.2.4 Edmonton Jewish Cemetery

- Edmonton Chevra Kadisha
- About **6 acres with approximately ½ acre developable** land remaining.
- Generally full casket lots with upright monuments.
- Cremation is discouraged/prohibited within the Jewish faith

### 2.3.2.5 God's Acre Moravian Church Cemetery

- Moravian Church in America
- About **4 acres with approximately 3 developable acres** remaining.

**Table 2.3.2: Estimated Developed and Developable Acreage  
in Other Religious Cemeteries**

Cemetery	Developed Acreage	Remaining Undeveloped Acreage	Total Acreage	Remaining Developable %
<b>Rosehill</b>	28.0 ac.	126.0 ac.	154.0 ac.	82 %
<b>St. Michael's</b>	42.0 ac.	6.0 ac.	48.0 ac.	13 %
<b>St. Stephen's</b>	25.0 ac.	55.0 ac.	80.0 ac.	69 %
<b>Edmonton Jewish</b>	5.5 ac.	0.5 ac.	6.0 ac.	8 %
<b>God's Acre Moravian</b>	1.0 ac.	3.0 ac.	4.0 ac.	75 %
<b>Total</b>	<b>101.5 ac.</b>	<b>190.5 ac.</b>	<b>292.0 ac.</b>	<b>65 %</b>

• Source: City of Edmonton Cemeteries staff and airphoto review

## 2.4 OTHER CEMETERIES

### 2.4.1 St. Albert Municipal Cemetery

- Established in 1940.
- About **6½ acres with little development potential** remaining.
- Flat markers only allowed

**Table 2.4: Estimated Developed and Developable Acreage at Other Municipal Cemeteries**

Cemetery	Developed Acreage	Remaining Undeveloped Acreage	Total Acreage	Remaining Developable %
<b>St. Albert (Municipal)</b>	6.5 ac.	0.0 ac.	6.5 ac.	0 %
<b>Total</b>	<b>6.5 ac.</b>	<b>0.0 ac.</b>	<b>6.5 ac.</b>	<b>0 %</b>

Source: City of Edmonton Cemeteries staff and airphoto review

## 2.5 EDMONTON CEMETERIES SUMMARY

**Table 2.5: Estimated Developed and Developable Acreage in All Edmonton Cemeteries**

Cemetery	Developed Acreage	Remaining Undeveloped Acreage	Total Acreage	Remaining Developable %
<b>City of Edmonton</b>	117.5 ac.	120.5 ac.	238.0 ac.	51 %
<b>Arbor Memorial</b>	137.0 ac.	82.0 ac.	219.0 ac.	37 %
<b>Roman Catholic</b>	86.0 ac.	39.0 ac.	125.0 ac.	31 %
<b>Other Religious</b>	101.5 ac.	190.5 ac.	292.0 ac.	65 %
<b>Other Municipal</b>	6.5 ac.	0.0 ac.	6.5 ac.	0 %
<b>Grand Total</b>	<b>448.5 ac.</b>	<b>432.0 ac.</b>	<b>880.5 ac.</b>	<b>49 %</b>

Source: City of Edmonton Cemeteries staff and airphoto and site reviews

## **3 STAKEHOLDER ANALYSIS**

### **3.1 EDMONTON CEMETERIES FOCUS GROUP PROJECT**

#### **3.1.1 Study Introduction**

In October of 1999 Hargreaves & Associates prepared a focus group study (Edmonton Cemeteries Focus Group Project<sup>2</sup>) to assist Edmonton Cemeteries with strategic planning. Eight objectives were identified for the research as reported in the document:

- 1) Perceived value placed upon current services and products.
- 2) Sensitivity level of current prices of services and products.
- 3) Perceived value placed upon conducting business in a “one-stop shopping” manner including the incorporation of current and future services and products.
- 4) Testing of current and future service and product packages for price sensitivity and value.
- 5) Testing current payment plans.
- 6) Behaviour (motivational) characteristics as to why consumers make or do not make prearrangements.
- 7) Measure of awareness level of direct mail coupons.
- 8) Measurement of potential use of the Cemetery website by consumers to purchase future cemetery services and products.

Focus groups were drawn from three (3) populations:

- 1) Those who had previously purchased from Edmonton Cemeteries;
- 2) Those who had made contact but not yet purchased; and
- 3) Cemeteries staff.

Although somewhat dated, the study results are still representative and very relevant for setting strategic plans for the City of Edmonton Cemeteries.

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<sup>2</sup> Submitted to City of Edmonton – Community Services Department – October 1999

### **3.1.2 Study Results/Conclusions**

Past customers and prospective customers identified several characteristics of their interactions with the City of Edmonton Cemeteries:

- It was a pleasant experience as a result of the attentiveness and helpfulness of staff.
- The locations were identified as a positive aspect that was as important as price in their final decision.
- Prior to beginning the sales process customers had little or no knowledge and relied on staff to explain the options and process involved.
- Emotion was a critical influence on their decision-making and staff addressed it with great sensitivity.
- Price was important, particularly to pre-need purchasers, and was perceived to be lower than at other cemeteries.
- Location and access had greater importance than price to at-need purchasers, particularly with respect to future visitation of the site.
- Dealing with City of Edmonton Cemeteries was perceived as a much lower pressure situation than the private cemeteries.
  - Private cemeteries' salespeople perceived as "pushy" and showing insincere compassion.
  - Edmonton Cemeteries' staff perceived as knowledgeable, helpful and compassionate.
  - Pricing structure of private cemeteries was perceived as too complicated offering too much flexibility and choice (too confusing).
- Consumers exhibited a preference for "package pricing" simplifying their decisions.
- Consumers appreciated the full disclosure of City Cemetery staff as opposed to the hidden extra prices from the private providers.

## 3.2 EDMONTON CEMETERIES INTERNAL STAKEHOLDERS CONSULTATION SESSION

### 3.2.1 Study Introduction

On May 3<sup>rd</sup>, 2007 Nora Whitcher (a consultant) facilitated a focus group study (Internal Stakeholders Consultation Session<sup>3</sup>) to solicit strategic direction (regarding both operations and capital development) from Edmonton Cemeteries' internal staff. Three key areas were targeted:

- 1) Strengths and weaknesses.
- 2) Issues that impact the effectiveness of operations and the potential changes that would resolve the issues through site design.
- 3) Assessed perceptions of market position.

### 3.2.2 Cemetery Prioritization

The seven (7) City Cemeteries were ranked in order of the priority of their needs in terms of operations, capital and overall. South Haven and Northern Lights consistently tied for highest ranked needs. Ranked from highest priority needs to lowest they are:

- 1) South Haven
- 2) Northern Lights
- 3) Mount Pleasant
- 4) Beechmount
- 5) Edmonton
- 6) Little Mountain
- 7) Clover Bar

In the Stakeholders Consultation Session the two (2) **“Primary Property”** cemeteries, **South Haven** and **Northern Lights**, were regarded as having the highest priority needs. The two (2) “Neighbourhood Property” cemeteries, Little Mountain and Clover Bar were regarded as having the lowest priority needs. It is the Consultant's opinion that the **three (3) “Heritage Property” cemeteries, Mount Pleasant, Beechmount and Edmonton, while having little developable acreage, currently offer some of the highest returns on investment in development** due to their historical context and premium price structures.

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<sup>3</sup> Prepared for City of Edmonton – Community Services Department – June 2007

### **3.2.3 Key Stakeholder Findings**

City of Edmonton Cemetery internal stakeholders identified a number of needs for the City Cemeteries:

- Improve, repair and upgrade the physical environment
- Determine efficient and effective use of the land for disposition
- Leverage the rich history in the cemetery
- Beautifying the cemeteries
- Improve partnership channels
- Develop new revenue generating opportunities
- Improve public awareness of the City Cemeteries
- Improve communications to its stakeholders, including the general public
- Improve sales accessibility to the public

#### **3.2.3.1 City Cemeteries as a Whole**

It was perceived by the study participants that the City of Edmonton Cemeteries does well in customer service and meeting diverse needs particularly with respect to religious needs. Participants felt that the citizens of Edmonton have a high level of trust in the City Cemeteries. It was also felt that the Cemeteries provide *added value*.

Reinvestment in cemetery infrastructure (including irrigation) is required as the cemeteries are perceived to be at a very base design level; e.g. chain link fences as opposed to stone walls. Beautification of the cemeteries was thought to be important as the cemeteries are regarded as “not the prettiest”. It was felt that cemeteries should be more park-like and inviting so that people will want to visit them.

It was felt by the participants that current customers of the City Cemeteries have a positive connection to the cemeteries while the general public has little awareness of the City of Edmonton Cemeteries. The consensus was that religious organizations have a positive perception of the Cemeteries, while some funeral homes do not see the City as a positive partner. There is no relationship with memorial societies.



### **3.2.3.2 Historic Cemeteries**

The historic cemeteries (Beechmount, Edmonton and Mount Pleasant), due to their unique and deep community roots, provide opportunities for partnerships with other organizations. Ideas forwarded included having a genealogist to help with searches and historical tours. These cemeteries also require enhanced maintenance due to their increased traffic. Capital needs include monument restoration, maintenance, enhanced washroom facilities and benches.

### **3.2.3.3 Neighbourhood Cemeteries**

In the context of the Internal Stakeholders Consultation Session Report the Neighbourhood Cemeteries include both what is referred to in this report as the two (2) Primary Property cemeteries (Northern Lights and South Haven) and the two (2) Neighbourhood Property cemeteries (Little Mountain and Clover Bar). These two groups have rather different situations and needs.

Recommended improvements include; enhanced signage, improved access, site beautification, a covered area for ceremonies, public washrooms and the addition of art and trees. The Primary Property cemeteries (Northern Lights and South Haven) would derive the greatest benefit (and provide the greatest return) from these upgrades. The Neighbourhood Property cemeteries (Little Mountain and Clover Bar), due to their limited sales and development opportunities would receive a lower priority for these sorts of enhancements. It should be noted that all of the City of Edmonton Cemeteries need enhanced maintenance and infrastructure to bring them up to a standard as seen at the corporate and Roman Catholic cemeteries.

## 4 DEMAND / LAND NEEDS ANALYSIS

### 4.1 DEMOGRAPHIC INTRODUCTION

The market for at-need after death services is determined by the annual number of deaths. The number of these deaths has been increasing and is expected to continue to do so. In Edmonton, as in the rest of the country, there are two factors that have been influencing this number. First, the population has been growing in absolute terms. Second, the annual death rate (which reflects the number of people per thousand population that die each year) has been increasing slowly. The annual death rate (ADR) is expected to accelerate its rate of increase as the “Baby Boomers” age and drive up the population’s median age. This age cohort, the eldest of whom are now in their 60’s, is expected to affect the annual death rate for the next 25 years.

The choice of cremation as a method of disposition for human remains is becoming increasingly popular in Canada and throughout North America. This growth has occurred as a result of several demographic factors including increasing homogenization of our society, a relaxation of religious restrictions and an enhanced regard for environmental considerations. In fact, nationally, the cremation rate in Canada has risen from **less than 6% in 1970 to 56% in 2004**. Alberta has experienced a similar growth rate, rising to 59% in 2005. The cremation rate has risen faster in the urban areas than the rural.

Each of these demographic factors will be examined in turn in the following sections.

### 4.2 POPULATION

The population of the City of Edmonton (census metropolitan area) is anticipated to grow at an average compound annual rate of 1.2% between 2008 and 2055. This will result in an 81% increase in population from 1,034,945 in 2006<sup>4</sup> to 1,906,200 in 2055<sup>5</sup>.

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<sup>4</sup> Statistics Canada 2006 census data for Edmonton Census Metropolitan Area.

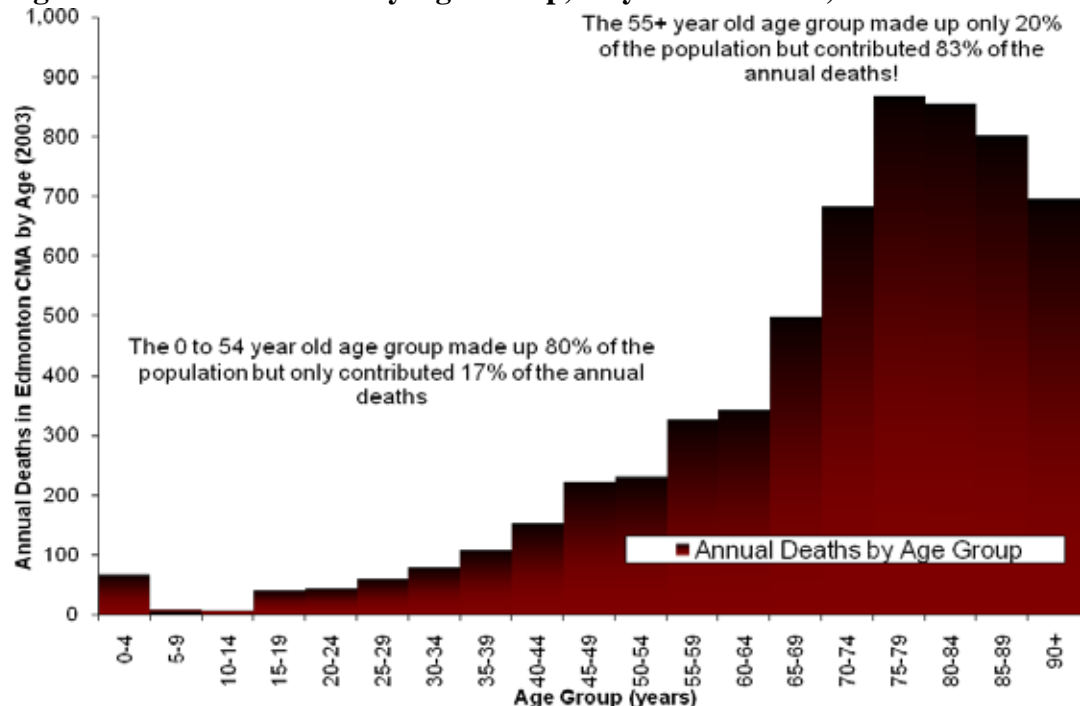
<sup>5</sup> Hilton Landmarks forecast based upon Statistics Canada forecasts.

### 4.3 ANNUAL DEATH RATE (ADR)

The next component of demand is the annual death rate (ADR), measured in deaths per thousand of the populace. As the population ages, the City of Edmonton's ADR is anticipated to rise from 6.1 annual deaths per thousand population in 2006 to 10.1 in 2055 as the effect of the Baby Boomers becomes more pronounced. The result of this, when coupled with an increasing population, is a tripling of annual deaths from about 6,300 in 2006 to 19,300 in 2055. This equates to a 2.3% average compound annual growth rate in the market size for at-need cemetery services. This is the rate at which demand for City Cemeteries' services will grow if the City's market share were to remain static.

This dramatic increase in deaths is in large part due to the effect of the aging Baby Boomers. Besides creating a much larger demand for at-need after death care services there will be a large increase in the target demographic market for pre-need after death care sales. This target market is that portion of the population that is aged 55 years and older. The following graph shows how this group contributes to the annual deaths in an amount that is disproportionate to its size. In Edmonton, **the population that is aged 55 or older made up 20% of the population in 2003 yet contributed 83% of the annual deaths** in that year.

**Fig. 4.3: Annual Deaths by Age Group, City of Edmonton, 2003**

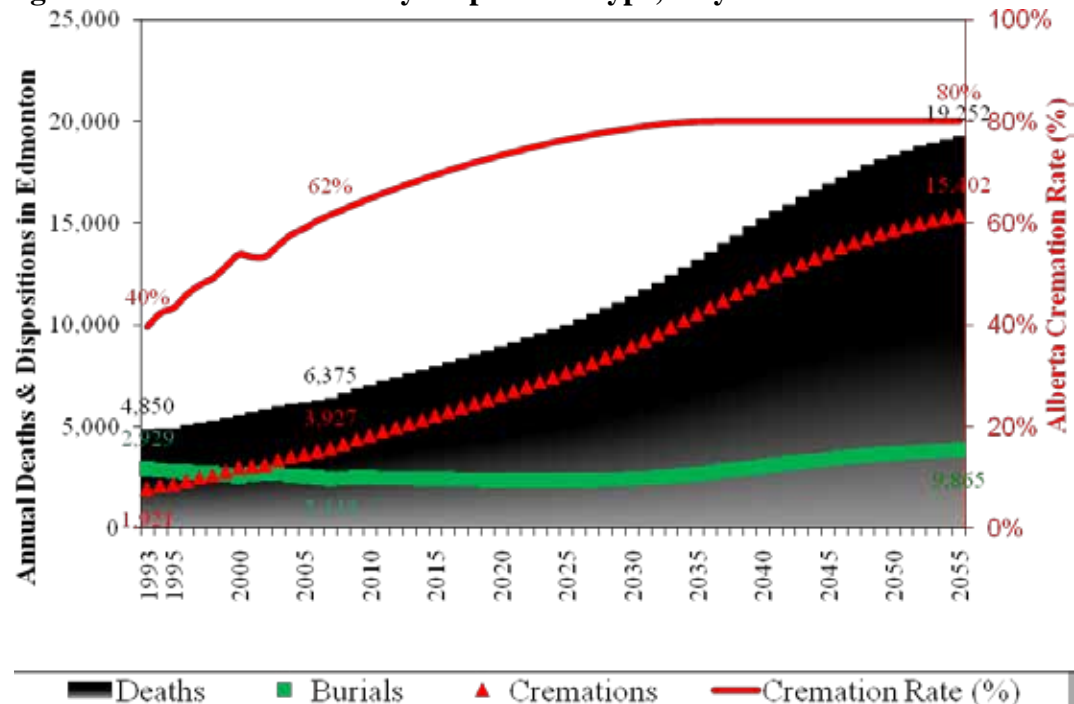


Source: Statistics Canada

## 4.4 TRENDS in CREMATION

Cremation has had and will continue to have a major effect on the after death care market in Edmonton (as in the rest of the country). In general, casket dispositions have held steady or declined slightly in the last 30 years. All of the growth in the after death care market has been occurring and will continue to occur in cremation dispositions. This is shown in the following graph that shows the increase in deaths and cremations with stable to slightly declining casket dispositions.

**Fig. 4.4: Forecast Deaths by Disposition Type, City of Edmonton**



Source: Statistics Canada, CANA

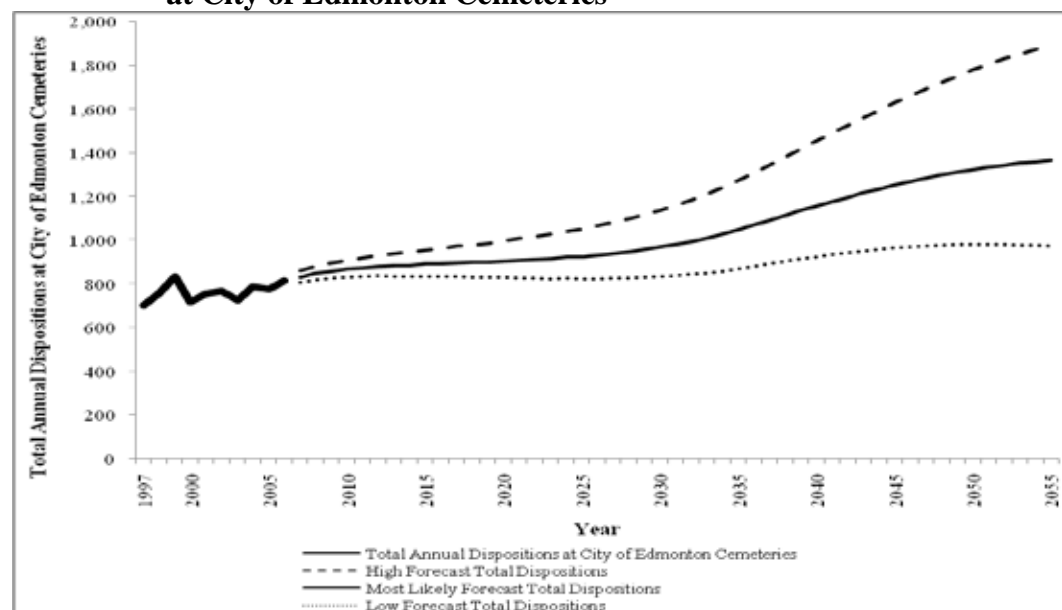
## 4.5 CITY of EDMONTON CEMETERIES AFTER-DEATH CARE MARKET SHARE

The market share captured by the City of Edmonton Cemeteries has declined in the last few years from 15% in 1999 to 10% in 2003. A large portion of this decline is attributable to the increasing number of cremations which do not end up in any cemetery (taken home or scattered elsewhere). Despite this decline the increasing number of annual deaths has caused a slight increase in the total annual number of dispositions. **The total number of dispositions at City of Edmonton**

**cemeteries has increased from 702 in 1997 to 815 in 2006<sup>6</sup>.** A continuation of the current trend will result in a City of Edmonton Cemeteries market share of 7% by 2055, while total dispositions will increase to about 1,320 in that year. This circumstance will be considered as the **Most Likely Case market share scenario**. This situation is typical among municipal cemeteries as consumers move progressively towards cremations, many of which do not end up in cemeteries. The loss in market share is primarily attributable to cremations (lost to all cemeteries) and is generally offset by the increase in the annual number of deaths.

The following graph shows the total number of dispositions performed at City cemeteries from 1997 to 2006 and forecast to 2055. For the purpose of this analysis three trends have been forecast; a low (conservative) case, a most likely (median) case and a high (optimistic) case. The marked increase in dispositions at the City cemeteries that occurs beginning about 2030 is anticipated as a result of two primary factors. The last of the “Baby Boomers” will turn 65 in 2029 resulting in an increased annual death rate. The second factor is the anticipated tapering off in the cremation rate at about 80% by 2036. Casket dispositions must end up in a cemetery while cremation dispositions have other alternatives resulting in a percentage of cremations that are “lost” from cemeteries.

**Fig. 4.5a: Actual and Forecast Total Annual Dispositions at City of Edmonton Cemeteries**

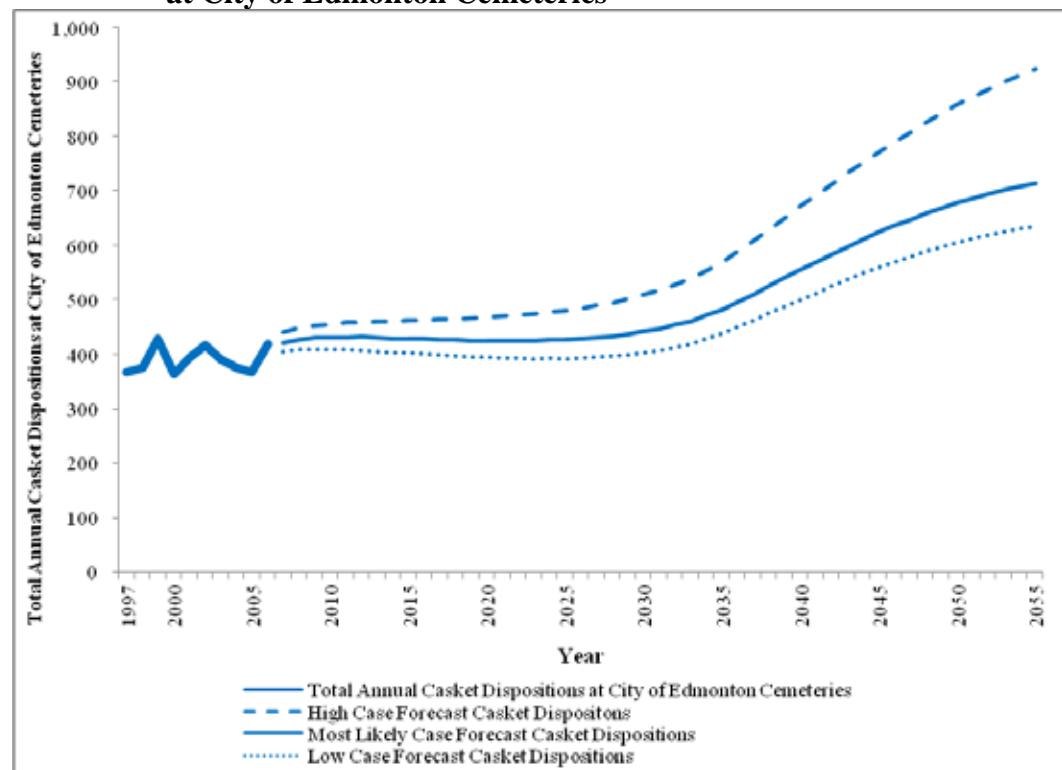


Source: City of Edmonton Cemeteries' staff, forecast by Hilton Landmarks Inc.

<sup>6</sup> City of Edmonton Cemeteries staff

The following graph shows the actual and forecast total annual casket dispositions at City of Edmonton cemeteries between 1997 and 2055. As may be seen, the number of casket dispositions is anticipated to remain relatively constant until 2030 when they are anticipated to rise as a result of increasing annual deaths and levelling off of the cremation rate.

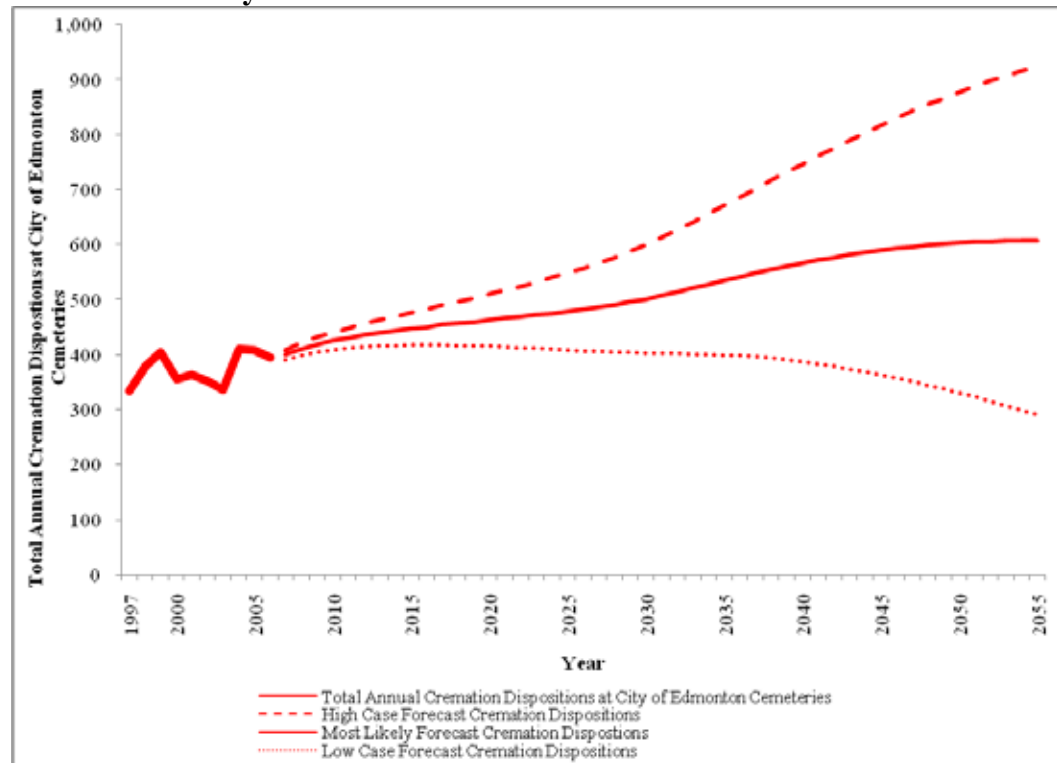
**Fig. 4.5b: Actual and Forecast Annual Casket Dispositions at City of Edmonton Cemeteries**



Source: City of Edmonton Cemeteries' staff, forecast by Hilton Landmarks Inc.

Cremation dispositions at the City of Edmonton are expected to rise in the Most Likely demand case scenario. They also show a slight increase after 2029 with the last of the Baby Boomers all having reached 65 years of age.

**Fig. 4.5c: Actual and Forecast Annual Cremation Dispositions at City of Edmonton Cemeteries**



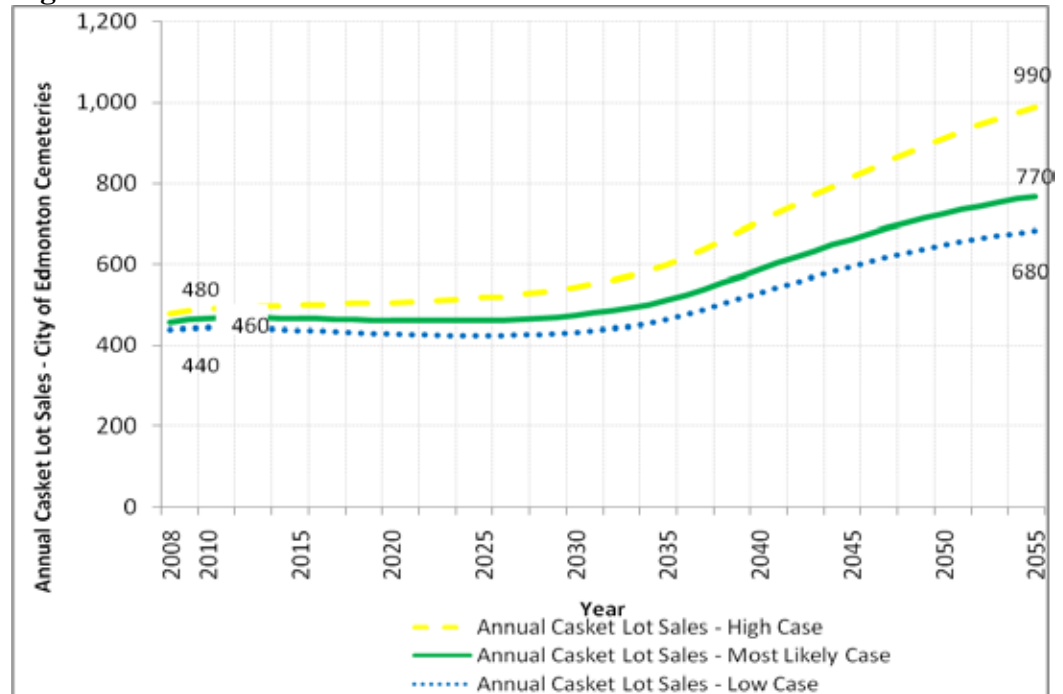
Source: City of Edmonton Cemeteries' staff, forecast by Hilton Landmarks Inc.

It is apparent from the preceding graphs that cremation will provide the real growth in demand for cemetery services in the forthcoming 20 years.

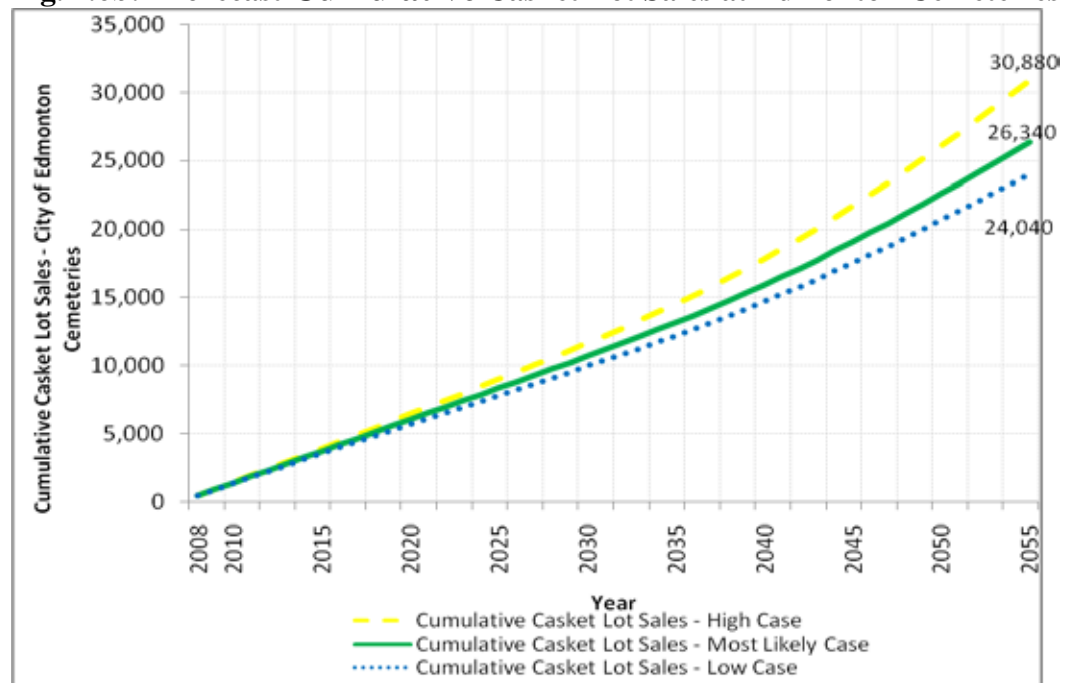
## 4.6 CITY of EDMONTON CEMETERIES' DEMAND/LAND NEEDS FORECAST

Demand for cemetery products and services at City of Edmonton Cemeteries is expected to continue to rise for the foreseeable future as a result of a growing and aging population. The following two graphs shows the expected annual and cumulative number of casket lots sold at City of Edmonton Cemeteries between 2008 and 2055 under each of the three forecast demand scenarios. It is expected that City of Edmonton Cemeteries will sell 26,340 casket lots between 2008 and 2055.

**Fig. 4.6a: Forecast Annual Casket Lot Sales at Edmonton Cemeteries**



**Fig. 4.6b: Forecast Cumulative Casket Lot Sales at Edmonton Cemeteries**

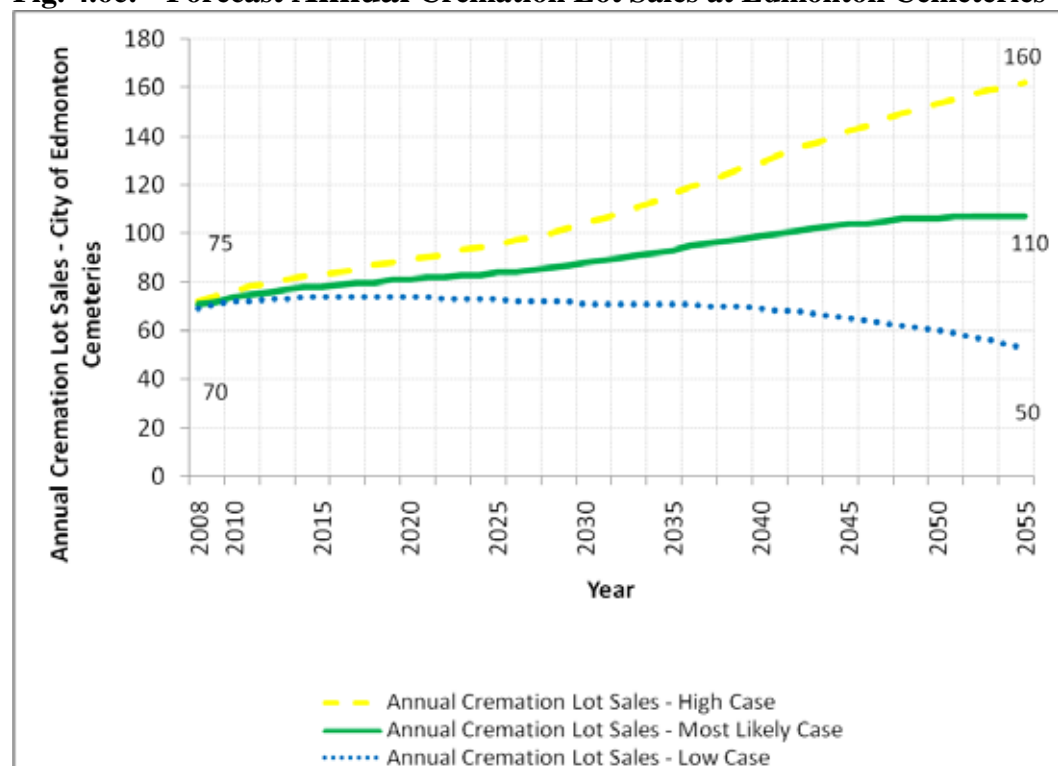




Although demand for cremation is high (and getting higher) the number of disposition and memorialization alternatives is also higher so that the number of cremation ground lots sold will continue to be less than that of casket lots. For instance, cremation dispositions might go into: cremation ground lots, casket ground lots, outdoor or indoor columbarium niches, scatterings or even mausoleum crypts. Caskets, on the other hand, are essentially restricted to casket ground lots and mausoleum crypts.

The following two graphs shows the expected annual and cumulative number of cremation lots sold at City of Edmonton Cemeteries between 2008 and 2055 under each of the three forecast demand scenarios. **It is expected that City of Edmonton Cemeteries will sell 4,360 cremation lots between 2008 and 2055.**

**Fig. 4.6c: Forecast Annual Cremation Lot Sales at Edmonton Cemeteries**

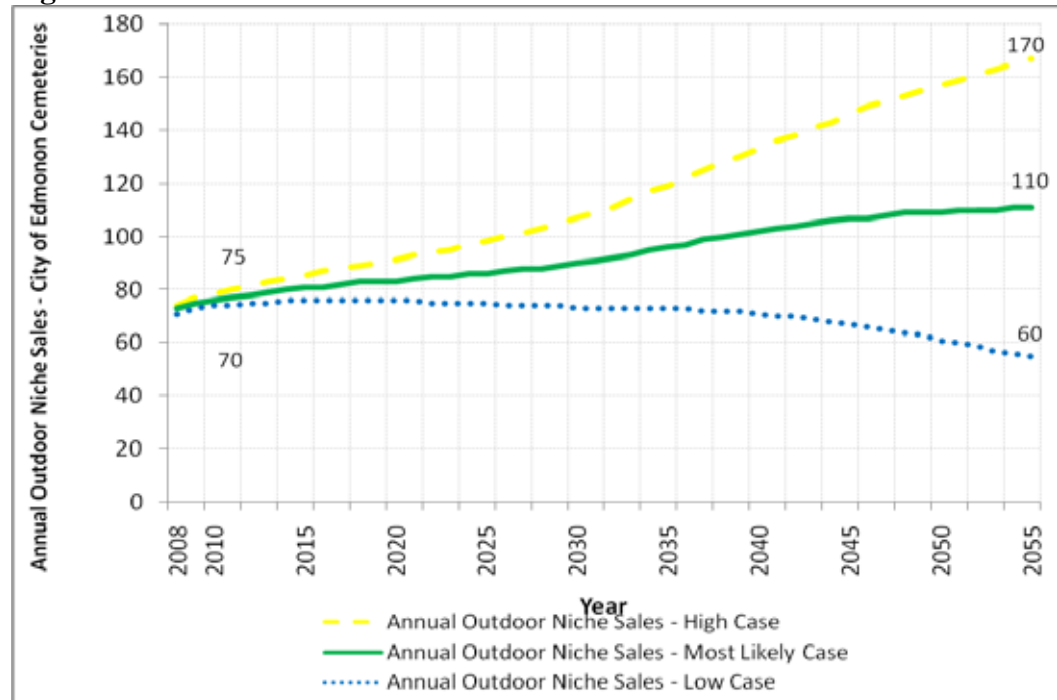


**Fig. 4.6d: Forecast Cumulative Cremation Lot Sales at Edmonton Cemeteries**

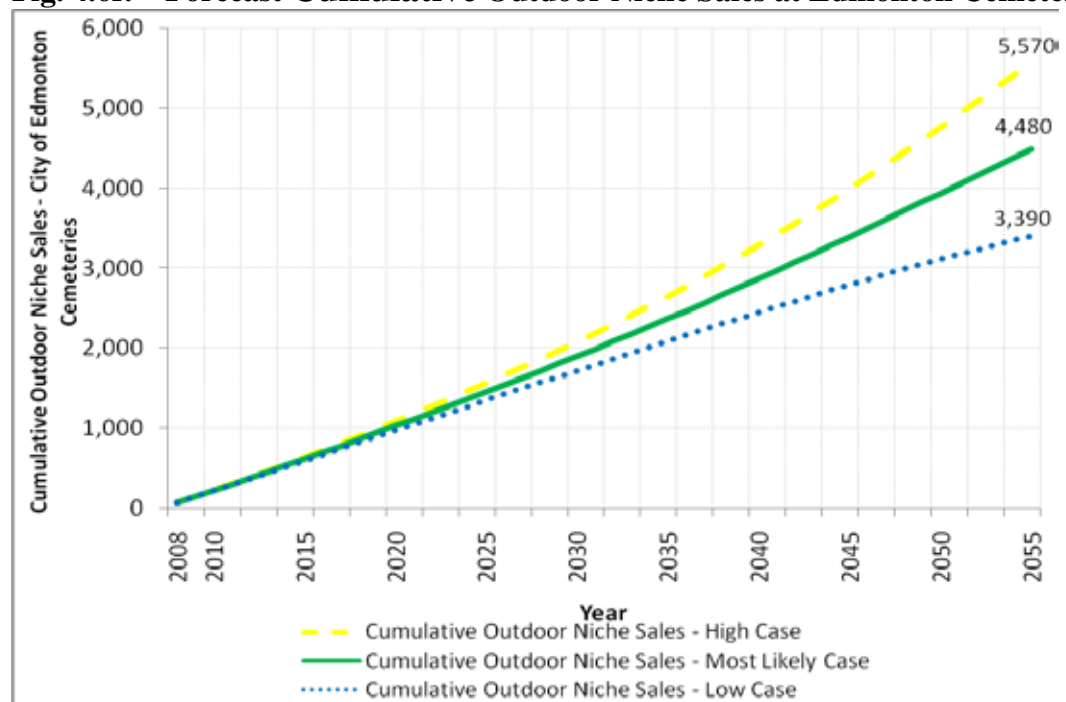


Columbarium niches will continue to be a popular alternative for cremation disposition and memorialization. The following graph shows the expected cumulative number of outdoor columbarium niches sold at City of Edmonton Cemeteries between 2008 and 2055 under each of the three forecast demand scenarios. **It is expected that City of Edmonton Cemeteries will sell 4,480 outdoor columbarium niches between 2008 and 2055.**

**Fig. 4.6e: Forecast Annual Outdoor Niche Sales at Edmonton Cemeteries**

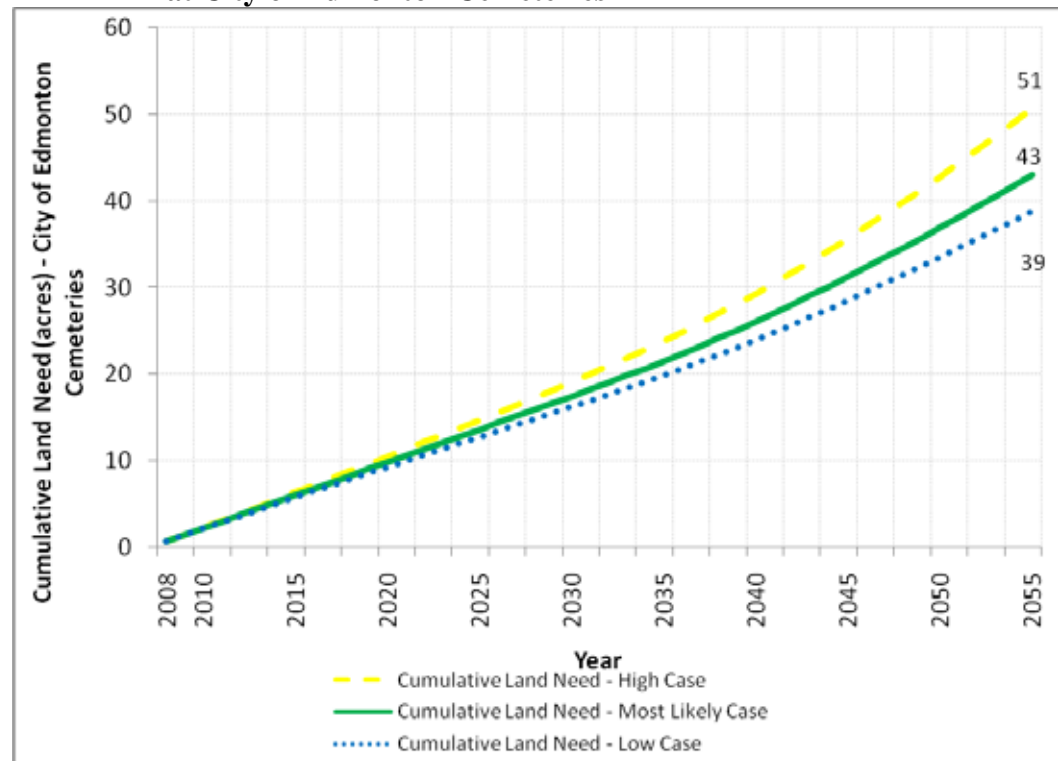


**Fig. 4.6f: Forecast Cumulative Outdoor Niche Sales at Edmonton Cemeteries**



All of the above three disposition alternatives (casket ground lots, cremation ground lots and outdoor columbarium niches) are users of cemetery land. The following graph shows the expected cumulative land need/use (in acres) at City of Edmonton Cemeteries between 2008 and 2055 under each of the three forecast demand scenarios. **It is expected that City of Edmonton Cemeteries will sell/use 43 acres of cemetery land niches between 2008 and 2055.**

**Fig. 4.6g: Forecast Cumulative Land Use/Need (in acres)  
at City of Edmonton Cemeteries**



The following three tables shows the demand case scenarios (Most Likely, High and Low) forecast for the City of Edmonton Cemeteries from 2008 through 2055. It shows lot/niche sales and associated land use as well as the anticipated annual contribution to sales of those lots/niches (in constant 2008 dollars). **Total cumulative land use to 2055 at all City of Edmonton cemeteries is anticipated to be 43 acres (17.4 ha) for all interment types under the Most Likely demand case scenario.**

Table 4.6h: City of Edmonton Cemeteries Most Likely Case Demand Scenario Land Needs/Use

Year	Annual Casket Lot Sales	Cumulative Casket Lot Sales	Cumulative Casket Lot Land Use (Ac.)	Annual Cremation Ground Lot Sales	Cumulative Cremation Ground Lot Sales	Cumulative Cremation Lot Land Use (Ac.)	Annual Niche Sales	Cumulative Niche Sales	Cumulative Niche Land Use (Ac.)	Total Cumulative Land Use (Ac.)	Annual Contribution to Sales (2008 \$)
2008	456	456	0.70	71	71	0.03	73	73	0.02	0.74	\$1,267,247
2009	463	919	1.40	72	143	0.06	75	148	0.04	1.50	\$1,288,784
2010	466	1,385	2.11	74	217	0.09	76	224	0.06	2.26	\$1,300,378
2011	467	1,852	2.83	75	292	0.12	77	301	0.08	3.02	\$1,306,335
2012	467	2,319	3.54	76	368	0.15	78	379	0.09	3.78	\$1,310,112
2013	468	2,787	4.25	77	445	0.18	79	458	0.11	4.55	\$1,316,069
2014	466	3,253	4.97	78	523	0.21	80	538	0.13	5.31	\$1,315,486
2015	465	3,718	5.68	78	601	0.24	81	619	0.15	6.07	\$1,315,806
2016	465	4,183	6.39	79	680	0.27	81	700	0.18	6.83	\$1,317,083
2017	464	4,647	7.09	80	760	0.30	82	782	0.20	7.59	\$1,318,680
2018	463	5,110	7.80	80	840	0.34	83	865	0.22	8.35	\$1,319,000
2019	462	5,572	8.51	81	921	0.37	83	948	0.24	9.11	\$1,318,097
2020	461	6,033	9.21	81	1,002	0.40	83	1,031	0.26	9.87	\$1,315,917
2021	461	6,494	9.91	82	1,084	0.43	84	1,115	0.28	10.63	\$1,319,694
2022	461	6,955	10.62	82	1,166	0.47	85	1,200	0.30	11.38	\$1,322,194
2023	461	7,416	11.32	83	1,249	0.50	85	1,285	0.32	12.14	\$1,323,471
2024	461	7,877	12.03	83	1,332	0.53	86	1,371	0.34	12.90	\$1,325,971
2025	462	8,339	12.73	84	1,416	0.57	86	1,457	0.36	13.66	\$1,329,428
2026	462	8,801	13.44	84	1,500	0.60	87	1,544	0.39	14.42	\$1,331,928
2027	464	9,265	14.15	85	1,585	0.63	88	1,632	0.41	15.19	\$1,340,065
2028	466	9,731	14.86	86	1,671	0.67	88	1,720	0.43	15.95	\$1,345,702
2029	469	10,200	15.57	87	1,758	0.70	89	1,809	0.45	16.73	\$1,356,019
2030	474	10,674	16.30	88	1,846	0.74	90	1,899	0.47	17.51	\$1,370,696
2031	479	11,153	17.03	89	1,935	0.77	91	1,990	0.50	18.30	\$1,385,373
2032	484	11,637	17.77	90	2,025	0.81	92	2,082	0.52	19.10	\$1,400,050
2033	492	12,129	18.52	91	2,116	0.85	93	2,175	0.54	19.91	\$1,421,267
2034	500	12,629	19.28	92	2,208	0.88	95	2,270	0.57	20.73	\$1,444,984
2035	511	13,140	20.06	93	2,301	0.92	96	2,366	0.59	21.57	\$1,472,741
2036	523	13,663	20.86	95	2,396	0.96	97	2,463	0.62	22.43	\$1,503,955
2037	539	14,202	21.68	96	2,492	1.00	99	2,562	0.64	23.32	\$1,545,112
2038	554	14,756	22.53	97	2,589	1.04	100	2,662	0.67	24.23	\$1,581,589
2039	570	15,326	23.40	98	2,687	1.07	101	2,763	0.69	25.16	\$1,620,246
2040	586	15,912	24.29	99	2,786	1.11	102	2,865	0.72	26.12	\$1,658,903
2041	602	16,514	25.21	100	2,886	1.15	103	2,968	0.74	27.11	\$1,697,560
2042	618	17,132	26.16	101	2,987	1.19	104	3,072	0.77	28.12	\$1,736,217
2043	633	17,765	27.12	102	3,089	1.24	105	3,177	0.79	29.15	\$1,772,694
2044	648	18,413	28.11	103	3,192	1.28	106	3,283	0.82	30.21	\$1,809,171
2045	662	19,075	29.12	104	3,296	1.32	107	3,390	0.85	31.29	\$1,843,468
2046	676	19,751	30.15	104	3,400	1.36	107	3,497	0.87	32.39	\$1,873,988
2047	689	20,440	31.21	105	3,505	1.40	108	3,605	0.90	33.51	\$1,906,105
2048	701	21,141	32.28	106	3,611	1.44	109	3,714	0.93	34.65	\$1,936,042
2049	713	21,854	33.36	106	3,717	1.49	109	3,823	0.96	35.81	\$1,962,202
2050	724	22,578	34.47	106	3,823	1.53	109	3,932	0.98	36.98	\$1,986,182
2051	735	23,313	35.59	107	3,930	1.57	110	4,042	1.01	38.17	\$2,013,939
2052	744	24,057	36.73	107	4,037	1.61	110	4,152	1.04	39.38	\$2,033,559
2053	752	24,809	37.88	107	4,144	1.66	110	4,262	1.07	40.60	\$2,050,999
2054	761	25,570	39.04	107	4,251	1.70	111	4,373	1.09	41.83	\$2,073,119
2055	767	26,337	40.21	107	4,358	1.74	111	4,484	1.12	43.07	\$2,086,199

Table 4.6i: City of Edmonton Cemeteries High Case Demand Scenario Land Needs/Use

Year	Annual Casket Lot Sales	Cumulative Casket Lot Sales	Cumulative Casket Lot Land Use (Ac.)	Annual Cremation Ground Lot Sales	Cumulative Cremation Ground Lot Sales	Cumulative Cremation Lot Land Use (Ac.)	Annual Niche Sales	Cumulative Niche Sales	Cumulative Niche Land Use (Ac.)	Total Cumulative Land Use (Ac.)	Annual Contribution to Sales (2008 \$)
2008	478	478	0.73	72	72	0.03	74	74	0.02	0.78	\$1,318,984
2009	485	963	1.47	74	146	0.06	77	151	0.04	1.57	\$1,344,298
2010	490	1,453	2.22	76	222	0.09	78	229	0.06	2.36	\$1,360,252
2011	493	1,946	2.97	78	300	0.12	80	309	0.08	3.17	\$1,374,346
2012	496	2,442	3.73	79	379	0.15	81	390	0.10	3.98	\$1,384,663
2013	497	2,939	4.49	81	460	0.18	83	473	0.12	4.79	\$1,394,397
2014	498	3,437	5.25	82	542	0.22	84	557	0.14	5.60	\$1,400,354
2015	500	3,937	6.01	83	625	0.25	85	642	0.16	6.42	\$1,408,491
2016	501	4,438	6.78	84	709	0.28	87	729	0.18	7.24	\$1,416,948
2017	502	4,940	7.54	85	794	0.32	88	817	0.20	8.06	\$1,422,905
2018	504	5,444	8.31	87	881	0.35	89	906	0.23	8.89	\$1,432,319
2019	504	5,948	9.08	88	969	0.39	90	996	0.25	9.72	\$1,436,096
2020	505	6,453	9.85	89	1,058	0.42	91	1,087	0.27	10.55	\$1,442,053
2021	507	6,960	10.63	90	1,148	0.46	93	1,180	0.30	11.38	\$1,452,690
2022	509	7,469	11.40	91	1,239	0.50	94	1,274	0.32	12.22	\$1,460,827
2023	511	7,980	12.18	93	1,332	0.53	95	1,369	0.34	13.06	\$1,470,241
2024	514	8,494	12.97	94	1,426	0.57	97	1,466	0.37	13.90	\$1,483,058
2025	518	9,012	13.76	95	1,521	0.61	98	1,564	0.39	14.76	\$1,495,555
2026	520	9,532	14.55	97	1,618	0.65	100	1,664	0.42	15.62	\$1,507,469
2027	526	10,058	15.36	98	1,716	0.69	101	1,765	0.44	16.48	\$1,524,326
2028	531	10,589	16.17	100	1,816	0.73	103	1,868	0.47	17.36	\$1,542,780
2029	536	11,125	16.98	102	1,918	0.77	105	1,973	0.49	18.25	\$1,561,234
2030	544	11,669	17.82	104	2,022	0.81	107	2,080	0.52	19.14	\$1,586,228
2031	553	12,222	18.66	106	2,128	0.85	109	2,189	0.55	20.06	\$1,613,402
2032	561	12,783	19.52	108	2,236	0.89	111	2,300	0.58	20.99	\$1,638,396
2033	572	13,355	20.39	111	2,347	0.94	114	2,414	0.60	21.93	\$1,673,707
2034	585	13,940	21.28	113	2,460	0.98	117	2,531	0.63	22.90	\$1,712,101
2035	600	14,540	22.20	116	2,576	1.03	119	2,650	0.66	23.89	\$1,753,632
2036	618	15,158	23.14	119	2,695	1.08	122	2,772	0.69	24.91	\$1,804,203
2037	639	15,797	24.12	121	2,816	1.13	125	2,897	0.72	25.97	\$1,860,037
2038	660	16,457	25.13	124	2,940	1.18	128	3,025	0.76	27.06	\$1,917,148
2039	683	17,140	26.17	127	3,067	1.23	130	3,155	0.79	28.18	\$1,976,119
2040	705	17,845	27.24	129	3,196	1.28	133	3,288	0.82	29.34	\$2,034,133
2041	728	18,573	28.36	132	3,328	1.33	136	3,424	0.86	30.54	\$2,095,604
2042	750	19,323	29.50	135	3,463	1.39	138	3,562	0.89	31.78	\$2,152,395
2043	773	20,096	30.68	137	3,600	1.44	141	3,703	0.93	33.05	\$2,212,589
2044	794	20,890	31.89	139	3,739	1.50	143	3,846	0.96	34.35	\$2,265,923
2045	815	21,705	33.14	142	3,881	1.55	146	3,992	1.00	35.69	\$2,323,034
2046	835	22,540	34.41	144	4,025	1.61	149	4,141	1.04	37.06	\$2,376,688
2047	856	23,396	35.72	147	4,172	1.67	151	4,292	1.07	38.46	\$2,431,299
2048	875	24,271	37.05	149	4,321	1.73	153	4,445	1.11	39.89	\$2,480,273
2049	895	25,166	38.42	151	4,472	1.79	155	4,600	1.15	41.36	\$2,531,427
2050	912	26,078	39.81	153	4,625	1.85	157	4,757	1.19	42.85	\$2,576,041
2051	930	27,008	41.23	155	4,780	1.91	159	4,916	1.23	44.37	\$2,622,835
2052	946	27,954	42.68	157	4,937	1.97	161	5,077	1.27	45.92	\$2,665,269
2053	961	28,915	44.15	159	5,096	2.04	163	5,240	1.31	47.49	\$2,705,523
2054	975	29,890	45.63	160	5,256	2.10	165	5,405	1.35	49.09	\$2,742,320
2055	989	30,879	47.14	162	5,418	2.17	167	5,572	1.39	50.70	\$2,780,394

Table 4.6j: City of Edmonton Cemeteries Low Case Demand Scenario Land Needs/Use

Year	Annual Casket Lot Sales	Cumulative Casket Lot Sales	Cumulative Casket Lot Land Use (Ac.)	Annual Cremation Ground Lot Sales	Cumulative Cremation Ground Lot Sales	Cumulative Cremation Lot Land Use (Ac.)	Annual Niche Sales	Cumulative Niche Sales	Cumulative Niche Land Use (Ac.)	Total Cumulative Land Use (Ac.)	Annual Contribution to Sales (2008 \$)
2008	438	438	0.67	69	69	0.03	71	71	0.02	0.71	\$1,220,453
2009	442	880	1.34	71	140	0.06	73	144	0.04	1.44	\$1,236,727
2010	443	1,323	2.02	72	212	0.08	74	218	0.05	2.16	\$1,242,684
2011	443	1,766	2.70	72	284	0.11	74	292	0.07	2.88	\$1,242,684
2012	442	2,208	3.37	73	357	0.14	75	367	0.09	3.61	\$1,244,281
2013	441	2,649	4.04	73	430	0.17	75	442	0.11	4.33	\$1,242,101
2014	439	3,088	4.71	74	504	0.20	76	518	0.13	5.05	\$1,241,518
2015	437	3,525	5.38	74	578	0.23	76	594	0.15	5.76	\$1,237,158
2016	436	3,961	6.05	74	652	0.26	76	670	0.17	6.48	\$1,234,978
2017	433	4,394	6.71	74	726	0.29	76	746	0.19	7.19	\$1,228,438
2018	431	4,825	7.37	74	800	0.32	76	822	0.21	7.89	\$1,224,078
2019	429	5,254	8.02	74	874	0.35	76	898	0.22	8.60	\$1,219,718
2020	428	5,682	8.67	74	948	0.38	76	974	0.24	9.30	\$1,217,538
2021	427	6,109	9.33	74	1,022	0.41	76	1,050	0.26	10.00	\$1,215,358
2022	426	6,535	9.98	73	1,095	0.44	75	1,125	0.28	10.70	\$1,209,401
2023	425	6,960	10.63	73	1,168	0.47	75	1,200	0.30	11.39	\$1,207,221
2024	424	7,384	11.27	73	1,241	0.50	75	1,275	0.32	12.09	\$1,205,041
2025	425	7,809	11.92	73	1,314	0.53	75	1,350	0.34	12.79	\$1,207,221
2026	424	8,233	12.57	72	1,386	0.55	74	1,424	0.36	13.48	\$1,201,264
2027	426	8,659	13.22	72	1,458	0.58	74	1,498	0.37	14.18	\$1,205,624
2028	427	9,086	13.87	72	1,530	0.61	74	1,572	0.39	14.88	\$1,207,804
2029	429	9,515	14.53	72	1,602	0.64	74	1,646	0.41	15.58	\$1,212,164
2030	432	9,947	15.19	71	1,673	0.67	73	1,719	0.43	16.29	\$1,214,927
2031	437	10,384	15.85	71	1,744	0.70	73	1,792	0.45	17.00	\$1,225,827
2032	441	10,825	16.53	71	1,815	0.73	73	1,865	0.47	17.72	\$1,234,547
2033	447	11,272	17.21	71	1,886	0.75	73	1,938	0.48	18.45	\$1,247,627
2034	454	11,726	17.90	71	1,957	0.78	73	2,011	0.50	19.19	\$1,262,887
2035	464	12,190	18.61	71	2,028	0.81	73	2,084	0.52	19.94	\$1,284,687
2036	475	12,665	19.34	71	2,099	0.84	73	2,157	0.54	20.71	\$1,308,667
2037	488	13,153	20.08	70	2,169	0.87	72	2,229	0.56	21.51	\$1,333,230
2038	501	13,654	20.85	70	2,239	0.90	72	2,301	0.58	22.32	\$1,361,570
2039	516	14,170	21.63	70	2,309	0.92	72	2,373	0.59	23.15	\$1,394,270
2040	529	14,699	22.44	69	2,378	0.95	71	2,444	0.61	24.00	\$1,418,833
2041	543	15,242	23.27	68	2,446	0.98	70	2,514	0.63	24.88	\$1,445,576
2042	556	15,798	24.12	68	2,514	1.01	70	2,584	0.65	25.77	\$1,473,916
2043	570	16,368	24.99	67	2,581	1.03	69	2,653	0.66	26.68	\$1,500,659
2044	582	16,950	25.88	66	2,647	1.06	68	2,721	0.68	27.62	\$1,523,042
2045	595	17,545	26.79	65	2,712	1.08	67	2,788	0.70	28.57	\$1,547,605
2046	607	18,152	27.71	64	2,776	1.11	66	2,854	0.71	29.54	\$1,569,988
2047	618	18,770	28.66	63	2,839	1.14	65	2,919	0.73	30.52	\$1,590,191
2048	628	19,398	29.62	62	2,901	1.16	64	2,983	0.75	31.52	\$1,608,214
2049	638	20,036	30.59	61	2,962	1.18	63	3,046	0.76	32.54	\$1,626,237
2050	648	20,684	31.58	60	3,022	1.21	61	3,107	0.78	33.56	\$1,641,760
2051	657	21,341	32.58	59	3,081	1.23	60	3,167	0.79	34.61	\$1,657,603
2052	664	22,005	33.60	57	3,138	1.26	59	3,226	0.81	35.66	\$1,667,809
2053	671	22,676	34.62	56	3,194	1.28	57	3,283	0.82	36.72	\$1,676,792
2054	677	23,353	35.65	54	3,248	1.30	56	3,339	0.83	37.79	\$1,684,818
2055	684	24,037	36.70	53	3,301	1.32	55	3,394	0.85	38.87	\$1,696,301



## **4.7 CITY of EDMONTON OVERALL CONTEXT DEMOGRAPHIC/LAND USE/NEEDS CONCLUSIONS**

- The **population of the City of Edmonton is both growing *and* aging.**
  - Edmonton's population is expected to grow at an average rate of 1.2% annually to 2055, increasing to 1.9 million by that time.
  - Due to the effect of the Baby Boomers, the **average growth rate for deaths in Edmonton** census metropolitan area **will be 2.3% annually** up to 2055.
    - § This rapid growth becomes most significant starting about 2026 when the effect of the aging "Baby Boomers" will be more pronounced.
- The trend toward increasing consumer preference for cremation will continue.
  - Resulting in **continually rising cremations with a relatively flat number of casket interments.**
  - Casket dispositions are expected to remain relatively flat until 2030 when they are anticipated to rise somewhat as the cremation rate levels off.
- **Total land use in the City of Edmonton is estimated at about 6 acres of cemetery land annually (City of Edmonton Cemeteries use about  $\frac{3}{4}$  acre or about 12.5% of the total cemetery land use per year in Edmonton.).**
  - **It is estimated that total cumulative cemetery land use in Edmonton will be approximately 407 acres by 2055.**
  - **It is estimated that there is about 432 acres of remaining developable cemetery land in the greater City of Edmonton area (including Sherwood Park and St. Albert) sufficient for about 50 years.**

## **4.8 CITY of EDMONTON CEMETERY SPECIFIC DEMOGRAPHIC/LAND USE/NEEDS CONCLUSIONS**

- Cremation dispositions at City of Edmonton Cemeteries are expected to rise at about 0.9% annually to 2055.
  - This reflects a declining share of the cremation market primarily due to the effect of cremation .dispositions that are “lost” from cemeteries.
- Casket dispositions are expected to remain relatively flat until 2030 when they are anticipated to rise somewhat as the cremation rate levels off.
- **Land use** in the seven City of Edmonton Cemeteries currently **totals about ¾ acre (0.3 ha) per year.**
- **Cumulative land use under the Most Likely demand case scenario is anticipated to total about 43 acres (17.4 ha) by 2055.**
  - This will result from the sale of about **26,300 casket lots, 4,400 cremation ground lots and 4,500 columbaria niches.**
  - There are 120½ acres of remaining developable cemetery land in the City of Edmonton Cemeteries.

## 5 PERPETUAL CARE FUND ANALYSIS

### 5.1 INTRODUCTION

The adequacy of the Perpetual Care Trust Fund or PCF is perhaps the largest issue facing those individuals or agencies charged with the responsibility for caring for cemeteries. As opposed to other types of community services, cemeteries have exceptionally long lives. Parks and other recreation areas may be repurposed or removed entirely but cemeteries are tremendously difficult to move or close. This is particularly true in the case of municipal cemeteries which not only provide a service to the citizenry but also act as repositories of local history. Municipalities have a moral obligation to continue to provide these after death care services and maintain this history for their citizens. Maintaining these cemeteries is not without costs and these costs will continue in perpetuity, as long as cemeteries exist.

If any other type of endeavour fails, the associated assets are recycled back into the economy (land, buildings, etc.). However, a cemetery cannot fail in that sense. It will, almost always, be a cemetery. Its care and maintenance will fall to the municipality when its owners are no longer capable of maintaining it. In order to reduce the tax burden upon the citizens required for cemetery care, cemeteries maintain a trust fund, known as a Perpetual Care Fund (heretofore and hereinafter PCF). This trust fund is financed by a contribution from the sale of lots, crypts, niches, monuments and markers. Only the interest may be removed from the fund and used to offset the costs of cemetery care and maintenance. Under current Alberta legislation religious organizations and municipalities are exempt from this requirement. Municipalities are not, however, exempt from the moral, social and cultural responsibility to maintain the cemeteries in their midst.

A PCF allows the burden of perpetual care to be transferred to the end user, the citizen who purchases a lot or other cemetery product. The only determinant of the long term financial sustainability of a cemetery is the adequacy status of its PCF. If the cemetery's PCF is inadequately funded then the cemetery will require municipal tax roll support or some other form of subsidization. **A currently active cemetery may operate with an inadequately-funded PCF (most do, due to the the relatively recent introduction of PCFs as compared to the more than 150 year age of some cemeteries), but it is only deferring its ultimate problems until the available land base is exhausted. If the PCF has not reached adequacy by that time it is doomed to perpetual municipal support as a single entity. Planning for PCF adequacy allows a cemetery, or in this case, the City of Edmonton Cemeteries, to wean itself from municipal support as soon as possible.**

Although municipalities in Alberta are exempt from current legislation that requires other cemetery operators to hold in trust a portion of the sales revenue of each interment right sold, Edmonton's municipal government showed great foresight when starting in 1963, they required the trusting of a portion (approximately 15%) of sales revenue. This money is held in trust and the interest is intended to be used to offset the cost of care and maintenance in the cemetery. The objective of this Perpetual Care Reserve Fund (PCRF), hereinafter referred to by the industry-standard term Perpetual Care Trust Fund (PCF), is that it should be sufficiently large enough that when a cemetery is full and sales cease the interest is adequate to offset the annual maintenance costs in perpetuity. If the PCF is not adequately funded there will be a continuing and growing tax-roll subsidy required of the citizens of the community (if the cemetery is owned and managed by a municipality).

The adequacy status and prospects of a PCF provide the best measure of the future sustainability of a cemetery or cemeteries. This can form the basis for cemetery business and master planning as well as aid in the evaluation of cemetery purchase and new cemetery development, particularly relevant to size of a new land base to achieve PCF adequacy.

**The year-end closing balance of the Perpetual Care Trust Fund (PCF) for City of Edmonton cemeteries at December 31st, 2007 was \$3.65<sup>7</sup> million. Withdrawals to finance maintenance totaled \$281,840<sup>8</sup> in 2007.**

The following Table shows the various factors that impact the PCF's year-end closing balance. Contributions from Revenue refers to that portion of sales revenue that is retained as a contribution to the PCF. In keeping with the provincial legislation applicable to private cemeteries the City Cemeteries have been depositing 15% of the sale prices of ground lots, crypts and columbarium niches to the principal of the PCF. Starting in 2000 annual withdrawals to offset annual maintenance expenses became 100% of the gross annual interest earned.

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<sup>7</sup> City of Edmonton Cemeteries management

<sup>8</sup> City of Edmonton Cemeteries management

**Table 5.1: PCF Year-end Balances, Deposits and Withdrawals**

<u><b>Year</b></u>	<u><b>Contributions from Revenue</b></u>	<u><b>Interest Earned</b></u>	<u><b>Withdrawal for Maintenance Expense</b></u>	<u><b>Closing Balance</b></u>
<b>1998</b>	\$114,820	\$219,965	\$200,000	\$2,482,031
<b>1999</b>	\$125,082	\$149,000	\$149,000	\$2,607,113
<b>2000</b>	\$196,312	\$201,473	\$201,473	\$2,803,425
<b>2001</b>	\$135,405	\$181,322	\$181,322	\$2,938,830
<b>2002</b>	\$146,664	\$129,454	\$129,454	\$3,085,494
<b>2003</b>	\$115,706	\$148,369	\$148,369	\$3,201,200
<b>2004</b>	\$138,363	\$178,283	\$178,283	\$3,339,563
<b>2005</b>	\$78,354	\$417,324	\$308,023	\$3,527,218
<b>2006</b>	\$229,533	\$138,433	\$247,182	\$3,648,002
<b>2007</b>	\$114,581	\$281,840	\$281,840	\$3,762,583

Source: City of Edmonton staff

**Table Notes:**

- Starting in 2000, all of the interest earned has been assigned directly to offset operational expenses.
- Interest Earned in 1998 includes \$19,965 Interest Kept in Reserve
- 2005 Interest Earned includes \$109,301 itemized as Interest Earned in addition to \$308,023 directly transferred to operational accounts
- 2006 Interest Earned includes a debit of \$108,749 itemized as Interest Earned against the \$247,182 directly transferred to operational accounts

While a cemetery is in an active selling mode the costs of care and maintenance are borne largely by the revenue from the sale of cemetery products and services. This also contributes to capital growth in the PCF through contributions from sales. Most cemeteries established before Perpetual Care Trust Funds were first required (1963 in Alberta) have inadequately funded PCFs.

Historically, interment rights fees have been too low to offset implications of PCF shortfalls. **It is imperative that tariffs for services and facilities be reviewed and raised appropriately annually.** City Cemeteries' staff should establish and identify the need to reflect the **"real cost"** of doing business in their cemeteries in determining their respective price structures. As costs must fluctuate annually due to the imperatives of costs and inflation it is important that the cemeteries have the ability (i.e. appropriate bylaw and tariff structure) and authority (regulatory autonomy) to maintain currently appropriate fee structures.

**When the future financial viability of cemeteries is considered, the single most important aspect is the adequacy of the PCF.** It is imperative to understand that once a cemetery has reached a "sold out" position and is no longer performing interments its only source of income, without tax subsidies (for municipal cemeteries) or charitable donations, is its PCF.

## 5.2 PERPETUAL CARE COSTS

Perpetual care costs are those costs incurred in maintaining the cemetery and its infrastructure. This includes landscaping costs as well as maintenance for structures, roads and irrigation systems. Also included is that portion of the administrative overhead necessary to support the maintenance effort.

The costs associated with the offering and sale of cemetery products and services are not included in the care and maintenance expense. These typically are opening and closing costs (i.e. interments, disinterments, inurnments, scatterings, etc.) as well as the costs associated with memorialization (i.e. foundations, monuments and tree, memory stone and bench dedications). Also among these costs are the sales and associated administrative expenses for cemetery products and services.

It has been estimated by City Cemetery staff that **annual perpetual care maintenance expense** is the sum of 100% of the annual horticultural expense (\$440,993 in 2007), 100% of the annual restoration expense (\$65,613 in 2007) and a pro-rated 20% of the annual operations expense (\$272,934 in 2007) for a **total of \$779,540 per year**. This assumes that there are no other lifecycle capital upgrade expenses related to the repair/replacement of cemetery infrastructure such as roads, signs, buildings, irrigation systems, etc. This infrastructure is currently maintained by other City departments and does not impact the cemeteries' budget. Although not included in this current analysis the true costs of perpetual care and maintenance should include the lifecycle maintenance expenses associated with the necessary cemetery infrastructure.

The seven City cemeteries have a total of about 238 acres of land of which about 118 is currently developed. Of the remaining 121 acres of undeveloped land approximately 25 acres are maintained (with somewhat less effort) at about 50% of the cost per developed acre then the **annual perpetual maintenance cost** per developed acre (equivalent) may be calculated at **\$5,741 per developed acre** equivalent per year. **If the full 238 acres were developed today the annual cost for perpetual care and maintenance would be about \$1,400,000.** This cost (in 2007 dollars) is anticipated to rise with inflation.

## 5.3 REMAINING DEVELOPABLE LAND INVENTORY

The following Table shows the total developed and undeveloped acreage at the seven City cemeteries. There are currently about 118 acres of developed land at the City cemeteries. There also exists 121 acres of undeveloped land. That land, although currently undeveloped for cemetery purposes, is being maintained at a basic park level.

**Table 5.3: Developed and Developable Acreage  
at City of Edmonton Cemeteries**

<b>Cemetery</b>	<b>Developed Acreage</b>	<b>Remaining Undeveloped Acreage</b>	<b>Total Acreage</b>	<b>Remaining Developable %</b>
<b>Beechmount</b>	44.5 ac.	0.0 ac.	44.5 ac.	0 %
<b>Edmonton</b>	27.0 ac.	0.0 ac.	27.0 ac.	0 %
<b>Mount Pleasant</b>	19.0 ac.	0.0 ac.	19.0 ac.	0 %
<b>Northern Lights</b>	8.5 ac.	71.5 ac.	80.0 ac.	89 %
<b>South Haven</b>	13.0 ac.	46.0 ac.	59.0 ac.	78 %
<b>Little Mountain</b>	3.0 ac.	2.0 ac.	5.0 ac.	40 %
<b>Clover Bar</b>	2.5 ac.	1.0 ac.	3.5 ac.	29 %
<b>Total</b>	<b>117.5 ac.</b>	<b>120.5 ac.</b>	<b>238.0 ac.</b>	<b>51 %</b>

Source: City of Edmonton Cemeteries staff

It is important to note that not all of the undeveloped acreage is “developable”. Some of it is unsuitable for cemetery purposes due to slopes, environmental constraints and right of way limitations.

When all of the land is developed and sold it is critical that the PCF have adequate funds invested so that the interest is sufficient to offset the annual perpetual care and maintenance expense as well as retaining a portion large enough to offset the effects of inflation. At current rates, the cost to maintain the entire area of the seven City of Edmonton cemeteries (if they were fully developed and sold) would be about \$1,400,000 (in 2007 dollars).



## 5.4 PERPETUAL CARE COST COVERAGE

Currently, the City of Edmonton cemeteries receive the total annual interest generated by the PCF principal to offset annual care and maintenance expenses. No portion of the interest is retained to offset the effects of inflation on the principal. **In 2007 the withdrawal from the PCF for maintenance expenses was \$281,840. This amounted to about 36% of the total perpetual care costs of \$779,540.**

This shortfall in the PCF withdrawal occurs as a result of two factors; insufficient capital in the PCF and low interest rates. The latter, is only partially controllable with a careful investment strategy that will allow for capital growth in the PCF as well as interest income. The former is subject to planning and strategic positioning to ensure ultimate adequacy in the PCF. With careful and judicious planning, the current developable land when fully sold will provide adequate sales to ensure that the PCF is sufficiently funded to support the continued maintenance of the City cemeteries in perpetuity without burdening the taxpayers.

## 5.5 INFLATIONARY EFFECTS

In order to fully cover the cost of maintenance at City of Edmonton cemeteries the PCF must maintain an income that keeps pace with inflation. This may be effected by retaining a portion of the annual income equivalent to annual inflation in the principal. The **“real rate of return” (RROR)** is that portion of the interest earned that is left after annual inflation is subtracted.

For example, if the PCF earns 5% annual interest and inflation is 2% then that 2% would be retained in the fund (causing the principal to grow) and the withdrawal would be the remaining 3% ( $5\% - 2\% = 3\%$ ). The RROR would thus be 3%. **Further discussion of the PCF income will be in real terms (i.e. after the effects of inflation have been removed). This allows calculation of the principal that would be necessary to adequately fund the PCF.**

City of Edmonton financial staff have been successful in maintaining a relatively high rate of return even in the current climate of low investment returns. When the effects of inflation are removed from the imputed interest rates it is apparent that the real return has been positive with the exception of one year (2003) in the last 10 years as shown in the following **Table 5.5a.**

**Table 5.5a: PCF Interest Rates and Inflationary Effects**

<b><u>Year</u></b>	<b><u>Imputed Interest Rate</u></b>	<b><u>Edmonton Inflation Rate (CPI)</u></b>	<b><u>Real Rate of Return</u></b>	<b><u>Year Over Year Growth in PCF Principal</u></b>	<b><u>Real Growth in the PCF Principal</u></b>
<b>1998</b>	9.4%	0.9%	8.5%	5.74%	4.82%
<b>1999</b>	6.0%	2.3%	3.7%	5.04%	2.76%
<b>2000</b>	7.7%	3.3%	4.4%	7.53%	4.23%
<b>2001</b>	6.5%	2.2%	4.3%	4.83%	2.67%
<b>2002</b>	4.4%	3.0%	1.4%	4.99%	2.03%
<b>2003</b>	4.8%	5.3%	-0.5%	3.75%	-1.58%
<b>2004</b>	5.6%	1.0%	4.6%	4.32%	3.31%
<b>2005</b>	12.5%	2.1%	10.4%	5.62%	3.54%
<b>2006</b>	3.9%	3.1%	0.8%	3.42%	0.33%
<b>2007</b>	7.7%	4.8%	2.9%	3.14%	-1.69%
<b>Average</b>	<b>6.8%</b>	<b>2.8%</b>	<b>4.1%</b>	<b>4.8%</b>	<b>2.0%</b>

Source: City of Edmonton Cemeteries staff

It should be noted however, that all of the above-noted growth in the PCF has come from contributions from sales as all of the interest has been withdrawn annually. Between year-ends 1997 and 2007 the PCF principal grew by \$1,415,337<sup>9</sup>. Dividing by the approximately 7½ acres of cemetery land that were sold during that period<sup>10</sup> results in a PCF contribution of about \$188,712 per acre. As shown in the subsequent **Section 5.6.2.1** this is almost enough to finance the perpetual care of the land sold. Unfortunately, as all of the annual interest is withdrawn this amount will be inadequate in the future as inflation erodes the buying power of the principal.

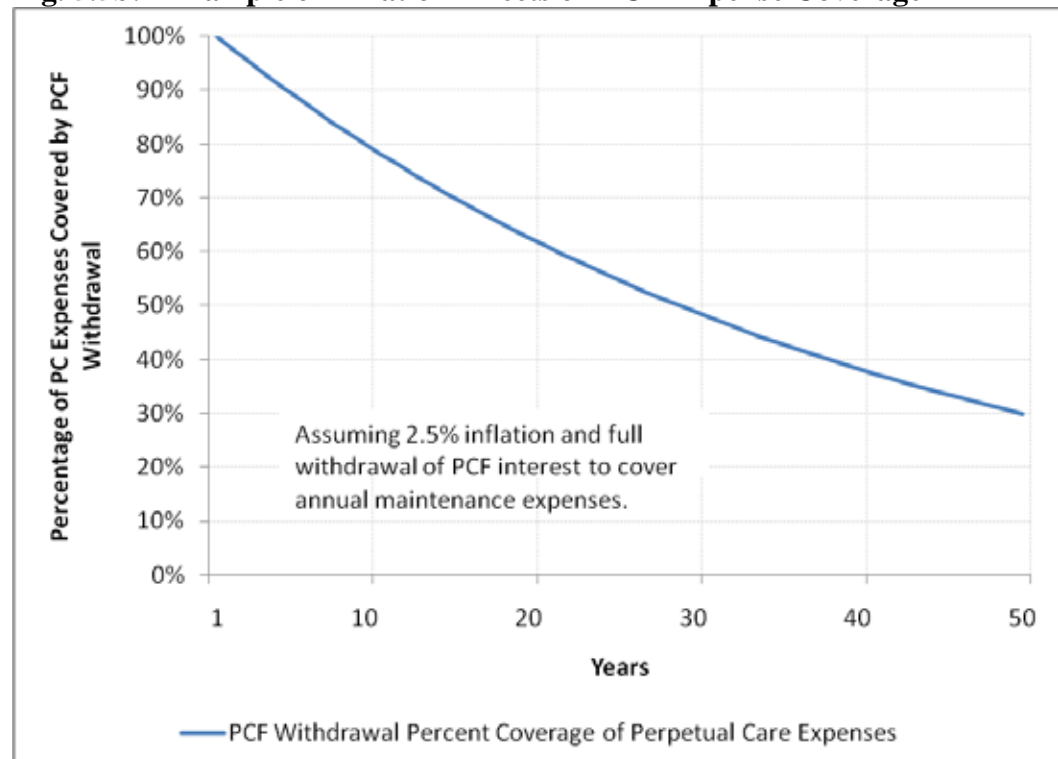
**Retaining interest income adequate to offset the effects of inflation in the principal of the PCF ensures that the interest income grows each year sufficiently to offset the cumulative effects of inflation on the perpetual care costs.** If this is not done, the PCF will continue to fall farther below adequacy as inflation drives maintenance expenses ever higher.

<sup>9</sup> Year-end PCF balance in 2007 \$2,347,246; in 2007 \$3,762,583.

<sup>10</sup> City of Edmonton Cemeteries average about ¾ acre land sold/used each year.

As an example, the following graph shows the extent to which inflation cuts into the buying power of the PCF income. It assumes that the PCF principal is raised to reach adequacy (in year 1). At that point all of the annual interest is removed to fund the annual maintenance costs and it is just adequate. As none of the interest is retained to grow the principal, the same amount (in nominal terms) is available each year. Each year, inflation causes the annual maintenance expenses to rise. In this example inflation is assumed to be 2.5%. It may be seen that within 30 years less than one half (50%) of the annual maintenance costs are covered by the interest earned on the PCF. The amount covered will continue to decrease as time passes. If continued coverage of the maintenance expenses is desired it is imperative that a portion of interest equal to annual inflation be retained each year to maintain the principal against the effects of inflation.

**Fig. 5.5b: Example of Inflation Effects on PCF Expense Coverage**



Although the PCF principal has been growing in real terms at an average rate of 2.0% annually over the last ten years *all* of this growth has come from the sale of new lots and niches. It is critical to understand that, as all of the annual interest has been withdrawn each year, the principal that has existed in the PCF has been subject to the effects of inflation. In other words, the principal that has been deposited each year has not grown as the interest on it has been removed each year.

In the last ten years (from 1997 to 2007) the effect of inflation as measured by the Consumer Price Index (CPI) in Edmonton has reduced the purchasing power of each \$1,000 at year-end 1997 to \$760 at year-end 2007. Translated into actual values the \$2,347,246 principal that existed at year-end 1997 now has purchasing power of \$1,782,988 (in 1997 dollars). Consequently, the existing portion of the PCF (that part related to the prior sale of land) is less able to support its perpetual maintenance than it was ten years ago.

It is recommended that the City of Edmonton retain in the PCF principal a portion of the annual interest generated equal to the rate of inflation. Only that return that is greater than the rate of inflation should be withdrawn to offset the annual maintenance costs.

In practical terms, this is achieved by retaining in the PCF principal that portion of the annual interest that is equal to the local rate of inflation. For example, if the PCF achieves a nominal return of 7% on the principal that existed in the fund at the beginning of the year and Edmonton's inflation rate was 2.5% during that year then 2.5% would be retained in the principal (to maintain purchasing power) and the balance of 4.5% interest would be removed to finance care and maintenance expenses.

## 5.6 PERPETUAL CARE FUND (PCF) ADEQUACY

### 5.6.1 PCF Capital Requirements

Given the current PCF balance of \$3.6 million and anticipated annual cost of \$780,000 (in constant 2007 dollars) for the *currently-developed land* when PCF adequacy is reached, the following table (**Table 5.6**) shows the capital required in the PCF in order to fully finance that maintenance expense. As shown in the table, the amount of principal required in the fund is very sensitive to the RROR on invested capital. Note also that the indicated shortfall is not a current issue and will not become a current issue until there is no more land to sell at the City

cemeteries. This issue is one whose future impact may be mitigated by current planning for future adequacy in the PCF.

**Table 5.6: Sensitivity of PCF Principal Required\* at Various Rate of Return**

<b>Real Rate of Return (RROR)</b>	<b>PCF Required* (\$millions)</b>	<b>Current PCF Shortfall (\$millions)</b>
1%	\$78.0	(\$74.4)
2%	\$39.0	(\$35.4)
3%	\$26.0	(\$22.4)
<b>4%</b>	<b>\$19.5</b>	<b>(\$15.9)</b>
5%	\$15.6	(\$12.0)
6%	\$13.0	(\$9.4)
7%	\$11.1	(\$7.5)
8%	\$9.8	(\$6.2)

\* This refers only to the 121 acres of cemetery lands *currently* developed. When all 238 acres are fully developed the PCF requirement will be almost *twice* as much.

**If the PCF is able to continue to achieve a 4% real rate of return (RROR),** then the PCF needs a principal of \$19.5 million (in constant 2007 dollars) in order to fully offset the *current* annual maintenance expense. Under this scenario **and with the current balance at \$3.6 million there is a need for an additional \$15.9 million (2007 dollars) to add to the principal.** This does not include the amount required for the as-yet undeveloped land. **When all of the 238 acres of land belonging to the City of Edmonton Cemeteries is fully developed and sold there will be a need for a total of \$1.4 million (in constant 2007 dollars) annually for perpetual care maintenance. This annual expense will require a total PCF balance of \$34.7 million (in constant 2007 dollars assuming a 4% real rate of return).** Any improvement to the PCF rate of return will result in a reduction of the time required to reach adequacy in the fund while deterioration of the real rate of return will extend the time (and land) required.

This current shortfall in the PCF will be offset by the contribution from the sale of ground lots (casket and cremation) as well as niches and monuments/markers. It is important that the contribution from the sale of the remaining acreage contribute sufficient funds to ensure an adequately-funded PCF. The following section examines the contribution to the PCF from the sale of ground lots which are the largest consumer of cemetery land.

## 5.6.2 Perpetual Care Fund Contribution

### 5.6.2.1 Casket Lots:

Casket lot average price<sup>11</sup> x PCF contribution rate: \$2,180 x 15% = \$327

At an average lot yield of 650 graves per acre each acre of casket lots contributes \$212,550 to the PCF. **At an average annual maintenance expense of \$5,741 per acre and assuming a conservative 3% RROR the PCF required to support one acre's care and maintenance expense is \$191,367<sup>12</sup>.** It must be noted that the average price is skewed towards the higher priced casket lots in the "premium" historic cemeteries (Beechmount, Edmonton and Mount Pleasant), all of which have limited inventory remaining and little development potential. As the number of those lots declines then the average price will also decline towards the level of the other "secondary" cemeteries (Northern Lights, South Haven, Little Mountain and Clover Bar).

The PCF contribution from those cemeteries is clearly inadequate. This problem is most notable in the lower-priced graves in the cemeteries, specifically, flat marker and upright monument regular graves as well as premium flat marker graves in the "secondary" cemeteries. These graves range in price from \$1,059 to \$1,263, all of them priced less than the \$1,473 that is required to adequately fund the PCF for a standard-sized grave lot<sup>13</sup>. In other words, every lot<sup>14</sup> that is currently being sold in those cemeteries is increasing the City's liability for future cemetery care and maintenance.

Using the average casket lot price at "secondary" cemeteries and the current 15% PCF contribution rate results in an average PCF contribution of (\$1,200 x 15% =) \$180. At that price and contribution rate, each acre of casket lot land sold in the "secondary" cemeteries generates \$117,000 against the \$143,525 required at the current 4% real rate of return. This 23% shortfall will result in an ever-increasing demand for alternate sources of revenue to offset perpetual care maintenance costs.

It is recommended that the City of Edmonton increase the average price of casket lots in Northern Lights, South Haven, Little Mountain and Clover Bar Cemeteries to \$1,963.

<sup>11</sup> Based upon a mix of prices ranging from \$1,059 to \$3,650 per lot (2008 prices). This average reflects the higher prices at the 'premium' historic cemeteries.

<sup>12</sup> The required PCF contribution per acre at the recent 4% real rate of return is \$143,525.

<sup>13</sup> Assuming the current 4% real rate of return and a 15% PCF contribution rate.

<sup>14</sup> Excepting premium upright marker lots.

If the City wishes to eliminate the existing PCF shortfall by 2055 then the PCF contribution needs to be increased. This may be effected by one or (a mixture of) two means. If there is no price increase in real terms (i.e. prices are only raised to offset the effects of inflation) then an increase of the PCF contribution rate to 26% will result in PCF adequacy by 2055. Alternately, if the PCF contribution rate is maintained at the current 15% rate then prices must be raised by 74% immediately (with annual inflationary increases) in order to achieve PCF adequacy by 2055.

It is recommended that the City of Edmonton Cemeteries raise the PCF contribution rate to 25% of the sale price of lots, niches and crypts. This will allow the PCF to achieve fiscal adequacy by 2055 (48 years).

**Casket lots are the constraining factor in cemetery development as they consume the majority (approximately 93% in the forecast sales mix) of cemetery land.**

The calculation for cremation lots is similar to the above.

### **5.6.2.2 Cremation Lots:**

Cremation ground lot average price<sup>15</sup>:  $\$1,277 \times 15\% = \$192$

Cremation lot yields may reach 2,500 lots per acre over small areas which would result in a PCF contribution of \$480,000 to the PCF. Under the same assumptions as above each new acre of cremation lots therefore contributes \$185,725 to the existing shortfall in the PCF. This yield is neither sustainable over large areas nor able to be sold in large quantities due to demand constraints. It does indicate that the pricing structure of cremation ground lots is adequate in order to fund the PCF adequately.

### **5.6.2.3 Columbaria Niches:**

Outdoor columbarium niche average price<sup>16</sup>:  $\$2,110 \times 15\% = \$317$

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<sup>15</sup> 2008 City of Edmonton Cemeteries price list

<sup>16</sup> Average sale price City of Edmonton 2008 Cemeteries price list



Columbaria niches (and their associated cremation gardens) may achieve yields of 2,175 per acre (or greater) resulting in a contribution of \$689,475 per acre over confined areas. This is not recommended as desirable in large geographic scale as that sort of density may be achieved over small physical areas more comfortably and appealing to visitors and purchasers alike. Columbaria niches do contribute significantly to the PCF.

### **5.6.3 Land Use versus PCF Contributions**

The forecast average sales mix anticipates about 93% of land use going to casket lots, 4% to cremation ground lots and 3% to columbarium niches and gardens. Under the anticipated lot/niche yield and expected sales mix each newly-developed acre will yield overall about \$237,556 in contributions to the PCF. Given the current maintenance costs (and expected return on invested PCF funds) each acre will require approximately \$143,525 in PCF principal to support its maintenance. This leaves a balance of about \$94,031 per acre sold to offset the existing shortfall in the City of Edmonton Cemeteries' PCF.

**If the current price structure and PCF contribution rate is maintained it will take about 126 years and the sale of 169 acres of cemetery land for the City of Edmonton Cemeteries' PCF to achieve self-sufficiency** on a progressive basis (i.e.: no top ups). This exceeds the currently available 121 acres of developable land remaining at City Cemeteries.

**If the PCF contribution rates are raised minimally to 25% of the selling price of ground lots and niches then the land need is reduced to 63 acres and the time required until 2072.** Increasing the PCF contribution rate without also raising fees/tariffs will result in a direct reduction in current cash flow (about 12%) although that will be returned over the longer term in the form of annual PCF withdrawals.

It is recommended that the City of Edmonton Cemeteries review and revise cemetery fees and tariffs annually to maintain pace with inflation.

## **5.7 PCF CONCLUSIONS**

The City of Edmonton Cemeteries currently receive mil rate tax support. This is primarily due to an inadequately funded PCF (also known as a Perpetual Maintenance Reserve). If the mil rate tax support should cease before the PCF is

adequately funded then the PCF will be depleted and cemetery maintenance will suffer ... likely resulting in a public backlash against inferior site conditions.

The previously noted \$15.9 million current shortfall will not become an issue until and only if the City decides to stop further development of cemetery lands. As long as the cemetery is actively selling products and services there will be income to offset current and future care and maintenance expense. When development ceases then so will that offsetting income. If the PCF is inadequately funded at that point then the requirement for tax roll subsidy of cemetery maintenance will be growing forever.

The City of Edmonton Cemeteries currently withdraw all of the annual interest generated by the PCF principal for the purpose of financing cemetery maintenance. It is recommended that a portion of the annual interest equal to the annual inflation rate be retained in the PCF principal. This will help to ensure that the PCF maintains its purchasing power parity against the ravages of inflation.

It is recommended that the City of Edmonton Cemeteries:

- Raise the average price of casket lots to \$1,963 at Northern Lights, South Haven, Little Mountain and Clover Bar Cemeteries.
- Raise the PCF contribution rate minimally to 25% of the sale price of lots, crypts and niches.
- Retain a portion of the annual interest equivalent to the rate of inflation in the PCF principal.
- Maintain prices annually to keep pace with inflation.

Following these practices will allow the PCF to achieve adequacy by 2055 which will then eliminate the need for municipal operational support.

**The good news is that the longer cemetery sales go on, the more contributions to the PCF there are and the closer the cemeteries will come to PCF adequacy. As noted above, PCF self-sufficiency is projected to be reached by 2055 if the prices and contribution rates are raised as recommended.**

## 6 CEMETERIES MASTER PLAN

### 6.1 MASTER PLAN INTRODUCTION

The overall goal of this document is to develop an overview physical Master Plan for the seven (7) City of Edmonton cemeteries within attainable budgetary and chronological circumstances. Given the currently underfunded PCF, the plan will allow for the eventual achievement of adequacy in the PCF. The demand/land needs analysis indicates that the actual total annual land use at the City of Edmonton Cemeteries is about  $\frac{3}{4}$  acre per year. It is important that development of “finished” sales inventory stay in advance of actual sales in order to allow for a wide range of sales options for consumers.

The following sections show typical feature designs to illustrate potential development possibilities. These features are not yet developed at City of Edmonton Cemeteries.

### 6.2 MASTER PLAN

Each of the seven (7) City of Edmonton Cemeteries will be examined in turn in order to outline their strategic plans. They are conveniently grouped into three (3) categories; **Heritage properties**, **Primary properties** and **Neighbourhood properties**.

Generically, all of the City’s Cemeteries need a clear and distinctive “corporate” identity – reinforcing not only each cemetery’s presence in the urban fabric but the ownership connectivity to the City itself. Reinforcement of these special facilities and services “in the community”, “for the community” and “by the community” can perhaps be best captured most cost effectively through appropriate use of identification signs (and entry features) which reflect a strong “sense of place” and the City’s corporate culture/brand. Superior design should provide a timeless appearance and be of image enhancing construction materials. Identity signs should be lighted to afford a visual presence 24/7, year round, year to year. It is a well conceived signage system that specifically adheres to the old adage “first impressions” (should be best impressions). In fact, a comprehensive, well-designed signage hierarchy will carry this impression throughout the City’s Cemeteries for identification signs, informational signs, regulatory signs, etc. including but not limited to section markers.

Entry treatments must be for the most part standardized, entirely upgraded as City of Edmonton “brand” and consistent to a reasonable degree for all properties.

It is imperative the City provide Administration/Sales facilities at the very least at Northern Lights **and** South Haven. Since some level of Administration/Sales offices exist at Beechmount and Mount Pleasant Cemeteries currently those facilities should remain as satellite “sales” locations for as long as saleable inventory can be squeezed out of these cemeteries. Ultimately, the Beechmount offices should be considered for conversion to (or replacement by) a community indoor columbarium facility – still leaving the Administration/Sales functions for these two cemeteries as a component of Beechmount’s converted facilities.

The offices at Mount Pleasant would then fully convert to more niche facilities and/or accessible public washroom facilities.

It is also imperative that a full range of trend-matching interment/memorialization options be provided at all City of Edmonton Cemeteries as long as opportunities for same exist.

### **6.2.1 Heritage Properties**

The **three (3) Heritage Property cemeteries (Beechmount, Edmonton and Mount Pleasant)** are characterized by their long histories, central locations and lack of development lands. They have deep historical roots in the community which combined with their constrained sales inventory allows for a premium price for remaining products and services. Consequently, any development undertaken in these cemeteries is likely to have a greater return on investment than similar development in the other cemeteries.

Opportunity exists at these cemeteries for marketing endeavours to increase public traffic, awareness and ultimately the cemeteries’ bottom lines. Any development at these properties will have a high direct return due to the premium prices that will be attached. Furthermore, increased traffic and awareness of the “Heritage Properties” will also facilitate marketing of the “Primary Properties” in a synergistic fashion.

### **6.2.1.1 Beechmount Cemetery**

This historic property was the City's first under its own development initiative some 104 years ago. While it appears "maxed out" in terms of sales inventory prudent recovery of space can take place and afford some opportunities for both casket and cremation dispositions. Saying this, Beechmount does have opportunities to create 550± casket lots through careful road closures and its current "works yard" area in the cemetery's northeast corner.

Considering tariffs which should be charged for their "historical" lots (and even for the services themselves – i.e. opening/closing, special lot maintenance requirements, etc.) revenue can be significant despite the limited "sales" inventory. It should be noted that there are operational conditions in the heritage cemeteries that require more effort to complete tasks when compared to the newer cemeteries.

However, given the restrictive operative space on these grounds and the consumer interest in this choice of final disposition, cremation facilities would provide easier operative circumstances and optimum revenues/profits would best be realized by creating only cremation disposition amenities.

As cremation choice continues to grow, areas identified as potential interment areas need careful assessment for the varied options attainable for this market "niche". Higher interment yields per square metre can yield greater revenues ultimately extending the "saleable lifespan" at Beechmount. Currently however, land demand/need is overwhelmingly skewed toward casket lots. Putting in too great an inventory of cremation facilities may only delay the sale and concomitant revenue from the remaining land.

This same opportunity for cremation disposition/memorialization prevails for the City's other heritage properties" as well.

Signage and entry treatment are required and a sound barrier style screen should be erected along the northern property boundary.

### **6.2.1.2 Edmonton Cemetery**

This historic property is bisected by busy 107<sup>th</sup> Avenue. Only the north half of the property offers any chance for a stretch of cemetery road for recovery for interment facilities. Like Beechmount, any such development consideration should lean toward cremation disposition amenities.

The cemetery needs City “branding” to enhance community association of this sacred ground as City owned and managed.

One section of cemetery road should be assessed in detail for closure and subsequent development for interment purposes ... the highest probability for revenue gains and an extended “lifespan” for active sales at this heritage property would be to develop this area as “Memory Lane Cremation Garden”.

Entry treatment / site identification signs should be provided and a sound barrier type wall should be considered along the northern boundary

### **6.2.1.3 Mount Pleasant Cemetery**

They are nominal, but opportunities to expand cremation options exist on site, including the second storey facilities of the “Heritage Indoor Columbarium”. Again this heritage site has both upgrading site aesthetic/signage needs and somewhat limited but high tier priced cremation facilities ‘sales inventory’ opportunities. Revenue streams potentials are worth the investment. Barrier-free access is imperative for the second storey of the “Heritage Indoor Columbarium” and can be achieved.



### **6.2.2 Primary Properties**

The **two (2) Primary Property cemeteries (Northern Lights and South Haven)** are characterized by their locations near the periphery of the City and abundant developable land. These are the cemeteries that will be receiving the bulk of the City Cemeteries demand for cemetery products and services in the forthcoming years. These cemeteries will require the largest portion of the development effort and have sufficient developable land to provide cemetery sales inventory for over 50 years.

The relative “newness” of these properties, their physical characteristics, geographic locations and land-based assets represent Edmonton Cemeteries’ opportunity to really create their “brand” within the greater community. Relatively undeveloped, they are salvageable in the overall context of enhanced site aesthetics, facilities provided and functionalities, from both management’s and the visitor’s perspectives. They represent Edmonton’s chance to be community-recognized and acknowledged as valuable community assets meeting this special community need.

### **6.2.2.1 Northern Lights Cemetery**

Northern Lights is better positioned by far than South Haven both from its existing natural/physiologic site features and its man-made facilities thus far created.

Northern Lights has an impressive architectural feature (currently obscured by trees) rescued from the demolition of a local Royal Canadian Legion branch. This bas-relief should have been a focal point in the cemetery. Instead only “side views” can really be capitalized on of this visual, cultural and historical asset. It is otherwise entirely unfortunate subsequent careless landscape treatment obscures the real potential impact of this military art piece within the Northern Lights setting. Trees blocking visual access are apparently “donated in memoriam” making it a very sensitive issue to relocate the trees to better enhance the setting of this dramatic and historic wartime iconography.

#### **Physical/Visual Access**

Both vehicular and visual access are key aspects to any successful cemetery property. Like any good funeral home property it must have location, location and location ... and that means primarily from a fundamental marketing perspective/premise, EXPOSURE to the public. This property has it! ... then ignored it in its opening development endeavours ... in fact screened its presence/exposure to the passing public by developing the first section off Campbell Road vs. off St. Albert Hwy and then planted trees to further screen the site from Campbell Road. Fortunately, almost 1,000± feet (300m) of “Northern Lights” frontage exists along St. Albert and the cemetery lands along this wonderful exposure lie effectively unspoiled to date.

**The first phase of this property’s next expansion** must be accessed off this important traffic artery if at all possible. (At the very least; right hand turns in – north bound/right hand turns out – north bound) ... although it appears southbound left turns into and out of the property may be feasible.

**Concept One** illustrates a key focal point, “**Northern Lights Cremation Garden**”, featuring an iconic sculptural form of light sensitive glass of special construction – one which glows and changes like the very phenomenon the Cemetery is named for. This special feature would have huge visual and site association appeal. Its appearance would be dramatic in both daylight or by night lighting.

Reflecting on meshing City Cemetery staffer, Terry Wight's corporate sponsorship ideas with proposed development concepts it may well behoove the City to advance sales on a 'Lottery' basis to gain top investment in the shortest time period for those who may want in on purchasing a lot, niche etc. in the **"Northern Lights Cremation Garden"** ... like any good "real estate" developer would do (and a cemetery should be considered as a very special real estate development), the City would be advised to only "release" portions of the garden over time to realize the best price tiering impacts over time.

#### **Admin/Sales Complex**

Located not far from the highway would be the new **Admin/Sales Complex** offering community needs beyond the pre-need/after death care services normally associated with a cemetery's sales operation.

**"Northern Lights Community Meeting Room(s)"** would be available to afford Edmonton Cemeteries first hand opportunities to create and/or enhance **partnership alliances** with citywide Funeral Homes to familiarize the interested public at large with "all about...." activities surrounding funeral home services, cemetery services and amenities, grief counselling, special celebrations on the cemetery grounds, i.e., Father's Day, Mother's Day, Remembrance Day, the first day of Spring, Christmas, and many, many other programmable activities that bring clients and potential clients back to a place they feel good being at, comfortable in and with the people who are dedicated to such services ... the City staff, enhancing these special needs inherent with most everyone but not typically collectively provided at such an important, enduring, caring and community based environment.

In addition, barrier free public washrooms would be available to the visiting public for their comfort.

#### **Amenity Sponsorships**

Private Corporate sponsors could be encouraged to buy into funding the **"Northern Lights"** sculptural centerpiece – most particularly those associated with oil/gas resources (both upstream "production" and downstream "refining") in the land of the northern lights.

Terry Wight's (of Edmonton Cemeteries) Aug. 16, 2007 memorandum touches on some excellent concepts. The logistics would need careful review at the detail design/implementation phases, but this consultant wholeheartedly endorses the spirit and intent in which Terry has tabled these ideas (see Appendices) *(Consultant's note: unless Plots 1-30 at Edmonton Cemetery **are** multiple grave*

*plots the spatial allocation provided by only 30 single lots (or plots) would not realistically generate the revenues suggested by Terry ... but that is not to disregard this highly otherwise attainable concept. This needs serious review for both the City's Northern Lights and South Haven properties).*

Corporate Sponsors or even various interested community groups, if shown **“The Plan” and schematic concepts with “their name on it”** ... (an approach this consultant has garnered success with and for other clientele receiving such funding) very often will buy into funding features or garden areas at a cemetery. Some individuals will even bequest via life insurance benefits for the opportunity to be significantly and publically memorialized/acknowledged in a “perpetual” environment. This may include donating the funds for all or portions (i.e. meeting room[s]) of the Admin/Sales Complex.

### **Interment Sections**

The Master Plan concepts generally illustrate the development intent, interment opportunities and mixes on site. Accompanying images of projects of similar nature serve to better illustrate quality and overall context of same.

Matching consumer trends and demands, a cemetery Master Plan has to have flexibility built into its land base to accommodate change over time.

**Green Burial Sections** are accommodated ... it is important at the same time to be aware that this interest is environmentally driven and chronologically very early in the consumer demand phase ... it may never at the same time fully develop as there are numerous “Shades of Green” (see Appendices Nos. 3 & 4), and it has been very slow to be adapted in even trend setting California in the “New” world. In Britain where it has been operative for some 25+ years it still represents only about 6% of the total dispositions in the UK (greater London area).

Again, the Green Burial approach cannot be disregarded but there are a myriad of developmental, operative, and fiscal logistics associated with its “sales and actual implementation”.

### **Water Features**

Water in the cemetery on the other hand is a tremendous drawing force for potential site sales (see Appendix No. 5). Thus **“Waterside Cremation Garden”** would be developed in the context of the natural pond on the Northern Lights most eastern boundary.

### **Site Grading Operations**

The filling from grave excavation excesses must be re-manipulated to accommodate interments of any type in about the area immediately north and north east of the pond feature. No compaction of these materials has properly been instigated so rework of same at the detail design and construction phases is imperative.

At the same time the concept of redistributing such fill on site is to be commended and recommended as a cost effective operation if properly managed, within the context of a sound plan ... otherwise beware of future implications, financially, public relations wise and operationally. Again, another old adage comes to mind, *“measure twice ... cut once”*.

In addition, it is important to note the manner in which the City's primary competitor has dealt with land development at its properties ... particularly as it pertains to area grading ... including provision for 'natural' water features (ponds) and gently undulating interment sections. In fact, some ethnicities prefer slopes with specific orientation as part of their cultural practices (notably Asian) and providing strong Feng Shui characteristics almost assures sales to this growing market group.

Appropriate site rough grading (and sculpturing) would provide enhanced interest to the City's fundamentally flat sites as they exist today. Northern Lights and South Haven should be land managed this way for their remaining developable acreages.

### **Plantings**

While some copse of trees or individual plantings can ultimately be incorporated throughout the cemetery at the carefully detailed design stage, their ultimate placement has “growing” influences on site aesthetics, operations and maintenance expenses. The Master Plan Concepts thus illustrate schematic streetscape tree plantings only, but this graphic approach allows determination of some sense of ‘order of magnitude’ development budgets and insight into the site's end appearance. Because trees are a **growing** proposition, particularly compromised by the short but intense prairie conditions, lead time to place trees in advance of actually otherwise developing an interment area affords an enhanced “sense of space and place” when the time comes to actually open an area because the trees have had lead time to ‘grow in’ prior to other cemetery related development activities.

### **Service Area**

There are pros and cons about optimum placement of a cemetery service area. Typically, in new properties these key nodes are placed where they can best suit the overall cemetery property for a variety of criteria.

- Delivery/Service vehicular traffic
- On site operations – optimum travel distances for cemetery equipment
- Visual/aesthetic issues (including screening)
- Using poorer lands on site for service yard needs vs. burial sites
- Optimum access to utility requirements
- Avoid placement in desirable sight lines/view sheds within the cemetery grounds or as may be available on/generated by contiguous lands

### **Cemetery Roadway Development**

Minimizing total road lengths on site reduces capital costs, ongoing lifecycle/maintenance costs associated with them and generally makes the cemetery grounds more easily travelled for those seeking their own family area or a loved one's interment site.

These roads should be minimally 6 metres wide to allow traffic to bypass parked vehicles in the cemetery. Use of rollover curbs allows easy maintenance equipment access, eliminates turf damage by snowplows and tends to keep cemetery traffic off turf areas, thereby enhancing the cemetery's overall aesthetic appearance. Barrier curbs should be used judiciously at entry points and other key areas as needed.

### **Roadway/Facility Lighting**

Lighting is only required to accent features aesthetically and/or provide a measure of safety associated with night use at the cemetery ... i.e. of the proposed 'Community Meeting Rooms', where events are most apt to be evening/nighttime based.

### **Irrigation Facilities**

Northern Lights might capitalize on the existing pond as an irrigation source. In the interest of ecological concerns/realities full irrigation systems are only recommended for key areas at the cemetery, notably:

- Main Entry
- Admin/Sales Complex Grounds
- Cremation Gardens

Alternatively an inground watering system complete with suitably placed standpipes is advisable to allow visitors "watering can" access, to water newly repaired gravesites etc.

## ① Main Entry Feature

Entry Features enhance the public's awareness of the Cemetery. Parks and Recreation style signage and chain link fence are not appropriate for this purpose.



## ② Boulevard Feature

A Grand Promenade directs the view to Focal Features within a Cemetery. Sight lines are enhanced by the linear nature of plantings in island medians and along the roadway.



### **3 Woodland Cremation Garden**

The natural wooded areas on site should be assessed for the suitability to create woodland memorial gardens that could be developed into highly desirable interment /memorialization areas for cremation dispositions.



### **4 Administration /Sales Office**

Provision for onsite sales should be a priority for larger Cemeteries such as Northern Lights and South Haven. The building at St. Stephen's Cemetery is small but visually and functionally effective for serving their clients on site.



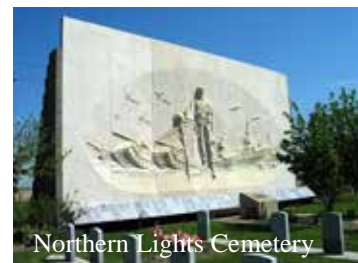


## 5 Focal Features

Focal features used throughout the Cemetery enhance the burial areas around those features. They aid one's orientation in the Cemetery by association and can also generate allegiance to the Cemetery for different interest groups.



Care must be taken not to obstruct the view of important focal features through poor choice of plant material selection or placement and/or location of other amenities within the viewshed as evidenced by these pictures of the beautiful Veterans' memorial at Northern Lights.



## 6 Cremation / Memorialization Gardens

Cremation Gardens should incorporate a wide range of interment/memorialization options. Fringe areas that would normally be inaccessible for casket burial can often be used for Cremation since carrying distances are not crucial. In addition to simply installing a columbarium cremation/memorialization areas should provide other features to appeal to a wide spectrum of clients. These

amenities could include estate columbaria, inground lots, an ossuary, scattering gardens, memorial stone lots, niche walls and opportunities for individual memorialization through the sale or lease of memorial benches, trees, arbours, gardens, bird baths, sundials, etc., even a small water feature.





## 7 Memorial Gazebo and Boardwalk

A natural setting such as the lake at the east end of Northern Lights Cemetery provides an ideal opportunity for further enhancing overall amenities the cemetery has to offer. Through partnership with local service clubs and organizations funding could be arranged to provide trails, boardwalks, seating areas, scattering gardens and a peaceful sanctuary.



## 8 Natural Wooded Areas

Wooded areas can play an important role in providing opportunity for development of alternative cremation interment options. While not entirely suitable for casket burials, wooded areas are ideal places to create “nature walks” with memory stone and individual columbarium cremation lots. A lakeside setting only adds to the ambience as evidenced by these images from Arbor’s Glenwood property.





## 9 Focal Feature with Belvedere

Focal features, in addition to creating a central focus for the cemetery, can add interesting nodes to focus the public's attention to newly developed areas. Much like developing real estate the "feature" acts as a drawing card and public awareness can be captured through fund raising campaigns and the solicitation of corporate or private donations.



Feature design: Hilton Landmarks Inc.



Feature design: Hilton Landmarks Inc.



Feature design: Hilton Landmarks Inc.

## 10 Green Burials

A relatively new but increasingly popular ideal for burial is the concept of a 'Green Burial'. While there are many "shades of green", reference to the Green Burial concept typically entails that burial uses no toxic embalming fluids and only a biodegradable casket or a burial shroud. Natural rocks, wildflowers, shrubs and trees serve as markers. Graves can be located via GPS (Global Positioning System) or a small memorial plaque may be installed. Some cemeteries allow memorialization only on a "common" plaque feature. Northern Lights Cemetery has an ideal section to offer this type of burial in the currently undeveloped north east corner. Once cleared of the 'antiques' that now occupy the site, this wooded area would be a valuable asset to the cemetery.





## **11** Landscaped Berm

Large electrical transmission towers flank the northern boundary of Northern Lights Cemetery. Cemetery staff have done a good job of screening the view of this visually distracting feature through the use of a large berm covered with evergreen and deciduous plantings. This bermed area would be an ideal spot to incorporate memory stone cremation ground lots, memorial benches and a meandering trail linking the older sections of the cemetery with the new.



## **12 “Field of Honour” Veterans’ Section**

A prominent location is afforded to the “Field of Honour” for Veterans who wish to be interred in a cemetery at the south end of the city. A Focal Feature should be incorporated into the plan. Funding for such a feature like the one shown below could be raised by local Veterans groups as was done at Woodlawn Cemetery in Saskatoon, Saskatchewan.



Feature design: Hilton Landmarks Inc.



### **6.2.2.2 South Haven Cemetery**

This cemetery's most impressive asset is perhaps its view of downtown Edmonton's skyline. Any design solution should capitalize on this asset.

South Haven Cemetery, i.e., the 1000 feet roadside frontage is obscured from passersby on Hwy 14 by a landscaped berm over an underground pipeline corridor, virtually denying visual access into the cemetery. Conversely the Catholic Cemetery to the South capitalizes on tremendous exposure all along the same highway.

#### **Site Access**

A new main entry/egress point to Meridian Street (the dead end service road paralleling the highway) will provide access to the proposed Admin/Sales complex and capitalize on a currently unimpeded and excellent view to Edmonton's skyline to the NW as visitors enter the cemetery grounds.

This cemetery **needs** enhanced visual access and any office complex sited as proposed should be distinct and very visible to the Highway traffic. (This cemetery's location should be advertised as 'the next door neighbour' to 'Our Lady of Peace Cemetery' by virtue of the latter's excellent locational exposure/prominence in the City's urban geographic fabric).

Like Northern Light's proposed complex this feasibility needs to provide community meeting room facilities/perhaps even a visitation centre.

#### **Service Complex**

To reduce costs of utilities construction, sharing same in the vicinity of the Admin/Sales Complex is economically prudent. This special function would have its own vehicular access from the Meridian Street service road and onto the cemetery grounds.

#### **Chapel Columbarium**

Located on the site's high point, (where the existing trailer office/maintenance buildings are currently located) means this special complex could be sized for phased implementation and again capitalize on the NW view of Edmonton's downtown skyline.

## **Alternative Interment Options**

### **Lotting Mixes**

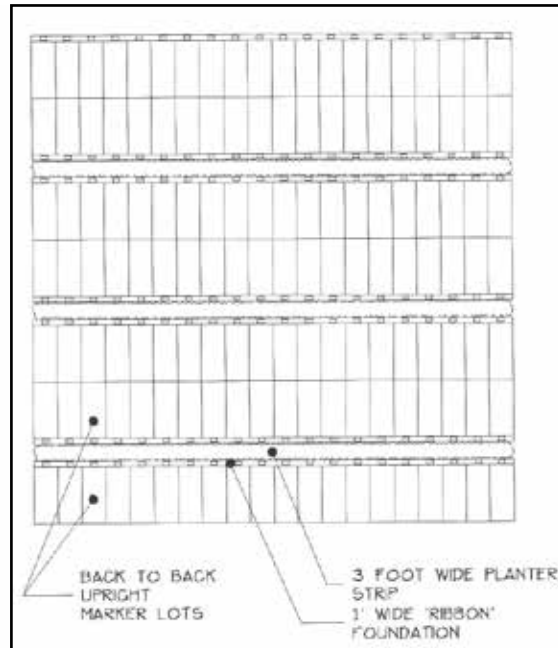
- Appropriate lotting mix to accommodate inground casket dispositions, integration of flat and upright marker lots.
- **Special Interest Groups** – These groups can be accommodated to have their own sections but not be “given” such lands in advance of need or payment for same. Above all else cemetery operations involve land sales transactions with a needed emphasis on ‘sales’. Such groups must purchase assigned areas upfront to secure their position in the cemetery; otherwise clientele who might have wanted in a certain area could be ‘frozen’ out and sales lost by the City.

### **Alternative Lot Layouts**

A full range of casket and cremation interment options need to be provided. That being said, it is important to acknowledge that 4 of the City’s cemeteries share borders with the Roman Catholic Cemeteries of Edmonton including, most importantly, Northern Lights and South Haven. This means any endeavours to provide mausoleum/crypt facilities on these City properties will have to be given very careful assessment prior to making such an investment. The Roman Catholic properties virtually have captured that market by faith and facility status quo. It is not to say ignore this special market group but instead to profile it very carefully before investing in it per se.

New plot layouts need to provide design alternatives (bearing cost effective operations in mind) which enhance site aesthetics, plot variety, memorialization alternatives for both casket and cremated remains while enhancing marketability, desirability, maintenance operations/costs with financial gains to Edmonton’s Cemetery operations. The following options illustrate alternative lotting plans which could be utilized from optimal maintenance and aesthetic perspectives.

### Alternative Upright Marker Casket Lot Layout



Alternative Upright Casket Lot Layout



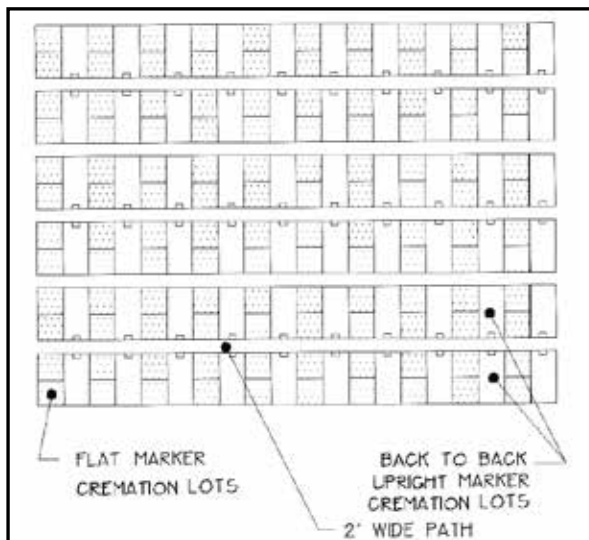
Dwarf plant materials in planting strips include spirea, potentilla and peonies.

- conventional casket/burial plots
- 4' x 10' dimensions
- 3' wide planter strip between back to back markers (for potentilla, dwarf spireas, peonies, daylilies, or dwarf shrub roses). These plants are all dwarf growing, are easy to maintain, offer seasonal colour, interest, etc.
- enhances cemetery's overall aesthetics with use of appropriate plantings.
- provides sense of paths/openness but capitalizes on this space for flat marker or casket burial lots.
- sets up wide mowing swaths for more cost effective turf maintenance.
- allows use of alternating markers (ie: rows of uprights backing up against a (less expensive alternative) row of "pillow blocks" (or even flat marker lots). The intent is to "control" placements of flats within the cemetery without compromising aesthetics or maintenance needs.
- Can be implemented with or without a ribbon foundation



Peonies planted between rows of upright markers on ribbon foundations.

### Alternative Upright/Flat Marker Cremation Ground Layouts



Alternative One- Cremation Ground Lot Layout

- accommodates 2 - 3 inurnments per plot
- upright and flats are separated by a 2' wide turf path or planting bed
- plot sizes 4' x 6' or 4' x 8' upright marker plot
- 4' x 4' flat marker plot
- doesn't physically and therefore visually "cram" burial plots/markers together.
- mixes uprights and flats for enhanced site aesthetics, "sales appeal" and maintenance ease.
- visitors will find it easier to get locates (especially during winter months) for grave sites with flat markers due to association with uprights.
- provides enhanced memorial alternatives for client purchase.

### **Green Burials/Cremation Gardens**

Consideration has been made to enhance a full range of interment/memorialization options in these regards much akin to the ideas/development directions for 'Northern Lights'.

### **Water Features**

No pond per se has been proposed for this site as per Client directives but these features have serious attraction to the buyer market (Note Our Lady of Peace Pond next door complete with aerating fountain). These facilities also provide opportunities as a fire fighting water source for pumper trucks when designed appropriately and as a source for irrigation water especially since South Haven is located beyond the municipal services system boundaries.

### **Treescape**

Again, as discussed in the Northern Lights text.

### **Roadways**

Again, the layout minimizes overall road lengths to simplify user movement/access throughout the cemetery grounds and reduce capital, lifecycle and maintenance costs accordingly.

### **'Branding'**

Corporate Cemetery Signage is paramount at the South Haven location given the cemetery's visually "buried" circumstances. Such signs need to achieve the significant presence of the type of commercial property signs one passes on Hwy 2 north from Calgary into Edmonton.....with one difference.....the addition of a digital advertising screen.....with this signage space being offered (for a price) to the City Cemeteries **partnership alliances** (i.e. independent Funeral Homes, Florist Shops, Monument Dealers, Life Insurance providers etc. etc.) This type of sign immediately "places" South Haven in the mind's eye of the community at large and provides potential for offsetting revenues against the sign costs through advertising revenues (day & night).

### **Irrigation**

The City cannot continue to provide gravesite watering 'barrels' the way it is. At the very least these elements should be 'branded' – (City Cemeteries Logo) and tap/spigot accessible – not 'lean into style' now, a danger to elderly or youthful users and therefore a **liability** to the City.

Minimally irrigation should be resolved, in phases, over time as per the suggestions for Northern Lights.



## SOUTH HAVEN CONCEPT SUMMARY

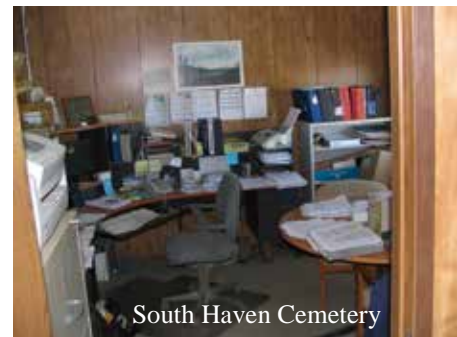
### ① Main Entry Feature

A new entry location proposed for South Haven Cemetery opens up sight lines into the Cemetery. Introduction of a prominent new entry feature would compete directly with the elaborate entry at the neighbouring Our Lady of Peace Cemetery (see below). Since South Haven fronts directly onto Highway 216 (14) a pylon sign would not be out of order for this circumstance. South Haven is a difficult cemetery to access and every advantage for increasing the public's awareness of its existence should be afforded consideration.



## 2 Service/Administration Zone

The Master Plan Concept relocates the existing service area to the north east corner of the cemetery property. It should be heavily screened with plant materials and/or solid fencing from the public's view and have its own entrance from Meridian Street. To replace the current trailer a permanent, aesthetically pleasing administration/sales office, such as the building next door at Our Lady, should be located next to the new entry to the Cemetery.



### 3 “City Viewshed”

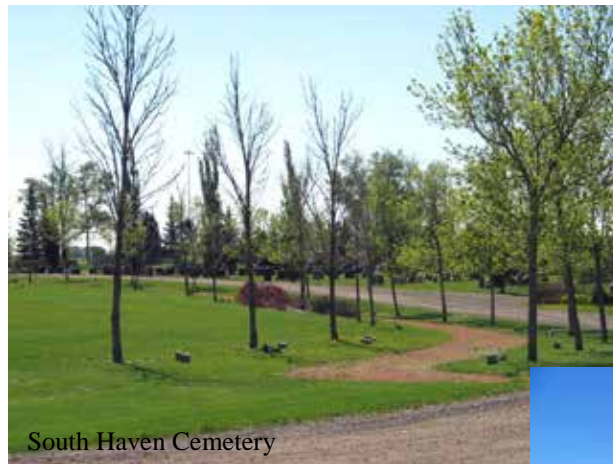
Relocation of the main entry ultimately serves several purposes. Administration/sales offices are easily accessed by the public as they enter the site; service areas are relocated out of view; views of the cemetery are opened up to take advantage of strategically placed Focal Features and lastly, but most important, views are opened up to take advantage of the sweeping Cityscape that greets visitors from that vantage point. If this view could be attached to a real estate development the developer would charge a premium price for such panoramic views. Care must be taken to preserve the City viewshed through strategic planting of trees and location of features. Efforts to relocate the neighbouring trailer lot (pictured below left) out of sight should be initiated as soon as possible.





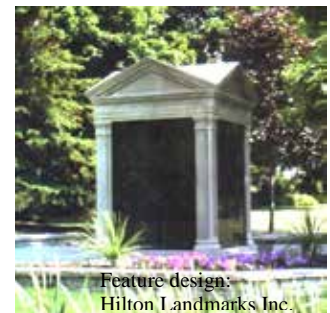
## **4 Trailside Cremation Interment / Memorialization Features**

An existing trail system has been initiated within South Haven Cemetery. Memorial trees, benches, a Book of Memories and path have been installed. Care must be taken so that special features such as this receive the funding to enable staff to properly care for them. This trail system would be greatly improved by the addition of clusters of low care perennials shrubs and ornamental grasses rather than the hanging baskets which require daily if not twice daily water maintenance to even survive in their surrounds. Judicious weeding is a requirement of any installation of this type in formal areas of the cemetery.



## 5 Cremation Gardens

Cremation interment options include a variety of different types of columbaria features (rectangular, square, round, small family estate niches with two to four niches etc.), memory stones, scatterings, and ossuary etc. Memorialization features add to the overall appeal of a cremation garden by increasing the purchaser's option alternatives and price points as well as enhancing its aesthetics. Seating areas surrounded by gardens, benches and other memorialization features provide the perfect setting for quiet reflection. Ground lots are interspersed throughout the cremation area. Cremation gardens should be developed in a cohesive manner with many options available to the purchaser and not be limited to a single columbarium placed somewhere where there happens to be room for it.





## ⑥ “Field of Honour” Veterans’ Section

A prominent location is afforded to the “Field of Honour” for Veterans who wish to be interred in a cemetery at the south end of the city. A Focal Feature should be incorporated into the plan. Funding for such a feature like the one shown below could be raised by local Veterans groups as was done at Woodlawn Cemetery in Saskatoon, Saskatchewan.



Feature design: Hilton Landmarks Inc.

### **6.2.3 Neighbourhood Properties**

The **two (2) Neighbourhood Property cemeteries (Little Mountain and Clover Bar)** are characterized by their small size and comparatively limited developable acreage. They generally serve the local communities in which they are located. Due to their limited sales and relative significance of their total expansion opportunities they are given a lower priority for development than the other cemeteries. They both will require capital development and maintenance but their assigned chronological and overall funding priority will be lower than both the Primary and Heritage Properties. They are nonetheless important components of Edmonton's cemetery system.

#### **6.2.3.1 Little Mountain Cemetery**

This "Neighbourhood Property" has potential to serve its expanding community even better than it is. Firstly, there is expansion room, secondly it can be enhanced aesthetically by implementing more of the landscape treatment along the 'old' 50<sup>th</sup> Street (now 54<sup>th</sup> St.) alignment but at the same time allow sight access from this roadway into the grounds. Such visual access helps to reduce the potential for vandalism in such properties because passersby (on foot, bike or as car passengers) can see into the grounds.

Wrought iron style (galvalume) fencing of a commercial grade is a warranted expense on this frontage (as well as on the new 50<sup>th</sup> Street frontage if expansion accommodates and access/frontage there).

If the City can capitalize on the vacant lands immediately to the south of the Cemetery a stronger sales inventory land base would extend this cemetery's usefulness within this community and provide for an even better main entry cemetery access via the new 50<sup>th</sup> Street alignment.

Cremation facilities/options can be economically enhanced by virtue of the existing landscaped infrastructure along the existing cemetery's west and north property boundaries.

Again appropriate site identification is needed to integrate this property properly as an important component of the City's cemetery system.

### **6.2.3.2 Clover Bar Cemetery**

This sense of “Pioneers of the West” cemetery, by virtue of its smaller scale, existing stone and wrought iron entry gates, mature trees and shrubs amidst some older monuments should be maintained. Reasonable visual exposure along Highway 16 can be enhanced with proper ‘awareness’ signage facilities. Available expansion lands should be developed for casket/cremation disposition amenities, improved vehicular access once on the grounds and a suitable service compound. Good fencing and landscaping already exists. Some additional tree plantings might occur as identified in the concepts.

## 6.2.4 New Cemetery Development

There are several criteria that are important in the planning for acquisition and development of new cemetery land:

- Any potential cemetery parcel must have a **minimum of 50 acres (preferably 100 acres)** of usable cemetery land.
- It should be located in a **demographically favorable location**. Currently, the most favorable location would be in the **southwest portion of Edmonton**, although while the opportunity for same is available, lands to the north of the hydro corridor at Northern Lights might best be “banked” for possible expansion at this site as well.
- **Ease of safe vehicular access** is important as is **visibility** from major thoroughfares to enhance marketability and the greater community’s cemetery awareness.
- It is usually wise to **“bank” land for cemetery use** prior to actual need.
- New cemetery development is a long process and may take up to ten years or even longer to initiate. It also takes time to transfer demand to a new cemetery so it is advisable to **commence new cemetery development 15 to 20 years before depletion of active sales inventory** is expected to occur.
- Cemetery **development should be in a phased manner** within the opportunities (and constraints) of an overall **site master plan**.
  - Said master plan needs to consider the demographic demand in the area (both quantity and type) as well as the planned effect on the City of Edmonton Cemeteries PCF.
- **Knowledgeable Cemetery design** is essential to create a facility that will be attractive and “market itself” within appropriate functionality requirements.
- When developing pricing for new (and existing ) cemeteries it is important to consider several things:
  - The contribution to the PCF from each lot, crypt, niche, monument, etc. must be sufficient to adequately finance the perpetual care of that product.

- § Given the current maintenance costs and a conservative investment outlook each casket lot needs contribute \$294 to the PCF.
- The remaining balance of the purchase price must support three (3) areas.
  - § A portion must be used to offset the financing costs of the new land purchase. Ideally, that portion should be large enough to purchase the raw land necessary to replace the lot sold.
  - § A further portion must be used to finance the cost of development and sales of that product. These costs include: design, infrastructure development, cemetery development, sales, record-keeping (another perpetual activity) and administrative overhead.
  - § Finally, the balance should be retained in a capital reserve to finance the necessary capital and lifecycle infrastructure development that is necessary over the life of the cemetery.
  - § For-profit cemeteries have a fourth goal in achieving a profit. While this goal is generally not relevant to municipal cemeteries it is important to strive toward that goal to avoid the unnecessary burdening of taxpayers and to assure suitable facility and service standards can be met.

Given the current demand for and availability of cemetery land within the City of Edmonton Cemeteries system development of a new City Cemetery need not start immediately. However, it would be advised to start the search for suitable land right away. This land may be “banked” or reserved for future cemetery use by purchasing “first right of refusal option” on preferred cemetery lands. Development of the new cemetery should take place 15 to 20 years prior to the anticipated exhaustion of the currently available inventory. It is anticipated that new cemetery development should commence in about 25 years and the City would be advised to position land holdings for possible cemetery development in its southwest quadrant.

## 7 CONCLUSIONS / SUMMARY

### 7.1 RECOMMENDATIONS:

The recommendations included herein are targeted at three main functional areas of the City Cemeteries: Perpetual Care Fund (PCF), operating revenues/expenses and capital development. Each targeted area has recommendations and associated actions, some of which overlap more than one strategic area as noted below.

There are **four primary recommendations given the highest priority** in this report. They are:

- e) Develop a Detailed Design Plan for Northern Lights Cemetery
- f) Develop a Detailed Design Plan for South Haven Cemetery
- g) Develop and implement a plan to achieve PCF sufficiency
- h) Develop and implement a comprehensive Marketing Plan

The first two items are necessary for the efficient and effective development of the Cities two primary cemeteries. Going hand-in-hand with this is the need for a plan to resolve the current deficiency in the Perpetual Care Trust Fund (PCF). With careful stewardship, it will be possible to guide the City Cemeteries to a position of fiscal self-sufficiency with respect to perpetual care and maintenance without burdening taxpayers. Additionally, a comprehensive marketing plan covering uniform signage, cemetery 'branding' and product and service pricing will assist in achieving those financial and operational goals.

Following is a summary of some of the other major recommendations in this report:

#### 3. General Financial Recommendations

- Financial recommendations are directed at the three main strategic areas: PCF, operating revenues/expenses and capital development. The latter is dealt with in individual cemetery recommendations.
- Raise the average price of casket lots to \$1,963 at Northern Lights, South Haven, Little Mountain and Clover Bar Cemeteries in order to adequately fund the PCF and improve the current operating situation. Note that the associated services and facilities should be upgraded concurrently in order to rationalize the price increases. This might involve improved maintenance as well as site and operational upgrades.



- Raise the PCF contribution rate minimally to 25% of the sale price of lots, crypts and niches.
- Retain a portion of the annual interest equivalent to the rate of inflation in the PCF principal.
- Maintain prices annually to keep pace with inflation.

#### 4. General Cemetery Recommendations

- Improve signage and entry treatments at all City Cemeteries to enhance marketability and sales.
- Enhance range of interment/memorialization service options for both traditional (casket) and cremation sales/dispositions.
- Raise maintenance standards at **all** City Cemeteries to a level in keeping with the current strategic vision while remaining mindful of local competitive forces.
- Generally, **development priorities** may be assigned to the three (3) categories of City of Edmonton Cemeteries:
  - iv) **Primary Properties (Northern Lights and South Haven Cemeteries)** have the greatest need for immediate development in a variety of areas, including interment/memorialization options, sales/administration/public comfort facilities, entry treatments, signage, etc.
  - v) **Heritage Properties (Beechmount, Edmonton and Mount Pleasant Cemeteries)** will have the highest immediate return on interment facilities.
  - vi) **Neighbourhood Properties (Little Mountain and Clover Bar Cemeteries)** need development enhancements to bring them up to marketable standards.
- Land bank for Edmonton Cemeteries future ... acknowledging the City will have this land need going forward ... if the use for cemetery purposes is deemed unnecessary in the future, the lands will have value to the City for other uses, either for municipal needs or as an asset to sell off and gain revenues accordingly.

## 8 ASSUMPTIONS/LIMITATIONS

- This Business Analysis and the information contained within the report's context have been prepared for the sole use of the management of City of Edmonton Cemeteries and are intended to assist the Client in managing the City of Edmonton Cemeteries.
- Contrary to popular opinion, cemeteries are affected by economic conditions. Consumers can cut back on the amount spent on cemetery property and services (particularly with regard to cremation) during periods of economic uncertainty. Furthermore, deaths do not occur at a steady rate over the short term. When combined with changes in market share, the equation for forecasting an 07026 individual cemetery's sales units is subject to much uncertainty.
- The cremation rate may rise higher than the anticipated maximum of 80% resulting in fewer burials.
- All sales and disposition forecasts are predicated on the assumption that adequate inventory will exist. If inventory is exhausted and no new inventory is developed then new sales will cease.
- In preparing this study report Hilton Landmarks Inc., has relied on Client input for sales, disposition and financial data. Provincial and city demographic data and many other specific studies and data sources pertinent to after death care services including but not limited to the following:
  - Statistics Canada – demographic data and forecasts of growth to 2050.
  - Western Canada Cemetery Association – crematorium and legislation data.
  - Cremation Association of North America – cremation statistics and consumer preference surveys.
- All sales and disposition forecasts are based upon extrapolation of historical trends. If unanticipated changes occur in internal factors such as sales effort or inventory mix or external factors such as cremation rate then there will be a consequential effect on the demand forecasts.
- The information in this report has been prepared by Hilton Landmarks Inc. (HLI) and is believed to be reliable but no representations or warranty, express or implied, is made by HLI or any other person as to its accuracy, completeness or correctness.
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