



CITY OF SASKATOON
CEMETERY MASTER PLAN



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EXECUTIVE SUMMARY

The City of Saskatoon has two Cemeteries: Nutana Pioneer Cemetery, currently an inactive cemetery under perpetual care by the City, and Woodlawn Cemetery, the City's only active burial site. Woodlawn Cemetery is approaching an important threshold. Much of the current interment inventory at the Cemetery is in limited supply. While there is the potential to develop new cremation burial inventory to last several decades, it is estimated that Woodlawn Cemetery only has the potential to develop 25 years of sales of traditional in-ground burial. In addition, it is expected that the City's population will grow to nearly half a million people over the next 30-40 years, and that Woodlawn Cemetery will experience increasing demand for cemetery services and increasing numbers of interments.

The City of Saskatoon commissioned this Cemetery Master Plan to:

- Provide an overall vision to guide the development of the remaining undeveloped areas at Woodlawn Cemetery;
- Ensure products and services are aligned with emerging disposition trends and family preferences, including ethnic, faith based, and Indigenous needs;
- Establish a financial plan and other strategies to further manage, administer, operate and maintain the cemetery in a financially sustainable "business-like" manner while it remains active, and to make sure there are sufficient funds to maintain Woodlawn Cemetery when it becomes inactive;
- Ensure that Woodlawn Cemetery remains competitive with other comparable municipal cemeteries, as well as local private sector and religious cemeteries;
- Provide a transition plan for a seamless shift of in-ground burial services from Woodlawn Cemetery to new cemetery lands to ensure that the City can continue to provide cemetery services at to meet the needs of an increasingly culturally diverse community for the next 125-150 years, and
- Address Truth and Reconciliation Commission (TRC) Calls to Action #57, regarding Professional Development and Training for Public Servants, and #79, regarding history and heritage Commemoration, as they apply to the City's cemeteries. The TRC Calls to Action urge all levels of government and organizations to understand and end harmful colonial practices and their affects on Indigenous peoples. These Calls to Action also advocate for changing policy and programs to improve relationships with Indigenous Peoples, and repair the harm of colonial practices.

KEY FINDINGS - WOODLAWN CEMETERY

COMMUNITY NEEDS AND TRENDS

POPULATION GROWTH, IMMIGRATION AND ETHNIC DISTRIBUTION

- The City's population is expected to increase by roughly 60% over the next 25 years to over 445,000 people, largely through immigration from Asia, India and Pakistan;
- The City's demographic profile is changing, with a growing Indigenous (11%) and Asian population (13%).

REMAINING DEVELOPED BURIAL INVENTORY:

The analyses of burial inventory and cemetery capacity highlights:

- There is only two to three years of developed, traditional in-ground (casket) burial lots currently available for sale;
- There is only one to two years of cremation lots currently available for sale, and
- There is only one to two years of columbaria niches currently available for sale;

PROJECTED ANNUAL BURIALS AND SALES

In the upcoming 25 year period, Woodlawn Cemetery can expect an average of 664 burials per year. It is estimated that out of those burials, approximately:

- 144 (22%) will be traditional in-ground burial (casket) interments, and
- 520 (78%) will be interments of cremated remains.

In the upcoming 25 year period, Woodlawn Cemetery can expect to sell 247 rights of interments per year. It is estimated that out of those sales, approximately:

- 110 will be traditional in-ground burial (casket) interments;
- 92 will be cremation plot sales, and
- 45 will be columbaria niche (cremation) sales.

POTENTIAL (UNDEVELOPED) BURIAL INVENTORY

- It is estimated that an additional 25 years of traditional in-ground burial can be developed in the undeveloped Northern Burial Area of Woodlawn Cemetery. If it becomes necessary to deploy an infill strategy, this could extend the in-ground burial capacity to 34 years;

ACTIVE LIFE OF WOODLAWN CEMETERY

- The addition of cremated remains options will mean that Woodlawn Cemetery will be active and operational for cremation services for at least 60+years.

FINANCIAL REVIEW

- Over the last five years, Woodlawn Cemetery required approximately \$170,000 per year in tax dollar support;
- Woodlawn Cemetery is expected to break even within the next six years. Progress could be accelerated by implementing a marketing strategy, adding non-resident premiums and continuing to increase prices at 3% per year, and
- The care and maintenance fund is currently sufficient to cover 90% of maintenance costs when it becomes an inactive site. It will grow to cover 100% of costs in the next 7 years.

WOODLAWN CEMETERY RECOMMENDATIONS

PRODUCT AND SERVICES REVIEW

- Continue to provide and broaden the range of interment and memorialization options, especially cremation and green burial offerings.

MARKETING AND PROMOTION

- Develop and implement a marketing and promotion strategy, including increased programming and events, to raise the profile of Woodlawn Cemetery.

OPERATIONS REVIEW

- The cemetery is considered adequately staffed. Any additional capacity of administration staff should be used to address records management and marketing recommendations in this report.
- Expand evening operating hours to better meet the needs of families interring at Woodlawn Cemetery.
- Maintain an online presence (cemetery web page, and interactive maps at minimum) to increase public awareness and navigability of the City's cemeteries and cemetery services.

FINANCIAL PLAN

To continue to move the Cemetery towards a more financially sustainable position, adopt the 'Alternate Model' financial scenario to guide decisions making:

- Introduce a 25% non-resident premium on fees in 2022;
- Introduce a one-time \$50,000 start-up marketing budget in 2022;
- Introduce an ongoing, annual marketing budget of 2% of forecast cemetery revenues;
- Increase interment service rates by 2% per year from 2022. Increase all other product and service rates by 3% per year from 2022;
- Develop and implement a marketing and promotion strategy including increased programming to raise the profile of Woodlawn Cemetery in the eyes of the community;
- Determine if the cemetery's progress towards Operating Break-even or Care and Maintenance Fund sustainability should be accelerated;
- Set up a Development Fund to hold future profits in order to help pay for future cemetery capital costs;
- Improve the Cemetery's financial management systems to more effectively track sales data, and
- Review the plan in five years time.

DEVELOPMENT PLAN

It is recommended that the construction of additional inventory be focused at the following locations:

- The Northern Burial Areas;
- Proposed West Cremation Garden (the Old Administration Building lands), and
- Infilling with traditional in-ground burial lots and cremation options including columbaria walks in developed sections of the Cemetery.

CEMETERY-WIDE PHYSICAL ENHANCEMENTS

Recommendations for cemetery wide physical enhancements include:

- Improvement of access, circulation and wayfinding through:
 - Enhancement of pedestrian entrances;
 - Developing a new plaza setting in front of the main entry to Woodlawn Cemetery as part of an integrated design process with planned upgrades to the 33rd Street/ Warman Road intersection;
 - Closing the 36th Street entrance and relocating it to 38th Street as part of development of the Old Administration Building Lands into a cremation garden;
 - Developing a Wayfinding Strategy and implementing a range of information, historic interpretation, and directional signage, including repair and replacement of memorial plaques along Next of Kin Memorial Avenue;
- Developing and implementing a tree management and enhancement strategy to ensure that Woodlawn Cemetery's mature tree canopy is healthy , species-diverse, and has a good age range, so that it is able to withstand significant threats from climate change, pests and disease;

- Planting a significant tree buffer along the northern edge of the Cemetery to screen views of the adjacent commercial and residential areas, and to ensure the Northern Burial Area develops a mature parkland character consistent with the older developed areas of the Cemetery;
- Upgrading the existing irrigation system, and
- Providing a more dignified experience for families placing the cremated remains of their little ones at the Shared Garden by developing a plinth or ceremonial table for the ossuary.

IMPLEMENTING TRUTH AND RECONCILIATION COMMISSION CALLS TO ACTION #57 AND #79

- As part of long-term relationship building objectives, create a forum that includes Indigenous, ethnic and faith based representatives for ongoing engagement and collaboration on a range of projects that will come forward from this master plan, for example:
 - Include Treaty 6 and Métis Nation flags along with the Canadian national and Provincial flags at the Soldiers' Cairn in recognition of contributions of Indigenous soldiers to Canada's war efforts.

PHASING PLAN

Deliver new burial areas and cemetery-wide improvements in phases. The phasing plan in this report details the key recommended changes in priority order:

- High priority items: 1-5 years;
- Medium priority items 5-15 years, and
- Long range priority items 15+ years.

ESTIMATED CAPITAL COSTS

The estimated Recommended Budget Allowances proposed for new burial areas and physical cemetery wide improvements are presented in this report. A detailed breakdown of the estimates are presented in Appendix D. The phase one priority capital project is:

- The Northern Burial Area Phase 1: \$860,000.00.

The total Recommended Budget Allowance for all recommendations in the Development plan spanning 60+ years is \$7 million.

FUTURE CEMETERY LANDS

It takes up to 10 years to acquire and develop new cemetery lands. It is recommended that the City adopts an Early Acquisition Strategy to:

- Secure a parcel of at least 30 acres. This will enable the City to serve families for the next 125-150 years. The land must meet strict cemetery suitability criteria (e.g., low ground water level, etc.);
- Begin the search for suitable cemetery lands in 2021, acquire the land by 2025, and
- Target the opening of the first phase of the new cemetery in 20 years (2040).

NUTANA PIONEER CEMETERY RECOMMENDATIONS

Key recommendations for improvements to Nutana Pioneer Cemetery include:

- Create a simple entry feature identifying and celebrating Nutana Pioneer Cemetery as a sacred space;
- Develop a restoration strategy for key historic headstones as part of the historic interpretation of the site;
- Maintain and enhance Nutana Pioneer Cemetery as a cultural landscape to commemorate local heritage and provide a place for passive recreation and quiet reflection;
- Do not reactivate for burial purposes;
- Replace the existing plaque commemorating the establishment of Nutana Pioneer Cemetery with correct information, and develop historic interpretation information to convey the cultural and historic significance of Nutana Pioneer Cemetery that includes Indigenous history as a foundational element;
- Develop event programming celebrating the cultural and historic significance of the Cemetery;
- Map the position of graves in Geographic Information System (GIS) software and link them to the names already logged in the Cemetery Records data base. This will enable the public to search the records and locate the position of graves via their smart devices for family or general genealogical interest, and
- Register Nutana Pioneer Cemetery with the Cemetery Regulator (the Financial and Consumer Affairs Authority of Saskatchewan (FCAA)).

INTRODUCTION

The City of Saskatoon commissioned specialist cemetery planners and designers LEES+Associates, and local Saskatoon firm, Oxbow Architecture, to prepare a Cemetery Master Plan.

The main objective of this master plan is to provide the City with a vision to guide the development, administration, and operation of the City's active burial site, Woodlawn Cemetery, to serve the needs of a rapidly growing and increasingly culturally diverse community to the end of the Cemetery's active life. The Master Plan provides a functional, aesthetic, operational and financial vision for the Cemetery that is sustainable over the short and long term. This plan also considered the Nutana Pioneer Cemetery, the City's inactive historical burial site.

The Master Plan also provides high level recommendations for the transition to new cemetery lands to serve Saskatoon and area families for the next 125-150 years (before Woodlawn Cemetery runs out of in-ground graves for sale in approximately 25 years time), and considers the enhanced role that Nutana Pioneer Cemetery could play as an inactive historic cemetery site.

The Master Plan summarizes background research, consultation, and financial analysis, and presents a series of clear key findings and recommendations for action. The master plan is organized under the following headings:

- Chapter 1 | Community Needs and Trends
- Chapter 2 | Site Analysis
- Chapter 3 | Consultation Discussions
- Chapter 4 | Cemetery Operations Review
- Chapter 5 | Financial Plan
- Chapter 6 | Development Plan
- Chapter 7 | Phasing Plan
- Chapter 8 | Future Cemetery Lands
- Appendices

Key issues addressed in this Master Plan include:

- Providing an overall vision for the development of Woodlawn Cemetery including recommendations for site improvements;
- Ensuring products, services, and interment and memorialization options are aligned with emerging disposition trends and family preferences, including ethnic, faith-based and Indigenous needs;
- Establishing a financial plan, and other strategies to manage, administer, operate and maintain the cemetery in a financially sustainable “business-like” manner while Woodlawn Cemetery remains active, and to make sure there are sufficient funds to maintain it when the Cemetery becomes inactive;
- Ensure that Woodlawn Cemetery remains competitive with other comparable municipal cemeteries, as well as local private sector and religious cemeteries;
- An assessment of burial capacity and future land need, including a transition strategy to new cemetery lands to ensure a seamless shift from Woodlawn Cemetery to a future cemetery;
- Improving the visibility of Nutana Pioneer and Woodlawn Cemeteries and raising their profile as a focal point of the community’s cultural and open space system, and
- Establishing a road map of phased development and recommended budget allowances to guide future capital budgets.

This master plan also addresses Truth and Reconciliation Commission (TRC) Calls to Action #57, and #79, as appropriate to the context of the City’s cemeteries:

- **TRC Call to Action #57, Professional Development and Training for Public Servants:**
“We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills based training in intercultural competency, conflict resolution, human rights, and anti-racism.” - Truth and Reconciliation Commission of Canada, Calls to Action, 2015.

- **TRC Call to Action #79, Commemoration:**

“We call upon the federal government, in collaboration with Survivors, Aboriginal organizations, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration. This would include, but not be limited to:

- i. Amending the Historic Sites and Monuments Act to include First Nations, Inuit, and Métis representation on the Historic Sites and Monuments Board of Canada and its Secretariat.
- ii. Revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada’s national heritage and history.
- iii. Developing and implementing a national heritage plan and strategy for commemorating residential school sites, the history and legacy of residential schools, and the contributions of Aboriginal peoples to Canada’s history.” - Truth and Reconciliation Commission of Canada, Calls to Action, 2015

Though Call to Action #79 is addressed to the federal government, all levels of government and organizations are urged to respond to these Calls to Action in working together to understand and end harmful colonial practices. In this way, changing policies and programs across government and organizational systems to improve relationships with Indigenous Peoples and repair the harm of colonial practices.

Implementing the recommendations within this master plan will set the City of Saskatoon on a defensible path based on sound data and engagement with stakeholders. It will allow the City to continue to improve service delivery, progress towards financial self sufficiency, and build a healthy Care and Maintenance Fund. It will also reaffirm the City’s commitment to Woodlawn and Nutana Pioneer Cemeteries as valued community resources, and enable the City to provide cemetery services to Saskatoon and area families for the next 125-150 years.

THE VALUE OF MUNICIPAL CEMETERY SERVICES

When municipalities review their core services, a common question raised by councils is should the cemetery service be one of them. Woodlawn Cemetery has been the City of Saskatoon's main cemetery since 1918. For the past 100 years Staff and Council have viewed the cemetery as an essential service provided to families. This philosophy underpinned the City's decision to commission the 2020 Cemetery Master Plan that includes strategies to allow the City to continue serving Saskatoon and area families for the next 125- 150 years.

That said, no province in Canada mandates cemetery services as a requirement. Hypothetically, municipalities can cease to be in the cemetery business, if they so choose. The reasons why this is hypothetical are multi-fold. First, in Saskatchewan and Alberta there is a history of private cemeteries going out of business, leaving families with unfulfilled contracts and places of burial that are not being maintained. The question that arises is who is best suited to run those facilities? The province of Saskatchewan has six such cemeteries that it manages through long term contracts. Historically there are examples of municipalities in Saskatchewan having to take on failed private cemeteries at the expressed direction of the Province. This has certainly been the case in Alberta.

In many provinces, with the steady and precipitous decline in church attendance, many small church cemeteries have also been "inherited" by municipalities. This is the case in Ontario, for example. Then there are pioneer cemeteries, graves on private land that have been used by the same family for generations. When the property is sold and the family moves away, the new owner is left with a land-locked mini graveyard. Often in these cases, the local municipality ends up with the responsibility of maintaining them. There are hundreds of these cemeteries across the Prairies.

So there are those cemeteries "inherited" by municipalities, some by choice and some imposed on them. Every Council needs to ask itself, when those eventualities happen, will it have what it takes to either:

- a) Say no (and be ready for the Province to say they will not take responsibility) or,
- b) Say yes, but no longer have the infrastructure to handle cemetery services because Council "got out of the business."

Smithville Cemetery to the west of Saskatoon is one such cemetery that may become the responsibility of the City of Saskatoon at some point in the future.

Perhaps most importantly for elected Councils, is the prospect of disgruntled citizens disappointed at the lack of burial and memorialization spaces. In our experience as cemetery planners and designers, we hear families say *"we buy cemetery space with the local municipality because we know they will be there forever;"* or *"we trust local government and know they won't gouge us."* It would be uncomfortable for Council to say to their citizens that although they have been burying residents for decades, that the service will cease and families will have to find new burial plots at a location separate from where their family is presently buried.

The lack of cohesive regional long range cemetery planning has led to an acute shortage of burial space in some parts of the country. In contrast, on the whole most municipalities across the Prairie Provinces and BC have developed or are in the process of developing new cemeteries or expanded cemeteries to serve the needs of families for decades to come. These include the City of Calgary, City of Lethbridge, City of Leduc and City of Lloydminster.

Lastly, the multi-faceted benefits of cemeteries needs to be considered. Whether it is honouring our veterans, creating places of communal grief and mourning, places for our diverse society to celebrate their dead and honour those anniversaries; or the role of cemeteries in the urban parks and open space system, the contribution to the urban forest or simply providing places of quiet contemplation and solace. These are a few of many intrinsic values of Woodlawn Cemetery.

The question of how municipalities stay “in the business” but extract themselves from the financial and/or resource burden of operating them is complex. There are operating models that would meet some or most of these objectives, but may deliver insignificant savings to a municipality while significantly impacting the level of service to families. These operating models have their pros and cons, but considering alternate governance models warrants a fulsome discussion including, but not limited to the matters mentioned above, this and future Council’s service delivery philosophy(s) and a host of organizational ramifications and best practices.

SASKATOON CEMETERIES CONTEXT MAP, WOODLAWN AND NUTANA PIONEER CEMETERIES

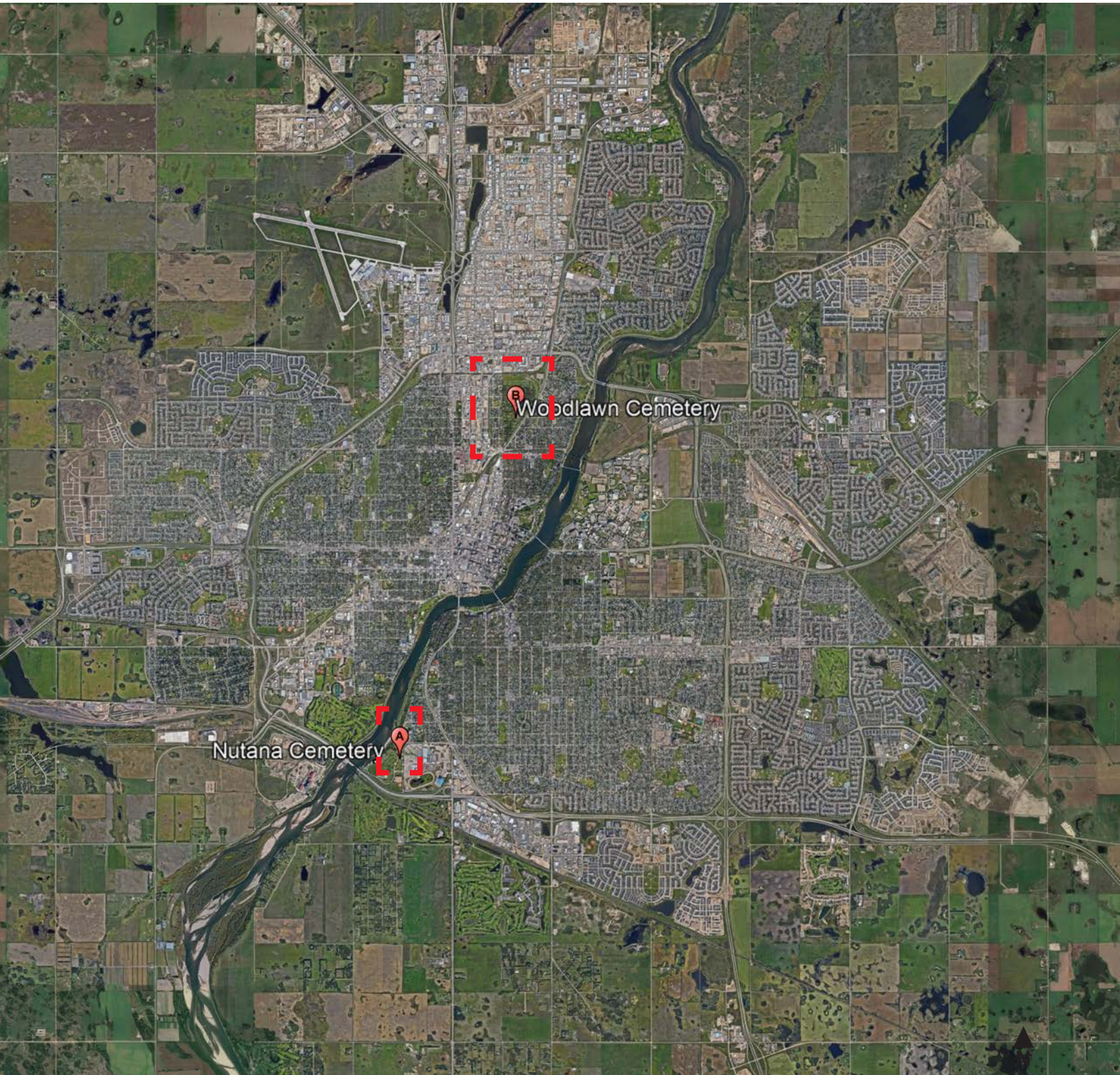


Figure 1: Woodlawn and Nutana Pioneer Cemeteries, City of Saskatoon, Source: Google Earth

N.T.S

WOODLAWN CEMETERY



Figure 2: Woodlawn Cemetery, City of Saskatoon, Source: Google Earth

N.T.S

NUTANA PIONEER CEMETERY



Figure 3: Nutana Pioneer Cemetery, City of Saskatoon, Source: Google Earth

1 COMMUNITY NEEDS AND TRENDS

This chapter identifies the communities served by the City of Saskatoon’s Woodlawn Cemetery, their demographic profile, death rates, cremation rate, burial trends, as well as other cemetery services providers within the Saskatoon market area. These are the variables that will drive the demand for the Cemetery’s land and services for the foreseeable future.

The purpose of this analysis is to compare the City’s projected demand to the currently available inventory, and its capacity to develop new interment space. The outcome will inform the City’s long-term financial planning, and the design and development of Woodlawn Cemetery to best serve local residents over the next 25 years.

1.1 KEY FINDINGS

The following section is a summary of the key findings from the community needs and trends analysis.

HISTORIC DEMOGRAPHIC TRENDS, INTERMENT RATES AND COMMUNITY SERVED

The community served by Woodlawn Cemetery is assumed to consist primarily of residents of the Saskatoon Census Metropolitan Area (SCMA). The SCMA includes Martensville and Warman, bedroom communities of Saskatoon.

CURRENT MARKET PROFILE

- **Age Profile:** The average age of SCMA residents is 37.7, lower than the average age of Saskatchewan residents at 39.1;
- **Ethnic Profile:** 72% of residents have a European origin, 13% of residents have an Asian origin 11% of residents have an Aboriginal origin, and 4% of residents have an Other origin;
- **Religion Profile:** The majority of residents (67%) in the SCMA identify as Christian, 28% of residents in the SCMA have no religious affiliation, and 5% follow other faiths;
 - Of those that identify as Christian, the largest group identified as Catholic (28% of the population), and
 - Of those that identify with other faiths, the largest group identified as Muslim (2% of the population).
- **Population:** The SCMA currently has 332,000 residents and grew at an average annual rate of 2.7% over the past five years. Saskatoon has grown at the slower rate of 2%;
- **Death Rate:** The SCMA's death rate is averaging 7.3 deaths per 1,000 residents, per year, and
- **Cremation Rate:** 68% of Saskatchewan residents currently choose cremation, and 32% choose casket burial. It is assumed SCMA residents have made similar choices.

OVER THE PAST FIVE YEARS

- There were 11,000 deaths of SCMA residents from 2015 to 2019, averaging 2,200 per year;
- There were 7,200 cremations of SCMA residents from 2015 to 2019, averaging 1,440 per year;
- There were 3,800 casket burials of SCMA residents from 2015 to 2019, averaging 760 per year;
- Woodlawn Cemetery served 26% of SCMA residents choosing casket burial (below average for cemeteries in Canada);
- Woodlawn Cemetery served 19% of SCMA residents choosing cremation (on par for cemeteries in Canada);
- There were 993 casket and 1,375 cremation interments at Woodlawn Cemetery, averaging 199 casket and 275 cremation interments per year, and
 - Of the 1,375 cremations interred, 86% were interred within plots and 14% were interred within columbarium niches.
- There were 749 casket plots, 241 cremation plots and 119 niche sales at Woodlawn Cemetery, averaging 150 casket plots, 48 cremation plots and 24 niche sales per year.

PROJECTED DEMOGRAPHIC TRENDS

- Starting in 2022, Baby Boomers will begin to reach their projected life expectancy, and there will be a slow, but steady increase in the need for cemetery services over the next 25 years.

OVER THE NEXT 25 YEARS

- Population: The SCMA's population will grow 60%, reaching 531,359 by 2044;
- Death Rate: The SCMA's death rate will increase to 8.1 deaths per 1,000 residents by 2044, due to the passing of the Baby Boomer generation;
- Cremation Rate: The SCMA's cremation rate is projected to increase to 90% by 2039, due to the ongoing trend of cremation becoming increasing preferred by Saskatchewan residents;
- There will be 81,800 deaths in SCMA, averaging 3,270 deaths per year;
- There will be 13,900 deaths in the SCMA that will result in casket burials, averaging 560 casket burials per year;
- There will be 67,900 deaths in the SCMA that will result in cremation, averaging 2,710 cremations per year;
 - There will be 3,600 caskets and 13,000 cremations interments at Woodlawn Cemetery, averaging 144 casket and 520 cremation interments per year, and
 - Of the 13,000 cremations interred, 11,200 will be interred within plots and 1,800 will be interred within niches, averaging 440 plot and 100 niche interments per year.
- There will be 2,750 caskets plot sales, 2,300 cremations plot sales, and 1,100 niche sales at Woodlawn Cemetery, averaging 110 casket plot sales, 92 cremation plot sales and 45 niche sales per year.

SUPPLY: INVENTORY AND CAPACITY

Analysis of Woodlawn Cemetery's inventory and capacity profile finds:

- The Cemetery was originally laid out with only casket plots. When cremation plots are required, single casket plots are divided in half;
- There are 2 – 3 years of developed casket plot sales remaining;
- There are 1 – 2 years of developed cremation plot sales remaining;
- There are 1 – 2 years of developed columbaria niche sales remaining;
- There are approximately 25 years of sales anticipated from the addition of new plots currently planned for development;
- 93% of the inventory (7,900 plots) which the City anticipates to be available for sale, is currently planned, but undeveloped;
- The number of interments consistently exceed the number of plot and niche sales over the past five years. Historically, there has been:
 - 1.6 times as many casket interments as there were casket plot sales;
 - 4.5 times as many cremation plot interments as there were cremation plot sales, and
 - 2.2 times as many columbaria niche interments as there were columbaria niche sales.
- To accommodate this demand, individuals are regularly being interred in previously purchased plots and niches, and plots and niches must regularly accommodate more than one interment;
- The City's cemetery records management system is not currently set up to report the precise number of its reserved inventory by interment type (casket plots, cremation plots and niches) that have been purchased in advance of need, and
- Cemetery records suggest the City has a total 1,456 owned, but not occupied interment spaces. There is an opportunity for the City to enhance the reporting of inventory, by identifying all pre-purchased inventory by the type of interment (casket plot, cremation plot, niche, etc.).

1.2 REGIONAL MARKET ANALYSIS

This section describes Woodlawn Cemetery’s market area, outlines the demographic variables and examines the service providers’ participation that will affect demand for Woodlawn Cemetery’s land and services. These include:

- Catchment area;
- Age distribution;
- Religious + ethnic distribution;
- Immigration trends, and
- Cemetery service providers.

CATCHMENT AREA

The City of Saskatoon (the City) is the largest city in the province of Saskatchewan. The South Saskatchewan River divides Saskatoon into east and west. There are a total of nine river crossings within the city, giving it the nickname ‘Bridge City’. Other notable communities in the SCMA include the bedroom communities of Martensville and Warman. Warman was the fastest growing municipality in Canada in 2017.¹

This analysis assumes the primary market served by Woodlawn Cemetery are the residents and communities within the **Saskatoon Census Metropolitan Area (SCMA)**. The SCMA includes the City of Saskatoon and the Rural Municipalities of Corman Park No. 344, Vanscoy No. 345, Dundurn No. 314, Blutcher No. 343 and Colonsay No. 342. The RM of Corman Park is part of the Regional Plan Area, and includes the cities of Martensville and Warman, and the Town of Osler. The SCMA covers a total area of 5,891 1km² and has an estimated total population of 322,199 (2019).

The SCMA was defined as the catchment area that Woodlawn Cemetery serves for the following reasons:

- The most detailed and accurate demographic data available is tracked by municipal, provincial and federal governments by local health region and census division areas;
 - For Woodlawn Cemetery, the most recent, detailed, and comprehensive range of demographic information available for review was at the SCMA level.
- Cemeteries typically serve residents beyond than their local city limits, therefore a cemetery’s market area often includes its neighbouring small communities and rural areas;
- The regions considered for analysis include the City of Saskatoon, the SCMA and data from the Saskatoon Region of the Saskatchewan Health Authority. The City was considered to

be too small and the Saskatoon Region of the Saskatchewan Health Authority too large, to accurately reflect the area served by Woodlawn Cemetery, and

- All major cities and towns within the SCMA are within a 70 km radius from Woodlawn Cemetery.

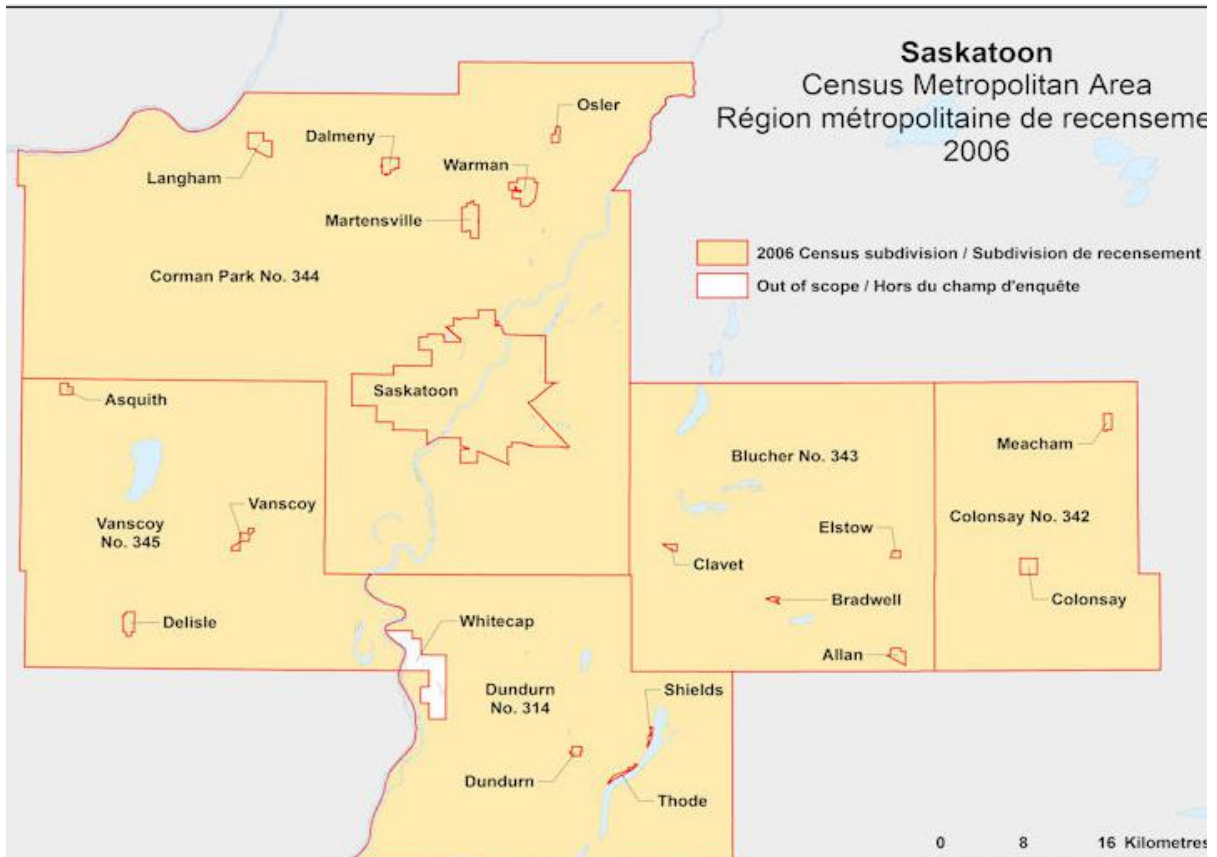


Figure 4: Saskatoon Census Metropolitan Area, Source: https://www.statcan.gc.ca/eng/statistical-programs/document/3701_D33_T9_V2

AGE DISTRIBUTION

Communities and groups with a younger age profile also usually have a lower average death rate, decreasing the anticipated need for cemetery land in the short term.

Analysis of the Saskatoon Census Metropolitan Area demographic data from the 2016 Statistics Canada census finds that 25-29 year olds group are the largest age cohort in the SCMA, and the average age is 37.7. The cities of Warman and Martensville in particular, have a growing younger population.

The SCMA has a younger profile than the rest of the Province where the average age is 39.1. SCMA residents over the age of 50 account for a lower proportion of the region's population, than in the rest of the Province.

RELIGIOUS + ETHNIC DISTRIBUTION

Understanding the ethnic and religious profile of SCMA residents is important to help the City to meet local demand for different types of interment and memorialization. This is because ethnic and religious affiliations can be a significant influence on an individual's end-of-life choices. Some religions require specific forms of disposition and interment, such as full body burial; others prohibit this option. As some groups discourage or even forbid cremation, it is expected there will always be a segment of the population that will seek in-ground casket burial.

An example of religiously-based influence is the prohibition of cremation for Orthodox Jews. Reform and Conservative Jewish authorities also frown on the practice, although the cremation rate is increasing within the Jewish community, worldwide.²

Since Vatican II in 1962,³ cremation has been allowed by the Catholic Church provided the cremated remains are kept together and are not scattered. Catholics are also more likely to choose interment in a cemetery due to church-mandated funeral and burial customs.⁴ Some other branches of Christianity, however, oppose cremation, including minority Protestant and Orthodox groups, such as Greek and Serbian Christians. Most notably, the Eastern and Oriental Orthodox Churches still forbid cremation.

The following figure illustrates the current religious distribution of residents in the SCMA.

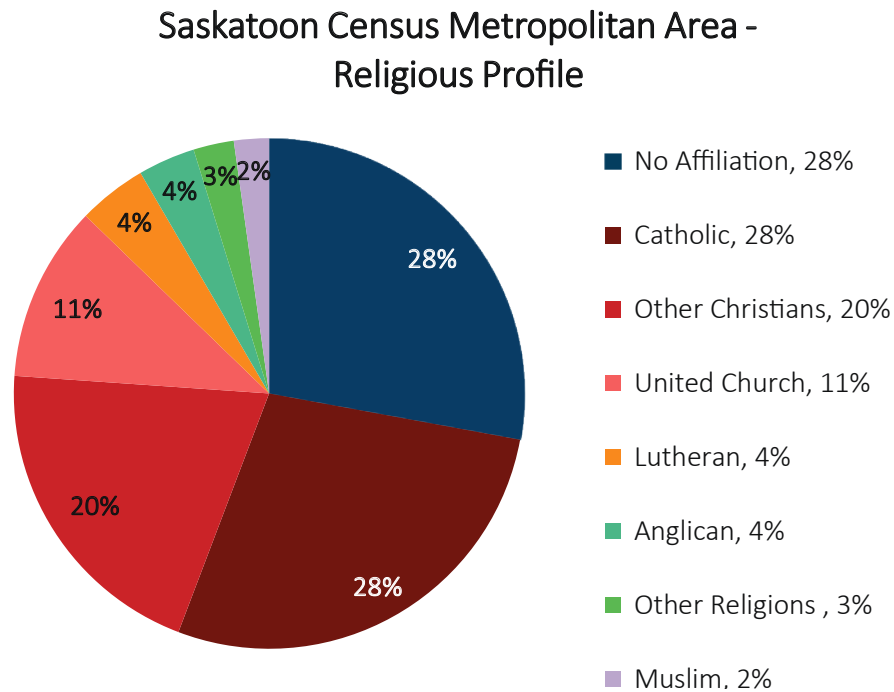


Figure 5: Religious Profile of SCMA Residents, Source: Statistics Canada.

Analysis of the SCMA's religious distribution data from Statistics Canada finds that:

- The primary religion in the region is Christianity, which is followed by 67% of the population;
- The largest Christian group that residents identify with is Catholic, which is followed by 28% of the population;
- Residents reporting no religious affiliation account for 28% of the population, and
- The largest group from other faiths, that residents identify as is Muslim, who make up 2% of the population.

An example of an ethnically based influence is the preference of many Italian and Portuguese families to be interred in mausoleum crypts of columbaria rather than being buried in graves.⁵

The following figure illustrates the current ethnic distribution of residents in the SCMA.

Saskatoon Census Metropolitan Area - Ethnic Profile

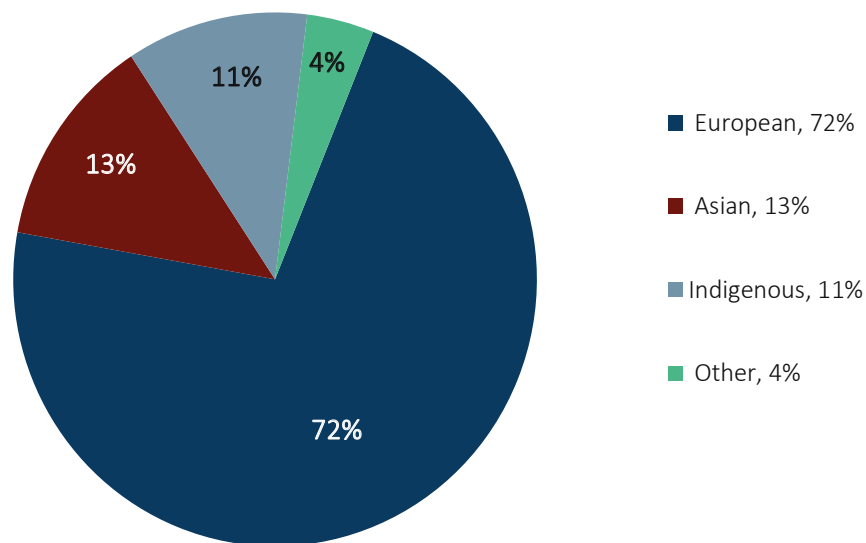


Figure 6: Ethnic Profile of Residents in Saskatoon Census Metropolitan Area, Source: Statistics Canada.

Analysis of the SCMA's ethnic distribution finds that:

- The majority of the SCMA residents (72%) are primarily of European descent;
- 13% of the residents are of Asian heritage, and
- 11% of the residents are of Indigenous heritage.

INDIGENOUS COMMUNITIES

In-ground burial is a culturally preferred interment option for many Indigenous groups in Canada. While many Saskatchewan First Nation members prefer to be buried on their own reserve lands, significant numbers of Métis families have buried family members at Woodlawn Cemetery for generations.

The Indigenous population is the youngest and fastest growing in Canada – growing at more than four times the growth rate of the national population.⁶

IMMIGRATION TRENDS

Understanding its immigration trends will inform the City of likely changes to its future ethnic and religious distribution, and subsequently the interment options that should be offered at Woodlawn Cemetery.

The following figure illustrates the origin country distribution of immigrants in the SCMA.

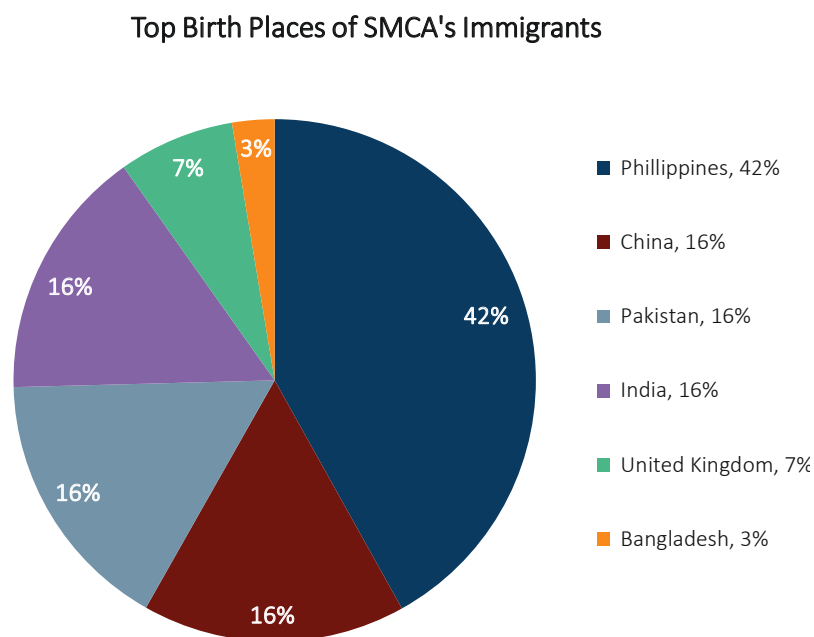


Figure 7: Immigrant Profile of the Saskatoon Census Metropolitan Area, Source: Statistics Canada.

Analysis of the SCMA’s immigration population’s birth place finds that:

- 15.6% of the total SCMA population are immigrants;
- The largest group of immigrants in SCMA are from Asia, and
- 6.4% of the total population are recent immigrants (2011 to 2016).⁷

CEMETERY SERVICE PROVIDERS

The following map of the Saskatoon Census Metropolitan Area identifies the location of all cemeteries in the market catchment area. In the SCMA, there are three cemeteries comparable to the Woodlawn Cemetery. These three sites have an active online presence, with contact information and prices listed.

They include:

- Martensville Cemetery- City of Martensville;
- Warman Cemetery- City of Warman, and
- Hillcrest Memorial Gardens- Arbor Memorial.

There are number of other small cemeteries operated by churches and small private groups in the SCMA. However, they do not have any online presence and support a small community or parish. They are not comparable to Woodlawn Cemetery, in the level of service offered to the region.

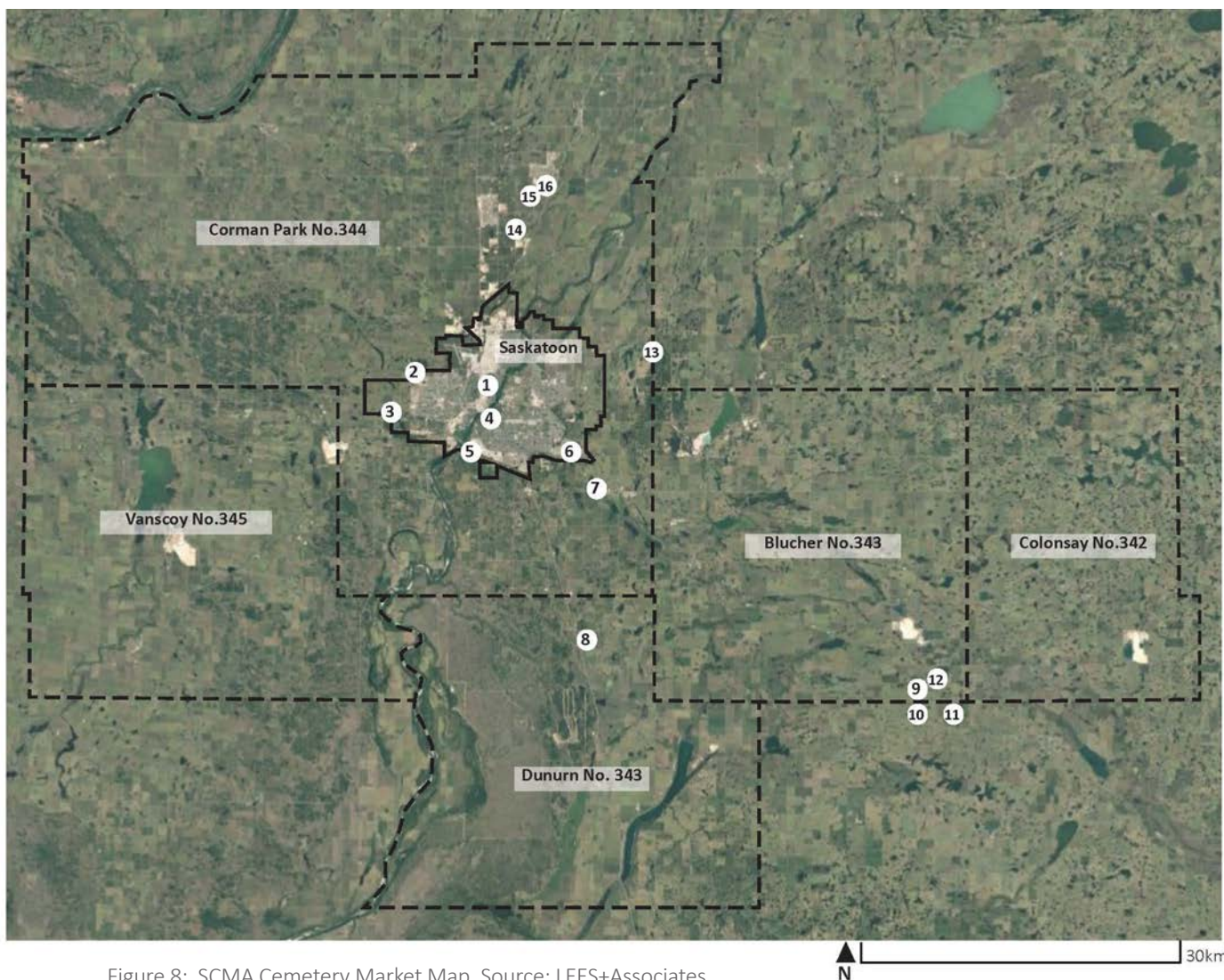


Figure 8: SCMA Cemetery Market Map, Source: LEES+Associates.

Market Map Legend - Saskatoon Metropolitan Census Area			
	Cemetery Name	Owner/ Operator	Status
1	Woodlawn Cemetery	City of Saskatoon	Active
2	CAI Cemetery	Congregation Agudas Israel	Active
3	Smithville Cemetery	Summerdale Cemetery Company	Active
4	Columbaria at St. Johns	St. John's Cathedral	Active
5	Nutana Pioneer Cemetery	City of Saskatoon	Not Active
6	Hillcrest Memorial Cemetery	Arbor Memorial	Active
7	Floral Cemetery	Unknown	Active
8	Haultain Trinity Lutheran Cemetery	Lutheran Church	Active
9	Allan IOOF Cemetery	International Order of Odd Fellows	Active
10	Allan West Cemetery	Unknown	Active
11	Allan East Cemetery	Unknown	Active
12	St. Aloysius Roman Catholic Cemetery	Unknown	Active
13	Bergheim Cemetery	St. Paul's Evangelical Lutheran Church	Active
14	Martensville Cemetery	City of Martensville	Active
15	Warman Memorial Cemetery	City of Warman	Active
16	Warman Cemetery	City of Warman	Active

Table 1: SCMA Cemetery Market Map Legend, Source: LEES+Associates.

1.3 DEMOGRAPHIC AND DISPOSITION TRENDS

This section outlines the key demographic and disposition variables that will affect the future demand for plots and services offered at the Woodlawn Cemetery. These variables include:

- Historic and projected population growth;
- Historic and projected deaths, and
- Historic + projected cremation rates – disposition trends.

The term ‘community’ in this section, refers to the residents and area within the City of Saskatoon or the Saskatoon Census Metropolitan Area. This includes all individuals who live and die within the City and SCMA over a given period and who could potentially be interred at the Woodlawn Cemetery.

HISTORIC CEMETERY MARKET PROFILE

The following graph summarizes the demographic and disposition trends that define the market profile of the communities served by the Woodlawn Cemetery from 2015 to 2019. In this graph, population data aligns with the left vertical axis, while death, cremation and casket burial aligns with the right vertical axis.

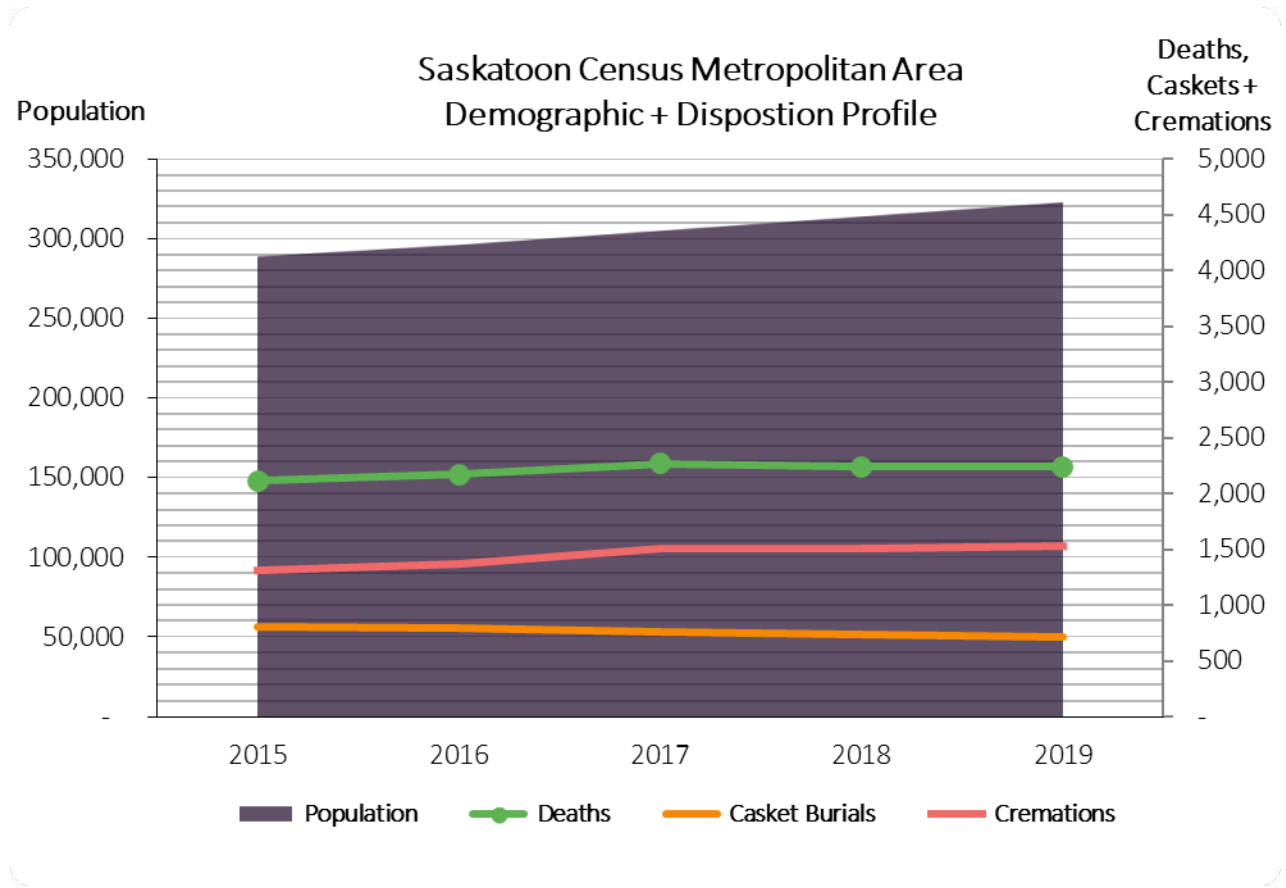


Figure 6: Saskatoon Census Metropolitan Area Demographic + Disposition Trends Profile, Source: LEES+Associates

The following sections will analyze each of the demographic and disposition trend variables in this market profile.

HISTORIC + PROJECTED POPULATION GROWTH

The demographic projections used in this plan, are those from the ‘medium growth scenario’ in the “City of Saskatoon and Saskatoon Census Metropolitan Area Population Projections 2015 to 2035” document and the City’s annual “Growth Monitoring Report.”

Analysis finds that with the current growth rate, by 2044, Woodlawn Cemetery’s market population will grow by nearly 60% from 2019.

The following table summarizes the City and the SCMA’s historic and projected population numbers.

Community	Population 2015	Population 2019	Average Growth Rate 2015- 2019	Population 2044	Average Growth Rate 2020-2044
City of Saskatoon	250,746	272,211	1.9%	446,590	2.0%
Saskatoon Census Metropolitan Area	288, 205	322,199	2.7%	531,359	2.0%

Table 2: City of Saskatoon + SCMA Historic and Projected Population, Source: City of Saskatoon + Saskatoon Census Metropolitan Area Population Project 2015 to 2035 + October 2019 Growth Monitoring Report.

HISTORIC + PROJECTED DEATHS

The death data used in this plan are from eHealth Saskatchewan.

The “Baby Boom” generation in Canada includes those born between 1952 and 1968. As this large cohort reaches its life expectancy, the average death rate is expected to increase and the need for cemetery services is expected to rise. The average life expectancy of this cohort is about 80 years.

Statistics Canada expects the aging of the population to cause an increase in the need for cemetery and funeral-related goods and services starting in 2022, when the oldest of the Baby Boom generation reaches the age of 70. The number of deaths is expected to increase towards 2045, when the youngest members of this cohort turn 80.

The following table summarizes historic and projected death numbers of the City and SCMA.

Community	Annual Deaths 2019	Deaths per 1,000 in 2019	Annual Deaths 2044	Deaths per 1,000 in 2042
City of Saskatoon	1,894	6.96	3,617	8.10
Saskatoon Census Metropolitan Area	2,240	6.96	5,004	8.10

Table 3: City of Saskatoon + Saskatoon Census Metropolitan Area, Historic and Projected Deaths and Death Rates. Source: eHealth Saskatchewan.

Analysis of the historic and projected death numbers finds that:

- The City and SCMA averaged 7.3 deaths per 1,000 resident, per year, over the past five years;
- The City and SCMA's death rate will increase to 8.1 deaths per 1,000 residents by 2044, due to the passing of the Baby Boomer generation;
- There were 11,000 deaths of SCMA residents,, averaging 2,200 per year over the past 5 years, and
- There will be 81,800 deaths in SCMA, averaging 3,270 deaths per year over the next 25 years.

HISTORIC + PROJECTED CREMATION RATES – DISPOSITION TRENDS

NATIONAL CREMATION RATE

Disposition describes the manner in which the body is handled after death. According to Canadian provincial records, the most common disposition options in North America are casket burial and cremation. Cremation is the preferred disposition option across most of Canada.

The national average cremation rate rose from 58.8% in 2008 to 72.1% in 2018. It is expected to continue to rise across the country.

The following map illustrates the preference for cremation in Canadian provinces and territories as of 2018.

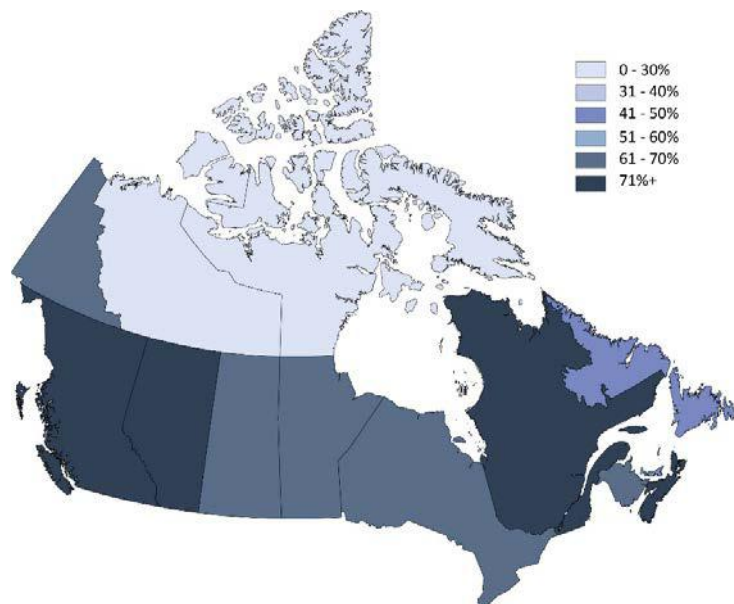


Figure 9: Map of 2018 Canadian Cremation Rates as a Proportion of Total Deaths, Source: Cremation Association of North America (CANA).

PROVINCIAL CREMATION RATE

Saskatchewan had 9,700 deaths in 2018, out of which 6,500 were cremated. The cremation rate in Saskatchewan has increased from **51.7%** in 2008 to **67.3%** in 2018. The Cremation Association of North America (CANA) predicts Saskatchewan's cremation rate will rise to **72.3%** by 2023.

LOCAL CREMATION RATE

This plan's demographics and trend analysis has assumed that the annual cremation rate in the Saskatoon Census Metropolitan Area was the same as that in the rest of the Province.

It also assumes that the SCMA's cremation rate will continue to grow at approximately the same rate predicted for the Province by the Cremation Association of North America (CANA).

Given the region's ethnic and religious demographic profile and our professional expertise, we anticipate that cremation will not rise beyond 90% of dispositions over the next 25 years.

CREMATIONS + CASKET BURIALS SUMMARY

Analysis of the historic and projected cremation rates and disposition trend numbers finds that:

- There were 7,200 cremations of SCMA residents from 2015 to 2019, averaging 1,440 per year;
- There were 3,800 casket burials of SCMA residents from 2015 to 2019, averaging 760 per year;
- There will be 13,900 deaths in the SCMA that will result in casket burials, averaging 560 casket burials per year;
- There will be 67,900 deaths in the SCMA that will result in cremation, averaging 2,710 cremations per year;
- There will be a decrease in the SCMA residents choosing casket burial from 771 per year in 2019 to 403 per year in 2044, due to the projected population growth and the increase trend toward cremation, and
- There will be an increase in the SCMA residents choosing cremation from 1,531 per year in 2019 to 3,901 per year in 2044, due to the projected population growth and the increasing trend toward cremation.

HISTORIC DEMAND – WOODLAWN CEMETERY SALES + INTERMENTS

This section reviews the historic demand for the City’s cemetery services and interment space. Demand is measured in terms of the number of annual sales and interments at Woodlawn Cemetery, as a proportion of the number of deaths in the Cemetery’s market (the SCMA) in the same year.

The graph below summarizes Woodlawn Cemetery’s historic sales and interments from 2015 to 2019.

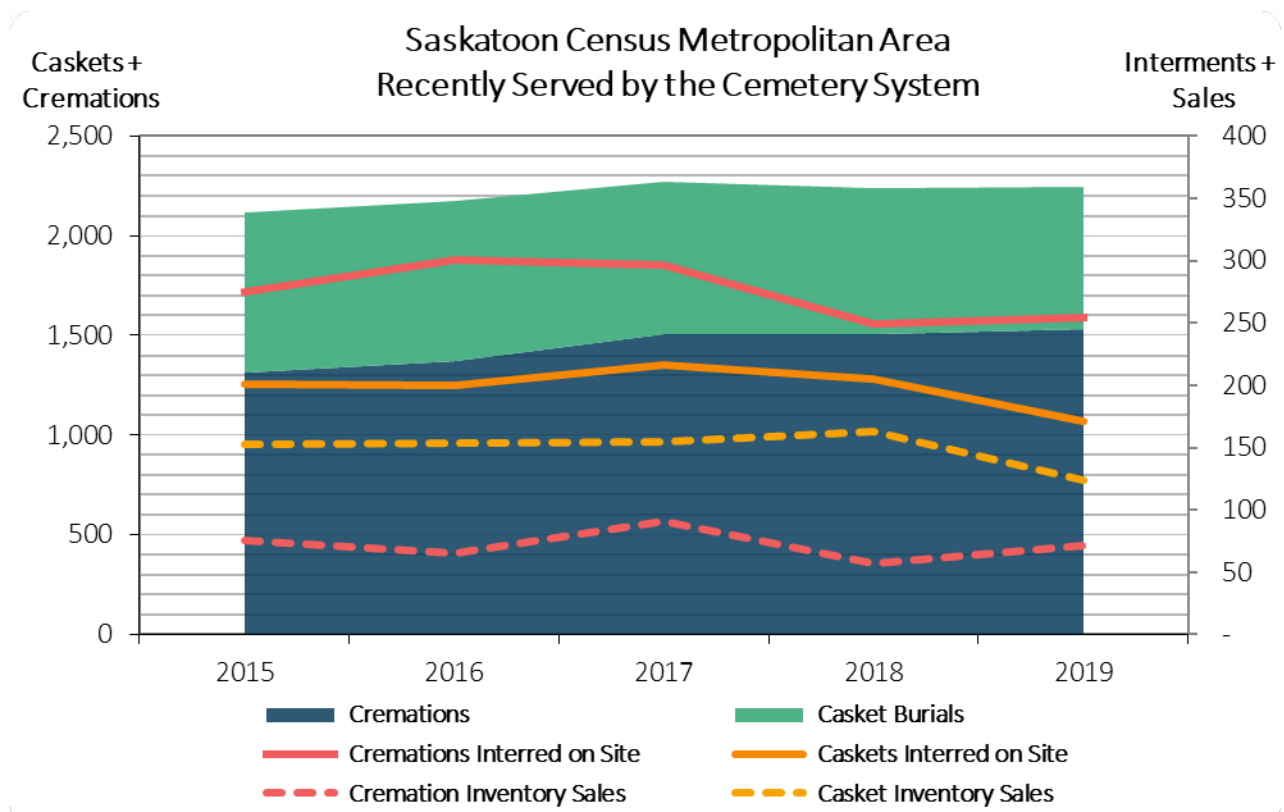


Figure 10: Saskatoon Census Metropolitan Area Community Recently Served by Woodlawn Cemetery, Source: LEES+Associates + Woodlawn Cemetery Records.

Analysis of historic sales and interment numbers finds that from 2015 to 2019, Woodlawn Cemetery:

- Served 26% of SCMA residents choosing casket burial (below average for cemeteries in Canada);
- Served 19% of SCMA residents choosing cremation (on par for cemeteries in Canada);
- Market capture of casket burial and cremations has not significantly fluctuated over the past five years. There was a small, extraordinary increase in sales and interments in 2017;
- Interred 993 caskets and 1,375 cremations, averaging 199 casket and 275 cremation interments per year. Of the 1,375 cremations interred, 86% were in plots and 14% were in niches, and
- Sold 749 casket plots, 241 cremation plots and 119 columbaria niches, averaging 150 casket plot, 48 cremation plots and 24 columbarium niche sales per year.

PROJECTED CEMETERY MARKET PROFILE

The following graph summarizes the demographic and disposition trends that will define the future market profile of the communities served by Woodlawn Cemetery and the residents' need for cemetery space and services over the next 25 years.

The City's cemetery market capture rate has remained largely consistent over the past five years. This projection of cemetery market demand assumes that the proportion of the community the City cemetery serves, will remain consistent over the next 25 years.

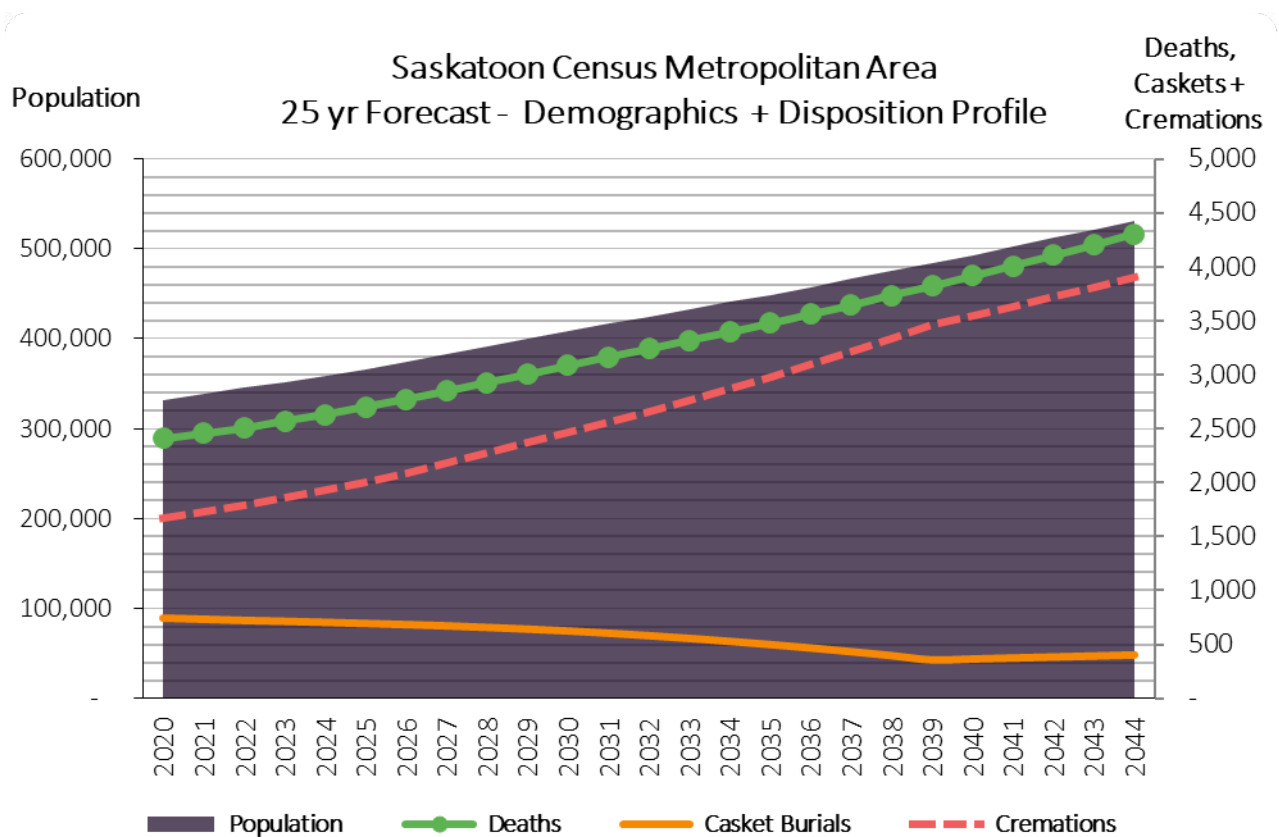


Figure 11: Saskatoon Census Metropolitan Area Demographic and Disposition 25 year forecast, Source: LEES+Associates.

TRENDS IN CEMETERY SERVICES

The proportion of residents that choose to be buried in a cemetery varies significantly and is influenced by several factors. These include: the attractiveness of the cemetery site; the diversity of their product and service options; their ability to meet religious/ethnic traditions; the level of community engagement, their proximity to residential areas and residents, along with their level of universal accessibility, pricing and other considerations.

A high cremation rate significantly affects the total number of residents that come to a cemetery, because many cremated remains are not interred in a cemetery. Instead, most cremated remains in North America are kept at home or scattered in a place of personal meaning. In contrast, the majority of families choosing casket burial will inter in their local cemetery.

Market research finds that on average, local cemeteries serve 80% to 90% of those who choose casket burial, and 10% to 20% of those that choose cremation.

Compared with these benchmarks for the proportion of the community served, Woodlawn Cemetery is below average with respect to the number of caskets it interrs (26% of the community served), but is on par for the number of cremation remains it interrs (19% of the community served). Hillcrest Cemetery interrs a similar proportion of the local community, reportedly interring 19% of City resident casket burials and 20% of City resident cremations in 2019.

Like the majority of Canadian municipalities, the majority of City resident deaths have not resulted in any form of interment at a local cemetery. Instead ashes are scattered or stored in unregulated areas (e.g. public parks, private property and homes.) This trend is expected to increase, in correlation with the increasing trend towards cremation as the preferred method of disposition in the Province.

The following graph shows the expected distribution of deaths by SCMA residents, and summarizes how the regional interment demand is expected to be accommodated over the next 25 years.

**Saskatoon Census Metropolitan Area
Distribution of Deaths over the next 25 years**

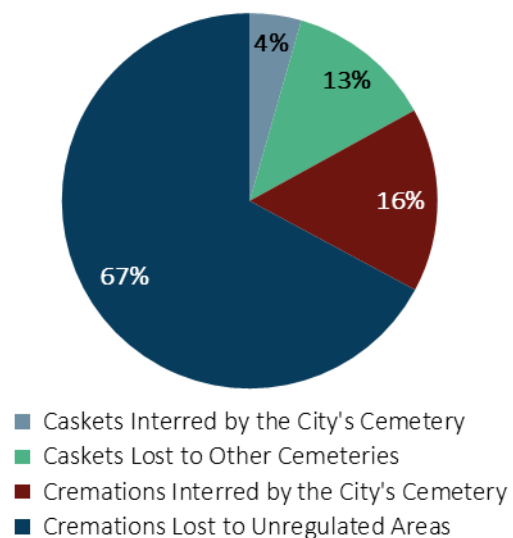


Figure 12: Distribution of Deaths from Saskatoon Census Metropolitan Area Residents over the next 25 years, Source: LEES+Associates.

PROJECTED DEMAND – WOODLAWN CEMETERY SALES + INTERMENTS

This section estimates the projected demand for the City’s services and cemetery land. This analysis assumes historic service rates, interment patterns, sales trends and average annual growth in the Saskatoon Census Metropolitan Area will remain consistent and continuous over the next 25 years. It also assumes the City will continue to develop cemetery inventory similar to its existing offerings to meet market demand.

The following graph summarizes Woodlawn Cemetery’s projected sales and interments over the next 25 years, from 2020 to 2044.

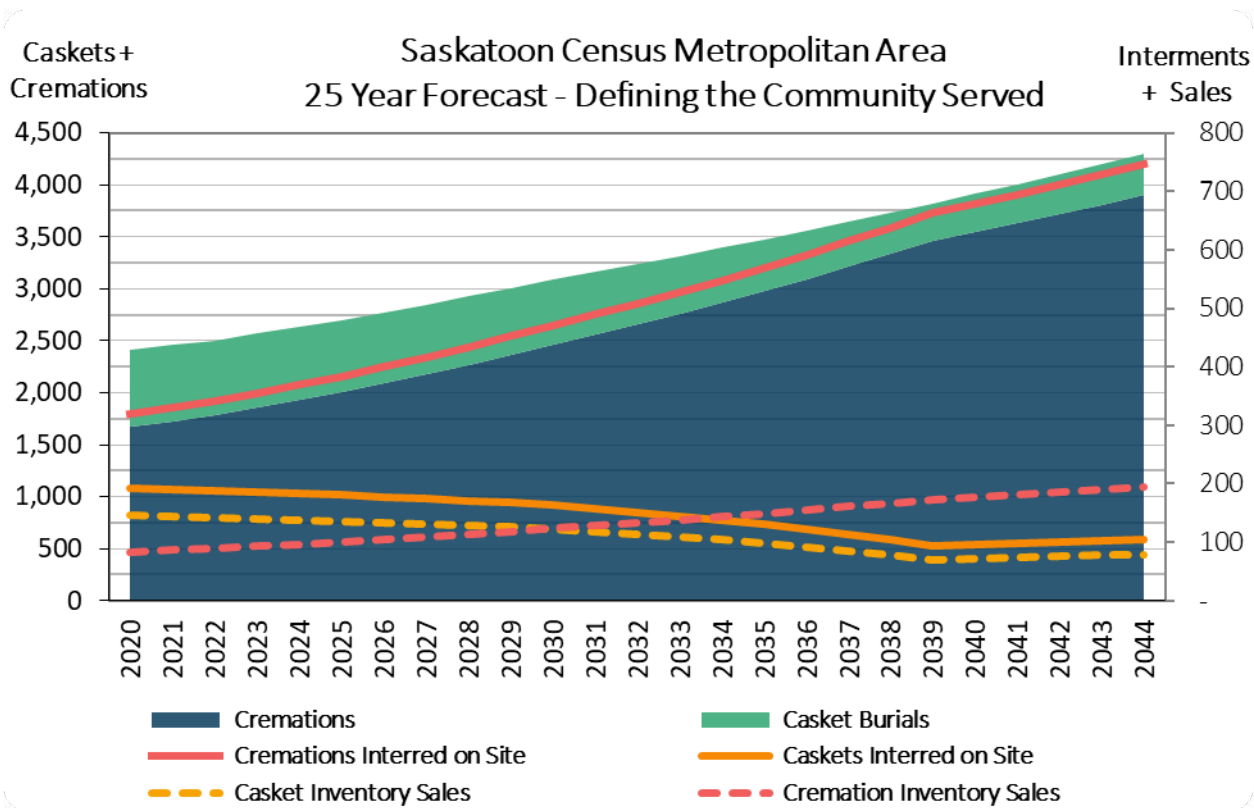


Figure 13: Saskatoon Census Metropolitan Area 25 Year Forecast Community Served, Source: LEES+Associates.

Projections of sales and interment numbers over the next 25 years finds that Woodlawn Cemetery:

- Will inter 3,600 caskets and 13,000 cremations, averaging 144 casket and 520 cremation interments per year, and
 - Of the 13,000 cremations interred, 11,200 will be interred within plots and 1,800 will be interred within niches – averaging 440 plot and 100 niche interments per year.
- Will sell 2,750 caskets plots, 2,300 cremations plots, and 1,100 columbaria niches, averaging 110 casket plot sales, 92 cremation plot sales and 45 columbaria niche sales per year.

1.4 **INVENTORY AND CAPACITY**

This section of the report analyzes the current inventory and potential capacity of undeveloped land at Woodlawn Cemetery and compares it to the land needed to meet demand over the next 25 years.

In this section, soon-to-be developed land refers to areas that are currently being maintained but are not yet platted with burial plots for example, undeveloped Blocks 110A to 126A.

SALES CAPACITY

In this needs assessment, we will compare the anticipated sales demand to the number of plots and niches available for sale, and estimate the number of years of sales remaining. In this plan, “sales” refers to all purchases of a right-of-interment for in-ground burial plot (“grave”) or columbaria niche that can accommodate a casket or an urn at Woodlawn Cemetery. At municipal cemeteries, sales often take place significantly in advance of the need for interment services.

The amount of inventory available for sale is usually a cemetery’s most limited resource and the primary constraint for cemetery operations. A cemetery usually only sells a grave or niche once, whereas it is possible for a single plot or niche to accommodate multiple interments.

INTERMENT CAPACITY

The City is expected to continue interring residents at Woodlawn Cemetery, long after its final plot is sold. Total spaces available for interment includes plots and niches that are currently available for sale, as well as those plots and niches purchased in advance of need, but not yet occupied.

This needs assessment also considers and reviews the total potential number of spaces (plots and niches) available to accommodate an interment. In this plan, “interments” includes the opening and closing service provided to the purchaser of a right-of interment after they have died (also known as the decedent). At Woodlawn Cemetery, interment entails the burial of the decedent’s casket or urn in a grave or placement of an urn within a columbarium niche.

At the majority of municipal cemeteries, families pay for interment services at the time of need, when an individual passes away. Woodlawn Cemetery also offers the opportunity for individuals to pay for their future interment services pre-need. The trust established to manage funds for the City to fulfill this future obligation is described in the Financial Plan chapter.

CEMETERY INVENTORY – PLANNED PLOTS + NICHES

In this plan, “casket plots” refers to all in-ground burial plots at Woodlawn Cemetery that could accommodate caskets.

The term “interment spaces” refers to the total capacity of a lot or niche, as defined by the number of caskets and/or urns that could be placed within it.

According to the Cemetery Bylaw No. 6453, the interment capacity of a casket lot is 4 burials. This may include two caskets and two urns, one casket and three urns, or four cremation urns.

The interment capacity is the number of interments allowed within an in-ground grave space of approximately 4' x 8' (including a liner or vault). The City also allows up to two urns in a cremation lot, which is in-ground burial grave space of 4'x 4'. The Woodlawn Cemetery also offers columbaria niches for cremated remains, and allows two interments in the same niche.

CEMETERY INVENTORY - AVAILABLE FOR SALE

The following figure summarizes the current distribution and availability of developed inventory at the Cemetery.

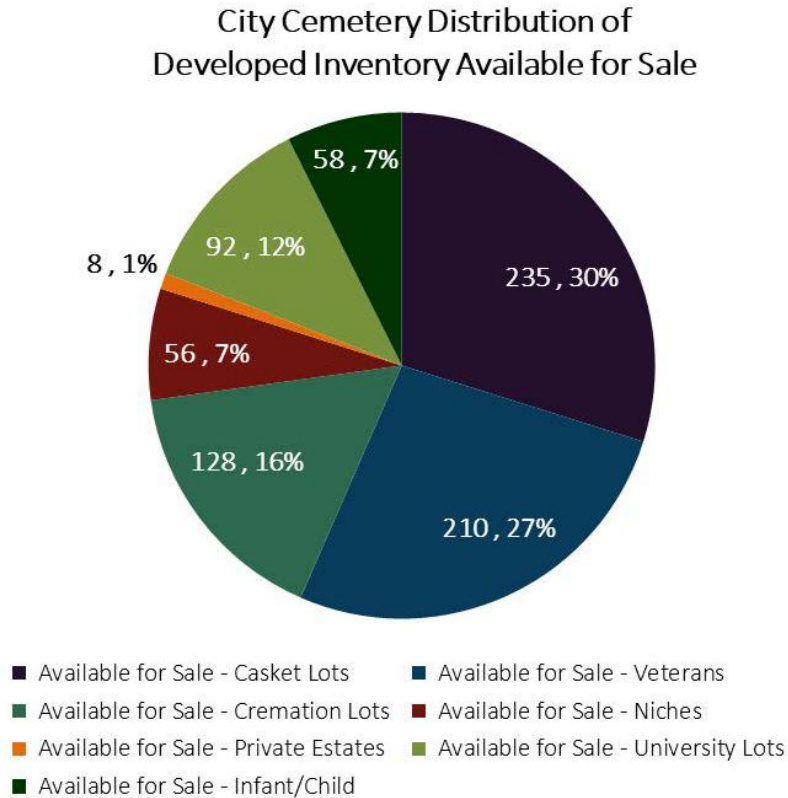


Figure 14: Woodlawn Cemetery Inventory Distribution, Source: City of Saskatoon Cemetery Records.

CEMETERY INVENTORY – PRE-PURCHASED

In addition to this inventory available for sale, City staff records show that the cemetery also has 1,456 additional in-ground plots and niches that are owned, but not occupied.

The City’s cemetery management system does not currently distinguish its pre-purchased inventory by the type of interment (casket lot, cremation lot, or columbaria niche). However, cemetery administrative staff report that if any individual pre-need customer asks for the details of what they had purchased, they can provide this information to them.

The details of inventory that were purchased in advance of need has not been historically recorded or consistently documented in an efficient form for effective reporting. Old pre-need lot and niche sales transactions were often simply described as “reserved, or unrecorded.” The cemetery’s limited historic pre-purchase information was imported from a Microsoft Access database, into the new Stone Orchard Software system, with the potential for enhanced tracking and reporting.

CEMETERY INVENTORY SUMMARY

The following table summarizes Woodlawn Cemetery's inventory currently on record that is available for sale to all City residents, the projected average number of sales per year and the estimated number of years of sales remaining.

Inventory Type	Units Available for Sale	Sales Per Year	Years of Sales
Casket Plots	235	109	2 – 3 years
Field of Honour Plots	210	4	50 – 55 years
Cremation Plots	128	81	1 – 2 years
Columbaria Niche	56	45	1 – 2 years
Private Estates	8	n/a	n/a
University Plots ⁹	92 plots (736 cremation interments)	1.25 plots (10 cremation interments)	73 – 74 years
Infant Plots	58	25	1 – 2 years
Specialized Plots	10 (Estimated)	8	1 – 2 years
Future Casket Plots	7,866	150	50 – 55 years
Future Estate Plots	20	n/a	n/a
Total	8,673 spaces		

Table 4: Summary of Woodlawn Cemetery Inventory Sales Capacity, Source: LEES+Associates and Woodlawn Cemetery Records.

Analysis of Woodlawn Cemetery's inventory and capacity finds that:

- **93%** of the inventory planned and that the City expects to be available for sale, is presently undeveloped remaining lands. When considering the additional inventory available through strategic infill of old roads and unnecessary Cemetery lands, this future inventory is expect to accommodate more than 25 years of sales;
- The number of interments consistently exceed the number of plot and niche sales over the past five years. Historically, there has been:
 - 1.6 times as many casket interments as there were casket plot sales.
 - 4.5 times as many cremation plot interments as there were cremation plot sales.
 - 2.2 times as many columbaria niche interments as there were columbaria niche sales.

- This level of interment demand infers individuals are regularly interred in previously purchased interment spaces and/or plots and niches are regularly accommodating more than one interment, and
- The City’s cemetery records management system is not currently set up to report the precise number of its reserved inventory by interment type (casket plots, cremation plots and niches) that have been purchased pre-need. Therefore at this time it is not possible to determine the total inventory available for interment to individuals that have bought plots and niches pre-need.

ADDITIONAL INVENTORY REQUIRED

Type of Interment	Existing Inventory - Developed	Estimated Total Interment Sales (2021-2045)	Estimated Additional Inventory Required
Casket Plots	235	2,737	2,502
Cremation Plots	128	2,020	1,892
Columbaria Niches	56	1,123	1,067
Infant Plots	58	625	567
University Plots¹⁰	92 (Totaling 736 Cremation Interments)	32 Plots (Totaling 256 Cremation Interments)	0 (Overage of 60 Plots)
Specialized Plots	10 (Estimated)	200	190
Total	511	6737	5,624

Table 5: Summary of Additional Inventory Required at Woodlawn Cemetery to 2044, Source: LEES+Associates and Woodlawn Cemetery Records.

POTENTIAL CAPACITY + EXPANSION OPTIONS

A development plan has been prepared for the remaining undeveloped lands, discussed in Chapter 6. This table provides a detailed estimate of the proposed interment offerings.

	Sub-total (Development Plan)¹	Sub-Total (Infill)²	Sales Per Year	Total	Total Est. Capacity (years)
Traditional In-Ground Burial	2,442	1,233	109	3,747	34
Cremation Plots	522	1,370	81	1,892	23
Columbaria Niches	1,900	1,030	45	2,930	65
University Plots	56 Plots at 8 interments per Plot	N/A	10	448	45
Specialized Burial	174	N/A	8	174	22
Infant/ Child Plots	125	457	25	495	20
Field of Honour Burial Plots	100	N/A	4	100	25
Green Burial	500 ³ (Maximum dedicated area, including 45 in PH1)	N/A	10 ⁴	500	4 additional years of burial ⁵ PH1 Green Burial: 4-5 years.

Table 6: Estimated Inventory, Proposed Development Plan and Infill Strategy, Source: LEES+Associates and Woodlawn Cemetery Records

INFILL STRATEGY

There is an opportunity inside Woodlawn Cemetery's developed areas to convert space that was not originally allocated for interments. The capacity of the already developed area could be densified through infill strategies, such as:

- Infilling grass roads between sections running north to south and other underutilized roads and pathways;
- Strategically placing new in-ground plots, such as smaller cremation plots, childrens' plots and scattering gardens, (which have a smaller, more flexible footprint) along linear road and pathway shoulders and vacant areas, and
- Adding above-ground interment options, such as family vessels, columbaria and memorial walls in areas unsuitable for in-ground interment.

UNCLAIMED PLOTS RECLAMATION STRATEGY

Another option to increase site capacity is to reclaim pre-purchased plots sold many years ago, but currently remain unused. These are plots whose owners have not been in contact with the Cemetery since the time of purchase.

The first step in a reclamation strategy would be for the City to identify and confirm the location of all existing sold, used and unclaimed plots. Some cemeteries seek to increase their capacity and conserve land through the reuse and resale of unclaimed graves. Best practices surrounding this strategy include:

- Identifying individuals/families that purchased burial plots more than 50 years ago;
- Attempting to find the last known lease/plot owner;
- Advertising in the local media (e.g. newspapers), and
- Where no contact can be established with the buyer or family members, confirm the status of these plots as abandoned.

The circumstances for reclamation, and the expiry date of a right-of-interment in an unclaimed plot, should be fully delineated in the City cemetery rules, regulations and ordinances. Unclaimed plots that are determined to be abandoned can then be resold, typically at the current rates. It is important to note that just because a plot was sold 50 or more years ago, it may not necessarily indicate a lack of family interest. Significant staff time may be required to fully investigate and determine if unclaimed plots are in fact abandoned and therefore available.

CONCLUSION

Cemeteries are unique in that their land use designation is legislated to remain unchanged in perpetuity. For this reason, it is prudent for cities to plan to have enough cemetery capacity to meet community needs for at least 100 years.

The analysis of community needs and trends finds that Woodlawn Cemetery does not presently meet best practices for diversity of cemetery services and planned inventory.

The City has limited inventory and will need to develop more offerings in the currently undeveloped areas of Woodlawn Cemetery in the near future. Through expanding its capacity, the Cemetery has adequate capacity to continue serving the community's in-ground burial needs for the next 25-34 years, and cremation interment services will be available at Woodlawn Cemetery for generations.

ENDNOTES

1. City of Warman website- <https://www.warman.ca/515/Demographics-and-Census-Data>
2. Cremation Becoming Increasingly Popular Among Jews, Funeral Professionals Say, <http://www.haaretz.com/jewish/news/cremation-becoming-increasingly-popular-among-jews-funeral-professionals-say-1.447873>
3. Changing Catholic Attitudes about Cremation, <http://www.catholicworldreport.com/2012/11/03/changing-catholic-atti-des-about-cremation/>
4. Vatican issues new rules on Catholic cremation- Remains cannot be scattered, divided, or kept at home <http://www.cbc.ca/news/world/vatican-catholic-cremation-1.3820336>
5. Space and ethnic practices put heavy demands on cemeteries, <http://www.sbs.com.au/news/space-and-ethnic-practices-put-heavy-demands-on-cemeteries>.
6. Federal Canada Census 2016
7. <https://www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-cma-eng.cfm?LANG=Eng&GK=CMA&GC=725&TOPIC=7>
8. Canada's Baby Boom Is Nothing like the One in the US," Robert L. Brown, Past President of the Canadian Institute of Actuaries, expert advisor EvidenceNetwork.ca, http://www.huffingtonpost.ca/robert-l-brown/canada-baby-boom_b_6478760.html
9. Plots to be developed are not predetermined as either casket or cremation only. They are developed as needed based on the actual community demand. To determine the likely sales capacity of this mixed inventory type, it was assumed that 2 cremation plot sale equalled 1 casket plot sale, with respect to a single unit of sales demand.
10. Each University plot holds up to 8 cremated interments.

TABLE SIX ENDNOTES

1. Capacity numbers for the development plan do not include cremation interment set aside in the Field of Honour.
2. Capacity numbers for the infill strategy are estimated based on suitable locations identified by Cemetery Staff. Actual capacity for In-ground interment will depend on detail design/grave layout that considers limitations of underground utilities and irrigation infrastructure.
3. An additional 200 graves in the green burial section can be gained by extending the current 3m planted buffer by 7m instead of 12m from the south road edge along the norther end of the cemetery (reducing the total proposed vegetative buffer along the northern edge from 15m to 10m). This would translate as an additional 20 graves available of PH1 of Green Burial Development.
4. Estimated Rate
5. The space allotted for Green Burial is flexible based on demand for traditional or green burial and may translate to an additional capacity of 4 years for in-ground burial.
6. This estimate does not consider increases related to expanding the right to inter in the Field of Honour to other protective service members, such as City Fire Department or First Responders/Paramedics.

2 SITE ANALYSIS

In April 2020, LEES+Associates and members of the City's Project Team undertook a virtual site tour and desk top site analysis of Woodlawn Cemetery and Nutana Pioneer Cemetery. In-person site tours were undertaken by the Oxbow Architecture team, however visits by LEES were not possible due to travel restrictions as a result of the COVID-19 pandemic. Discussions with City Staff as well as external stakeholders were also taken into account in the site analysis of Saskatoon's Cemeteries.

The purpose of the virtual site visit and desk top site analysis was to identify opportunities and constraints for the development and enhancement of Woodlawn Cemetery and Nutana Pioneer Cemetery. This section of the report summarizes the site analysis of both cemeteries under the following headings:

Woodlawn Cemetery

- Overview of the Cemetery
- Access, Circulation and Wayfinding
- Interment and Memorialization
- Vegetation and the Urban Forest
- Site Infrastructure

Nutana Pioneer Cemetery

- Overview of the Cemetery
- Access and Interpretation

The Site Analysis Plan for Woodlawn Cemetery accompanying this chapter is located in Appendix B.

2.1 WOODLAWN CEMETERY

OVERVIEW OF THE CEMETERY

Woodlawn Cemetery is the City's primary, fully active cemetery. It contains an important cultural site, the Next of Kin Memorial Avenue, recognized as a National Historic Site by Parks Canada. Woodlawn Cemetery is a mature cemetery comprising 96 acres of beautiful lawn burial areas, cemetery roadways, and a tree canopy that contributes significantly to Saskatoon's urban forest. Most of the cemetery is developed with the exception of the northern area.

Woodlawn Cemetery was established in 1905, and has been owned and operated by the City since 1910. Developed near the Roman Catholic Cemetery (which was later incorporated into Woodlawn), Woodlawn Cemetery expanded onto nearby farmland until bound by industrial rail and vehicular transportation corridors of the quickly developing city. Woodlawn Cemetery now lies in a teardrop shape near the centre of Saskatoon. It is bordered by Warman Road to the east, and an active rail line and an electrical substation to the north and north-east. The long-standing Kelsey-Woodlawn residential and industrial neighbourhood lies to the west of the Cemetery, and private land holdings south towards the main entrance on 33rd Street form its southern boundary. These boundaries are for the most part fixed with limited ability to expand in the future.

Woodlawn Cemetery has long-standing tradition of veteran commemoration through a Memorial Tree Plaque Program, and the naming of cemetery roadways to memorialize military battles, ships, and notable personnel serving in national war efforts, that has significantly contributed to the character and cultural significance of Woodlawn Cemetery.

2.2.1 ACCESS, CIRCULATION AND WAYFINDING

Woodlawn Cemetery suffers from a lack of physical connection with the surrounding community due to the barriers presented by the rail lines to the north, Warman Road to the east, and 33rd Street to the south, which make it difficult to access by foot, bicycle, or vehicle. The Cemetery's unique shape and internal road system also makes it difficult to navigate without adequate signage.

MAIN ENTRY ACCESS

Woodlawn Cemetery's main and ceremonial entrance is located off of 33rd Street and Next of Kin Memorial Avenue (3rd Avenue North). Families currently endure an incoherent and disorienting approach to the main entrance as a result of the adjacent intersection. To make the experience of arriving at the cemetery more straightforward and pleasant, consideration was given to moving the main entrance to western side of the cemetery at 36th Avenue. However, this would deny visitors the experience of entering the cemetery via the beautiful and culturally significant processional route of the Next of Kin Memorial Avenue. There may be a number of future opportunities to improve the main entry experience to this sacred cemetery landscape as part of planned enhancements to Warman Road and 33rd Street.

SECONDARY CEMETERY ENTRANCES

There are secondary vehicular access points into the cemetery through 36th Street and 39th Street. The 39th Street entrance is a dedicated entrance for trucks bringing materials needed for cemetery operations. Vehicular access is also needed on the north boundary cemetery road for maintenance workers to access the City's electrical power lines. Vehicular barriers are placed at significant access points to prevent unauthorized access to the cemetery via this maintenance route, such as at the north east corner drive connecting to the Electrical substation lands, or in other locations such as significant gaps along the west fencing and hedging. There are opportunities to highlight these entry points to the community as part of a strategy of improving access to the cemetery landscape.

The lands surrounding the old administration building located at 36th Street entrance also provide opportunities for redevelopment to improve the Cemetery frontage and provide more burial capacity through the development of enhanced interment offerings.

EXPOSING HISTORICAL CONNECTIONS TO DOWNTOWN

Next of Kin Memorial Avenue was originally envisioned to connect to downtown through 3rd Avenue North. There is an opportunity to reinforce the link to Woodlawn Cemetery through landscape treatment and street-design elements along this route. Discussion with various City departments including Planning and Engineering will be required to determine the feasibility of this opportunity.

NEIGHBOURHOOD CONNECTIONS AND ACTIVE TRANSPORTATION

There are several points of pedestrian access along Woodlawn Cemetery's western border, which provide neighbourhood residents and workers from the industrial areas west of the neighbourhood casual and recreational access to the Cemetery. There is an opportunity to improve these entrances in an effort to improve pedestrian access and connection to the community, as well as enhance the border treatment and screen unattractive views. There is also opportunity to better integrate Woodlawn Cemetery with the greater community, as part of the active transportation system outlined in the 2016 Active Transportation Plan, and the greenway network explored as part of the North Downtown Development Plan. For example, there is opportunity to welcome those using the 2nd Avenue bicycle route to explore a detour route along Next of Kin Memorial Avenue. There is also potential to extend a major greenway identified in the North Downtown Development Plan north across 33rd Street and along the eastern boundary of the Cemetery. This can be done in a manner that welcomes residents to travel through the cemetery and retains maintenance access to electrical lines, while reserving the recently purchased rail lands for future public transportation infrastructure. These opportunities would increase Cemetery visitation, enable residents to access to nature and cultural history in the Cemetery, and provide a safe and attractive multi-use connection to downtown.

There is also opportunity to create community connections east to west through the Cemetery, across Warman Road. For example, near the future Balmoral All Ages and Abilities (AAA) Bicycle Route proposed along this street and connecting to Windsor Street and riverside parks, or, near the future Bus Rapid Transit (BRT) stops to be located at 5th Avenue and Hazen Street.

Without a designated pedestrian and cyclist crossing, Warman Road poses a significant access barrier to residential neighbourhoods and riverside parks to the east, and safety issue for those who attempt to cross to the Cemetery at undesignated areas. Enhancing pedestrian links to the Cemetery would help connect city residents connect with the Cemetery and surrounding neighbourhoods and amenities, and encourage active transportation, which is associated with numerous economic, health and ecological benefits.

WAYFINDING

Due to Woodlawn Cemetery's unique layout, and tricky site access points, wayfinding around the site can be challenging for first time visitors who do not use or have access to maps on their smart devices. The cemetery has maps available for download and print online, but these can be challenging to use as the maps do not always correlate with information on site, such as the lack of signage identifying heritage names of cemetery roadways. It is especially difficult for visitors to find their way to the administration building to access cemetery services, as there is no direct route to the building. A wayfinding and signage strategy is needed for Woodlawn Cemetery, which should include the signage identifying heritage cemetery driveway names.

ACCESS, CIRCULATION AND WAYFINDING: SUMMARY OF OPPORTUNITIES AND CONSTRAINTS

Opportunities:

- Enhance and promote community access to Woodlawn Cemetery by:
 - Expanding the greenway system across 33rd Street and along the eastern perimeter of Woodlawn Cemetery as proposed in the North Downtown Master Plan;
 - Highlighting the Cemetery’s connection to downtown via 3rd Avenue North through landscape treatment;
 - Enhancing pedestrian and cycling connections to nearby neighbourhoods, both east across Warman Road and to the residential and industrial neighbourhood to the west;
 - Enhancing the aesthetic and landscape treatment of key entryways and create entrances that celebrate the transition between public to sacred space;
 - Exploring, with the Transportation Department, the potential for a formal pedestrian crossing of Warman Road in the vicinity of Cavers Street, in conjunction with a cycling route through Woodlawn Cemetery (such as along routes indicated in the Site Opportunities Diagram, Appendix B), and
 - Exploring, with the Transportation Department, the development of a multi- use pathway connection along the northeast boundary;
 - Working with the Transportation Department to simplify and enhance the vehicular entry to Woodlawn Cemetery as part of upgrades to the intersection of 33rd Street and Warman Road;
 - Enhance site navigation by:
 - Reinstating signage with the honorary names of cemetery roadways to aid wayfinding and commemorate the service of Saskatoon residents in national war efforts;
 - Updating the Cemetery map to correlate with coloured (painted) obelisk section markers and other on-site wayfinding features (driveway signage, water taps, significant site landmarks, etc), and
 - Relocating the office to the entrance of the cemetery.

Constraints

- Major surrounding roads create barriers for physical access to the Cemetery;
- The intersection at 33rd Street and Warman Road is difficult for vehicles to navigate and hinders access to the cemetery;
- The main cemetery entrance has crowding issues from activities and commercial signage associated with adjacent, privately owned lands;
- Moving the main cemetery entrance to ease navigability to the Cemetery site is not a favorable option due to neighbouring site conditions and consideration to a culturally significant processional route of Next of Kin Memorial Avenue as the appropriate main entrance;
- The site layout and a lack of signage and wayfinding aids contribute to challenges for visitors navigating the site; causing difficulty in navigating to the cemetery office, and
- The 39th Avenue entrance is used by road maintenance trucks and by vehicles.

2.1.2 INTERMENT AND MEMORIALIZATION

CULTURAL REPRESENTATION WITHIN WOODLAWN

Woodlawn Cemetery contains a mosaic of non-denominational, religious and culturally sections, representing how the Saskatoon has grown and diversified over time. Significant cultural and religious areas include Catholic, Ukrainian Orthodox, Greek Orthodox, Jewish, Muslim and Chinese areas. The Cemetery has also been used by Indigenous community members, especially by local Métis community members, who are interred throughout the cemetery, many in unmarked graves. Though many are currently brought to home communities for burial on reserve, First Nation residents also inter within Woodlawn Cemetery and it is thought by Indigenous community leaders that this trend will grow over time.

Many stakeholders identified the diversity of cultures and languages represented on grave monuments to be an important and treasured aspect of community heritage, uniquely representing the story of Saskatoon and the diversity of peoples that make Saskatoon home.

There is opportunity to collaborate with stakeholder and community groups in expanding the information on and community knowledge of this feature of the Cemetery, as well as in honouring and recognizing values of diversity, resilience and unity within future design and development of Saskatoon's cemeteries and the development of an interpretive framework that includes Indigenous history and heritage as a foundational element. This initiative would require the continued consultation and relationship building with the diverse cultural groups within Saskatoon and area, especially with Indigenous communities in developing this framework.



Figure 15: Headstone in the Muslim Section, Source: Oxbow Architecture

IMPLEMENTING DIVERSITY AND INCLUSION WITHIN THE CEMETERY

A great place to begin to implement such an interpretive narrative and framework is cemetery areas important to many cultural and religious groups, such as those dedicated to children and infants, (e.g. The Shared Garden), Soldiers' Cairn and Military Fields of Honour, as well as areas honouring those who have dedicated their bodies to science (University of Saskatchewan area), and areas assigned to indigent community members. For example, there is opportunity to address the indigent grave area. Grouping indigent graves, especially in an area close to the materials storage yard which has screening fencing in poor condition, contributes to the stigmatization of this space and those interred here.

Opportunities for recognition and valuing diversity, resilience and unity could include examples such as improving the landscaping surrounding the indigent grave area, in communicating the value of all community members, especially those most vulnerable. This could also include a program subsidizing the cost of a monument for graves of these individuals, to ensure they are marked if wished by the individual and their family. Such efforts, along with discontinuing the practice of grouping indigent graves, would address the visibility of historically economically disadvantaged and marginalized community members and groups, including a disproportionately high number of Indigenous community members.

There is also opportunity to improve an important community space, the Shared Garden dedicated to lost infants.

COMMEMORATION OF SERVICE TO THE COMMUNITY AND TO THE NATION

Woodlawn Cemetery has a strong connection to the military, with many veteran members interred in Fields of Honour and throughout the other cemetery sections. Values associated with honouring and recognizing service and sacrifice for the good of the greater community are held deeply and dearly in Saskatoon community culture, as exemplified in local events, celebrations and ceremonies commemorating military veterans. These sentiments were also expressed during discussions with multiple stakeholder groups regarding recognition of community service, including ideas about extending the rights to burial in the Field of Honour to first responders.

FIELD OF HONOUR

Currently the Woodlawn Cemetery Field of Honour sections are open to serving and veteran members of the Canadian Armed Forces, allied veterans of WWII and the Korean War, and serving or past members of the RCMP. Members of the Saskatoon Police Service killed in the line of duty are also able to inter in the Field of Honour. In all cases of those eligible, the spouse of the deceased person is also able to inter in the Field of Honour plot. In recognition of the risks and sacrifice made in serving the community, there is a desire to extend the right to burial in the Field of Honour to first responders, such as Fire Fighters and Paramedics, as well as their spouses.



Figure 15: (Above) Military Section and Field of Honour, Woodlawn Cemetery, Source: LEES+Associates.

Figure 16: (Right) Military Section and Field of Honour, Woodlawn Cemetery, Source: LEES+Associates



Figure 17: Soldiers' Cairn, terminus of Next of Kin Memorial Avenue and site of the annual Decoration Day celebrations, Woodlawn Cemetery, Source: LEES+Associates

NEXT OF KIN MEMORIAL AVENUE

Woodlawn Cemetery also hosts a valuable community heritage site, a “Road of Remembrance” memorial dedicated to commemorate those killed in the First World War, called the Next of Kin Memorial Avenue. The memorial was initiated by members of Imperial Order Daughters of the Empire, who sponsored the construction, and dedicated the memorial in the first annual ceremony in June of 1923. It remains a uniquely active and living memorial intrinsically tied to civic and military service remembrance celebrations that have grown and changed with the community over time. The City, with community support and volunteers from Veteran and Scouts organizations, has since adopted responsibility for the Memorial Ceremonies, held on site every June and also for the upkeep of the avenue since 1985.

The Next of Kin Memorial Avenue is recognized by the City as a valuable and symbolic Historic Site, and is also classified as a National Historic Site by Parks Canada, as it is one of the last such intact memorials in Canada. Its sentimental and heritage value to many stakeholder groups within the community and the nation cannot be overstated, and there is a clear need to protect its integrity into the future for posterity.



Figure 16: Aug. 25, 1948, Aerial view looking north up Next of Kin Memorial Avenue, Source: City of Saskatoon Archives- Star Phoenix collection- S-SP-B-4-002



Figure 17: (Top) Next of Kin Memorial Avenue, Woodlawn Cemetery, Source: LEES+Associates

Figure 18: (Left) Memorial Plaque Next of Kin Memorial Avenue, Source: LEES+Associates

Figure 19: (Right) Interpretive/Designation Monument, Next of Kin Memorial Avenue, Source: LEES+Associates

FEATURES INCLUDED IN THE NEXT OF KIN MEMORIAL AVENUE:

- A gateway composed of stone plinths and a wrought-iron fence marking the entry to the Cemetery and the Avenue;
- The Avenue leads into the Cemetery, curving to a plaza and Soldiers' Cairn, dedicating the avenue to the community's' dead, and on to Soldiers' Plot in the centre of the Cemetery;
- Soldiers' Cairn is the original ceremonial dedication site and the venue of the annual June remembrance ceremonies of Decoration Day, which continue from 1923 to this day;
- The Avenue was inspired by tree-lined avenues in France, and the straight roads that extended from circular boulevards within French cities. Elm trees, specially selected to survive Saskatoon's climate, were planted on either side of the road. Each tree was dedicated to an individual soldier killed during the war;
- The designations are located on a bronze plaque attached to a wrought-iron guard designed to curve around the tree. Of the 265 original memorial tree dedications, 112 now remain, as do many of the now mature elms;
- As the program expanded over time, the Avenue branches out like the spokes of a wheel from circular drives within the cemetery. These branches are honorarily named after distinguished Soldiers', major battles or ships, such as Kitchener, Currie, Vimy, Mons, Caen, Jervis Bay, Bishop V.C, Korea, Normandy and Batoche. Signs featuring driveway names were until recently posted on pillars throughout the Cemetery. Due to the difficulties and costs of maintenance, these roadways are no longer physically identified with site signage, but remain on digital and printed maps. There is opportunity for the Cemetery, the City's Heritage department and interested groups such as the Saskatoon Heritage Society to collaborate on projects addressing this issue in site heritage preservation, and pursue funding in accomplishing this aim.

It has been indicated by the City Archivist and members of the Saskatoon Heritage Society during consultation that the original intent of the design of Memorial Avenue was to connect it to the downtown core through the continuation south from 3rd Avenue North. There is possibility to reinforce this physical connection of one of the City's most important heritage sites to its downtown core through physical integration and landscape treatment of 3rd Avenue in downtown development implementation, for example, in the continuation of a boulevard street down 3rd Avenue.

MAINTAINING THE INTEGRITY OF NEXT OF KIN MEMORIAL AVENUE.

Key to maintaining the heritage integrity of the site is preserving the historic values identified by Parks Canada in the site's Heritage Integrity Statement. Originally the tree dedication program was specific to those who had served and died in WWI. As a living memorial it has evolved to include casualties from both World Wars, the Korean War and all subsequent military engagements. Memorial tree dedication has become a valued memorial tradition within Saskatoon and is continued to this day.



Figure 18: Aug. 25, 1948, Aerial view looking south down Memorial Avenue toward and showing the bakery buildings and houses and remains associated with the Saskatoon Brickyard site, Source: City of Saskatoon Archives- Star Phoenix collection- S-SP-B-4-003

CARE AND MAINTENANCE OF NEXT OF KIN MEMORIAL AVENUE

The promise of perpetual care to families was provided with the dedication of the tree and plaque. Since the Memorial Tree Plaque Program was turned over to the City in 1985, the responsibility of site maintenance and care has resided primarily with the cemetery (e.g. mowing, turf care, trimming, flowers, tree care, signage and records care, flowerpots, irrigation, etc.). Saskatoon Light and Power maintain the street lights. As well, the Saskatoon Roadways, Fleet and Support Department is responsible for the maintenance and paving of the road way, and assists in sanding and street sweeping of the Avenue with no cost to the Cemetery. There are a number of considerations regarding the condition of the memorial infrastructure:

- Many plaque stands are in disrepair and deterioration and will need to be replaced soon. There is opportunity to pursue partnership with the Heritage coordinator in pursuing funding to assist in the maintenance of the plaques and stands. Funding may also be available for a project for streamlining the plaque dedication records system and making it searchable and geo-navigable online;
- Trees throughout the Cemetery have grown into their plaque stands, and stands have had to be cut-out of the base of trunks as they were killing the trees. The Cemetery has been replacing the tree stands as funds have come available. However, there is currently another 400 tree plaques that require tree stands;
- The Avenue paving will require pavement renewal/ upgrading in the near future (Saskatoon Roads Department responsibility);
- The Avenue's stately mature elms comprise a significant symbolic impression on entry and procession to the Cemetery, and are worthy of a priority maintenance regime to ensure the health and longevity of these trees. The Cemetery replaces Memorial Avenue elms should they die; however, the trees are vulnerable to Dutch Elm disease, and
- As a living memorial recognized as a Historic Site with local and national value, it is recommended that the City undertake collaborative efforts between departments and partnering organizations, such as the Heritage Society, in maintaining the site. Alternative funding, such as grants, may be available for heritage preservation and should be sourced where possible.



Figure 19: (Top) Next of Kin Memorial Avenue, Woodlawn Cemetery, Source: LEES+Associates

OPPORTUNITIES FOR INFILL AND EXPANDING INTERMENT OPTIONS

Woodlawn Cemetery needs to maximize the use of its remaining undeveloped sections as it plans for the development of a new cemetery at some point in the future.

There are undeveloped sections to the north of the Cemetery, identified in this plan as the Northern Burial Area, that are available for future burials. One site is comprised of Blocks 110A to 126A, and another from 94A to 86A, excluding the Jewish Burial Section in the south half of Block 88A. There is also an area planned for the expansion of the Orthodox area (blocks 74A to 73A).

These areas provide opportunity to serve the diverse Saskatoon community by avoiding further cultural or religious sectioning in these blocks, and the development of multiple interment options. Interment options could include green burial, family cremation plots, family urns and columbaria. This land will need to consider screening of the active rail lines adjacent to the north, as well as access for City crews in the maintenance of power lines hugging the northern cemetery boarder, and maintenance requirements regarding vegetation clearance from the power lines. Existing irrigation mains exist in this area and will need to be considered, along with the aging and strained irrigation system, in the context of site servicing needs in the development.

The image below describes vacant blocks, the Northern Burial Area, considered for development in this master plan. A map summarizing site opportunities and constraints can be found in Appendix B.

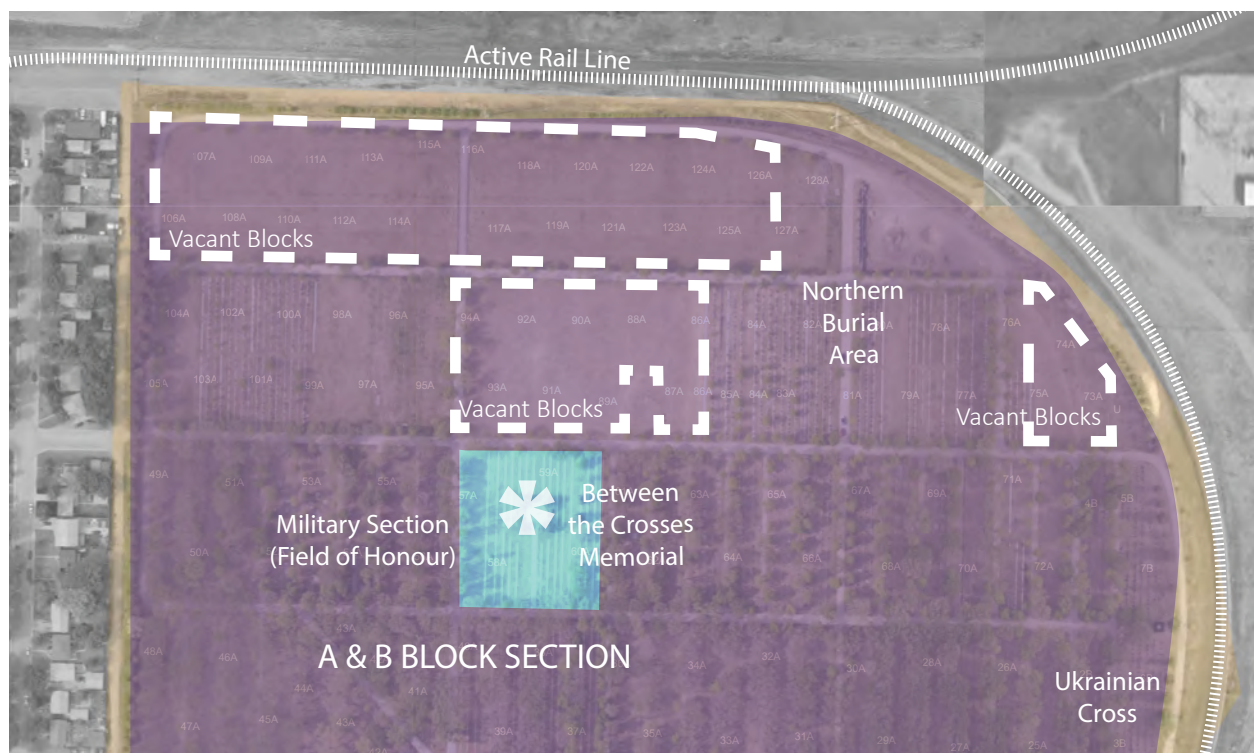


Figure 20: Vacant Blocks, Northern Burial Area, Woodlawn Cemetery Source: LEES+Associates

It is the desire of Cemetery management to retain Military burials within Woodlawn. As there are vacant blocks of Cemetery land adjacent to the existing Field of Honour, this section can be expanded, dedicating space for future Military burials. The development of this space as a Military section should carefully consider treatment of the area adjacent to the Jewish section, including screening or border treatment needs of this community. It is recommended that the Cemetery consult with representatives of this group while planning and designing this area. Additionally, a mix of interment options could be developed in this expanded Military section, such as columbaria, to provide veterans a variety of interment options while remaining in a designated Field of Honour.

Interment infill is a possibility on a number of older, inactive roads within the cemetery – particularly the roads between Blocks 25A to 28A, and 61A to 70A. Many of these roads have been planted with memorial trees, have been designated with honorary memorial names, and offer a distinct landscape character and opportunity for meaningful interment development. These spaces could form cremation walks with scattering gardens and columbaria, or in-ground interment for casket and urn burial.

The material storage area provides opportunity to improve surrounding interment space by condensing its footprint and infilling vacant space with landscaping to increase visual buffering of the area.

The Old Administrative Building near the 36th Street entrance is currently occupied by a commercial tenant in the memorial industry, on an annual lease. This space possesses a significant opportunity for both improvement of the vehicular entrance and the development of infill interment space, in the form of a cremation garden. A cremation garden at this location would interface with the community in creating a welcoming pedestrian entrance into a space dedicated to the memory those who have passed. This space could include beautifully integrated cremation interment offerings, such as scattering and memorialization, family urns and columbaria as well as seating and places of quiet contemplation within a garden setting. There is also opportunity to expand memorialization offerings, such as incorporating sculpture or memorial stones.

A City electrical substation sits on a triangular piece of land to the northeast of the Cemetery boundary. There may be opportunity in the future to expand to this site at the end of this facility's service lifetime – approximately 25-50 years into the future. Currently, a large swale catching storm water and overland snowmelt in warmer seasons lies between the Cemetery and the potential development site, and may present development constraints.

SUMMARY OF OPPORTUNITIES AND CONSTRAINTS: INTERMENT AND MEMORIALIZATION

Opportunities:

- Recognize culture and language diversity represented on grave monuments in Woodlawn Cemetery, an important and treasured aspect of community heritage, through interpretive narratives;
- Collaborate with stakeholder and community groups in expanding knowledge and awareness of this multicultural feature of the Cemetery, as well as in honouring and recognizing values of diversity, resilience and unity within future design and development of Saskatoon's cemeteries and the development of an interpretive framework that includes Indigenous history and heritage as a foundational element;
- Improve the current landscape context of indigent burial area and discontinue grouping indigent burials to avoid stigmatization of any one area;
- Accommodate the use of fire in end-of-life ceremonies, which is integral to many cultural practices including those of local Indigenous Peoples;
- Consider a green burial section with options that may incorporate alternative ways of grave marking and memorialization in accommodating Indigenous community customs and values;
- In recognition of the risks and sacrifice made in working in protective services, extend eligibility to interment in the Field of Honour to first responders such as Fire Fighters and Paramedics;
- Recognize the contribution many Indigenous persons made to Canadian war efforts by including the Treaty 6 and Métis Nation flags with the Canadian and Provincial flags at Soldiers' Cairn;
- There is opportunity to repair and maintain the Next of Kin Memorial Avenue in a way that safeguards and honours its recognition as a National Historic Site. This work has opportunity to include:
 - Address planning for Boulevard Tree Succession in a way aligning to urban forestry best management strategies to defend against pests and disease;
 - Repair and replace damaged or outgrown tree dedication markers;
 - Provide interpretation (on-site or online) or otherwise highlight physical heritage features such as the rock edge of Memorial Avenue roadway;
- Improve interment surrounding the material storage area by condensing the storage area footprint, and infilling vacant space with additional landscaping for visual buffering;
- Demolish and remove the Old Administrative Building near the 36th Avenue vehicular entrance for interment infill such as cremation gardens with diverse cremation interment offerings. This will also make this key entry point more attractive and inviting;

- Incorporate columbaria in small or narrow vacant spaces within the Cemetery, such as:
 - Any decommissioned irrigation lines;
 - Decommissioned roads such as those between 64A & 65A, 68A & 69A, and the road between 53A&54A;
- Expand the current interment and memorial offerings by offering options such as:
 - Green burial;
 - Expanding memorialization without interment opportunities, such as memorial walls, sculptures, or engraved memorial stones within a cremation garden;
 - Expanded cremation options such as family estate cremation plots, family urns and scattering within a landscaped cremation garden and walk;
- Serve diverse faith and cultural groups within the City by allowing all faith groups to use undeveloped sections, and accommodate communities that require special site design requirements so they can continue to inter with their communities (for e.g., the Muslim and Jewish sections);
- Provide expanded options for cremation interment through the development of cremation gardens that include:
 - Columbaria units;
 - Scattering gardens;
 - In-ground cremation plots;
 - Family vessels;
 - An ossuary;
 - Memorialization with interment options, and
- Enhance or expand the Shared Garden, for example through integrating a ceremonial table for the ossuary, and additional perennial plantings or landscaping treatments to underline the significance and meaning of this space. Provide additional memorialization features as required.

Constraints

- Many Indigenous burials go without grave markings, perpetuating lack of visibility and marginalization of Indigenous community members;
- Collaboration and consultation with Indigenous community partners is needed in addressing Truth and Reconciliation Calls to Action # 57 and #79, including any interpretive material addressing Indigenous Peoples;
- Military and Field of Honour interments are to remain at the Woodlawn cemetery site;
- Currently Woodlawn Cemetery Field of Honour sections are open only to serving and Veteran members of the Canadian Armed Forces, allied veterans of WWII and the Korean War, serving or past members of the RCMP, and those of the Saskatoon Police Service killed in the line of duty;
- Respecting and maintaining the integrity of the Next of Kin Memorial Avenue is paramount in any development or improvements to Woodlawn Cemetery;
- According to research carried out by Parks Canada, the Imperial Order Daughters of the Empire (IODE), the original managers of the Next of Kin Memorial Avenue tree planting program taken over by the City, ensured perpetual care as part of the dedication arrangement;
- Repairs and maintenance are needed for memorial trees and plaques throughout the cemetery, as the Memorial Tree Plaque Program has expanded over the decades and now includes many internal roadways;
- Visual and noise buffering from an active rail line to the North of the site is needed to create a peaceful and sacred space in developing the northernmost section of the cemetery;
- The Old Bakery lands, though well suited for cemetery expansion, are currently privately owned;
- The cemetery currently leases space in the Old Administration Building near the 36th Avenue entrance to a private monument supply company, appropriate notice will need to be given to the tenant when the City wishes to undertake redevelopment of this area;
- There are many cultural sections within the cemetery, and there is limited available land for expansion of these areas while ensuring remaining available interment space is open to all faiths and cultures;
- Major underground utility lines are present on the west side of cemetery;
- A significant swale lies between the north-east corner of the cemetery and the electrical station (site drainage slopes to this area);
- Active rail line lies to the north and north-east of the cemetery;
- Irrigation lines run east to west along top of plot 104A, 102A, 100A, 98A, etc.;
- The Roman Catholic (RC) Section is the established and most desired area of the cemetery, however unless roads are infilled the section is full, and
- Access and visually screening buffer requirements as well as irrigation requirements and infrastructure pose interment capacity constraints for the undeveloped area.

2.1.3 SITE VEGETATION

Woodlawn Cemetery is an extensive site of 96 acres, containing well established cemetery greens and a significant tree canopy of mature elms and green ash that give the cemetery a park-like feel and offer many opportunities for residents to connect to nature. The boundary treatment to the cemetery is important in indicating the transition to a sacred space, and helps to contain the energy of the space. A boundary of large hedges on the south-west edge of the site serve the cemetery well in this regard, however there is need to address boundary treatment in other sections of the cemetery. The cemetery boundaries run adjacent to active rail to the north, and busy roads to the east, as well as power line infrastructure which pose complications for planting substantial vegetative visual screening and noise buffers to these areas. Off-sets from electrical line maintenance zones will need to be considered in addressing vegetative screening and buffering in the future.

VEGETATION AND THE URBAN FOREST AT WOODLAWN CEMETERY

Woodlawn Cemetery's substantial mature tree cover has additional significance due to the tradition and practice of memorial tree planting, with many trees throughout the cemetery dedicated to the memory of a loved one, in essence creating a memorial forest. This canopy is one of the cemetery's greatest assets and meaningfully defines the landscape character of the site— a determining factor in many families' decisions to bury a loved one at Woodlawn. Families choose landscape context, not just the plot and want to be buried in a beautiful and sacred cemetery landscape. These trees, besides being imbued with cultural meaning, also contribute significantly to the City's urban forest network, providing ecological habitat value and urban landscape cooling benefits to wildlife and the greater community. This valuable asset, however, is at significant risk. The volume and age of trees is a maintenance challenge for operations staff already tasked with interments and horticultural maintenance obligations. The cemetery currently maintains trees in a somewhat triage strategy, in terms of tree pruning and treating problem trees as they can with limited resources and some assistance from other Parks Programs, such as Urban Forestry and Urban Biological Services. There are also real and foreseeable threats to the elm trees and ash trees that make up a significant proportion of the cemetery's canopy due to invasive pests and diseases such as the Emerald Ash Borer, Dutch Elm Disease, and Cottony Ash Psyllid.

The trees at Woodlawn Cemetery are not on the cycle pruning schedule as per the rest of the parks infrastructure (i.e. every 10 years). A regular pruning program would go a long way to promoting healthy trees and reduce risk to the pests and diseases outlined.

A lack of comprehensive understanding of the tree stock, age and species distribution, or health and condition of Woodlawn's trees, and a lack of strategy or plan to prevent, manage and control arboriculture pests and disease within the cemetery leaves this important asset all the more vulnerable to severe impact from foreseeable risks.



Figure 23: Trees, Woodlawn Cemetery Source: LEES+Associates

It is recommended that a tree management strategy is developed for Woodlawn Cemetery that ensures:

1. A wide age range of trees are present to ensure there is always a significant mature tree canopy;
2. There is a wide range of species so that if one or more species of tree succumbs to disease, a significant canopy structure will survive;
3. That species choice and any specific planting requirements (e.g. irrigation, soil conditions, room for roots, etc.) take climate change into consideration, and
4. The development of regular tree inspection and maintenance schedules to meet the objectives of the tree management strategy (such as pruning schedules).

The framework in which the Woodlawn Tree Management Strategy sits is best decided by the City. It could fall under the City of Saskatoon's overall tree management strategy and/ or be included with specific consideration under Urban Forestry initiatives.

In this way, the City will be taking the right steps to protect and enhance Woodlawn's trees for the long term, ensuring the landscape treasured by those who use the cemetery remains intact and that generations of families will continue to make the choice of coming to Woodlawn Cemetery to bury their loved ones in the future.

SUMMARY OF OPPORTUNITIES AND CONSTRAINTS — VEGETATION

Opportunities

- Reduce tree hazards and risks by addressing tree care and maintenance needs (pruning, disease and pest management etc.) throughout the cemetery;
- Ensure Woodlawn Cemetery’s trees remain a key site asset well into the future through developing a tree management and succession strategy that takes into consideration the cemetery tree inventory, tree age and species distribution, health and condition as well as disease and pest threats;
- Improve cemetery boundary vegetation treatments to delineate and mark the site as a special and sacred place and screen views and noise from outside, for example by:
 - Implementing the hedging boarder treatment used elsewhere in the cemetery, especially to the north west and east perimeter (caragana and other hedge plantings are allowed to grow quite tall in some areas, to a pleasant boarder effect), while incorporating a fence with gates for pedestrian access.

Constraints

- There is a lack of strategy or plan to prevent, manage and control arboriculture pests and disease, as well as manage climate change impacts to cemetery trees, leaving Woodlawn Cemetery’s valuable mature tree canopy vulnerable to severe impact from foreseeable risks, and
- Major power lines boarder the north and east side of cemetery, and trees that grow in the clearing zone of the power lines are pruned or topped by the utility company. Large trees planted to screen views of the power lines and industrial area north of the cemetery were removed and replaced with small trees and shrubs such as lilac. There is need to strategically position and select plants and trees for visual screening that meets utility safety requirements, and consider resulting implications to interment capacity.

2.1.4 SITE INFRASTRUCTURE

There are some infrastructure repair considerations, such as addressing the condition of section markers throughout the site and physical components of a wayfinding system to support on-site navigation, such as a map kiosk, are not present. Other critical site infrastructure, such as and public water access, are addressed in further chapters.

BUILDINGS

The cemetery administration and operations building currently serves both operations field staff as well as administration staff in serving cemetery customers. The building is adequate in serving field staff. However, there are several factors that impact administration staff's ability to serve clients, the first being the difficulty of navigating to the building once on site. Another impediment to serving clients is the lack of a private and professional space for sensitive discussions with families about their end-of-life needs.

SUMMARY OF OPPORTUNITIES AND CONSTRAINTS: SITE INFRASTRUCTURE

Opportunities

- Create meeting rooms to discuss service options with potential clients, separate from the administration counter and with a professional and comfortable atmosphere appropriate for those engaging in end-of-life planning. Potential opportunities for location of a new administration building are:
 - The old Administration Building at the 36th Avenue entrance;
 - The main entrance to the south;
 - The renovation of the current building to accommodate such meeting space, or
 - A combination of two of the above in a phased approach for improving the experience for those needing cemetery services, or
 - The development of a new administration building on a new cemetery site in the future.

- Create a public, non-denominational Celebration Hall for hosting celebration of life events, memorials, ceremonies well as other public and private events. Potential opportunities for location of a new celebration hall building would be at the main entrance to the south, ideally located at the entry of the cemetery and with good frontage exposure. As Woodlawn Cemetery will eventually run out of space for in-ground burial and a new cemetery will be required to continue this service, there is also opportunity to locate this building on a future cemetery site. In both cases, there is opportunity to combine this space with a new administrative space as the main point of community interface with the cemetery. New buildings or retrofits to buildings should include energy efficiency and green infrastructure considerations.

Constraints

- Currently the administration building lacks a meeting space to meet with families, and
- There is currently no space on site for hosting private memorials or celebration of life events.

2.2 NUTANA PIONEER CEMETERY

SITE OVERVIEW

Nutana Pioneer Cemetery is an inactive cemetery under the care of the City. The site is designated as a Municipal Heritage Property by the City of Saskatoon, and afforded protection under the Heritage Properties Act. This status is also recognized nationally as a Municipal Heritage Site by Parks Canada, and it is recommended that maintenance, repairs or any proposed improvements respect the heritage values of this site.

The cemetery began in 1884 as an informal burial site for the early settlers of the area who established on the east side of the river and south from present-day downtown. The cemetery contains the burials of the earliest residents of what later became Saskatoon, making this site an important historical and heritage resource. Nutana Pioneer Cemetery is located atop an eroding bank, with outstanding western views overlooking Meewasin, the South Saskatchewan river valley. These views should be maintained. The cemetery was formalized in 1889, however by 1910 the City of Saskatoon took over its management, closing the cemetery to new grave purchases due to instability of the river bank and slope failures that caused damaged to graves. These site conditions, make this area unsuitable for consideration as a future interment space. Due to the eroding bank some graves were relocated to other areas within Nutana Pioneer Cemetery. This combined with inaccuracies in early records and damaged, sunken or



Figure 22: June 27, 1970, Vandalized Newcombe family monument at Nutana Pioneer Cemetery., Source: City of Saskatoon Archives- Star Phoenix collection- S-SP-B-6127-007



Figure 21: June 27, 1970, Vandalized sign warning against vandalism at Nutana Pioneer Cemetery, next to a vandalized headstone., Source: City of Saskatoon Archives- Star Phoenix collection- S-SP-B-6127-006



Figure 13: Image: Nutana Pioneer Cemetery, Source: LEES+Associates

missing grave markers, mean that there are issues with locating and identifying graves. There are also deaths that have been recorded during the cemetery's active period through sources such as local newspapers of the time, that have not been accounted for in the cemetery records, and not all burials that have been recorded have been positively identified on site. Rectifying this through the geolocation of grave sites and consolidation of cemetery records has been suggested through previous community engagement in the process of developing a Local Area Plan for the Exhibition neighborhood in which Nutana Pioneer Cemetery is now a part.

As an open prairie cemetery this site remains one of the last examples of the prairie landscape within the City limits. The open cemetery, with no fence, is true to its prairie heritage roots, but this also leaves the site vulnerable to vandalism, in which damage to grave markers has taken place. Stands of trees help define the site from nearby Diefenbaker Disc Golf Course to the south and an informal green space to the north. A few coniferous trees stand within the sites' open landscape, and may require assessment by a qualified individual for risk assessment and mitigation or pruning. In the interest of maintaining the heritage integrity of the site as an open-prairie cemetery, it is not recommended to fence the area. Community education on the heritage value of this site and perhaps the installation of strategically and discretely located security cameras and associated cautionary signage may aid in the prevention of vandalism to this space.

2.2.1 ACCESS AND INTERPRETATION

Nutana Pioneer Cemetery is accessed off of St. Henry Avenue, at the intersection of Ruth Street West. As also identified in the developing Exhibition Neighbourhood Land Area Plan, there is an opportunity to enhance the entrance to the cemetery to establish the transition to a sacred space, while also respecting the site as an open prairie cemetery. A cairn monument in the south-east corner of the site hosts a plaque near the entry of the cemetery; however, it contains some inaccuracies regarding grave relocation to Woodlawn Cemetery and should be updated once the burial records and grave layout has been reconciled and confirmed. Addressing historical signage on site provides an opportunity to institute initiatives identified in the outset of the development of this plan regarding Truth and Reconciliation Calls to Action— specifically #79 in developing frameworks to educate the public on Indigenous history, rights, and contributions to the community. This initiative will require consultation and collaboration with local Indigenous partnering organizations in developing an interpretive framework that educates the public and celebrates heritage, while expanding historical interpretation of the story of early settlement and the development of Saskatoon within the context of Indigenous heritage and history.

SUMMARY OF OPPORTUNITIES AND CONSTRAINTS — NUTANA PIONEER CEMETERY

Opportunities

- Opportunity to recognize significant landscape context of Nutana Pioneer Cemetery, including preservation of prairie landscape and views to the river;
- Consolidate cemetery records and confirm grave sites at Nutana Pioneer Cemetery. Funding for heritage preservation may be available to assist these efforts;
- Address inaccurate signage at Nutana Pioneer Cemetery with updated information and develop a heritage interpretive framework that includes Indigenous history as a foundational element;
- Improve the Nutana Pioneer Cemetery entry in identifying and celebrating the cemetery as a sacred space. Establish the transition into the cemetery while respecting open-prairie heritage landscape values,
 - Reduce risks of vandalism through community education and consider the installation of security cameras.
 - Add interpretive signage in the cemetery for historical/educational purposes, and
 - Opportunity to establish a formal connection between Diefenbaker Disc Golf Course and Diefenbaker Management Area through the cemetery. This will integrate the cemetery into the park system.

Constraints

- The cemetery is not suited for additional burials due to sloughing soils to the east and the uncertainty of exact locations of existing graves;
- Expansion of the cemetery is not possible due to the river to the west and recreation space to the north and south;
- Nutana Pioneer Cemetery has suffered from vandalism, and
- As an example of a heritage landscape (an open-prairie graveyard), it is not suitable to fence the site.

3 CONSULTATION DISCUSSIONS

Interviews with staff, stakeholders, community groups, and Indigenous leaders took place in June, 2020 through a series of small-group discussion by online video conference. These discussions included senior City management, City staff including senior planners and the archivist, Cemetery Staff, internal engagement specialists, the interim director of Indigenous Initiatives, as well as City fire and police representatives. External groups consulted included funeral homes, military and first responders. Also included were representatives from the Saskatoon Heritage Society, Saskatchewan Genealogical Society, Veterans and Memorialization groups. Conversations also took place with members of the Saskatchewan Open Door Society in gaining insight to diverse cultures and faiths served by the City, as well as with First Nation and Métis community leaders. For a full list of organizations and individuals involved in consultation discussions, please see the acknowledgments list in the beginning of the report.

It became clear that the City's cemeteries are highly valued by many groups with various interests. Nutana Pioneer Cemetery is a heritage example of an open-prairie cemetery and holds burials dating back to the establishment of Saskatoon. Woodlawn Cemetery is recognized as a beautiful and respectful final resting place, with inherent value as a heritage resource, the access to nature it provides residents, as well as its significant civic role in remembering those who served in Canada's war efforts. Diverse cultural and faith groups are represented in Woodlawn Cemetery, and the City's cemeteries play a large role in expressing community history.

Five key themes of input arose from the discussions, and form the headings that consultation feedback is organized under:

- Perspectives on the Value of Cemetery Services;
- Community Awareness, Service Needs and Market Trends;
- Celebrating Heritage and Diversity;
- Site Considerations, and
- Planning for Future Land Development Needs.

3.1 PERSPECTIVES ON THE VALUE OF CEMETERY SERVICES

1. The City is dedicated to providing dignified interment as a core service to its residents.
2. The City wishes to promote its cemeteries as an extension of its parks system – a passive recreation space and place for people to connect with and learn about community history through those buried there, and experience nature and beauty of the site.

3.2 COMMUNITY AWARENESS, SERVICE NEEDS AND MARKET TRENDS

Community Awareness

3. There is an opportunity to raise public awareness that Woodlawn Cemetery is owned by the City, as a means of offering confidence to families that the site will be taken care of well into the future.
4. More information available to the public on cultural and heritage features such as:
 - Military Veteran areas within the Cemetery and this aspect of the history of the Cemetery;
 - Cultural historical information regarding special areas within the Cemetery such as the Chinese and Jewish areas;
 - The upload of photos of Cemetery graves to the Cemetery’s online map, and
 - Including record fields helpful in assisting finding of family members – such as date of birth, in information accessible through the online map.
5. Raise and promote community awareness of Cemetery events and historical resources, such as:
 - Decoration Day, the Next of Kin Memorial Avenue (National Historic Site), commemorative Cemetery driveway names and the Memorial Tree Plaque Program, and
 - The Shared Garden and its annual memorial event.

Market Trends: Cremation and Burial Market Capture

6. Woodlawn Cemetery is only capturing 23% of the expected 90% share of burials within the market area, it is thought by staff and stakeholders that reasons may include:
 - A lack of familiarity by the general public with Woodlawn Cemetery and the site's unique heritage values, beautiful landscape, and the access to nature it provides the community within the heart of the city;
 - Competition from nearby cemeteries, and
 - Woodlawn Cemetery's service pricing and perceived value in relation to its competitors.
7. There is opportunity to offer options that encourage the capture of the cremation market such as:
 - Dedicated cremation scattering area for the dispersal of cremains in moving water and memorialization monument near such a place in servicing community members of Buddhist, Sikh and Hindu faiths;
 - Provision of Cremation and memorialization options in Fields of Honour, and
 - Provide ecological-friendly options (e.g. Green/natural burial of biodegradable urns).

Service Needs: Enquires and Requests

8. Common inquiries include:
 - Pricing;
 - A gathering space;
 - Information on services for funerals (arranging a priest or minister for the service, musicians, bagpipes etc.), and
 - Ecologically friendly burial options (e.g. option to forgo a fiberglass grave liner).

Service to Veterans

9. Military sections and Fields of Honour recognize military service. There are services and programs provided by non-profit organizations and the City to encourage marking of Military graves.
10. The military sections have been opened to the spouses of Military veterans. There is a desire to identify partners that have been buried with a serving member of the military, especially amongst the Métis community.
11. Members of the Saskatoon Police Service may also be buried in Fields of Honour should they die in the line of duty. There is possibility and desire by local Military organizations to extend this privilege to City of Saskatoon Firefighters as well as First Responders (Paramedics) who make the ultimate sacrifice for their community.

Potential Partnerships in Raising Community Awareness:

12. The Saskatoon Heritage Society:

- Cross-linking on the Cemetery and Heritage Society websites to increase traffic flow and provide information.
- The Society and City Archivist regularly give historical tours of Nutana Pioneer Cemetery and Woodlawn Cemetery to high school groups and the public. Many interpretive themes can be explored (such as development of Saskatoon businesses, Chinese settlement, or childhood mortality and the difficult lives of those that settled the area) through strategic selection of graves and the life stories they represent.
- External volunteers also work with the Society on initiatives such as “Saskatoon, The First 50 Years, A Self-Guided Tour” - a self-guided online walking tour in development for Woodlawn Cemetery, to be released in 2021.
- Currently there is a lack of representation of Indigenous history and heritage in the “Saskatoon, the First 50 Years” walking tour. There is opportunity to include history and perspectives of First Nation and Métis peoples in some format.
- There is interest in expanding self-guided tours available and covering the Next of Kin Memorial Avenue and its Memorial Trees has been identified as future project by the Society. Other self-guided tour themes could include:
 - Nutana Pioneer Cemetery and early pioneer life;
 - Woodlawn Cemetery and the History of Métis and First Nation migration and settlement in Saskatoon (Must be done in consultation and collaboration with the Métis and First Nations communities), and
 - Diversity of cultures in the Cemetery and associated burial traditions.

13. **Schools and the City Libraries** to encourage community connections and participation by having students from grades 7-12 research a Military Veteran by meeting with the Veteran and their family members, and presenting results of their primary research during Remembrance Day or at the Cemetery on Decoration Day.
14. **Local Theatre Production Companies** (such as: Sum Theater, who does theatre in the Park Productions) in producing dramatic productions within the Cemetery on historical & heritage themes.
15. **City Archives** to assist in confirming Nutana Pioneer Cemetery records and interpret the history of Woodlawn and Nutana Pioneer Cemeteries in the development narrative of Saskatoon, such as:
 - The history of Nutana Pioneer Cemetery as the first cemetery and part of the older part of Saskatoon on the east side of the river;
 - The development of Woodlawn Cemetery in parallel to the rise of downtown Saskatoon, and the visual connection of downtown to the Next of Kin Memorial Avenue, and
 - Next of Kin Memorial Avenue (3rd Avenue North) is now considered starting north of 33rd Street, but was originally conceptualized to carry southward to connect to downtown.
16. **Parks Canada** and the City's Administration team with Heritage and Culture in highlighting the profile of the Next of Kin Memorial Avenue and the associated Decoration Day event.

3.3 CELEBRATING HERITAGE AND DIVERSITY

17. Consultation during the Exhibition Local Area Plan indicated significant community interest in Nutana Pioneer Cemetery, a desire to protect its prairie landscape heritage features, and confirm the burials and records of this site.

Cultural Diversity and Truth and Reconciliation Commission (TRC) Calls to Action #57 and #79

Interviews with Indigenous community leaders informed responses to the TRC **Calls to Action #57**, regarding **Professional Development and Training for Public Servants**, and **#79**, regarding history and heritage **Commemoration**, as they relate to the provision of the cemetery services to the community. All levels of government and organizations are urged to respond to these Calls to Action in working together to understand and end harmful colonial practices. The Calls to Action also advocate for changing policy and programs to improve relationships with Indigenous Peoples, and repair the harm of colonial practices. Detailed descriptions of the Calls to Action can be found in the introduction of this report.

The conversations with Indigenous community leaders made it clear that further consultation and engagement with the Indigenous community as project partners will need to take place for determining and implementing concrete actions that embody the spirit of these calls to action. Without assuming outcomes of future engagement and collaboration processes, it is believed that the City's cemeteries could be a meaningful aspect of the City's reconciliation process. Recognition, interpretation and commemoration of the history of Indigenous Peoples within and around Saskatoon, celebration of Indigenous contributions to the City, Province and the Nation, as well as considerations that accommodate Indigenous cultural practices and values can occur through staff training, investing in relationship building with Indigenous community members, as well as site design integrating art and visual storytelling, programming and interpretive devices.

Outcomes of these discussions are listed below for integration into plans for the optimization of Woodlawn Cemetery and new cemetery recommendations.

18. There is diverse representation of peoples, cultures and faiths through those buried in the Cemetery, including strong ties to the Métis community which is not widely known (many Métis graves unmarked).
19. The Cemetery provides opportunity to explore, recognize and celebrate "who we are as a community" and keep alive its importance within the community:
 - o There is opportunity to communicate the larger narrative of the development of the Saskatoon- of this land being Métis Homeland and Treaty 6 Territory, and now residing here are cultures and people from all over the world. These people make up the soul of Saskatoon.

- There is opportunity to collaborate on how to celebrate resident diversity in a concrete way within the Cemetery – for E.g. Mistawasis bridge incorporates Treaty 6 and Métis symbolism to tell the story of the naming of the bridge. This strategy of using symbols and imagery could apply to the City Cemetery in explaining the larger narrative.
 - Interpretive work must be done in collaboration with Indigenous communities.
20. The strongest teachings are centered around the importance of cohesiveness of the family. Family is the foundation. Consider ways of honouring the importance of family in the Cemetery.
21. For many First Nations, taking care of graves is a long-term family commitment, and the family usually comes in spring to care for grave and maintain the site – this process helps ensure the memory of the relative is passed on.
22. The Métis community want future generations to be able to be buried in the Cemetery, want to keep family together.
23. More Indigenous families are utilizing cremation due to cost of traditional burial (the culturally appropriate and preferred disposition option). Currently the cost of burial at Woodlawn Cemetery is prohibitive, especially for Métis and Non-Status Indigenous families. The cost of marking a grave with a granite headstone is also a barrier according to community members, many graves of Métis family members in the Cemetery go unmarked because of this. There is a strong desire by the community for this to be rectified and graves of Métis community members marked.
24. It is anticipated that the number of First Nation burials at Woodlawn Cemetery will increase over time as more Indigenous people continue to reside in and build strong ties to Saskatoon.
25. The burial of Children in Care is of concern to Indigenous community leaders.
26. A framework is needed for relationship building between Indigenous communities and Woodlawn Cemetery in addressing TRC Calls to Action #57 and #79. This should be viewed as a long-term initiative and should include:
- A forum for meeting with Cemetery Staff and leadership in discussing community needs, and also the collaborative development of a framework for expressing Indigenous heritage and commemoration of Indigenous contributions to the community and nation.
 - Meet and greet opportunities for Cemetery Staff to get to know Indigenous community members, as well as the customs and traditions important to them in performing burial rites. In this way Indigenous community members hope that greater understanding and respect for their traditions as well as an improved relationship with Cemetery Staff will develop the cultural sensitivity and respect for cultural traditions needed in serving Indigenous community members.

27. There are many Indigenous Veterans and their service is held in high regard by their families and communities. There is opportunity to build greater public awareness and recognition of Métis and First Nation Veterans in the Cemetery, for example:
- The plaza surrounding Soldiers' Cairn is an important and treasured venue for Veterans and Legion organizations for its role in the Decoration Day ceremonies. Include the Treaty 6 and Métis nation flags next to the Saskatchewan and Canada flags in the plaza space as a sign of recognition of Indigenous contributions to Canada's War efforts. This initiative is of high priority to Métis community members. Community members are prepared to meet on this initiative.
 - Aboriginal Veterans Day takes place on November 8th, and there may be opportunity to celebrate and honour Indigenous Veterans at the Cemetery.
 - Opportunity to extend invitation to Indigenous Veterans group, Saskatchewan First Nations Veterans Association (SNFVA), to collaborate in Decoration Day programming.

3.4 SITE CONSIDERATIONS

Woodlawn Infrastructure:

28. The irrigation system is around 40 years old, is approaching end of its expected life and has efficiency issues. Expanding the system is not recommended by the City's irrigation technician.
29. There is currently no appropriate space to host meetings with clients in discussing end-of-life services with family members.

Woodlawn Site Care

30. Good feedback on state of site care from stakeholders and Indigenous community leaders. Woodlawn has a reputation as a beautiful and respectfully maintained site.
 - Work Orders for straightening of monuments and leveling of uneven ground are continual activities. Cemetery field staff have been doing a good job addressing these maintenance needs, resulting in improved site conditions over time.
31. Some complaints about flowers being removed too soon or on the removal of objects from graves (this feedback is currently received much less than it has been in previous years).

Woodlawn Site Conditions and Improvement Considerations

32. The site drains from the west to the east into a large swale on the north-east edge of the site. Land close to this area of the site is sandy and wet, this should be considered should this area be developed for interment in the future.
33. Improved fencing and screening needed for storage area.
 - Though the material storage space is desired by staff, there is likely more room here than what is needed, and there is opportunity to give up some of this space for landscape improvements to the area where indigent community members are currently buried. This area, being close to the material storage area could be improved to offer dignified landscape context for the burial site of these community members and others who wish to inter in the Northern Burial Area.
34. Site wayfinding and signage needs improvement.
35. Rules and Regulation signage could be addressed to maintain a welcoming feel to the Cemetery
36. More seating/benches in appropriate places (not Next of Kin Memorial Avenue) throughout the Cemetery desired.

37. There is little public access to water for flowers.
38. It is difficult to access the Cemetery by bicycle or on foot due to Warman Road and 33rd Street. It is especially difficult to turn left into the Cemetery from 33rd Street on a bicycle.
39. Next of Kin Memorial Avenue
 - Is a National Historic Site recognized by Parks Canada, and designated as a Municipal Heritage Property by the city for legal protection under the Heritage Property Act.
 - Has significant cultural value and meaning to the community and is listed as a City owned and designated Heritage Property as symbol of sentimental or symbolic value that transcends function.
 - Next of Kin Memorial Avenue is used in the staging and ceremonial procession of the Decoration Day event held every June. The procession begins at the Cemetery Entrance Gate and terminates at Soldiers' Cairn where the remembrance ceremonies take place.

Nutana Pioneer Cemetery Site Conditions and Improvement Considerations:

40. Nutana Pioneer Cemetery is designated as a Municipal Heritage Property by the city for legal protection under the Heritage Property Act.
41. This site is one of the last remaining examples of the open-prairie landscape in Saskatoon.
42. Not all known burials in Nutana Pioneer Cemetery are identified on site or in the Cemetery records. There is opportunity to collaborate with the Heritage Coordinator and City Archivist on a project to geolocating graves for a more accurate layout of the Cemetery site and reconciling Cemetery records.

3.5 PLANNING FOR FUTURE LAND DEVELOPMENT NEEDS

Maximizing the interment space available and extending the use of Woodlawn Cemetery:

43. Possibility to infill obsolete internal roads or irrigation lines.
44. City management are interested to know of infrastructure needed for cremation interments, and if cremation should be a larger market focus.
 - Columbarium & other high-return on investment items can be funded by productivity loans that allow a 5-year repayment plan.
 - Need for determining the highest and best use/development options for the Cemetery's undeveloped areas such as the undeveloped areas to the North, and the old Cemetery administration building site.

Future Cemetery Land Needs:

45. Securing potential cemetery expansion lands is the primary priority. Securing future cemetery land is the next high priority to take advantage of available land costs and locations before the City sees substantial growth and options are more limited in the future.
46. Land needs are driven by in-ground burial – which require well drained land, preferably inside city boundaries. It takes time to arrange/plan for development & construction of cemeteries.

Expansion Land Considerations:

47. Nutana Pioneer Cemetery is not suitable as a potential site for cemetery expansion due to slope stability and erosion issues – no surveys for stability but have had to move graves from eroding slope in the past. A survey was done/is being done to pick up graves. Significant community interest in historical significance of site. Diefenbaker Disc Golf (next to Nutana Pioneer Cemetery) is a popular facility – would be difficult to convert this park space to cemetery land.
48. Other lands not recommended for conversion to cemetery land:
 - Diefenbaker Management Area north of Nutana Pioneer Cemetery; and
 - Exhibition grounds nearby.

49. The rail line Right of Way (ROW) adjacent to Woodlawn Cemetery's east border:

- These lands run south east to north west along Warman Road and form the western border for the Cemetery. These lands are currently owned by the City.
- The City installed a high-power electrical line along the east corridor edge, near the west boundary of Woodlawn Cemetery.
- No current plans for in-term use of old rail corridor while it is assessed for value to transportation.
- This land is not currently planned for active transportation in the near future.
- Previous engagement with the surrounding community during development of the Mayfair Kelsey-Woodlawn (MFKW) LAP, demonstrated that green space, such as a linear park or pathway developed along the Right Of Way, or community gardens, are desirable over an additional lane of traffic. The MFKW LAP also discussed the potential for Warman Road as a rapid transit corridor in the future, and that this space remain available for such uses.
- This land has potential as:
 - A multi-use pathway (cycling and walking route) that connects to north downtown and provides access to the river across Warman Road, and
 - Cemetery expansion land.

4 CEMETERY OPERATIONS REVIEW

This chapter provides a review of the City's cemetery operations in provision of cemetery services, in comparison to standard and best practices for large municipal cemeteries in Western Canada. This chapter includes:

- Key findings of the Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis;
- An analysis considering short and long-term impacts to operations of the City's cemeteries including:
 - Organizational resources of the Cemetery, such as:
 - The management organizational structure;
 - Staffing resources;
 - Equipment, and
 - Health and safety resources
 - Administration;
 - Service Delivery;
 - Site Care, and
 - Care and Maintenance Challenges.

This analysis also reviewed Saskatoon's cemetery services delivery in relation to perspectives and needs of cultural, Indigenous and faith-based communities and outlines operational opportunities for addressing Truth and Reconciliation Calls to Action #57 and #79.

The chapter concludes with a series of recommendations to enhance the efficiency and effectiveness of cemetery operations.

4.1 KEY FINDINGS: OPERATIONS SWOT ANALYSIS (STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS)

The following section summarizing strengths and weaknesses of Saskatoon cemetery operations, in which Opportunities and Threats have been highlighted. This information has informed the operational analysis and recommendations. The following lists key findings from this analysis.

4.1.1 ORGANIZATION AND RESOURCES- STAFFING

STRENGTH

- Staffing levels are found to be adequate given considerations to the size, age and operational requirements of the Woodlawn Cemetery.

WEAKNESSES:

- The cemetery system lacks succession planning for roles key experienced staff members currently perform. The system also would benefit from developing methods for retaining unique interpersonal skill sets and customer service culture developed by the organization – for e.g., the sensitive working with grieving families in delivering end-of-life services.

OPPORTUNITIES

- Train up junior employees under the mentorship of experienced staff to transfer and retain skill sets within the cemetery organization.
- Access to horticultural and arboricultural expertise would improve the delivery and effectiveness of the horticultural program at the Cemetery, as well as the care of trees on site.
- There is opportunity to improve service provision to residents through educating staff on ecologically sustainable options (such as green burial) and the needs of different cultural/religious burial practices, such as those of First Nations, Métis, Muslim and other cultures.

THREAT:

- Without support of arboricultural expertise and applied arboricultural management, such as is available through the Urban Forestry Program, the health and integrity of the forest canopy at the Cemetery will continue to decline, putting this resource at risk.

4.1.2 ADMINISTRATION

WEAKNESS:

- Complaints are occasionally received regarding the length of operating hours in accommodating burial ceremonies, and overtime charges to families whose ceremonies run past operating hours, or who, according to customs or their wishes, would like to stay for the closing of the grave.

OPPORTUNITIES:

- Better serve clients in end of life celebration planning by directing them to the appropriate resources, such as a list of funeral or event planning services available within Saskatoon, lists of frequently requested service providers (such as music providers or ceremonial officiators/pastors/priests/imams etc.) and by ensuring key planning items effecting internal field logistics, such as ceremonial requirements and the timing of the closing of the grave are discussed with family members.
- Improve site navigation through improved wayfinding and signage, and better communicating resources available for visitors to find their way around the Cemetery, such as the Cemetery's online interactive map.
- Efficiencies can be achieved through synchronizing staff time and task tracking systems with the financial reporting system to accurately capture staff costs and reflect budget planning.
- Better accommodate culturally diverse ceremonial requirements of families through better engagement at the burial planning stage to provide opportunities to lessen the economic impact applied to those who need extended service hours.
- Continue to implement paperless record keeping and administrative processes.
- Improve the reporting capability for inventory by adding tracking fields for interment type and residency in record keeping.
- Better serve clients in end-of-life decision making by having a more private and intimate space for these discussions to take place.

4.1.3 SERVING RESIDENTS

WEAKNESS:

- Community outreach in understanding community needs and desires is needed, especially in terms of creating an ongoing conversation with Indigenous community members.

OPPORTUNITIES:

- Record keeping and performance reporting can be improved by identifying Work Order Requests by complaint theme, identifying those that are hazard reports, and digitizing the Work Order Request procedure for searchability.
- Increase visibility of the Woodlawn Cemetery and its physical connection to the community.
- Explore through a feasibility study, the enhanced utilization of Woodlawn Cemetery and connection to the community through provision of an indoor gathering space for celebrations of life.

THREAT:

- Work Order Request Forms are not kept on record long term and site hazards reported by residents (and how they are addressed) are not held on file, exposing the Cemetery to risk.

4.1.4 COMMUNITY AWARENESS/ACCESS TO INFORMATION**WEAKNESS:**

- The Cemetery does not currently have a community engagement, marketing plan, or social media presence.

OPPORTUNITIES:

- Increase public awareness of the Cemetery as a critical cultural, heritage and historic resource through promotion of Decoration Day and other Cemetery events, resources and features such as Next of Kin Memorial Avenue, the Nutana Pioneer Cemetery, and use of the Cemetery by various cultural groups, especially those that highlight cultural and ethnic diversity of Saskatoon and encourage cross-cultural understanding.
- Integrate new record keeping protocols that include fields for key genealogical information such as the date of birth in assisting the public in finding family members.
- Provide an interactive informative map of burials in Nutana Pioneer Cemetery as has been done in Woodlawn Cemetery. This can be used to support access to historic information and activities such as interpretive tours already conducted by the Saskatoon Heritage Society.

4.1.5 SITE CARE**DAMAGE/VANDALIZATION****OPPORTUNITY:**

- Protect historic integrity and cultural value of Nutana Pioneer Cemetery by restoring damaged or vandalized monuments.
- Address vandalism through community education and site intervention (such as surveillance equipment).

SUSTAINABLE PRACTICES**OPPORTUNITY:**

- To enhance sustainable maintenance practices; such as irrigation system efficiencies, waste management, herbicide and pesticide use, and introduction of green burial services.

4.1.6 MAINTENANCE CHALLENGES

STRENGTH:

- The Cemetery has access to other internal departmental resources (E.g. planning, heritage coordinator) and external resources (E.g. Saskatoon Heritage Society) able to assist in the improvement of heritage assets such as Nutana Pioneer Cemetery and the heritage signage associated with the Memorial Tree Plaque Program and Next of Kin Memorial Avenue.

WEAKNESSES:

- Perpetual care or development fund fees are not collected for Memorial Trees or Benches to assist with the cost of maintenance and occasional repair and replacement of memorial features.
- Memorial features mapping system poses difficulties for staff and the public to find memorial features.

OPPORTUNITY:

- Plan major capital infrastructure projects for incremental implementation, staged over a budget timeframe.

THREAT:

- Memorial features and assets will continue to decline due to limited funding, capacity of staff, and access to skilled resources in maintaining the extensively forested site and memorial assets.

RULES AND REGULATION SIGNAGE

OPPORTUNITY:

- Increase impression of a welcoming space and organization through addressing Rules and Regulation signage issues.

4.2 OPERATIONS OVERVIEW

Cemetery operations involves both administration and site field work. Administration involves processes and resources associated with cemetery record keeping and financial management, as well as customer service and financial transactions. This includes activities such as:

- The marketing and sale of cemetery products, plots, and services;
- Handling customer inquiries performing sales transactions;
- Data entry and record keeping; and
- Providing coordination between families, mortuaries/funeral homes and field staff.

Site field work includes activities associated with interment services such as grave and columbaria opening and closings, as well as activities in performing the physical care and maintenance of the Cemetery site, such as:

- The leveling of ground surfaces;
- Straightening of monuments;
- Landscape and horticultural maintenance, and
- Irrigation system operation and repair.

The following analysis considers both these aspects of operations, as well as how cemetery operations are placed and supported within the organization of the City.

4.2.1 ORGANIZATION AND RESOURCES

ORGANIZATION OF CEMETERY SERVICES WITHIN THE CITY

The City manages cemetery operations and maintenance under the Parks Department within the City’s Community Services Division, and receives support from a number of City Departments such as Human Resources, Health and Safety, the Roadway, Fleet and Support Division, the Finance Department, as well as other Parks Department Programs such as Urban Forestry and Urban Biological Services, as well as the Greenhouse and Irrigation programs.

The cemetery system is under the direction of the Parks Superintendent of Cemeteries, Irrigation, Sports fields and Landscape Construction. The Parks Superintendent works in partnership with the Cemetery Supervisor, who is responsible for day-to-day management of cemetery operations. According to the Cemetery Bylaw, the Community Services Division General Manager is to provide authorized guidance and direction for the City’s cemetery and has the authority to grant or deny variance requests that are not within the Cemetery Bylaw. The Community Services Division General Manager reports to the City Manager who oversees the City’s systems, programs and assets on behalf of and reporting to Council. The City Solicitor’s Office provides legal guidance on an as-needed basis and financial direction for the Saskatoon Cemetery Program is guided by the Senior Financial Business Partner.

With the City’s cemetery operations embedded within the Parks Department of the Community Service Division, there are operational efficiencies gained in the use of Parks Programs and organizational resources. This includes access to lawn maintenance for Nutana Pioneer Cemetery, and skilled technicians in maintenance of the irrigation system and cemetery operational and maintenance equipment at Woodlawn Cemetery. The Cemetery also has access to the City’s Vehicle and Equipment Fleet Service, as well as potential access to the Urban Forestry Program and Urban Biological Services Program and their specialized expertise in the care of the significant number of trees that gives Woodlawn its special park-like character.



Figure 23: City of Saskatoon Cemetery Organization Chart, Source: LEES+Associates

STAFFING

A total of 9.26 Full-Time-Equivalent (FTE) staff members perform the cemetery operations, including full-time and seasonally employed team members. Our analysis concludes that Woodlawn Cemetery is adequately staffed, given site considerations regarding:

- The extensive size and age of the Cemetery, its infrastructure, grave-sites and monuments;
- Specialized horticultural programs and the high level of site care expected by the community;
- Retaining staff with specialized training and interpersonal skills needed in working with grieving families, as well as necessary staff capacity and redundancy required for back up in maintaining quality service during staff vacations, illnesses, unexpected absences etc., and
- The long-term commitment of service in addressing inquiries of the large number of families and descendent's of those interred in Woodlawn Cemetery.

Woodlawn Cemetery has 96 acres of landscape expected to be maintained at a high level of care in respect to over 65,000 burials that the Cemetery contains. Established in 1905, many grave-sites within Woodlawn Cemetery are as old as the City itself, and the Cemetery has expanded as Saskatoon has. This landscape requires continual specialized maintenance in the leveling of sunken graves and leaning headstones, as well as working around these features while maintaining vegetation and irrigation infrastructure. Staff must also work around monuments and vegetation when operating heavy equipment in opening and closing graves. As field and administrative staff perform their duties in operating the Cemetery, there is also a necessary aspect of sensitivity and deference when interacting with families coming to the Cemetery in grieving or remembrance of their loved ones.

Feedback from stakeholders on Woodlawn Cemetery's landscape, maintenance and service improvements over the years, indicated that site care and administration are effective and generally meeting or exceeding community expectations under current management and staffing levels.

The current level of staffing also ensures there is an adequate back-up of administrative and field staff with specialized cemetery experience, knowledge and skills should a key team member be unavailable to work. As these positions are directly relating with grieving families and individuals, it is especially important that staff have the aptitude and ability to work sensitively with the public.

There are several long-term members within the cemetery team who contribute valuable experience and technical skills that would leave significant skill gaps should they retire or otherwise vacate their position. The role they fulfill in the organization is also not formally protected in a formalized position with corresponding experience requirement, which leaves the cemetery system open to potential issues in replacing the staff member with someone of equal experience and skill level.

The horticultural program, which has improved in recent years with emphasis on shrub and herbaceous plants, as well as a container program, does not have access to the valuable skill and experience of horticultural technicians whose expertise could increase the efficiency of horticultural and works and maintenance within the Cemetery.

It is important to note, that this analysis of staffing requirements largely excludes the care and maintenance requirements of Woodlawn Cemetery's large tree canopy. The tree canopy presents many valuable benefits to the site and the City but also has needs that are over and above the staffing skills and budgetary resources allocated to the Cemetery Program to provide on its own.

This analysis has covered operational effectiveness and best practices, but not operational efficiency due to gaps in available information, specifically the tracking of staff time by task. It is possible to further analyze operational efficiencies through implementing key task identification in staff timesheets. Tasks Woodlawn Cemetery's field staff could add to their timesheet entry could include:

- Opening/closing grave-sites;
- Straightening monuments and leveling grave-sites;
- Horticultural/arboricultural tasks;
- Time spent interacting with customers and visitors in handling questions, directing people within the site, addressing or hearing complaints or helping lost visitors, and
- Time spent coordinating interdepartmentally or with specialized services outside of the City.

Tasks Woodlawn Cemetery's administration staff could add to their timesheet entry could include:

- Addressing inquiries for services and pricing;
- Performing sales;
- Addressing informational inquiries;
- Record keeping tasks;
- Coordinating with monument suppliers and funeral homes;
- Coordinating with field staff;
- Time spent interacting with customers and visitors in handling, addressing or hearing complaints, and
- Time spent helping lost visitors.

CEMETERY EQUIPMENT

During discussions with staff, it was noted that staff responsible for grave opening and closings are well-equipped with necessary shoring equipment, mowers and gators, and two backhoes on site — one for back up and one with a tamper. Woodlawn Cemetery has also recently purchased a vehicle designed for proper transfer of fill/excavation material throughout the site as needed.

During discussions with field staff it was noted that handheld equipment like weed whippers may need to be assessed for replacement. In general, Woodlawn Cemetery has procedures in place to ensure equipment is well-maintained and regularly inspected, such as:

- Equipment is inspected daily by Cemetery Staff and recorded into the logbook.
- City of Saskatoon trucks are maintained by the City's Vehicle and Equipment Fleet Services, who inform staff of vehicle maintenance schedules and perform the work with in-house mechanics;
- The Parks Department also has on-site mechanics for equipment such as mowers, backhoe, handheld equipment (weed trimmers) etc.;
- Currently Cemetery Staff perform minor maintenance on parks equipment such as oil changes and blade replacement on mowers, however the Parks Department is moving to a preventative maintenance model in which mechanics will be doing this work in the near future;
- The Parks mechanics have external mechanics to do specialized maintenance on equipment such as the skid Steer or backhoe if required;
- Procedures are in place to make sure defective equipment is identified and not used by another employee before repair or replacement, and
- Lowering devices inspection and maintenance on an annual basis by a repair technician specially-trained or certified by the lowering device manufacturer.

HEALTH AND SAFETY

The Parks Health and Safety Policy guides various programs including cemeteries, and Cemetery Staff have access to the Health and Safety Superintendent who provides overall direction on the program. Other City organization policies such as the Employee Code of Conduct and Parks Department policies also guide Woodlawn Cemetery. The Cemetery Program has a collection of Standard Operating Procedures, Safe Work Procedures and Job Hazard Analysis for typical cemetery tasks that help inform and guide employees in requirements, methods and considerations in best safety practices for risky tasks such as opening and closing of graves (excavation, shoring, equipment handling, backfill etc.). The Cemetery Program also has access to a Parks Department trainer for field equipment, as well as skilled labour in associated City divisions for maintaining and addressing issues with equipment and vehicles.

Families are able to be present for the closing of graves, though due to requirements in accommodating this request, the Cemetery requires prearrangement of this service at the time of burial planning. The Cemetery also accommodates families that wish to be involved in the closing of the grave, and it is recommended that this be discussed with families during the burial planning stages to make families aware of their options, and also allow Cemetery Staff the time to plan accordingly. There is an opportunity to update Standard Operating Procedures for the safe involvement of families in the closing of the grave. Hazards and risks as a result of participation in graving closing, as well as liability release of the Cemetery, should be discussed and signed off with clients during the burial planning stages.

Best practices include the tracking and recording public health and safety concerns and how they are addressed. Currently site complaints that are addressed as Work Requests are not kept on file for long term record keeping. It is also not evident that site complaints regarding safety concerns or trip/fall hazards are identified in the Work Request form, or the response detailing what work was done to resolve the issue.

4.2.2 ADMINISTRATION

The cemetery administrative team consists of one full time employee and one seasonal employee. The team performs day-to-day administrative duties and utilizes an Office Procedure Manual and Revenue Procedure Manual that details task steps. The administrative team has technical and financial expertise to handle the following typical administrative tasks:

- Customer inquiries
- Manage sales and financial transactions;
- Receive complaints;
- Record keeping;
- Registering paperwork with the province;
- Issue burial permits;
- Liaise and coordinate with field staff, funeral homes and monument suppliers, as well as the City's Financial Department, and
- Schedule burials and interments.

Administration handles cemetery requests for information, sales and record keeping as well as reception of complaints. Administration staff also frequently get requests from public for referrals to services for end-of life ceremonies (ministers, musicians etc.). Administration staff, however, do not provide these support services as part of their job description, nor have the resources/information to support community members in this way.

Considering the specialized administrative procedural knowledge and sensitive nature of working with grieving families, as well as the need to provide consistent service despite occasional worker absence due to illness or holidays, the administrative team is adequately staffed. Should administration team members have capacity, there are a number of record keeping initiatives that could be undertaken to make highest and best use of their time.

Due to challenges in site navigation, directing lost visitors to a grave site or the Woodlawn Cemetery Administration Building is a regular point of interaction between both administrative and operational field staff and the public. There is opportunity to increase community awareness of the Cemetery online interactive map for smart phones and tablet devices as an additional site navigation tool as along with facilitating access to interment records, can assist users in finding grave site locations.

Cemetery Staff use an online time sheet entry (TSE) system to track their time daily, however staff are not required to diligently identify specific tasks in horticulture maintenance or administration. Task tracking offers opportunities to track labour costs associated with specific maintenance activities and may alert the organization of opportunities for operational efficiencies, as well as needs for cost and fee reconciliation. Currently, financial data for the Cemetery Program is entered in Timberline for financial reporting purposes and the online TSE system is slated to be replaced in the upcoming year by the

direction of the corporation. There is opportunity for achieving efficiencies by synchronizing staff time and task tracking systems with the financial reporting system in accurately capturing staff resourcing costs and reflecting in budgetary planning.

ADMINISTRATIVE SPACE

A meeting room for sensitive discussions with families regarding their end-of-life needs has been an identified need as there is no such small-group meeting space for this purpose, and no room within current administrative space in retrofitting for such a meeting room.



Figure 24: Woodlawn Administrative/Sales Center. Source: Oxbow Architecture

ADMINISTRATIVE TOOLS

The cemetery system uses software called Stone Orchard specifically designed to support cemeteries in public administration, records management and online information search. The use of this software is intended to increase reporting efficiency and reduce time requirements and errors from duplicate data entry tasks.

The Stone Orchard software is a powerful tool, however, addressing some information gaps in data collection fields of the record keeping system is needed in managing pre-need sales data. Pre-purchased lots can be more easily identified by inventory (interment) type and residency status of the customer, and these fields should be added to current record keeping practices. Historic pre-need sales records should also be updated with this information, and there may be opportunity to utilize summer student work programs to do such work that improves historical community resources.

Technical support for implementing these changes, through the Stone Orchard manual, and software troubleshooting is available to staff through the annual maintenance agreement available through Central Square, the Stone Orchard provider. Registration to this service provides access to an online support portal hosted by Central Square. Once registered, the portal log in can be accessed by clicking the question mark icon from the top right corner of the Stone Orchard application window, or by visiting <https://support.centralsquare.com>. Support is also available by phone, with customer inquires often responded to within 24 hours registrants of the annual maintenance program.



[View in Google Earth](#)

Figure 25: Example of Stone orchard record keeping capabilities. Source: LEES+Associates

There is also opportunity for staff to enlist for further training and instruction guides available through the support portal to better enable the Cemetery Program to leverage tools available through Stone Orchard.

The records management software replaces the paper records system, and paper records are no longer required on site. Paper records are now stored through the City and available to Cemetery Staff should they need to access them. The paperless system seems to work well for the administrative team, and it is possible to further implement paperless record keeping and communication tools; such as through translating the Work Order Request forms to a paperless system for easy recording, tracking and record keeping purposes.

The cemetery page of the City website utilizes the Stone Orchard online search feature, allowing the public to peruse through up-to-date cemetery records associated with geo-located graves within Woodlawn Cemetery. A Kiosk in the lobby area provides access to this service within the Administration Building. Families can also utilize the online map feature available through the City's cemetery webpage using a tablet or smart phone, that allows them to search cemetery records and helps guide them to a grave location via GPS.

This service is a benefit to those doing genealogical research or searching for family members or the grave site of a community member, and helps alleviate pressure from Cemetery Staff in requests for information or assistance in finding a grave. Signs are present on site alerting visitors to this service; however, assistance is still required from Cemetery Staff by those who have difficulties using or accessing the online map.

4.2.3 SERVING RESIDENTS

SERVING A GROWING AND DIVERSIFYING COMMUNITY

This section examines cemetery services in relation to perspectives and needs of cultural, Indigenous and faith-based communities.

Establishing Community Relationships

Woodlawn Cemetery has been serving culturally, religiously and ethnically diverse community members of Saskatoon since its establishment in 1905 and will continue to do so as the Cemetery continues to serve Saskatoon in the future. Currently, needs of family members are communicated to Cemetery Staff through Funeral Directors, who act as intermediaries. While it has been reported by funeral service providers and community stakeholders that Cemetery Staff are accommodating to the needs of family members, there is opportunity to provide a forum to allow community members to directly connect to the cemetery regarding their needs. This will be especially important in the development of interment options that reflect the needs of community members as the cemetery plans for the development of a new cemetery site.

Creating Opportunities to Connect in the Cemetery

The plaza developed around Soldiers' Cairn at the terminus of Next of Kin Memorial Avenue is an important and valued outdoor celebration space, used especially in the Annual Decoration Day Event. Site improvements to this space, especially the transition to hardscape and shade trees, are especially valued for accommodating Veterans and Service members during seasonal summer heat.

Another treasured community space important to community members of diverse cultural and faith backgrounds, is the Shared Garden for the memorialization of young infants. A memorial event is held annually at the Shared Garden in June.

Woodlawn Cemetery provides spaces and events for the community to gather and connect with and within the Cemetery in summer months. Saskatoon is subject to long, cold winters, and Woodlawn Cemetery no longer continues programs (such as the Winter Wreath promotion) which previously engaged the community in the Cemetery in this season. There are opportunities to find economic and logistically friendly ways of engaging the community in various winter events and programs, such as done by the City of Kenora, in creating a Festival of Lights made with Ice Candles.

Within the Cemetery there is a lack of community outdoor gathering space that is protected from prevailing winds and gives relief from the cold. There is also a lack of indoor facilities on site that can accommodate gatherings or warming up pre or post burial events. There is an opportunity to enhance the utilization of Woodlawn Cemetery through provision of an indoor gathering space for Celebrations of Life and non-denominational funerals.



Figure 26: Ice candles at the City of Kenora Cemetery's Festival of Lights, Source: LEES+Associates

Serving Diverse Faith Groups

Woodlawn Cemetery currently hosts sections dedicated to particular faith-based groups and communities. While this is an important heritage feature within the community, and an interment choice valued by many, it is important to consider that remaining interment space available at Woodlawn Cemetery's is open to those of all cultures and faiths.

Reconciliation and Serving Indigenous Community Members

During conversations with Indigenous community members, the importance of Woodlawn Cemetery as the preferred burial site for Métis community members was brought to light, as well as the impact of cost and monument restrictions contributing to large numbers of unmarked of Métis graves within Woodlawn. Many First Nations individuals and families also choose to inter at Woodlawn, though it was noted that at this time the majority choose to be interred at their home communities or reserves.

Also made apparent during these conversations, was the importance of continuing conversations and building relationships with Indigenous community partners in addressing servicing needs related to Cultural Rights as well as representations of Indigenous history, culture and contributions to the community in interests of addressing Truth and Reconciliation Commission Calls to Action #57 and #79.

The Cemetery, as a place dedicated to the memory of past community members and holder of community history, has an opportunity to play a role in telling the history of Saskatoon as it relates to Indigenous Peoples of the area, this would require significant and ongoing collaboration and consultation with the Indigenous community.

INTERMENTS

According to discussions with stakeholders, Woodlawn Cemetery Staff have an excellent reputation for accommodating family needs for burial. These needs are often expressed indirectly to the cemetery staff through a funeral home liaison. Administrative staff have a good rapport and working relationships with various directors of funeral homes, knowing each director by name. These relationships allow Cemetery Staff to work through any coordination obstacles with funeral directors.

Woodlawn Cemetery has a double-check procedure to ensure interments are going into the right location and avoid any unnecessary errors such as preparing the wrong interment site or missing setting-up in time for a funeral. Field staff first mark and sign off on the placement of the interment, this is followed by a check by the supervisor who then goes out to each site and confirms for accuracy. The operation staff are also to inform the office staff when each interment site is prepared and when each interment site is setup for funerals.

OPERATING HOURS

Site hours and fees for Woodlawn Cemetery services are located online on the City's Cemetery webpage and is also indicated on the Fee Brochure. Purchase of cemetery services are able to be conducted over the phone, however most families prefer to come to the Cemetery, especially to choose a grave site. The office is open Monday to Friday from 8 am to 4:30 pm (closed 12-12:30 for lunch) and the Cemetery ground visiting hours is 8 am to 9 pm, seven days a week. The main entrance gate is not locked, but the 36th and 39th entrance gates are closed and locked every evening. Times available for funeral services are 9 am to 4 pm Monday to Friday, Saturdays 9 am- 4 pm and Sundays and Holidays 9 am-1 pm. Funerals running outside of defined service hours incur additional hourly fees, and additional fees are also applied to setup and closing of services taking place on weekends or holidays.

One point of contention identified through stakeholder engagement with Funeral Homes, the Open-Door Society and Indigenous Community Members, was the service time frame allowed for burials, which is considered too short for families that by cultural requirement or personal preference decide to stay for the closing of the grave. Cemetery Staff were said to be accommodating for ceremonies that run late, however the resulting overtime fees grieving families are charged after the fact alienate families and can result in negative impacts to relationships with the greater community. This is especially a problem for families whose cultural customs require participation or supervision of the burial process until it is considered complete at the closing of the grave. This situation can be especially problematic in the wintertime when the window of daylight is shorter and events start later. To address this issue, Cemetery Staff organizing and booking cremation burials spend time with clients during the planning process to understand the family's needs, and recommend a time of day that would allow the family to complete the burial within the standard operating hours. A system of checks, such as a sign-off sheet, may be helpful for planning casket burials, primarily handled by funeral homes, to ensure that families understand the impacts of scheduling burial later in the day and risks of incurring overtime fees should the burial run after standard operating hours. This will prepare family members for potential servicing costs and allow them better to make informed decisions regarding scheduling the burial.

There is also an opportunity to extend operating hours by a half-hour into the evening to better serve families and funeral homes in conducting funerals and ceremonies for burials on site, including accommodating those that wish to witness or assist in the closing of the grave.

COMMUNITY AWARENESS AND ACCESS TO INFORMATION

Woodlawn Cemetery does not have a marketing strategy, community engagement plan, or social media presence, and currently has minimal marketing budget to support community awareness activities. While there is significant community interest in Nutana Pioneer Cemetery, Stakeholder consultation revealed a lack of public awareness of culturally important events and features within Woodlawn Cemetery, such as:

- The existence and location of the City-owned cemetery within the heart of Saskatoon;
- The extent of Woodlawn Cemetery’s size, the beauty of the mature parkland tree landscape and the access to nature it provides residents;
- Decoration Day (an annual Veterans remembrance event held annually at Woodlawn Cemetery since 1923);
- The Next of Kin Memorial Avenue, a National Historic Site, and
- The historic culturally, ethnically and religiously diverse representation of the Saskatoon community, including Jewish, Islamic, Chinese and Métis communities within Woodlawn Cemetery.

It is likely that difficulties in physically accessing the Cemetery and lack visual connection to the Cemetery due to busy roads of 33rd Street. and Warman Road play a role in the general unfamiliarity of residents with Woodlawn Cemetery and its services. This places further importance on organizational efforts to promote community connection to the Cemetery as well as awareness of its many features and the value the site and services provided to residents. Promoting the Cemetery as a heritage feature part of the City’s passive recreation system would help bolster these efforts.

While traditional marketing techniques for promoting services are an option for integrating into a marketing strategy, many opportunities exist for implementing an alternative approach of connecting residents to the Cemetery such as efforts centered on community engagement and outreach. Promoting local cultural community events within the Cemetery can encourage residents to meaningfully connect to each other, those interred within the Cemetery and community history. There is opportunity to highlight the use of Woodlawn Cemetery by diverse cultural groups, and promote events or interpretive efforts that highlight cultural and ethnic diversity of Saskatoon and encourage cross-cultural understanding. For example, there is opportunity to partner with the Historical Society in developing and promoting heritage walking tours that showcase the variety of cultures, languages, faith groups and burial practices represented in the Cemetery.

Promoting existing events hosted within Woodlawn Cemetery by the City and the Saskatoon Historical Society, as well as efforts underway in creating a self-guided historical tour available online, are all great opportunities spread awareness and connect residents to the Cemetery. Opportunities for new events could include working with local theatre groups to host dramatic productions within the Cemetery, or passive recreational activities such as photography and bird watching.

Events that connect the community in remembrance of their loved one, are especially meaningful ways to create community connections and relevancy, such as the festival of memorial installations at Night for All Souls held annually in Mountain View Cemetery, Vancouver, or the memorial Ice Candles lighting up the Lake of the Woods Cemetery during the Festival of Lights in Kenora, Ontario. There are many opportunities to partner with local groups that have expressed interest in promoting the Cemetery, such as the Saskatoon Branch of the Saskatchewan Genealogical Society and Saskatoon's Historical Society in bringing such events to Saskatoon residents. Promoting and facilitating such ways of connecting the community to the Cemetery is recommended as a genuine, meaningful and successful method to uplifting the profile of Woodlawn Cemetery within the community.



Figure 27: Mountain View Cemetery's Night for All Souls, Vancouver BC. Source: LEES+Associates.

Website

Though the cemetery webpage does come up in Google searches, navigation to the cemetery's webpage on the City website is cumbersome and difficult, and there is opportunity to improve navigation to the cemetery webpage by including links in strategic website locations. There is also opportunity to increase traffic to the webpage through cross-linking the cemetery's webpage with other community resources, such as the Heritage Society and Saskatoon Branch of the Saskatchewan Genealogical Society. The cemetery webpage on the City's website does a good job of describing key information such as:

- Address, phone, email (basic contact information);
- Visiting hours and Office hours (including seasonal changes and COVID-19- related measures), and
- Additional information regarding service (interment) options/ perpetual care fund /bylaws and regulations etc.

There is an opportunity to improve navigation of Woodlawn Cemetery through updating the City's cemetery webpage (and social media if/when applicable) to enable easy access to directions, an updated a site map (PDF for printing/viewing) and other site navigation tools such as the GPS-enabled online map. Posting Frequently Asked Questions (FAQ) would also greatly assist those unfamiliar with the site and improve visitor experience. Other key information suggested for inclusion on the web page includes:

- **Photos:** Professional photos are one of the best ways to convey site character and there is a growing expectation that customers will see high quality photos online. The City's web site currently only offers one image of Woodlawn Cemetery on the City's cemetery web page, which does not effectively communicate the beauty and quality of the site. Adding high-quality images of people and events in the Cemetery is encourages, as well as photos that display its biggest assets, such as mature trees of the Next of Kin Memorial Avenue, the Shared Garden and other significant places.
- **Prices:** As families undertake cemetery research, the number one piece of information they are looking for is price. It is not that they will necessarily be looking for the cheapest option, but pricing will factor into the decision-making process.
- **Pre-need Information:** In a competitive market like Saskatoon, with other providers actively promoting the benefits of pre-planning, it is a necessity to have pre-need information on the City's cemetery webpage.
- **Site Information:** Genealogical inquiries availability of plots, and funeral service location information requests consume valuable staff time and can lead to customer frustration if they are not readily available. Currently, maps hosted on the cemetery web page need updating and graphic treatment to improve legibility. Website navigation to available interactive maps could be improved to increase ease of access. Having an interactive, mobile and PDF version of cemetery maps will not only improve the experience of the visitor to the Cemetery but also reduce the demand on staff to provide this information when requested. This creates increased efficiency that can be applied toward other marketing and service improvements.

Further analysis of the cemetery webpage is present in the following table:

Woodlawn Cemetery Website Review	Present on Webpage	Recommendations
Photos	1	Integrate More Photos of the Cemetery and Cemetery Events
Prices	Yes (Link to Fee Brochure)	n/a
Pre-Need Info	No	Include language on Pre-planning
Basic Site Information (Yes (Address, phone, email)	n/a
Map (Site Info)	Yes (Link to Site Map)	Update and Improve Map
Staff	No	Add Key Cemetery Staff
Directions	No	Provide Additional Directions
Contact Form	No, but email is provided	n/a
Google AdWords	No	Consider Utilizing Service
Cemetery Rules and Regulations	Yes (Link to Bylaw)	n/a
Frequently Asked Questions	No	Compile, Address and Provide Answers
Easy Access to Cemetery News and Events	No	Consider including

Table 7: Cemetery Webpage Analysis, Source: LEES+Associates

Online Access to Records

The provision of interactive online maps, available through the City website is a valuable and powerful tool assisting the public in finding graves and information about the individuals interred in Woodlawn Cemetery, alleviating pressure from staff in responding to informational inquiries. There is some information missing from records made available online, that would be helpful to families searching for their loved ones, such as Date of Birth.

It was also noted through conversations with City staff and other stakeholders that Nutana Pioneer Cemetery is of great interest and concern to community members. Previous public engagement for the development of the Exhibition Local Area Plan indicated that the community would like to consolidate and confirm burial locations with burial records for Nutana Pioneer Cemetery. The process of detecting and geo-locating graves at Nutana Pioneer Cemetery provide opportunity to extend the interactive cemetery map and records access available online for Woodlawn Cemetery, to the Nutana Pioneer site. This can be used to support access to historic information and support activities such as interpretive tours already being developed and conducted by the Saskatoon Heritage Society. There is also an opportunity to address Truth and Reconciliation (TRC) Calls to action #57 and 79 when considering improvements to the entry and informational and interpretation features integrated to this site.

4.2.4 SITE CARE

The City is responsible for long-term care, maintenance and landscaping of its cemeteries. Site care is primarily provided by City employees who report directly to Woodlawn for the exception of one staff member assigned to maintain site irrigation by the Parks Department's Irrigation Program. Other staff resourcing includes:

- Occasional assistance from the Urban Forestry Program with diseased or structurally compromised trees;
- Assistance in monitoring for Dutch Elm Disease from the Urban Biological Services Program, which will remove an infected tree if required;
- Annual plant materials are provided by/purchased from the City's Greenhouse Program and distributed throughout the grounds in containers and other landscaping;
- Contractors have provided cycle pruning of trees in the past, but are not currently employed to do so, and
- A roadways renovation project was recently successfully completed using contractors.

Field staff typically perform all grounds maintenance including the following horticulture and site maintenance tasks, such as:

- Mowing and trimming;
- Flower bed preparation and planting;
- Tree establishment and watering;
- Turf fertilize application and aeration;
- Tamping and landscaping;
- Garbage and litter;
- Flat marker installation;
- Monument foundation installation;
- Concrete strip construction;
- Interment preparation;
- Grave site opening and closing, and
- Funeral setup and takedown.

MAINTENANCE SCHEDULE AND STANDARD OPERATING PROCEDURES

Cemetery Staff follow set standards as determined by the Parks Department for Open Space Maintenance Guidelines, available for viewing by the public on the City of Saskatoon website.¹ These guidelines are generally followed by cemetery field staff, and specify how often certain activities take place or to what standard, but do not specify predetermined day and times for particular tasks. Generally, however, a higher level of maintenance is expected by residents for Woodlawn Cemetery than is done for parks.

Discussions from staff indicate strong internal processes and institutional knowledge, and positive feedback from stakeholders (Funeral Service Providers, Historical Society leaders and Indigenous Community members) has been received on the state of site care at Woodlawn Cemetery. The Woodlawn Cemetery maintenance team is providing site care noticed and appreciated by the community, such as straightening headstones, leveling sinking grave sites, maintaining vegetation and trees, etc. The efforts and work ethic of field staff have improved site conditions over the last decade or so.

One of the strengths of Woodlawn Cemetery operational team is the legacy of institutional knowledge present with long-standing staff members, but also the enthusiasm and energy of young or new workers. Junior staff are well positioned not only to mentor under experienced staff for transfer and retention of skills within the cemetery services organization, but to also provide new insight and innovation to their work tasks. There is opportunity to continue and encourage the good operational and maintenance work done at Woodlawn Cemetery, and improve operational efficiency by providing field staff a comfortable forum to empower them to give feedback on ways of improving effectiveness and efficiency of their tasks. One such forum for internal/staff feedback opportunities could be periodic and focused discussion sessions during the weekly meetings already held with staff where topics of safety and operations are discussed.

GRAVE SITE MARKERS AND MONUMENTS

The City has responsibilities to maintain interment sites, such as leveling sunken graves or straightening monuments. Markers and monuments are in good repair within Woodlawn Cemetery and are generally level.

Damage or Vandalization

There have been cases of vandalism to headstones and monuments over the years, including some that involved spray paint and the knocking over and destruction of headstones². The City is not responsible for the replacement of monuments that are deteriorating or vandalized, and in these situations, cemetery management opens a police report and the family members can then claim on their home insurance policy. The Cemetery Program has an in-house insurance policy that covers situations of accidental damage of a monument by staff.

In the interest of maintaining the historic integrity and cultural value of Nutana Pioneer Cemetery, an approach appropriate to historical resource maintenance is needed in the repair of damaged monuments and site security. There have been some cases of vandalism that takes place at Nutana Pioneer Cemetery, which more vulnerable given its nature as an open-prairie cemetery, and its isolated location. There is opportunity to address vandalism through community education of this valuable resource, as well as the strategic and discrete installation of security cameras.

The City may be eligible for grant funding to assist in the restoration of damaged or vandalized historical monuments, through cultural heritage preservation programs.

COMPLAINTS AND COMMUNITY FEEDBACK

According to staff, the most common customer inquires regard service pricing. Customer or community feedback forms are not utilized, and instances of requests for new services or inquiries regarding services not offered are not recorded.

Community feedback on service needs is received through the City or directly to the Cemetery Staff through voice systems or by email. Some community feedback regarding the Woodlawn Cemetery is received by the City through the Customer Care Centre, and these complaints should be redirected to Cemetery Staff to track and respond appropriately. Once a complaint or request is received a Service Request form is filled out by the office clerk addressing the complaint. These forms are forwarded to the field staff to investigate, evaluate and perform work if needed. Once this process is done, the notifier is contacted regarding their inquiry. The Service Request Forms are kept on file for a year or removed after the work is completed. Forms are not retained or tracked for use in reporting. According to staff, the most common complaints include:

- Sinking of graves, or unsightly appearance of weed growth during lawn establishment period;
- Unleveled or sunken monuments (especially the sinking of flat markers);
- Damage to monuments;
- Low-hanging tree branches;
- Tree plaque inquires such as location, broken tree stands, etc.;
- Removal of items from grave site as per Cemetery Bylaws. It was noted that these complaints have reduced significantly over the years;
- Over time fees for services taking place outside of City cemetery services hours, and
- Other complaints involved landscaping procedures (flowers were mowed down, etc.)

Community feedback provides valuable performance indicators that can help provide information on community values and preferences, track performance and the effectiveness of the cemetery management and operations team response to community identified issues, as well as assist in guiding direction or setting priorities for cemetery operations and future development. Community feedback can arrive in many forms such as Frequently Asked Questions (FAQ), common inquiries, and customer or community complaints, comments or reports.

Evaluating documented community requests and service inquiries will assist the Cemetery Program in developing services relevant to community needs and values. As an added quality control measure, it is suggested that key staff meet on a semi-annual basis to discuss complaints, how they are or have been addressed, other key performance indicators, and new issues in managing operations as they arrive. This will help encourage and retain the Woodlawn Cemetery's relevance and value to the community as it changes and grows in the future.

SUSTAINABLE PRACTICES

Operational practices for cemetery grounds have many opportunities to address issues of sustainability, including ecological impact of horticultural and site maintenance practices as well as the best and most sustainable use of limited lands available for cemetery services.

Waste Management

The Cemetery Program has a number of beneficial practices for waste sustainable waste management, including:

- Following City waste management protocols of recycling within office settings;
- Utilizing proper hazardous material disposal as per Parks Department protocols;
- Diversion of waste from the landfill through:
 - Mowing and mulching leaves and grasses for integration into cemetery lawns, and
 - Setting aside organic material waste from the Cemetery’s horticultural program for collection and composting by the City.

Approximately 12 waste receptacles are available throughout Woodlawn Cemetery for the public to use, although this is a relatively low number for the size of the site, litter is not a significant challenge within the Cemetery and these receptacles are usually only emptied once a week. The most significant public waste challenge is in the form of metal and glass and plastic memorabilia left on grave-sites, especially the use of plastic flowers. There is opportunity to dissuade of the use of plastics and encourage more sustainable memorial practices through messaging within the Cemetery and on the cemetery webpage of the City’s website. This messaging program could encourage the planting of live flowers in appropriate areas, or the use of cut flowers, which can be included in the Cemetery’s regular composting program.

Limiting Herbicide and Pesticide Use, Water Conservation, and Ecological Interment Options

Other ecologically sustainable practices of the Cemetery Program include monitoring and reducing unnecessary or extensive use of pesticides and herbicides in horticultural maintenance, a standard Saskatoon practice.

Though advanced controls of Woodlawn Cemetery’s irrigation system include weather sensors to prevent irrigation in wet weather, there is opportunity and need to assess the Cemetery’s irrigation system piping infrastructure for effectiveness of watering operations as well as for improved water use efficiency.

The extensive mature parkland canopy at Woodlawn is a significant contributor to the City’s overall sustainability and plan is needed for the management, maintenance and succession this resource in ensuring the benefits and values it provides to residents and wildlife continue into the future.

Operational practices regarding interment include the provision of grave liners in preventing or prolonging the collapse of graves and contribute to the leveling of grave-sites. This is an interment requirement at Woodlawn and though helpful in reducing maintenance needs, is not a sustainable interment practice. The grave liner requirement for all burials means there is a lack ecologically friendly interment options available at Woodlawn, and as expressed during conversations with staff, a point of frustration for clients wishing to lessen the ecological impact of their death. There is opportunity to provide environmentally friendly interment options that forego the use of a grave liner, though it is likely that these options may require alternative maintenance efforts and impact staff requirements.

4.2.5 MAINTENANCE CHALLENGES

IRRIGATION AND WATER ACCESS

Irrigation

The irrigation practices and needs of Woodlawn Cemetery are much higher than other maintained park landscapes within Saskatoon, in meeting the watering needs of the extensively wooded landscape as well as efforts to maintain the cemetery lawns to the level expected by the community. For comparison, Woodlawn Cemetery has 11 controller boxes to address the sites 96 acres, whereas a typical park within Saskatoon may have up to 3. The Cemetery's irrigation system and infrastructure are aged and nearing the end of its designed service life. Staff relate that the system currently adequately, though inefficiently, serves the site, though this should be formally assessed as well as its capacity for service extension before any plans are developed to extend the system beyond currently serviced areas.

An expiring and stressed irrigation pipe infrastructure system leads to higher than necessary potable water use through leaks in failing infrastructure, as well as labour and material costs in maintaining an aging system. The condition and age of the system can also impact landscape quality in posing difficulties to getting water to where it is needed, especially in drier or hotter seasons, such as in establishing new trees or shrub beds, or in establishing new grass over recently closed and landscaped graves. With these considerations, the irrigation system will need eventual replacement or upgrading, which will provide opportunity to assess water needs and irrigation practices as well as integrate innovative and efficient technologies.

Public Water Access

The water tap system was recently integrated into the irrigation system, and currently 6 water taps provide public access to water for flowers and tending graves throughout the entire 96-acre site. Though brightly signed, current Woodlawn Cemetery maps do not accurately reflect their locations, and finding these taps throughout the site is difficult for the public. In the interim, it is possible to expand this the number of taps in this system to areas of need in the Cemetery. It is important that any future overall of the irrigation system should consider points of public access to water, and it is recommended that these locations also include amenities such as waste and green bin receptacles for ease of access by the public and efficiency in servicing and waste management.

Irrigation and Water Strategy

Many cemeteries throughout North America, especially those in seasonably hot and dry climates, are considering ways of reducing water needs, such limiting irrigation and site watering to landscape establishment of drought-tolerant plant materials. It is recommended that before an assessment of the irrigation system is completed, that an irrigation strategy be determined that outlines the level of irrigation service required for the Cemetery. There is an opportunity to determine necessary major system improvements through an irrigation assessment and develop a strategy to strategically stage and integrate required improvements into capital budget scheduling.

HERITAGE ROAD SIGNAGE AND MEMORIAL TREES AND PLAQUES

Heritage Road Signage

Due to ongoing maintenance concerns, the heritage signage for the roads of remembrance in the cemetery have been discontinued, posing this heritage feature at risk for being lost within community memory. Lack of road signage also complicates navigation of the site.

Memorial Asset Record Keeping

Record keeping and tracking of markers to trees and their locations has also been a challenge for staff. The system comprises of a hard-copy record book and maps which is difficult to search and navigate in maintaining the memorial tree signage and locating a particular dedication for family members. There is opportunity to ease the difficulty of the navigation of this system and provide public access to these records online by entering this data into the mapping and recording keeping system of Stone Orchard. This system is already used by Cemetery Staff to track and share grave site records.

Memorial Asset Maintenance, Repair and Perpetual Care Funding

Nearly 1400 memorial trees have been dedicated, each to a particular individual with a bronze plaque placed on an iron 'guard' or stand in front of the tree. Many of the markers tree stands are in poor condition and need of repair, and nearly 400 stands are in need of replacement due to having to be cut out of trees that were suffering for having grown into the plaque stands. One challenge of the Memorial Tree Plaque Program is that no fees are collected in consideration to the future maintenance of the memorial trees, their replacement should they die, or in the repair or replacement of memorial plaques and stands. There is possibility to establish a memorial forest maintenance and development fund for the maintenance of dedicated trees, replacement of dead trees and deteriorated or missing plaques and stands. Future pricing of memorial tree sales should include contributions to such a fund in contributing to sustaining this valued community feature into the future. There may be possibilities to pursue grant funding along with strategic partnerships in developing interpretation with organizations such as local Legion groups, the Saskatoon Heritage Society or Parks Canada who monitors and promotes designated National Historic Sites.

A similar challenge exists in mapping, records management and funding for repairs of memorial benches within Woodlawn Cemetery. A similar approach in including mapping and record keeping of the memorial dedication in Stone Orchard would help maintain these records for posterity, as well as allow the public to access this information online. Funding the maintenance and repair of memorial benches can be aided by the contribution of funds from memorial bench purchases to a care and development fund, or by limiting the dedication of benches from perpetuity to limited time frames of 5 to 10 years. A limited dedication time frame would allow multiple contributions to the memorial bench over time, and aid in the regular maintenance and occasional replacement of the bench.

The integrity of the original design and implementation of the Next of Kin Memorial Avenue is outlined in Commemorative Integrity Statement developed and approved by National Historic Sites, Parks Canada, and the Parks Department of the City of Saskatoon. Any maintenance, site improvement, and

repair or replacement of the assets related to this feature should respect the values outlined in this document. There may be funding available for repair and replacement of memorial signage, especially for trees part of the Next of Kin Memorial Avenue, in grants for funding restoration of heritage sites.

SITE WAYFINDING AND DIRECTIONAL SIGNAGE

Administration staff receive frequent calls of people lost in the Cemetery. Many visitors have difficulties finding a grave site/plot or navigating to the main entry and finding the current administration office, located within the site. The maps provided on the City website and on paper on the site are outdated and difficult to read, and signage with Cemetery roadway names are no longer present on site. The triangular shape and layout of Woodlawn Cemetery is disorientating and because of this many visitors find verbal directions confusing. In these cases, staff go out to meet the lost individuals or to help find a plot.

Directing customers is a common activity among the field and administrative team and the importance of an improved site map along with wayfinding signage at key points which identified and located the office was stressed by staff during discussions. Implementing a wayfinding and directional signage strategy would increase time and resource efficiencies of administration and field staff in reducing time spent searching for and directing lost visitors. An easy to navigate wayfinding system will also improve guest and visitor experience on site.

SITE RULES AND REGULATION AND OTHER SIGNAGE

Rules and Regulation signage can appear unwelcoming to visitors, and needs communication improvement:

- Signage on site is lacking a systematic/strategic and welcoming approach. Cemetery signage language is off-putting, cluttered and confusing, and
- Signage from nearby businesses is intrusive and off putting, especially near Cemetery entrances there may be opportunity to collaborate with businesses to improve the entry into the Cemetery.

GROUND WATER OR DRAINAGE ISSUES

The Cemetery is wet on the north east end of the site, with drainage running from west to east, towards Warman Road. A large swale at the east side of the site collects spring run off. The north area was filled with landscape-quality fill 20 years ago. There are not many rocks, but some areas are sandy and deeper graves get seepage in the north areas. In these cases, staff utilize one-foot shoring devices between excavations to prevent graves from collapsing in. It is recommended that any lands contemplated for expansion that are further north and east of current Cemetery boundaries take in account maintenance and operations considerations of current drainage patterns and existing soil types.

4.3 RECOMMENDATIONS — CEMETERY OPERATIONS

The following recommendations are organized by subject heading of the preceding analysis.

ORGANIZATION AND RESOURCES

Staffing

1. Develop a staff succession plan to ensure senior field staff positions are replaced by an equivalently experienced and skilled field technician;
2. Consider the addition or training of a team member with advanced horticultural and arboricultural skills in supporting the effectiveness of the horticultural and arboricultural program, and
3. Share the care of the Cemetery's extensive and mature tree canopy with other Parks Department Programs, such as Urban Forestry, or otherwise allocate resources to the Cemetery for the care of this valuable resource.

Cemetery Equipment

4. Continue to prioritize, purchase, inspect and maintain the equipment appropriate and necessary for carrying out operational tasks as efficiently, effectively and safely as possible.

Health and Safety

5. Ensure Work Requests that are safety complaints identifying site hazards, are addressed in a timely manor, followed up with the complainant, and that the resulting documentation is kept on file for record-keeping purposes.

ADMINISTRATION

6. Compile Frequently Asked Questions (FAQ's) when it comes to working with families planning end-of-life services, address with resources available within or outside of Saskatoon, and provide as a resource to internal staff members in assisting clients;
7. Promote the online interactive map accessible via the City's cemetery webpage for use by visitors on their personal devices to aid site navigation. Develop a site wayfinding and signage strategy;
8. Integrate staff time and task tracking systems into the financial reporting system;

9. Integrate a paperless Work Order Request system for ease of records keeping;
10. Improve inventory searchability by updating historic sales information to include the type of interment from pre-need sales and customer residency;
11. Consider establishing standard operating procedure for records management to ensure consistency in postings and better reporting, and
12. Provide space for client meeting rooms should a new cemetery administrative and celebration hall building be proposed.

SERVING RESIDENTS

Establishing Community Relationships

13. Create a forum and process for the community to come to the Cemetery regarding their interment needs and desires, and for further engagement with the community regarding interment needs and preferences during design development of the new cemetery, and
14. Engage with the community regarding community needs and desires, as well as interment preferences during the process of designing future cemetery grounds appropriate to the needs of the community.

Creating Opportunities to Connect in the Cemetery

15. Provide opportunities for the community to engage with the Cemetery during the winter;
16. Enhance utilization of the site in cold seasons through providing outdoor and indoor spaces that give relief from the cold, and provide opportunities to gather that are open to all faiths and cultures, and
17. Assess opportunities and consult with public on possibly incorporating a celebration of life space into Woodlawn Cemetery.

Serving Diverse Faith Groups

18. Continue to make interment space open to all faith groups, cultures and ethnicities in the remaining burial capacity at Woodlawn, and
19. Consult with faith groups of existing and established sections requiring specialized spatial planning and design considerations (such as Jewish or Muslim) for future capacity needs.

Reconciliation and Serving Indigenous Community Members

20. Develop a community outreach framework with the perspective of long-term relationship building and collaboration with Indigenous community partners regarding addressing Truth and Reconciliation Commission Calls to Action #57, and #79.

OPERATING HOURS

21. Address overtime charge complaints through:
 - Expanding afternoon Cemetery operating hours;
 - Modifying the standard operating procedures and forms for burials to include ensuring the clients needs are understood, and that a time has been recommend that would allow the family to complete the burial within standard operating hours, and
 - Better prepare family members for potential servicing costs by ensuring they are informed of overtime fees should services run after standard operating hours during the burial planning stage.

COMMUNITY AWARENESS AND ACCESS TO INFORMATION

Community Awareness

22. Undertake the development of a marketing strategy and community engagement plan to increase community awareness of Woodlawn Cemetery, its unique character and features as well as services it provides to residents;
23. Celebrate local community culture, history and heritage through:
 1. Promoting events held in the Cemetery such as the Shared Garden Ceremony;
 2. Promoting the Decoration Day event and educate the public on the history and significance

- of the Next of Kin Memorial ave;
 - 3. Promoting the history and significance of the Nutana Pioneer Cemetery site;
 - 4. Promote resources for historic and heritage information related to the Cemetery (such as Historical Society Tours and the self-guided tour currently under development);
24. Work with Indigenous community partners in developing a historical and heritage Interpretive framework, and
25. Investigate potential partnerships (such as with the Saskatchewan Genealogical Society — Saskatoon Branch, Saskatoon Historical Society and Parks Canada), as well as grant and funding programs to assist the City Cemetery Program in community outreach initiatives.

Website

26. Consider improving site navigation to the cemetery webpage on the City’s website;
27. Consider working with groups such as with the Saskatchewan Genealogical Society —Saskatoon Branch, Saskatoon Historical Society and Parks Canada in cross-linking and increasing traffic to the cemetery webpage;
28. Consider integrating the following into the cemetery webpage:
- High quality photos of the cemetery on to the website;
 - Include information on pre-planning, and
 - Update and improve site maps and directions.

Online Access to Records

29. Continue to provide online access to cemetery records and maps.
30. Incorporate key genealogical information (such as Date of Birth) into records protocol and include information in interactive maps available online, and
31. Integrate and consolidate Nutana Pioneer burial records with geo-located maps of grave-sites and make available online.

SITE CARE

Maintenance Schedule and Standard Operational Procedures

32. Incorporate and encourage methods of employee involvement in problem solving and solutions identification for improving task efficiency and effectiveness, and
33. Implement a semi-annual meeting with key staff to discuss and address complaints and other Key Performance Indicators, and maintenance challenges.

Grave site Monuments and Markers – Damage and Vandalism

34. Address vandalism of Nutana Pioneer Cemetery through community education and consider the installation of security cameras.

Complaints and Community Feedback

35. Integrate systems of capturing, tracking and retaining community feedback such as frequently asked questions, common inquiries, customer or community complaints, comments or reports for planning and performance assessment purposes.

Sustainable Practices

36. Outline achievable improvements (such as educating the public on impacts of plastics left at the site) and implement as appropriate, and
37. Make ecologically friendly interment options available at Woodlawn Cemetery, and any new cemetery developed by the City.

MAINTENANCE CHALLENGES

Irrigation and Water Access

38. Develop a water and irrigation strategic plan. Determine strategic direction for water access and site irrigation. Assess irrigation system for capacity to meet future requirements, potential efficiencies and eventual replacement; and
39. Expand the number of publicly accessible water taps to areas of need within the Cemetery. Update the site maps accordingly.

Heritage, Memorial Tree and Road Signage

40. Develop an interpretive framework, maintenance and replacement strategy for historic signage of memorial trees and roads at Woodlawn Cemetery. Explore partnerships for the maintenance, promotion and interpretation of heritage site features such as memorial tree and road signage;
41. Integrate the Memorial Tree Plaque program into Stone Orchard to improve the record keeping and tree mapping system, improve public access to record information, and ease pressure from staff in addressing informational inquiries. Consider coordinating and collaborating with City administration with Community, Culture and Heritage in pursuing funding opportunities for this work, and
42. Establish a memorial forest maintenance and development fund (for maintenance of trees, replacement of dead trees and deteriorated/missing plaques and stands).

Site Wayfinding And Directional Signage

43. Develop and implement a wayfinding and directional signage strategy, inclusive of online and print resources (online maps/apps) as well as on-site signage (e.g. wayfinding kiosk) to help visitors orientate and navigate the site.

Rules and Regulation and Other Signage

44. Develop and implement a communication protocol and signage strategy for Rules and Regulation signage, and
45. Collaborate with neighbouring businesses to reduce signage and improve the Cemetery entry.

Groundwater and Drainage

46. Consider soil type and existing drainage patterns when looking at extending Cemetery boundaries to the North and East.

Arboriculture and Horticulture

47. Develop a strategic burial layout and tree planting procedure to prevent root damage to establishing trees due to burial, and
48. Develop a strategic tree management and tree succession plan and program.

ENDNOTES

- 1 <https://www.saskatoon.ca/parks-recreation-attractions/parks/park-maintenance>
- 2 <https://globalnews.ca/news/4236932/saskatoon-headstones-broken-woodlawn-cemetery-vandalism/>

5 FINANCIAL PLAN

This chapter includes a benchmarking study of Woodlawn’s Cemetery services and offerings, an assessment of the City’s historic financial performance and an analysis of the sustainability of the City’s cemetery operations. This includes a projection and evaluation of the cemetery’s revenue streams, operating costs and Care & Maintenance Fund (C&MF).

This financial plan reviews the City’s current range of cemetery offerings, prices, costs, and sales performance, as well as its financial tracking and reporting policies, procedures, and processes. It compares Woodlawn Cemetery’s current practices to its legislative requirements, as well as the best practices at other cemeteries in the region, as well across the Province and the country.

5.1 KEY FINDINGS – FINANCIAL PLAN

The following is a summary of key findings from this financial analysis:

- Woodlawn Cemetery has a greater diversity of offerings than is typically available at other cemeteries. This City offers a wide range of standard inventory, service and memorial options.
 - There is an opportunity for the City to respond to the trend toward cremation, with new options such as additional columbaria styles, scattering gardens and family vessels, and
 - There is an opportunity for the City to expand its range of offerings even further by introducing innovative alternatives, including green burial, family estate lots, new support services, as well as boulders, statuary and memorial walls with plaques and engravings.
- Woodlawn Cemetery prices are on par with or higher than current range of rates for services and offerings at most regional and national cemeteries;
 - The exception to this is that the City offers lower than average infant and child rates, and
 - The price of the City's interment services are notably higher than the average rates at the regional cemeteries and comparable communities. The City risks exceeding the current market rate range if future growth continues at the historic rate of increase.
- Woodlawn Cemetery has increased its rates annually, by between 3% and 5% per year, since 2010. This aligns with the best practice for cemetery service pricing in Canada;
- Woodlawn Cemetery does not presently track the residency of those interred on site or charge non-resident premiums. There is a precedent for non-resident premiums in the region;
- Woodlawn Cemetery there is an opportunity to further enhance the City's revenue tracking, by adding additional accounts and codes, to enhance the ease of reporting the City cemetery's service and sales revenue, by interment form, time of sale (at-need/pre-need) and residency;
- Woodlawn Cemetery exceeds best practices by tracking its expenses through two distinct cost centres. One ledger tracks the expenses related to service delivery and general operations. A second ledger tracks those expenses related to cemetery's site care and maintenance;
- The City allocates departmental costs to Woodlawn Cemetery annually. Some of the City's costs allocations have not been recently assessed to determine whether the amount allocated accurately reflects Woodlawn Cemetery's current use of the resources it is being charged for (detailed in the Expenses section of this chapter);
- The City currently invests less than 0.1% of its annual cemetery revenue on marketing. This is significantly below best practice for cemeteries in Canada (1%-5% of revenue), and may be related to Woodlawn Cemetery's below average market capture;

- Woodlawn Cemetery’s two cost centres averaged a total, annual **net loss of \$170,000** from 2015 to 2019. This includes:
 - A total, annual **revenue of \$1,404,000**, and a total, annual **expense of \$1,574,000** from 2015 to 2019. 30% of costs reported were related to site care and maintenance.
 - Woodlawn Cemetery is expected to reach its Operating Break even point within the next 6 years in a “Status Quo” scenario. This means that the Cemetery’s total revenue will be able to fully support all of the expenses allocated to Cost Centre 490 and 491 in the foreseeable future;
 - Woodlawn Cemetery can accelerate its progress to the Operating Breakeven point within 2 years in this plan’s “Alternate” scenario, if the City introduces an effective marketing strategy, non-resident premiums, annual interment rate increases of 2.0% and 3.0% for all other fees;
 - This strategy will protect the City from exceeding the current market rate range for interment services in the coming years and risk losing market capture.
 - Woodlawn Cemetery’s Care and Maintenance Fund (C&MF) is 90% funded. This means that C&MF’s interest income currently covers 90% of the minimum cemetery costs the City would pay if Woodlawn Cemetery were an inactive site (50% of its care and maintenance costs as an active site);
 - Woodlawn Cemetery meets and exceeds the minimum annual contributions to its C&MF required by the Saskatchewan Cemetery Act and recommended by Canadian best practices;
 - Woodlawn Cemetery’s C&MF interest income reflects an above average rate of return (4.2%), compared with other municipal cemeteries in Canada (2.0%). The City investment manager anticipates an investment income rate of 3.85% in the future;
 - Woodlawn Cemetery will reach its C&MF stability point and will be 100% funded for basic site care (50% of Cost Centre 491 expenses) in the next 7 years (2027) under status quo conditions.
 - The C&MF interest income will be able to fully fund 100% of projected Cost Centre 491, active site care expenses within 42 years (2062), under status quo conditions, and
 - Woodlawn Cemetery can accelerate progress to the C&MF active site care stability point, fully funding the current level of care in 35 years, by using the plan’s “Alternate” model.

The methodology, detailed analyses, key components, and recommendations for this financial plan, are outlined in sections to follow.

5.2 PRODUCTS AND SERVICES REVIEW

This section offers a review of the range of Woodlawn Cemetery’s offerings and identifies new products and services the City could introduce at the Cemetery.

CURRENT CEMETERY OFFERINGS

IN-GROUND INTERMENT OPTIONS – BURIAL LOTS

Woodlawn Cemetery currently offers in-ground interment services for full body and cremated remains. Full body casket burials plots are offered as 4’ x 8’ plots for adults, children (up to a 4’ casket) and as 4’ x 4’ lots for infants (under 30 days). All casket lots can be double depth.

Woodlawn also offers 4’ x 4’ cremation plots for the interment of cremated remains only. The Cemetery requires that all in-ground interments must use a City-approved vault, except for infant and children interments.



Figure 28: Military (Left) and University of Saskatchewan (Right) Interment Areas, Woodlawn Cemetery, Source: Oxbow Architecture.

DESIGNATED SECTIONS

The Woodlawn Cemetery offers graves in the Field of Honour for those who were serving or veteran members of the Canadian Armed Forces, allied veterans of WWII and the Korean War, as well as serving or past members of the Royal Canadian Mounted Police. Saskatoon Police Service killed in the line of duty are also eligible for interment in this section. In all cases, graves allow interment of a member's spouse in the plot.

Those who donate their bodies to science, with the Department of Anatomy at the University of Saskatchewan, are also entitled to a cremation plot in the University of Saskatchewan – in the College of Medicine section. These plots are reserved for those who have donated their bodies and does not allow for spousal burial.

In addition to the reserved Military and University of Saskatchewan interment areas, designated plot sections within the Cemetery include:

- Bahá'í;
- Jewish;
- Islamic;
- Chinese;
- Ismaili;
- Orthodox;
- Russian Baptist;
- Roman Catholic, and
- Non-denominational.

ABOVE-GROUND INTERMENT OPTIONS – COLUMBARIA NICHES

In addition to in-ground burial, Woodlawn Cemetery also offers columbaria niches for the above-ground interment of cremated remains. Up to two interments are allowed in one standard niche. The Cemetery offers **standard columbaria**, as well as **family columbaria**. There is a designated area for families to place small columbarium where a family's cremated remains can be interred over multiple generations.

Family columbaria vary significantly in size, price and design. A family columbarium is essentially the same as a standard columbarium, except they are scaled for a single family, which holds the right-of-interment to all the niches or other features. All of its memorialization is dedicated to members of that family. Custom features can be added to meet personal family tastes, customs, and religious practices as well as accommodate cemetery standards. Personalized engraving can be added to the roof line, side walls and doors.

Columbaria niches are growing in popularity with the rising cremation rate with North American customers. The City has less than three years of standard columbaria niche capacity remaining, there is an opportunity for Woodlawn Cemetery to expand its range of columbaria offerings. Columbaria are available in a wide range of styles (pillar, columns, hexagons, walls, etc.).

Columbaria construction costs vary widely, depending on size, design details and associated amenities placed in the adjacent landscape. All installations typically have high return on investment (typically ~200% or more), are very profitable due to the rising demand for niches, and have a relatively low cost of interment- the simple opening and closing of a niche. It takes significantly less time and cost to inter an urn in a niche (known as "inurnment") than within an in-ground plot.

Columbaria also preserve interment land capacity, take little space and can often be placed in areas unusable for other types of interment, both of which are assets in terms of conserving cemetery space.



Figure 29: Columbaria, Woodlawn Cemetery, Source: LEES+Associates



Figure 30: Family Columbaria, Woodlawn Cemetery, Source: Oxbow Architecture.

MEMORIALIZATION OPTIONS

A wide variety of memorialization options are available at Woodlawn Cemetery. Current options include:

- Plaques,
- Memorial benches;
- Columbarium inscriptions,
- Permanent in-ground vases;
- Memorial trees and tree stands, and
- Flat and upright markers and monuments;

Of the comparable communities studied in this plan, the cities of Warman and Regina also offers its residents memorial bench and tree options.



Figure 31: Columbaria Memorialization, Woodlawn Cemetery, Source: LEES+Associates

NEW INTERMENT + MEMORIALIZATION OPTIONS

There are additional products and services not offered by the Woodlawn Cemetery that have been successful at other cemeteries in Canada. They include:

- Lawn crypts;
- Mausoleum;
- Family vessels;
- Family estates;
- Green burial lots and services;
- Ossuaries + scattering services, and
- Additional memorial options – wall, boulders and statuary, with plaques or engravings.

There is an opportunity for the City to strengthen the Cemetery's financial sustainability by expanding its range of product and service offerings, and introducing new revenue streams.

OSSUARIES + SCATTERING SERVICES

An ossuary is a container used to hold the cremated remains of more than one individual. Frequently used where land is scarce, an ossuary can be above or below-ground. Scattering gardens are attractive natural or ornamental areas that offer a place for the scattering of cremated remains.

It is common for an in-ground ossuary to be installed in a scattering garden, allowing for a portion of the cremated remains to be scattered and the remainder to be placed in the ossuary. This is done due to the plant life's inability to break down the high PH of cremated remains. Ossuaries and scattering gardens often include memorial walls.

Of the comparable communities studied in this plan, the cities of Regina, Lethbridge, Red Deer and Edmonton offer ossuary and scattering garden interment services.

FAMILY VESSELS

Family vessels are a new interment option recently introduced to the North American market. They are designed for placement at key locations, such as along pathways and in cremation gardens. These vessels are granite urns about 30" tall with an interior capacity of about 14 cubic feet. Each vessel securely accommodates up to eight nested urns or ten sets of commingled remains. Like a columbarium, each vessel is owned by the cemetery, which sells families a right-of-interment for its use.

Typically, the fee for a family vessel includes one opening and closing and one bronze plaque with an engraving when purchased. For subsequent interments, the family is charged an additional opening and closing fee, and a fee for additional plaques or engravings. Cemetery operators approve the size, design, and content of the bronze plaques or sandblasted inscriptions.

Family vessels are intended as a premium cremation interment option and have been placed in several cemeteries in Canada including at Royal Oak Burial Park, in Victoria (BC), Kelowna Memorial Park in Kelowna (BC), and in the Town of Slave Lake Cemetery, Slave Lake (AB).

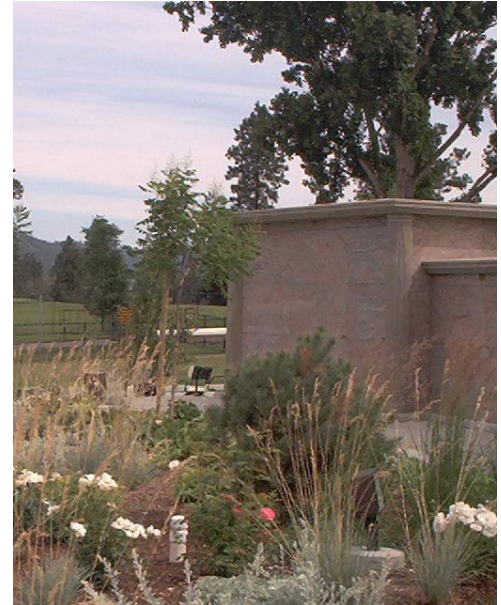


Figure 32: Family Vessel, Shuswap Memorial Cemetery, Salmon Arm, BC, Source: LEES+Associates.



Figure 33: Family Vessel, Shuswap Memorial Cemetery, Salmon Arm, BC, Source: LEES+Associates.

Since these vessels are a relatively new offering in North America, the introduction of family vessels would require marketing to increase awareness. As such, family vessels should be installed in phases, beginning with one or two display units placed on display in the cemetery.

FAMILY ESTATE PLOTS

Family estate burial plots vary in the number and type of interments permitted, and in size and features, between cemeteries across North America. The premium price of a family estate typically reflects the associated development cost and ongoing maintenance of the landscape features included.

Traditional in-ground burial family estates typically permit the interment of cremated remains, in addition to full body remains. These estates typically include a combination of interment spaces and landscape features such as the following mix of offerings:

- Two double depth lawn crypts, (four traditional in-ground burials);
- Cremation plots (16 cremation interments);
- Marker foundation;
- Granite memorial bench;
- Planting beds, and
- Fencing, with an arched gate feature that includes bronze name plate.



Figure 34: Green Burial Area Marker, Rosehill Cemetery, Edmonton, Source: LEES+Associates.

GREEN BURIAL

Green Burial emerged out of Europe in the 1990's as a simpler form of full body interment and is now attracting increasing interest across North America. Also known as "natural burial," "country burial" or "woodland burial," green burial is defined as an earth burial with:

- No embalming;
- A fully biodegradable casket or shroud;
- No use of burial plot liners or concrete vaults;
- Some form of habitat restoration of the grave site such as planting with native species, and
- A communal marker, no marker, or at most a simple marker made of local and natural materials.

Jewish, Muslim and the Bahá'í communities are the religious groups that have traditionally interred the deceased according to green burial principles. Most recently, the Catholic Church has begun to actively embrace green burial, based on the tenets of green burial aligning well with their core beliefs and practices.

Consumers across North America are increasingly seeking environmentally sustainable products and services, including from within the bereavement sector. Green Burial often appeals to those that would otherwise not choose to be interred in a conventional cemetery. An increasing number of cemeteries are now offering green burial interment options, either in a dedicated section with full habitat restoration, or anywhere within the cemetery, which typically means without the on-site habitat restoration component.

Most people have heard of Green Burial and are curious to learn more about it – which makes a cemetery simply committing to providing green burial a potential marketing opportunity. Media and social network sites are especially attuned to stories about Green Burial. The Canadian based Green Burial Society of Canada or GBSC (<http://www.greenburialcanada.ca/>) is a non-profit organization who offers a certification program to qualifying service providers and lists the Canadian cemeteries currently offering green burial. Currently there are not certified green burial cemeteries in Saskatchewan.

Offering green burial at Woodlawn Cemetery would require a bylaw update to allow burials to take place, without the use of an outer container.

Of the comparable communities studied in this plan, the City of Lethbridge offers green burial lots and interment services. There is also one private green cemetery, Prairie Sky Cemetery, in Saskatchewan that is presently full.¹

MEMORIALIZATION OPTIONS

With increasingly mobile families and people choosing not to inter the cremated remains of their loved ones in a cemetery environment, there is potentially larger market for selling memorization without interment. These memorialization options enable people to memorialize family members or friends without interment, or individuals whose remains are interred or scattered elsewhere.

In addition, to its existing options offered by Woodlawn Cemetery, the City could offer plaques or engravings on a memorial wall, rock markers and statuary.



Figure 35: Examples of Engraved Boulder and Memorial Wall Options, Source: LEES+Associates.

5.3 CEMETERY PRICING REVIEW

This section analyzes the pricing of offerings at Woodlawn Cemetery, as compared with other cemeteries in the region and across Canada.

MARKET TRENDS

Cemetery pricing in Canadian cemeteries tends to follow consistent market trends. For example, large urban centres often have higher rates than small towns and rural communities due to the increased demand relative to local supply. Cemeteries in large urban centres also tend to offer a greater diversity of offerings than small towns and rural communities. Families value a variety of interment options and are willing to pay a premium to accommodate their culture, religious and personal preferences.

The following figure shows the pricing continuum for typical Canadian cemetery offerings:

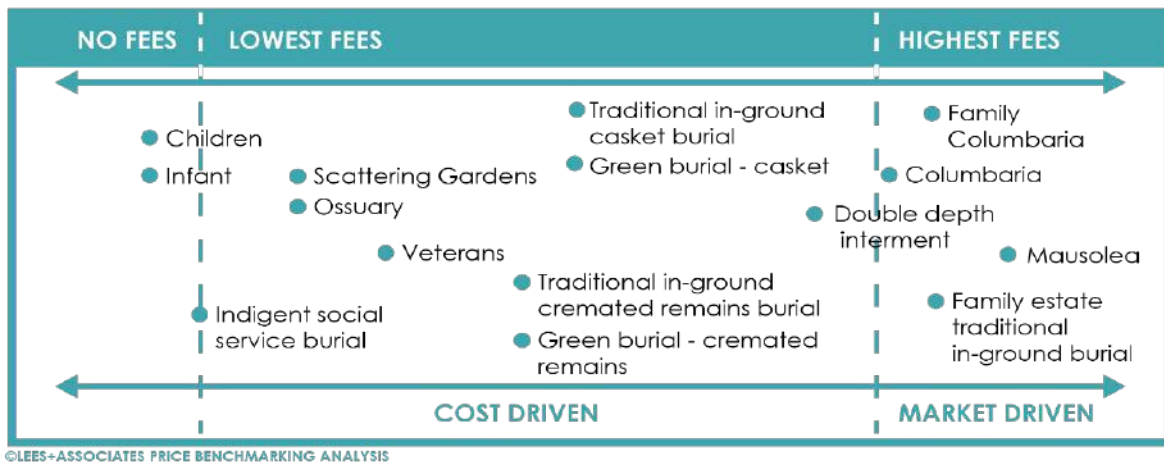


Figure 36: Pricing Continuum for Typical Canadian Cemetery Offerings, Source: LEES+Associates

PRICE BENCHMARKING STUDY

Best practices for cemetery pricing entail annually comparing the rates of communities with similar landscapes, climate, and demographic profiles. This involves reviewing the rates of other cemeteries with similar business models, climate conditions, as well as population, ethnic and religious composition.

The price benchmarking study in this plan reviewed Woodlawn Cemetery’s rates relative to the averages at municipal cemeteries across Canada, at select regional cemeteries in the Saskatoon Census Metropolitan Area (in the communities of Saskatoon, Warman and Martensville) and at larger comparable cities in Central and Western Canada (Regina, Lethbridge and Red Deer). These larger communities are at the same latitude as the Saskatoon and have a similar seasonal environment.

The following table summarizes the resident rates (including care fund fees) and the comparative findings for the primary offerings and services available at the cemeteries in this study. Detailed results of the complete price benchmarking for Woodlawn Cemetery can be found in Appendix A.

Cemetery Offering	City Rate ²	Regional Rates ³	Comparable Cities ⁴	Canadian Rate ⁵	Price Comparison Findings: The City's Relative Position
Casket and Cremation Lots (Resident)					
Adult Casket Plot	\$1,800 to \$2,340	\$1,432 to \$2,032	\$1,748 to \$2,292	\$1,250 to \$2,500	Regional: Higher Comparable Cities: On par Canadian Average: On par
Child Burial Plot	\$560	\$375	\$687	\$400 to \$100	Regional: Higher Comparable Cities: Below Canadian Average: On par
Infant Burial Plot	\$180	\$255	\$558	\$250 to \$1,000	Regional: Below Comparable Cities: Below Canadian Average: Below
Cremation Burial Plot	\$1,160 to \$1,330	\$1,083 to \$1,250	\$707 to \$1,583	\$500 to \$1,500	Regional: On par Comparable Cities: On par Canadian Average: On par
Columbaria Niche	\$3,050 to \$3,450	\$2,499 to \$3,525	\$2,043 to \$3,740	\$1,000 to \$5,000	Regional: On par Comparable Cities: On par Canadian Average: On par
Opening and Closing (Summer + Winter Rates)					
Adult Casket Burial ⁶	\$1,420 to \$3,150	\$1,413 to \$1,573	\$1,087 to \$1,828	\$750 to \$2,000	Regional: Higher Comparable Cities: Higher Canadian Average: Higher
Child Burial	\$550 to \$790	\$1,200 to \$1,500	\$425 to \$465	\$500 to \$1,000	Regional: Below Comparable Cities: Higher Canadian Average: On par
Infant Burial	\$130	\$700 to \$1,000	\$285 to \$353	\$250 to \$750	Regional: Below Comparable Cities: Below Canadian Average: Below
Cremated Remains Burial	\$680 to \$850	\$530 to \$690	\$403 to \$427	\$250 to \$750	Regional: Higher Comparable Cities: Higher Canadian Average: On par
Niche Interment	\$270	\$308 to \$398	\$160	\$100 to \$500	Regional: Below Comparable Cities: Higher Canadian Average: On par

Table 8: Price Benchmarking Summary of Prime Offerings, Source: LEES+Associates.

NON-RESIDENT PRICING

The City of Saskatoon does not currently track the residency of those interred at Woodlawn Cemetery, nor does it charge a non-residents premium. A significant number of North American municipal cemeteries charge a non-resident premium on inventory sales. Non-residents typically pay a premium on top of the resident rate, ranging from 25% to 150% on cemetery plot, crypt and niche sales. Less commonly, some communities also choose to charge premium on their cemeteries' interment services.

Alternatively, some communities intentionally present their cemetery offerings at the upper end of the regional market price spectrum and then offer their residents a “**discount**” – rather than charge a “premium” to non-residents.

Community surveys undertaken by LEES+Associates have historically found that most resident respondents typically support a pricing policy where non-residents pay more than residents. There are many ways to define resident and non-resident for the purposes of cemetery pricing. While precise terms constituting a resident/ non-resident would be decided as a future project outside of this master plan, some considerations for how this can be done are provided below.

Cemeteries that charge a non-resident premium, usually define a “non-resident” as an individual that did not reside or own property in the cemetery operator's municipality for a minimum of one year, prior to that individual's date of death. Less commonly, some communities choose make the required period of residency or property ownership longer, requiring five or ten years of local residence.

Some municipalities extend residency pricing to those that have previously lived in the community for certain period of time (10 years for example), or to family members of residents who have moved away but wish to be buried in their home town.

Municipalities also define the qualifying border of residency, for the purpose of cemetery plot and service pricing, in a range of ways. Cemeteries often create a residency map that clearly defines its border to the community it serves. These borders may align with the boundaries of the local municipality, metro area, county, census division, or health region.

In this plan's price benchmarking study, the neighbouring cemeteries in Martensville and Warman, as well as the City of Red Deer, charge non-resident premiums. These premiums include a:

- \$400 plot and niche sales premium at the City of Martensville;
 - An added 20%-80% depending on the offering.
- \$400 plot sales premium at the City of Warman;
 - An added 30%-44% depending on the offering,
- \$140 to \$305 plot and niche sales premium at the City of Red Deer, and
 - An added 12%-24% depending on the offering.

SEASONAL PRICING

It is a common practice for Canadian cemeteries to charge a premium for opening and closing during the winter, particularly in regions with climates where conditions result in more labour time and effort for each interment.

Woodlawn Cemetery is currently charging a \$130 to \$240 (depending on the interment service) premium for winter interment services. This is an added 8% to 19% depending on the service it is applied to.

In this plan's price benchmarking study, the neighbouring cemetery in Martensville, Hillcrest Cemetery, as well as the City of Red Deer charges seasonal premiums. These premiums include:

- \$200 to \$300 winter interment premium at the City of Martensville;
 - An added 17%-43% depending on the service.
- \$180 winter interment premium at Hillcrest Cemetery, and
 - An added 11%-33% depending on the service.
- \$70 to \$160 winter interment premium at the City of Red Deer.
 - An added 13%-22% depending on the service.

SERVICE-ORIENTED PRICING STRATEGIES

Some North American communities have a social services policy, that direct its Cemetery Staff to offer free service or a discounted rate to select residents. This may include:

- Indigent rates for impoverished residents (for those on disability and low-income households);
- Veteran rates for members of the military;
- Emergency responder rates for members of the police, fire, and ambulance service, and
- Infant and/or child rates for residents that lose a young member of the family.

This discount is most commonly 50% of the normal standard cost for its cemetery products and services. Offering discounts to these select residents often encourages good will from the community and can mitigate the resident reaction to other price increases at the cemetery.

The City follows this common social services practice, by offering discounted rates to families for infant, child and military plot sales. Military plot sales can be purchased by former and currently serving members of the military, as well as the police. The City also offers discounted rates for infant and child interments, but discounted interment rates are not presently offered to those interred in military lots.

In this plan's price benchmarking study, all neighbouring regional cemeteries were found to offer discount rates for infants and children. However, no other regional cemetery offered discounted offerings to veterans or emergency responders.

All of the larger comparable communities reviewed in this study do offer discounted rates to families for infant, child and military plot sales. They also offer discounted rates for infant and child interment services, but do not offer discounted interment rates to those interred in military lots.

In addition, the City purchases lots and interment services from Woodlawn Cemetery on behalf on impoverished residents (also described as indigent community members). This expense is reported as "Community Investments & Supports" on the City's financial records, is supported by the City's tax payers at a cost of approximately \$50,000 per year.

ADDITIONAL SERVICES

Canadian cemeteries often bill fees for additional complementary and support services. These include the following extraordinary fees in Woodlawn Cemetery's price list:

- Tent Rental;
- Administration;
- Grave transfers;
- Interment vaults,
- Turf establishment;
- Monument cleaning;
- Lowering device rental;
- Flat marker installation;
- Winter service premium;
- Surcharge for short notice;
- Surcharge for late funerals;
- Grave deepening premium;
- Bronze marker refurbishing;
- Installing outside supplied burial vaults;
- Surcharge for overtime set up and closing;
- Disinterring caskets and cremated remains;
- Saturday, Sunday and Holiday burial premiums, and
- Construction or installing a concrete foundation for a memorial;

PRICE CHANGES

Woodlawn Cemetery's standard practice since 2010 has been to increase its rates annually, by between 3% and 5% per year. This exceeds the best practice for North American cemetery pricing, which is to increase fees annually by the rate of inflation, at a minimum. Consumer Price Index reports from the International Monetary Fund finds that inflation has ranged from 2% to 3% in North America over the past decade.

A business case for greater price increases is typically expected to be justified to the community by the cemetery owner-operator identifying a significant gap between the:

- Current cemetery rates and the regional rate average;
- Cemetery's operating revenue and expenses, and/or
- The Care and Maintenance Fund's (C&MF) projected balance and the balance needed to be fully funded. A C&MF is fully funded when its future income is expected to support future care costs.

In addition, greater price increases can also be supported by a commitment by the owner operator to develop and improve a cemetery site's infrastructure, aesthetic, and interment capacity.

PRICING – NEW OPTIONS

The following section gives recommendations on price points for options that are currently not offered at Woodlawn Cemetery.

Scattering Services

Canadian cemeteries typically offer the scattering of cremated remains in areas of flowering plants or in an ossuary at \$100 to \$350 per scattering. This interment option is not currently offered at the Woodlawn Cemetery.

Family Vessels

Family Vessels are currently offered at Canadian cemeteries with the typical rates ranging from \$6,000 to \$13,000 each, depending on their size and quality of positioning within the cemetery. Services for placing a nested urn or co-mingling remains within the vessel are typically \$200 for each vessel interment.

Green Burial

Green Burial should be just as valued-and considered as valuable- as traditional burial grounds. For that reason should be priced at the same rate as basic, traditional burial.

Added-Value Service Fee

Extraordinary rates charged by other cemeteries in Province of Saskatchewan that are not currently listed in the City's price schedule and that could be considered for addition to Woodlawn's fees include:

- Surrender/Sell Backs;
- Concrete slab for lanterns;
- Chairs for graveside services;
- Pallbearer- Assistant Service;
- Reservation fee for adjacent lots;
- Replacement right-of-interment certificates, and
- Reservation of a chapel or other provided gathering space.

The fees charged by cemeteries for these services range significantly across the country, and not all listed above may be appropriate for Woodlawn to implement. It is for the City to decide the appropriate services to provide families.

STRATEGIC POSITIONING

The majority of the City's cemetery fees are on par with or higher for the average rate across Canada.

Cemetery demand is relatively inelastic, meaning that there is usually little adverse resident response to price changes. This means Woodlawn Cemetery can expect to increase their rates with little risk of losing revenue to residents choosing to be interred elsewhere, provided they are within **the regional rate range** expected (this is also known as the fair market value for cemetery services).

Cemeteries with a wide and diverse range of interment and memorialization options, like Woodlawn Cemetery and Hillcrest Cemetery, are often perceived as being more attractive and as having a higher-quality, premium value. This enables them to often charge higher rates than other sites.

Currently, Woodlawn Cemetery's rates are more expensive than the small cemeteries in its neighbouring communities, but they mostly on par with the rates at larger comparable communities in the Prairies.

However, the City of Saskatoon's rates for interment services are notably higher than average, and have begun to exceed the normal market range. The City's lower than average market capture of casket burial may be indicative that its higher rates are discouraging residents from choosing to be interred at Woodlawn Cemetery.

Almost all municipal cemeteries are run as a service to their communities, and municipalities support the cemetery system, subsidizing them with tax dollars to some degree. The City of Saskatoon decides exactly where its business model sits on this spectrum of cost recovery. There is an understanding that few municipal cemeteries operate a full break-even cost recovery model. It is even more unusual for a municipal cemetery to operate a "for profit" model.

5.4 HISTORICAL FINANCIAL PERFORMANCE

This section of the report examines the financial sustainability of Woodlawn Cemetery and assesses the City's capacity to continue funding its services to the community and support the long term care and maintenance of its cemetery site.

A comprehensive financial plan typically includes a study of the following key performance indicators, that reflect the short term and long term sustainability of a cemetery system, including the:

- **Operating Break Even point:** This is the point in time when a cemetery can fund itself while meeting the service expectations of the community. This indicates whether a cemetery is offering services at the fair market value and can cover its operating costs with its reliable sources of annual revenue, and
- **Care & Maintenance Fund Stability point:** This is the point in time at which a Care & Maintenance Fund (C&MF) is expected to generate enough income to meet its long-term site care and maintenance costs.

This section also reviews the City's financial practices and compares them to legislative requirements, as well as, current and best practices for cemeteries in the region, Province and across Canada.

FINANCIAL MANAGEMENT

An operator's effectiveness in the measurement and assessment of their cemetery's financial performance often correlates to the number of tracking codes, revenue and expense account categories in the cemetery's financial management system.

Over all, the City's financial management system's records are exceptional. Detailed financial ledgers for cemetery revenue and expense accounts were provided by the City for analysis.

The City has set up two distinct sets of ledgers for Woodlawn Cemetery. These are referred to by the City as "cost centres" entitled "01-490- PARKS CEMETERIES" and "01-491- PARKS PERPETUAL CARE." Woodlawn Cemetery financial data is allocated as follows:

- "01-491- PARKS PERPETUAL CARE" tracks and reports all revenue (C&MF interest income) and expenses related to Woodlawn Cemetery's site care and maintenance, and
- "01-490- PARKS CEMETERIES" tracks and reports all other revenue and expenses, not related to site care, but related to Woodlawn Cemetery's service delivery and general operations.

The City has an opportunity further enhance its strong financial management system, by taking measures to enhance its capacity to provide more detail reporting of the Cemetery's key performance indicators. This can be done by adding additional accounts to more precisely tracking the source, timing and function of the City's transactions.

REVENUE

The City meets and exceeds best practices in its financial procedures documentation. It has a Revenue Procedures Manual which provides a detailed description of the processes and controls used to account for the revenue streams in place at Woodlawn Cemetery.

The City has an opportunity to enhance the reporting of its cemetery's revenue by expanding its existing revenue account structure. Sophisticated financial management systems use multiple accounts or codes to identify and track cemetery revenue accounts for each type of sale or service by the:

- Form of interment (e.g. casket plot, cremation plot, niche, etc.),
- Time of sale (at-need/pre-need – before or after death) and
- Residency of the individual who purchased the sale or service.

Stone Orchard Software (SOS) can be used by City staff to generate annual revenue reports categorized by the form of interment and at-need/pre-need. SOS is not currently set up to track and report on revenue by resident and non-resident revenue.

Staff in the City's Revenue and Finance departments currently use the software programs Timberline, Epicore and Excel to manage job costing, invoices, payments, and generating the financial reports and cost centre account ledgers for Woodlawn Cemetery, though some changes to the software programs used is forthcoming. The tracking and reporting of cemetery financial activity in detail using these current programs, is more limited than with Stone Orchard Software.

The revenue accounts used in "01-490- PARKS CEMETERIES" do not categorize Woodlawn Cemetery's revenue by the form of interment, time of sale, or residency. The City would benefit from expanding its revenue account structure in its Timberline financial reporting system.

Finally, the City has historically reported pre-paid interment sales as current year operating revenue. This was identified as an issue to address during a financial audit in 2013. The correct accounting method would be to identify these sales as "unearned revenue," until the service was utilized by the individual who purchased it pre-need.

To address this concern, the City has set up a "Pre-need Assurance Fund" (PAF) into which it transfers \$90,000 per year from cemetery revenue – to build up a fund value equivalent to the "unearned revenue" in interment services pre-paid by families. City staff expect to continue with this practice for another couple years, and then switch to the direct reporting of all pre-need interment services to the PAF as unearned revenue, after it is determined to be fully funded.

The following graph summarizes the distribution of revenue from Woodlawn Cemetery’s operations, as reported by the City from 2015 to 2019.

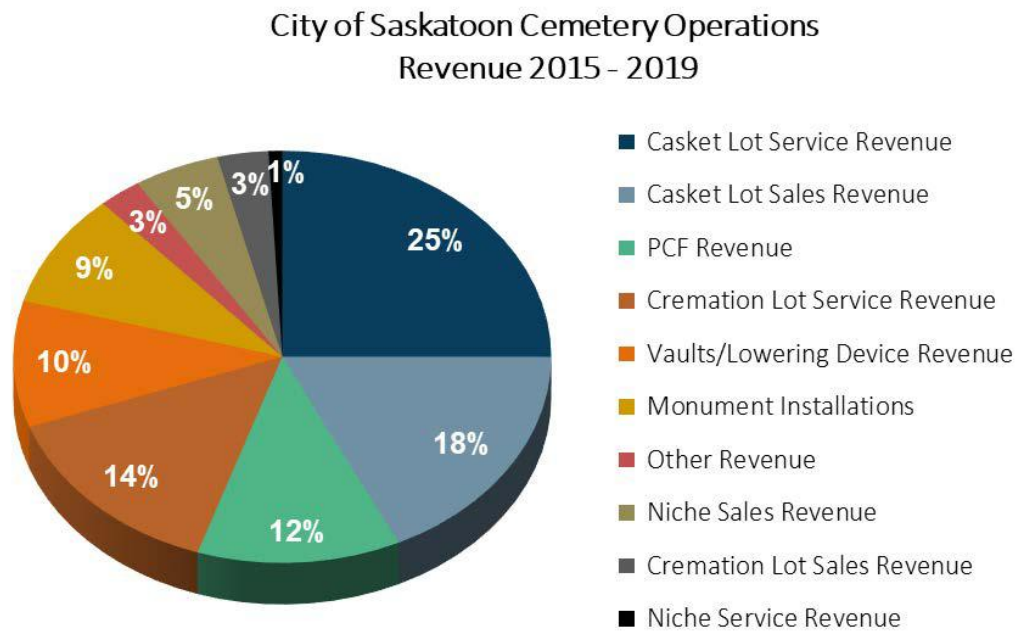


Figure 37: Distribution of Woodlawn Cemetery Revenue from 2015 to 2019, Source: LEES+Associates

EXPENSES

The City meets and exceeds best practices by tracking its site care and maintenance costs in a separate cost ledger from all other cemetery operating costs.

The City makes an annual percentage allocation of staff labour costs and other operating overhead to Woodlawn Cemetery’s accounts. Labour cost allocations are supported by staff time sheet records and the full time equivalent hours (FTE’s) reported. Other operating overhead allocations are City inter-departmental transfers based on an old estimate of the Cemetery’s share of City staff resources.

The following costs do not have recent historic year documentation to support this annual allocation:

- 5306 VOICE OVER INTERNET PROTOCOL (\$1,300 per year)
- 5520 ADMIN COSTS (\$27,800 per year), and
- 5610 IS-FACILITIES BRANCH SERVICES (\$85,000 to \$100,000 per year).

An in-depth review and update of these annual cost allocations to Woodlawn Cemetery is warranted. This would provide the City with a clearer picture of the actual cost of providing cemetery services, more accurately reflect the efficiency of the cemetery’s operations and improve the accuracy of future budgeting decisions.

Finally, the City currently invests less than 0.1% of its annual revenue on advertising for the Cemetery. North American cemeteries commonly invest 2% to 5% of projected gross revenue in sales and marketing. Municipal cemeteries in Canada typically reinvest a minimum of 1% of its annual revenue in community engagement.

North American cemeteries usually employ a diverse mix of standard and online marketing methods. A pre-need sales strategy is a common successful approach for cemeteries to increasing short term cash flows. Whereas community engagement and public education is often an important component of a cemetery’s long term and enduring market share growth.

Cemetery sales often correlate to the municipalities’ investment in community engagement, and promotional initiatives. This means the City has an opportunity to increase its market capture and consequently its revenue by increasing its investment in connection and communication with the community it serves.

The following graph summarizes the distribution of revenue from Woodlawn Cemetery’s operations, as reported by the City from 2015 to 2019.

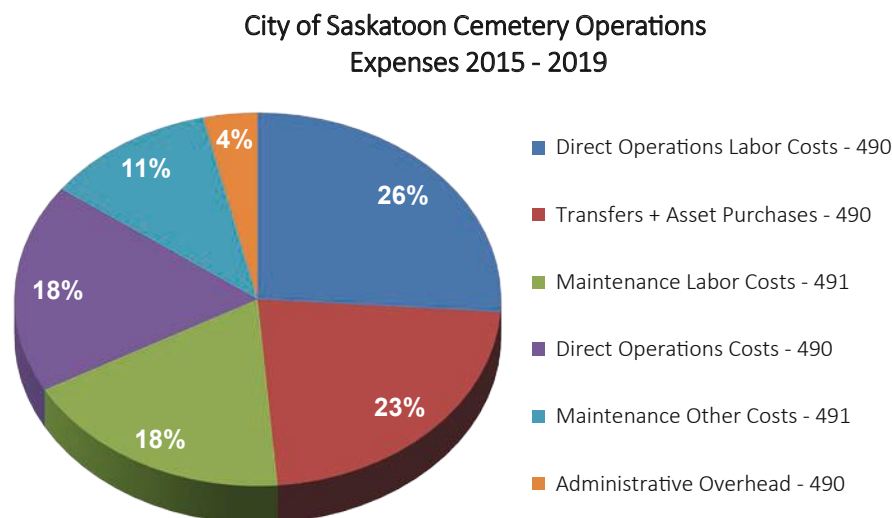


Figure 38: Distribution of Woodlawn Cemetery Expenses from 2015 to 2019, Source: LEES+Associates

HISTORIC OPERATING FINANCIAL PERFORMANCE

The following graph summarizes the historic operating performance of Woodlawn Cemetery, by calendar year, as reported by City staff from 2015 to 2019. It includes all revenue and expenses reported by the City in cost centres “01-490- PARKS CEMETERIES” (490) and “01-491- PARKS PERPETUAL CARE” (491).

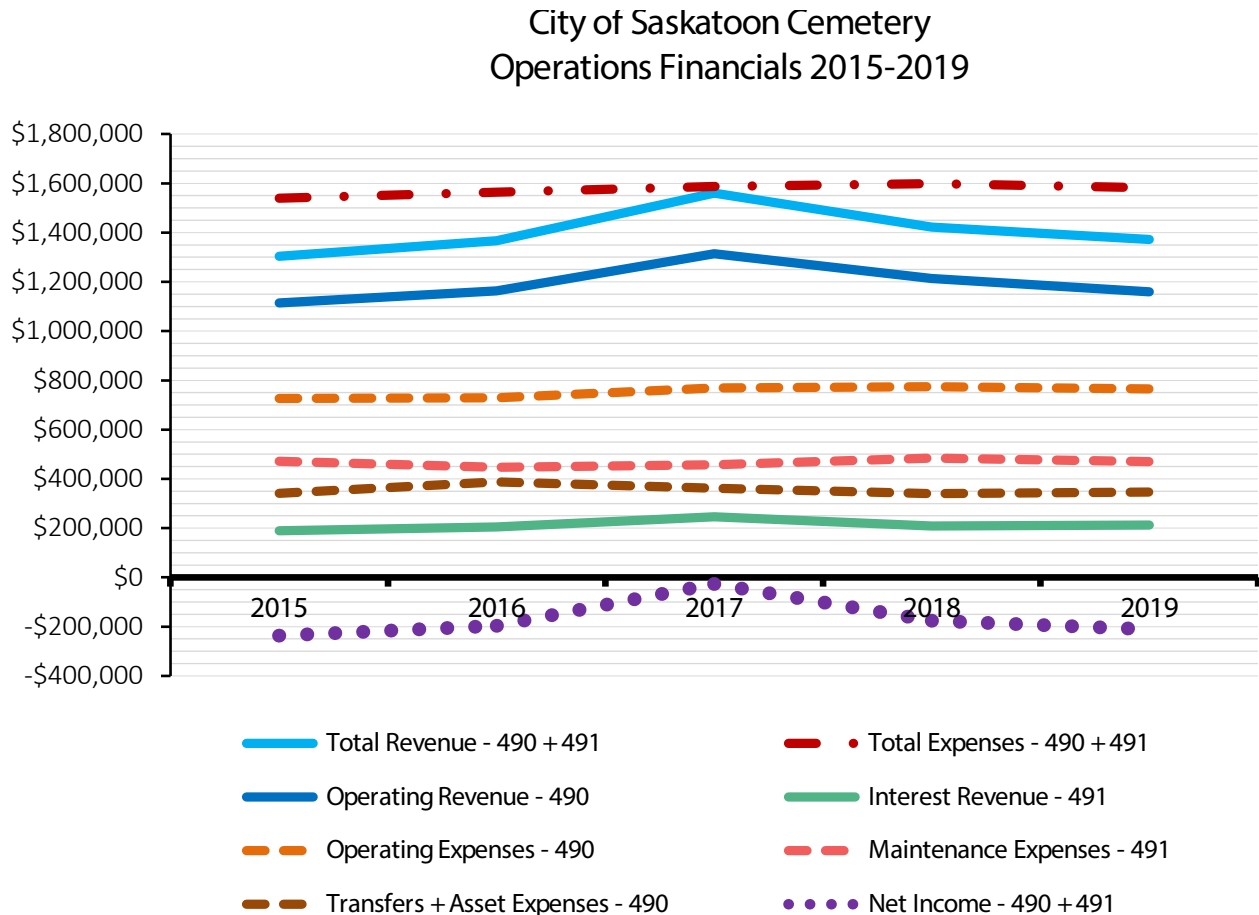


Figure 39: Woodlawn Cemetery Operating Financial Performance, 2015 to 2019, Source: City of Saskatoon’s Cemetery Financial Ledgers and Income Statements.

The “Transfers + Asset Expenses” line in this graph represents the annual amount transferred from the cemetery operations to the Cemetery’s Pre-need Assurance Fund, the Care & Maintenance Fund and extraordinary asset purchases.

Most municipalities in North America run their cemeteries at an operating loss and support their operations with tax dollars. Based on what has been reported by the City, Woodlawn Cemetery’s operating financial performance is currently on par with and is even doing better than most municipal cemeteries. Few municipal cemeteries are on a path in which they can expect to break even, with only operating revenue in the next decade.

KEY FINDINGS - HISTORIC OPERATING PERFORMANCE

In summary, a review of Woodlawn’s historic operating performance finds that over the past five years:

- Woodlawn Cemetery’s two cost centres averaged a total, annual net loss of \$170,000 from 2015 to 2019;
 - Cost Centre 490 – related to service delivery and general cemetery operations, recorded an annual average net profit of \$84,000 from 2015 to 2019, and
 - Cost Centre 491 – related to cemetery site care and maintenance, recorded an annual, average net loss of \$254,000 from 2015 to 2019.

- Woodlawn Cemetery’s two cost centres averaged a total, annual gross revenue of \$1,404,000 from 2015 to 2019;
 - Cost Centre 490 – Woodlawn Cemetery’s annual, average gross operating revenue (including the C&MF portion) was \$1,192,000 from 2015 to 2019,;
 - Cost Centre 490 – \$17,000 operating revenue per year can be attributed to the rental of the Woodlawn Cemetery’s old administration building. It is currently rented by Eternal Memorials, a monument company, and
 - Cost Centre 491 – Woodlawn Cemetery’s annual, average interest income revenue was \$212,000 from 2015 to 2019.

- Woodlawn Cemetery’s two cost centres averaged a total, annual gross expense of \$1,574,000 from 2015 to 2019;
 - Cost Centre 490 – Woodlawn Cemetery’s annual, average gross expenses of \$1,108,000 (related to service delivery and general cemetery operations) from 2015 to 2019, and
 - Cost Centre 491 – Woodlawn Cemetery’s annual, average gross expenses of \$466,000 (related to cemetery site care and maintenance) from 2015 to 2019, and
 - Costs allocated to the site care accounts for 30% of total reported cemetery expenses.

- Woodlawn Cemetery’s total revenue increased annually by an average 1.5%, and total expenses increased annually by an average 0.7%.
 - Cost Centre 490 – Woodlawn Cemetery’s operating revenue increased annually by an average 1.3%, and operating expenses increased annually by 1.0%, and
 - Cost Centre 491 – Woodlawn Cemetery’s interest revenue increased annually by an average 3.7%, and site care expenses increased annually by less than 0.01%.

5.5 CARE & MAINTENANCE FUND SUSTAINABILITY ANALYSIS

SUSTAINABILITY

An important factor in the future sustainability of a cemetery system is the adequacy of its Perpetual Care Fund (PCF), also known in Saskatchewan as a Care and Maintenance Fund (C&MF).

A cemetery operator's obligation for site care and maintenance begins at the time a cemetery is established, extends through the period during which they are active and generating revenue, and continues in perpetuity, after the site is full and no longer generating revenue.

North American cemeteries usually contribute a percentage of its annual sales revenue to the principal of a Trust Fund, which is then expected to fund the perpetual care of the cemetery into the future.

The C&MF principal is expected to generate investment income (e.g. interest, dividends, etc.) which is either retained in the fund to compound growth on the investment income or withdrawn annually to pay for present day site care and maintenance costs.

Planning for a fully funded C&MF, involves comparing the investment income and maintenance costs projected to the time the cemetery site is expected to become inactive. The future investment income (interest, dividends, capital gains, etc.) generated by the C&MF will need to be equal to, or greater than the projected maintenance cost.

When the investment income needed is established, it is possible to identify the C&MF end balance and appropriate revenue contributions necessary over the period of the cemetery's active life span, to reach that end balance.

LEGISLATION + REGULATIONS

North American legislation related to a cemetery's C&MF is intended to help offset the effect of inflation and provide the required monies to care for a more expensive site to maintain in the future.

Cemeteries are unique facilities and service sectors, constrained in their governance by local ordinances and bylaw, as well as Provincial Laws and Rules. These laws and rules state that cemetery owners must provide "care and maintenance" of their properties, and that they must do so in perpetuity.

North American cemetery legislation and municipal policies typically mandates that a C&MF be managed very conservatively. Access to the principal of a C&MF is usually restricted and its investment income can only be spent on cemetery care and maintenance.

In Saskatchewan, cemeteries must be managed in accordance with the ‘Saskatchewan Cemeteries Act 1999’ (the Act). The *Registrar of Cemeteries* is responsible for ensuring compliance with the Act. The Act’s intent is to preserve the C&MF’s principal and ensures it will grow at a sufficient rate to cover and offset the growing cost of care and maintenance, driven higher due to inflation.

Part 5 of the Act, addresses Care and Maintenance Funds. Two items from this legislation are notable:

1. Contributions to the Care and Maintenance Fund:

- 25 Every owner required to establish a care and maintenance fund shall pay into the care and maintenance fund:
- (a) A portion prescribed in the regulations of the funds received by the owner from the sale of memorial or interment rights; and
 - (b) An amount prescribed in the regulations for a memorial installed in the cemetery and purchased from a person other than the owner.

2. Income from Care and Maintenance Fund:

- 28 (1) Subject to the regulations, the income from the investment of a care and maintenance fund is to be used for the purposes of the care and maintenance of the cemetery.
- (2) On application by an owner, the Registrar may authorize the owner to use a portion of the capital of the care and maintenance fund for the purposes of the care and maintenance of the cemetery.

C&MF contribution requirements are outlined by ‘The Cemeteries Regulations, 2001’ (the Regulations) as amended by Saskatchewan Regulations 15/2011 and 37/2015. These regulations defined contribution requirements for Saskatchewan Cemeteries as follows:

- 42 (1) Subject to subsection (2), for the purposes of section 23 of the Act the minimum amount of a care and maintenance fund is \$10,000 per hectare of land within the cemetery;
- (2) In the case of a mausoleum or columbarium *not situated on the grounds of another cemetery*, the minimum amount in a care and maintenance fund is to be:
- (a) **10%** of the total cost of the structure; or
 - (b) any lesser amount that the Registrar may approve having regard to the size and construction of the mausoleum or columbarium.
- (3) An owner shall pay the following into a care and maintenance fund:
- (a) **15%** of money received from the sale of interment rights in each plot in a cemetery; and
 - (b) In the case of a memorial:
 - (i) \$75 for a flat memorial that has an area of more than 439 square centimetres;
 - (ii) in the case of an upright memorial that has a height of 1.22m or less, \$150; and
 - (iii) in the case of an upright memorial that has a height of more than 1.22m, \$300.

Compared with other Canadian provinces these rates are significantly below average for the contributions from the sale of interment rights in a cemetery plot. For example, British Columbia requires 25% of lots sales and Ontario requires 40% of plot sales to be allocated to a C&MF.

In the current investment climate, the provincial legislative minimum contributions are often not sufficient to drive growth enough, such that most Saskatchewan cemeteries are typically able to fully offset their maintenance costs with its C&MF investment income.

Canadian communities following best practices in cemetery financial management will contribute above the provincially legislated minimum to their Care & Maintenance Funds.

HISTORIC C&MF PERFORMANCE

The following graph summarizes the historic performance of Woodlawn Cemetery’s C&MF over the past five years, from 2015 to 2019. In this graph, the C&MF end balance aligns to the left vertical axis, while the year’s investment income and maintenance costs align to the right vertical axis.

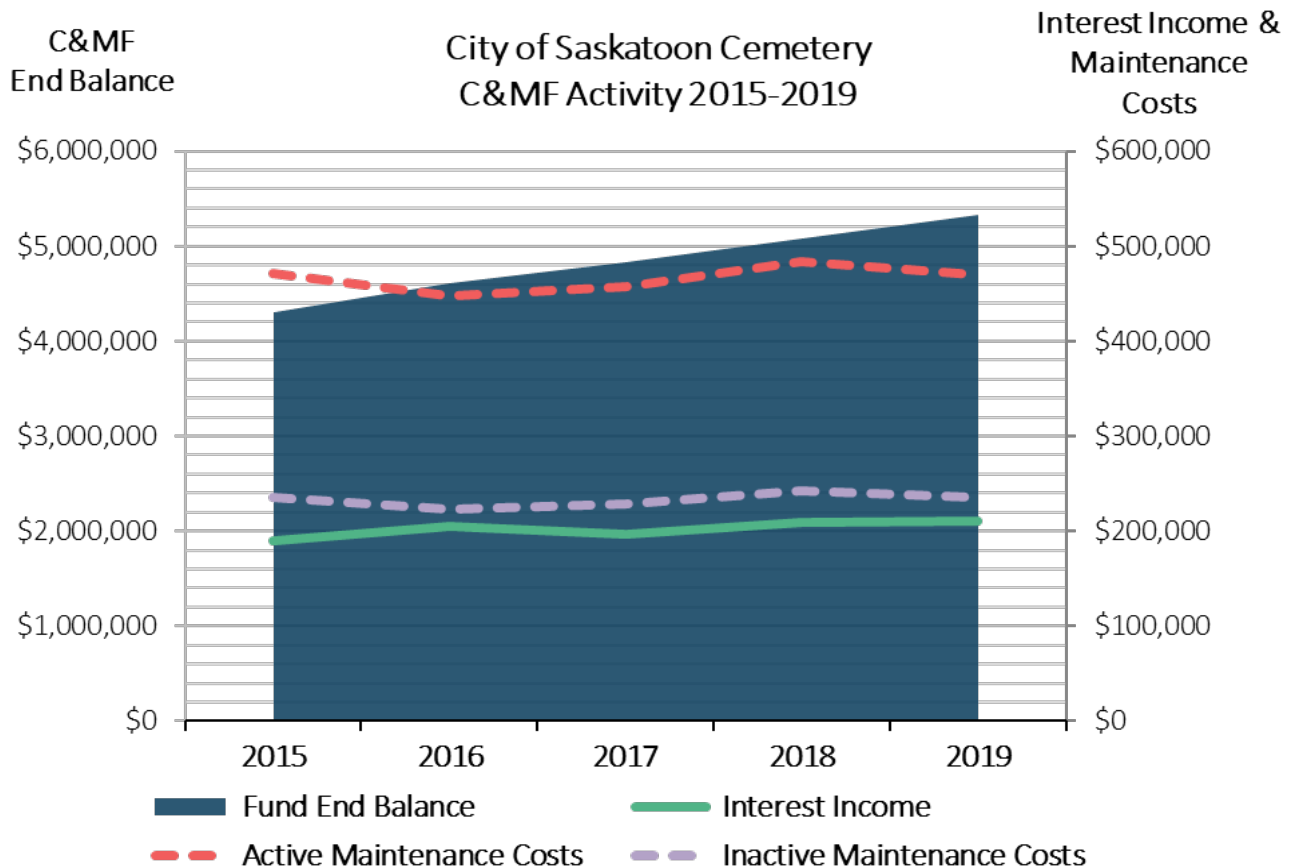


Figure 40: Woodlawn Cemetery C&MF Performance Measurements, 2014 to 2018, Source: City of Saskatoon

KEY FINDINGS - HISTORIC C&MF PERFORMANCE

As of December 31, 2019, Woodlawn Cemetery's C&MF balance was \$5,300,000.

The City of Saskatoon currently meet and exceeds annual contribution practices for their C&MF. 15% of every inventory sales is contributed to the C&MF, as well as an additional \$114,000 per year.

The City formally withdraws 100% of the C&MF's interest income each year to cover its current year site care and maintenance costs, reporting it as revenue to cost center 491. However, the City then adds back an annual contribution of \$114,000, the net amount withdrawn from the C&MF which is effectively a 65% net withdraw of all non-sales contribution C&MF income (interest and the fixed contribution).

Best practices for municipal cemeteries involve retaining investment income within its C&MF portfolio, not withdrawing this fund unless the cemetery system is determined to be materially funded (75% or more).

Woodlawn Cemetery C&MF has historically earned an average interest of 4.2%, approximately \$212,000 per year, from 2015 to 2019. This exceeds the average returns most municipal cemeteries' C&MF earn. Municipal cemetery C&MF investment income tend to range between 1% and 5% per year, typically averaging 2%.

The City's average investment income is below the 2019 active site care and maintenance costs (\$470,000 per year) reported to Cost Centre 491. However, maintenance work usually decreases when cemeteries become inactive due to less use, on-site traffic and reduced expectations. Consequently, care costs of inactive sites can decrease as low as 50% of an active site's costs. Therefore, if Woodlawn Cemetery became inactive today, maintenance costs could potentially become \$235,000 per year.

Based on these numbers, the C&MF can be considered 90% funded for the basic site care and maintenance of Woodlawn Cemetery as an inactive site. Based on this and its current practice of an annual fixed contribution to the C&MF, it is reasonable for Woodlawn Cemetery to continue withdrawing its annual interest income to cover the current year's site care and maintenance.

5.6 FINANCIAL PROJECTION SCENARIOS

To identify the best strategy for the City’s future operations, two scenarios are presented in this section: **“Scenario 1: Status Quo”** and **“Scenario 2: Alternate Model.”**

The “Status Quo” assumes a scenario where there are no changes to the City’s cemetery system operations. In this scenario, financial performance is only driven by the anticipated changes in the population size, death rate, disposition and interment trends in the community.

The “Alternate Model” represents the most optimal scenario that would result from this plan’s recommended changes to operations (including, but not limited to price changes, adding new offerings, promotional initiatives, etc.), as well as changes driven by demographics and community preferences.

On the revenue side of the equation, projections are related to number of families who choose to be interred in the City’s cemeteries and anticipated adjustments in pricing. On the expense side of the equation, costs are primarily related to inflation and the anticipated value of prearranged contract agreements that exist.

The assumptions that apply to both financial scenarios examined include:

- Demographic, disposition and interment trends will be a primary driver of future revenue;
- The proportion of the community served will not change significantly in the next 50 years under the status quo. This is anticipated to increase only if the City significantly invests in new community engagement, customer service, sales and marketing initiatives;
- Annual cost increases will be equivalent to the historic rate of inflation of 2% per year;
- Annual interest income will be 3.85% per year, as estimated by the City’s C&MF’s investment manager for the foreseeable future;
- Annual fixed contributions of \$114,000 per year to the C&MF will continue, and
- The City will develop additional cemetery land into new lots as needed and continue serving its residents for the next 50 years.

Forecasts do not include projections for new revenue streams adopted by the City or extraordinary capital costs for acquiring land, engineering, development and new infrastructure.

Graphs in this section illustrate the key aspects of each financial scenario. These graphs show the revenues, expenses, profits or losses (net income) and Care & Maintenance Fund (C&MF) changes over the next 50 years.

C&MF graphs refer to both **“Active Maintenance Cost,”** which is the cost of maintaining the City cemetery system as an active site and **“Inactive Maintenance Cost,”** which is the cost of maintaining the City cemetery as an inactive sites.

SCENARIO 1: STATUS QUO

In this scenario, it is assumed the City’s offerings, funding sources and current financial practices in its cemetery operations will **remain the same** as in the past five years.

All cemetery prices are projected to increase by 3% per year (as is currently planned by the City), expenses will increase by the anticipated, annual rate of inflation, and the primary driver of changes is the projected demographic and disposition changes over the next 50 years.

The following graph summarizes the projected position of the City cemeteries’ operating financials over the next 50 years under the Status Quo Scenario.

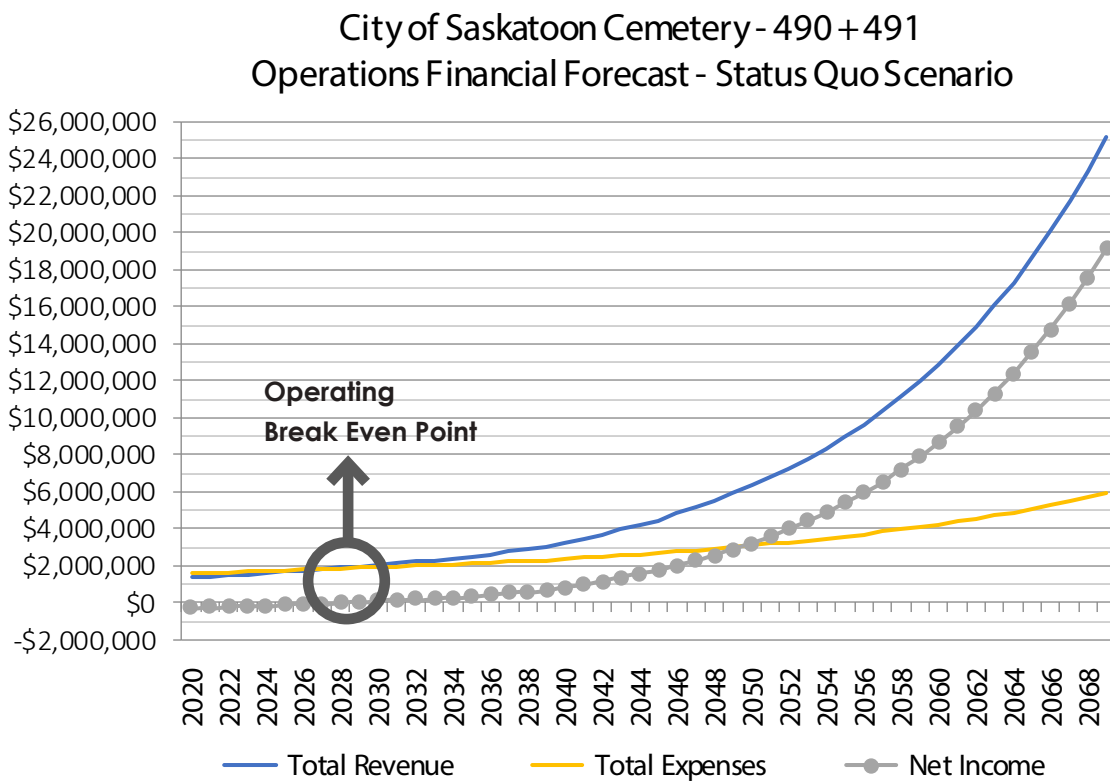


Figure 41: Woodlawn Cemetery- 50 Year Operating Financial Forecast, Status Quo, Source: LEES+Associates.

KEY FINDINGS: STATUS QUO SCENARIO – OPERATING INCOME OUTCOMES

Strong community growth and the upcoming passing of the Baby Boom Generation is projected to boost sales and enhance Woodlawn Cemetery’s financial sustainability. This will be driven by the compound effect of the population growth expected by the City, as well as the increasing death rate and demand for cremation inventory projected by the bereavement sector and federal government. This market momentum is expected to substantially grow the future demand for the City’s services, and is anticipated to offset the expected loss from decreasing casket sales and interment revenue.

Under status quo conditions, Woodlawn Cemetery is expected to exceed its operating break-even point within **8 years (2028)**, and the City should begin to plan how to manage this future profit.

The City may be challenged by the community in the coming years and be asked to justify future price increases, especially when it begins to record a profit. The City’s cemetery rates are already at the high end of the normal fair market value range.

Canadian communities are often more accepting of pricing changes and municipal cemetery “profit” if those funds are redirected into improving its services and the aesthetic the cemetery. One best practice that cemeteries implement, once they reach the operating breakeven stability point, they set up a **Capital Development Fund**. This would be a trust fund with a similar structure to the C&MF, with its primary purpose being is to pay for future land development, land acquisition, infrastructure improvements, and extraordinary capital asset purchases for cemetery operations.

The following graph summarizes the projected position of the City’s Care & Maintenance Fund over the next 50 years under the Status Quo Scenario.

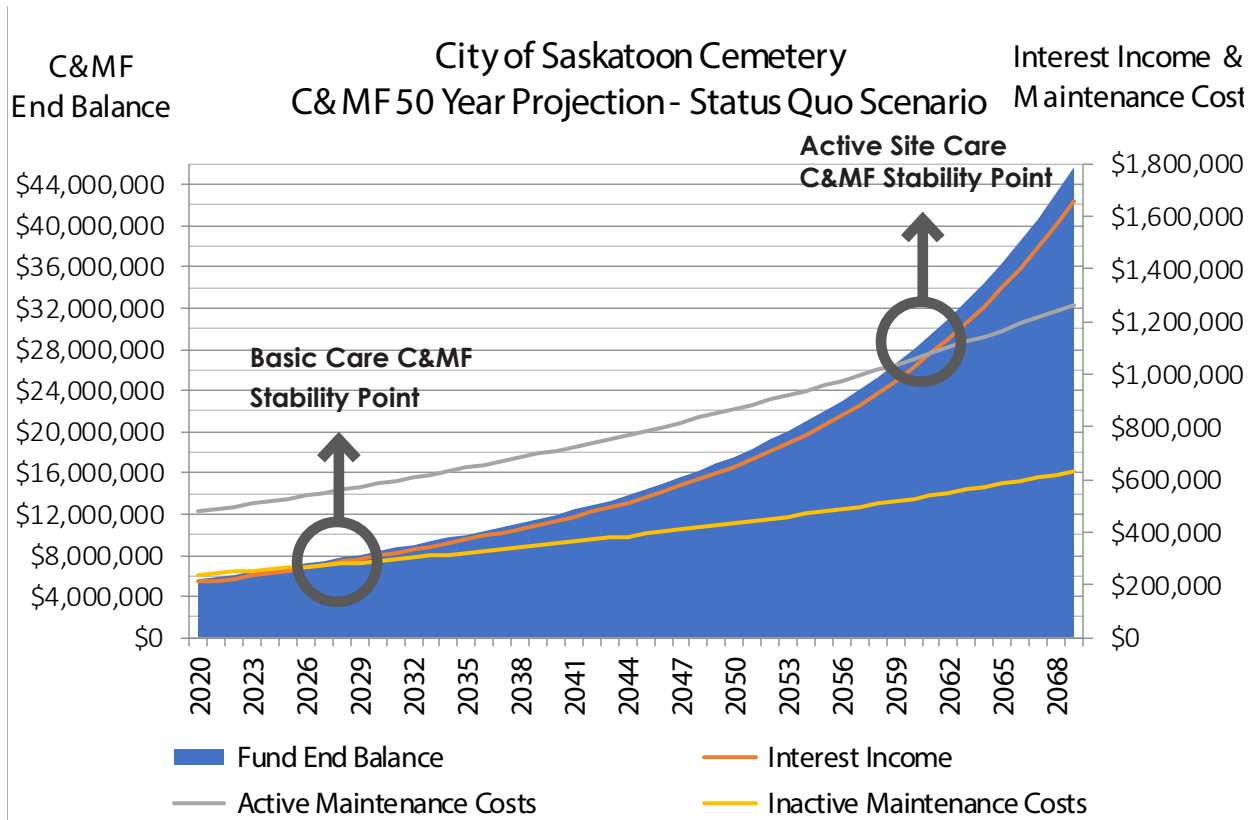


Figure 42: Woodlawn Cemetery- 50 Year Town Cemeteries C&MF Forecast, Status Quo, Source: LEES+Associates

KEY FINDINGS: STATUS QUO SCENARIO – PERPETUAL CARE OUTCOMES

Under status quo conditions, Woodlawn Cemetery is expected to exceed its C&MF stability point and be fully funded for basic site care coverage within 7 years (2027), and for active site care coverage in 42 years (2062).

In 50 years, the C&MF will reach a balance of \$45,000,000 and generate an investment income of \$1,900,000 per year in 50 years, at the projected rate of 3.85% per year estimated by the City's C&MF investment manager.

Comparatively, the projected active maintenance costs will increase to \$1,300,000 over the next 50 years, amplified over this time by inflation. It is expected that the care costs may decrease to as low as \$650,000 (50% of active site costs) if the site became inactive in 2069, and the City chose to maintain the cemetery at a lower cost, due to lessened-site traffic and decreased use of the site by the community.

This is a long term “snapshot” of the Perpetual Care break-even status. The City of Saskatoon's cemetery operations are not expected to become inactive within 50 years. The City is forecast to have cemetery land capacity to continue providing the community with interment services beyond the timeline of this financial plan.

It is expected that the ongoing expansion of Woodlawn Cemetery's lands will continue to serve the community for well over 50 years. However, 50 years is considered to be the maximum period of projection for a C&MF analysis with a reasonable degree of precision. Projecting further into the future is significantly less certain.

CARE & MAINTENANCE FUND GROWTH STRATEGIES

Woodlawn Cemetery's C&MF is adequately funded at this time, such that it is expected to be able to cover the cemetery's future basic care. It will become fully funded at its current level of care as an active site, within the next four decades. However, the City may opt to accelerate the process of its C&MF becoming self-sustainable.

The primary benefit of moving Woodlawn Cemetery's C&MF to fully-funded status more quickly is that this would give the City access to an enhanced annual investment income that could:

- Fully fund in perpetuity, 100% of cemetery maintenance costs with the C&MF income – decreasing reliance on other City funds to support cemetery site care in cost center 491, and
- Enable the City to fund ongoing cemetery site care and maintenance, at a higher level than the minimum, basic site care provided to inactive sites across Canada, and
- Eliminate the need for the City to increase cemetery prices to City residents, to offset increasing site care costs due to inflation.

There are four common strategies available to the City to accelerate C&MF growth. These include:

- Increasing prices for casket plot, cremation plot and columbaria niche sales;
 - Increasing prices increases the cemetery total revenue, inherently increasing the C&MF portion for each sale. This strategy risks rates rising above the regional average, and
 - This is the optimal strategy for a cemetery that is not close to breaking even or generating an annual profit from its operations.
- Increasing the percentage of each sale contributed;
 - This is the optimal strategy for a cemetery that is breaking even and generating an annual income from its operations, as it will decrease short term, operating profits. This strategy will delay a cemetery from reaching its Operating Break Even point.
- Compounding investment income;
 - This entails making no further interest withdrawals to offset current care and maintenance costs. This would entail covering the site care costs with other City funds in the short term (e.g. a tax subsidy). This would delay Woodlawn Cemetery reaching operating break-even for 16 years (2036). However, it would accelerate C&MF growth, so that it reached the C&MF stability point to cover all active site care costs within 15 years (2035).
- Increase the principal in the C&MF through an increase in the annual fixed contribution from City funds;
 - This strategy increases the annual contribution, thereby increasing the principal's earning base and future interest income to cover site care, and
 - This is the optimal strategy for a cemetery with funds to reallocate from other departments, or excess land or other resources to sell to fund this C&MF growth.

SCENARIO 2: ALTERNATE MODEL

The City's current strategy, "Scenario 1: Status Quo", is a viable path towards short and long term financial sustainability.

Scenario 2 is an alternative model that explores options for the City to optimize its financial strategy and accommodates the City's wish to mitigate the risk of lost market capture, while accelerating Woodlawn Cemetery towards operating break even and a fully funded C&MF more quickly.

This can be achieved by:

1. Increasing sales by increasing the number revenue streams. This can be done by adding new interment, memorial and support service options and premiums;
2. Increasing sales by increasing cemetery site promotion and attracting more residents and non-residents. This increase will particularly affect pre-need revenue in the short term, and
3. Increasing prices annually above the rate of inflation for offerings that are on par with fair market value average, but increasing rates by no more than the rate of inflation for offerings that are currently higher than the fair market value average.

The future revenue impact of the new offerings proposed in this plan which are introduced to the Cemetery (and their related capital investment cost to add these offerings) are not included in this alternate financial model. It is advisable that municipalities assess the community response to new offering after the first three to five years of uptake, before integrating the new revenue stream into their long term financial plan.

We have assessed and added the financial impact of recommended price increases and a new non-resident premium on Woodlawn Cemetery's financial outlook. We have also estimated the impact on future revenue expected from the City introducing a new marketing strategy, led by experienced marketing professionals or trained City staff.

This scenario assumes the City will make an initial investment to develop a detailed marketing plan in 2022, incur initial start-up fees (such as staff training, hiring a marketing firm and website development costs), and then continue to sustain and ongoing sales and promotional program in the years to come.

Therefore, the key assumptions under Scenario 2 are that the City will:

- Increase interment services rates by 2% per year to offset inflation (less than the projected 3% to 5% increase currently proposed and included in Scenario 1);
- Continue to increase all of its other cemetery rates by 3% per year to offset inflation and to help cover future development and extraordinary costs;
- Spend a minimum \$50,000 in 2022 to develop a marketing plan and pay for one-time start-up fees to enhance Woodlawn's Cemetery's community profile;
- Introduce an annual marketing budget of 2% of forecast cemetery revenues;
- Introduce new promotional initiatives which is expected to raise the Cemetery's profile in the community, increasing the City's market capture, future demand and the Cemetery's operating revenue by 10% per year over the next three years, and
- Introduce a 25% non-resident premium to its cemetery rates.

In addition, this scenario assumes that 10% of Woodlawn Cemetery's sales and services are to non-residents.

The following graph summarizes the projected position of the City cemeteries’ operating financials over the next 50 years under the Alternate Scenario.

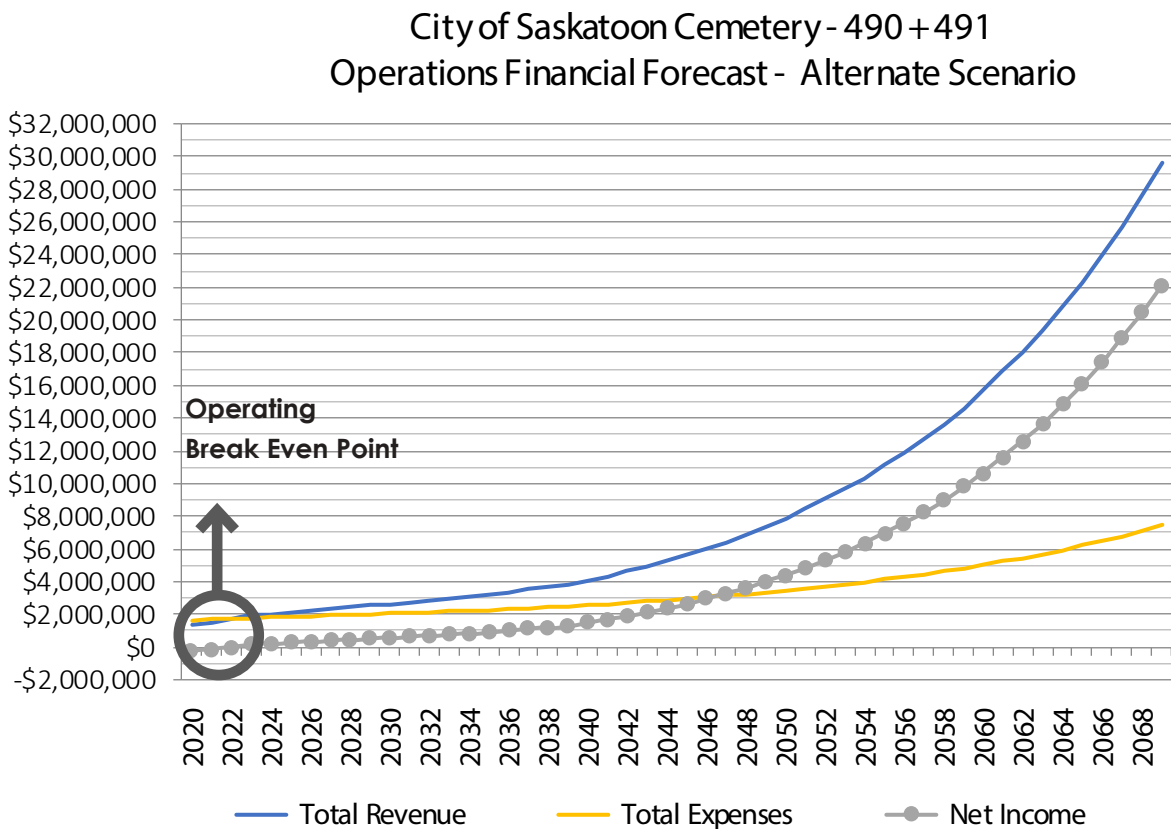


Figure 43: Woodlawn Cemetery- 50 Year Operating Financials Forecast, Alternate Scenario, Source: LEES+Associates.

KEY FINDINGS: ALTERNATE SCENARIO – OPERATING INCOME OUTCOMES

Under alternate conditions, Woodlawn Cemetery is expected to exceed its operating break-even point within **two years (2023)**.

This is four years faster to reach the operating break-even point, than under the status quo scenario.

This is a conservative estimate, as the City’s additional measures to introduced new revenue streams is not captured in this projection. Therefore, if these additional initiatives are effectively realized, Woodlawn Cemetery could become fully financially sustainable more quickly than is currently projected in this plan.

The following graph summarizes the projected position of the City’s Care & Maintenance Fund over the next 50 years under the Alternate Scenario.

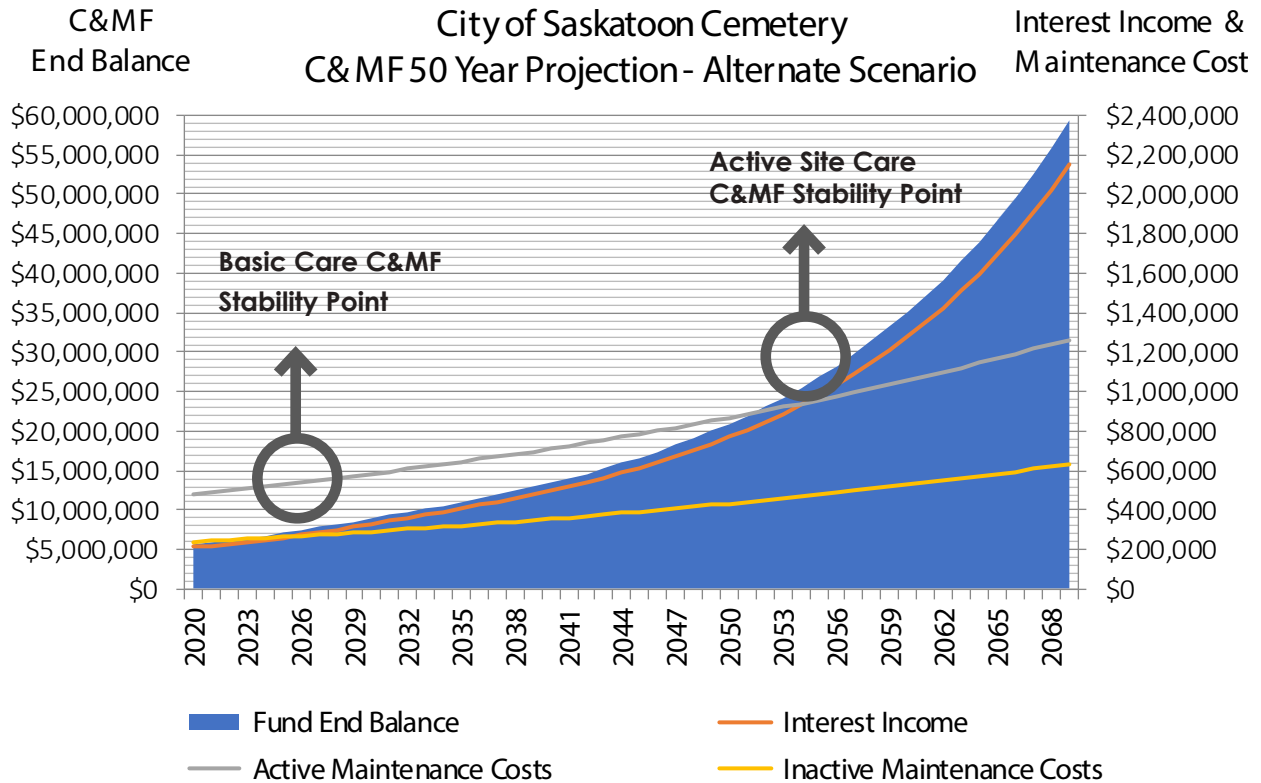


Figure 44: Woodlawn Cemetery- 50 Year Town Cemeteries C&MF Forecast, Alternate Scenario, Source: LEES+Associates

KEY FINDINGS: STATUS QUO SCENARIO – PERPETUAL CARE OUTCOMES

Under this alternate scenario, Woodlawn Cemetery is expected to exceed its C&MF stability point and be fully funded for basic site care coverage within **six years (2026)**, and for active site care coverage in **35 years (2055)**.

This is 1 year faster to meet the basic site care stability point and 7 years faster to meet the active site care stability point, than in the status quo scenario.

In 50 years, the C&MF will reach a higher balance of \$59,000,000 and generate a higher investment income of \$2,300,000 per year in 50 years, at the projected rate of 3.85% per year estimated by the City’s C&MF investment manager.

This is a \$14,000,000 greater end balance and \$4,000,000 greater annual investment income, than in the status quo scenario.

SHORT TERM + LONG TERM SUSTAINABILITY GOALS

Once this City cemetery reaches the short term goal of consistently and reliably meeting operating break even, then the City should consider redirecting future profits to a new Capital Development Fund, as well as increasing the proportion of its sales revenue contributed to its Care and Maintenance Fund.

This would significantly accelerate Woodlawn Cemetery towards the active site care C&MF stability point. At this point, the C&MF is able to reliably fund 100% of Woodlawn Cemetery's future maintenance costs at the City's current level of care.

This is an important goal for the City, as it would enable Woodlawn Cemetery to fully support its own care and maintenance, independent of future operating revenue from Cost Centre 490, throughout the remainder of its active life, and well after the cemetery sells its final plot and inter its final resident.

In addition, the earlier the City becomes fully funded – the sooner it will be able to redirect its annual \$114,000 per year contribution to the cemetery's C&MF. This original purpose of this fixed fee contribution set out by Council, was intended to accelerate the C&MF towards becoming fully funded.

ADDITIONAL FUNDING OPTIONS

In addition to the future income, projected in this chapter, Woodlawn Cemetery may have other options available for funding development.

GREEN LOANS

The City of Saskatoon offers “green loans” that its departments can apply for. This may be useful in funding future initiatives at Woodlawn, such as irrigation upgrades.

A “green loan” is funding for initiatives that meets the following criteria set out by the City:

- Results in energy and water use reductions that shall be secured through internal loans and available to all civic departments that are able to demonstrate achievement of utility savings.;
- Entails capital expenditures that shall be fully repaid from utility savings within ten years, and
- Includes a debt service with an interest charge equivalent to the City's borrowing rate, as determined by the Director of Corporate Revenue. All debt service shall be charged directly to the appropriate operating program of the civic departments responsible for the proposal.

All green loans must be approved by City Council, upon the recommendation of the Director of Finance.

PRODUCTIVITY IMPROVEMENT LOANS

The City of Saskatoon offers “productivity improvement loans” that its departments can apply for. This may be useful in funding future initiatives at Woodlawn, such as adding columbaria installations.

A “productivity improvement loan” is funding for initiatives that meets the following criteria set out by the City:

- The proposal is a capital project; and
- The capital expenditures are expected to be fully repaid by additional operating revenues and/or operating expenditure savings (with or without a service enhancement) within a period that does not exceed five years.

All debt services shall be charged directly to the appropriate operating program of the civic department, board or commission responsible for the proposal.

All productivity improvement loans must be approved by City Council upon recommendation of the Director of Finance. The Director of Finance shall determine in advance the total amount of funds available each year, for productivity improvement loans.

5.7 RECOMMENDATIONS – FINANCIAL PLAN

The following recommendations are expected to improve future cash flows and long term care and maintenance funding. To achieve optimal, financially sustainable cemetery operations, the City should:

1. Expand Woodlawn Cemetery’s range of services and offerings by adding new columbaria options, scattering gardens, family vessels, green burial, family estate lots, new memorialization options and additional support services;
2. Implement an Alternate Model that introduces strategic price increases, non-resident premiums and introducing new revenue streams. The alternate model proposed in this chapter includes:
 - Introduce a 25% non-resident premiums in 2022;
 - Introduce a one-time \$50,000 start-up marketing budget in 2022;
 - Introduce an ongoing, annual marketing budget of 2% of forecast cemetery revenues;
 - Increasing interment service rates by 2% per year from 2022 forward, and
 - Increasing all rates, except interment services, by of 3% per year from 2022 forward.
3. Determine the qualifying criteria for residency and non-residency rates, which should be added the City cemetery bylaw. This should include a definition of the area that an individual must reside within to be considered a resident, and how long they must have lived there;
4. Consider updating Woodlawn Cemetery’s services brochure and price list, to list one column for resident rates and one column for non-resident fees;
5. Prepare a marketing strategy and detailed budget for promotional initiatives to include in future financial projections to preserve and enhance Woodlawn Cemetery’s community engagement and market capture;
6. Determine at what level of care the City would prefer to maintain the Woodlawn Cemetery site into perpetuity. At a minimal, basic level of site care, or at the present, current day levels of care.
7. Determine if the cemetery’s progress towards either the Operating Break Even or C&MF stability point should be accelerated further;
 - The current rate of progress meets best practices for financial sustainability. However, there are benefits to acceleration if the short term cost is deemed reasonable by Council.
8. Set up and plan to transfer future profits into a new independent “Development Fund.” This capital fund should be set up as a trust similar to the C&MF and be restricted for cemetery land development and acquisition, infrastructure improvements and extraordinary costs;

9. Consider increasing the percentage of annual cemetery sales contributions to the C&MF, after Woodlawn Cemetery begins to consistently and reliably achieves operating breakeven;
10. Review and reassess all interdepartmental cost allocations to Woodlawn Cemetery;
 - o Cost allocations should be supported with documented methodology and rationale for each allocation, to ensure they accurately reflect an appropriate proportion of City resources used by Woodlawn Cemetery operations.
11. Enhance its financial management systems by adding missing information, and developing new revenue accounts, system codes, and account reporting protocols. These changes will enhance the City's ability to easily track and report the cemetery's financial performance by the:
 - o Inventory type and form of interment (casket plot, cremation plot, niche, etc.);
 - o Time of sales (at-need and pre-need purchased services, niches and lots), and
 - o Residency of those who purchase inventory and are interred at Woodlawn Cemetery.
12. Prepare a "Green Loan" and "Productivity Improvement Loan" proposal to the Director of Finance for future cemetery development, and
13. Revisit this plan in five years to review and evaluate the City's resident response to the new offerings, promotional initiatives, price increases and changes in operations.

ENDNOTES

- 1 Former prof sets up private cemetery for 'green' burials, Saskatoon StarPhoenix, December 26, 2016, <https://thestarphoenix.com/news/local-news/former-prof-sets-up-private-cemetery-for-green-burials>
- 2 Including the Perpetual Care Fund fee.
- 3 The average of comparable cemeteries in the region, the Saskatoon Census Metropolitan area.
- 4 The average of communities with comparable demographics in Saskatchewan and Alberta, including Regina, Lethbridge, and Red Deer.
- 5 The average rates for a spectrum of low to high quality offerings within LEES+Associates price analyses for cemetery plans from 2014 to 2019.
- 6 The lower rate is the summer fee, with the lowest cost vault option. The higher rate is the winter fee with the highest cost vault option.

6 DEVELOPMENT PLAN

DEVELOPMENT PLAN KEY PRINCIPLES

The Development Plan for Woodlawn Cemetery has been created primarily in response to the need to:

- Provide additional interment inventory that appeals to growing and increasingly culturally diverse population through:
 - Development of new burial areas, and
 - Maximization of additional interment inventory through an infill strategy;
- Creating new burial areas with a landscape character integrated into that of the wider cemetery landscape;
- Buffering the northern edge of the Woodlawn Cemetery from sounds and views of adjacent active rail, industrial neighbourhood and Warman Road.

Key to serving the needs of more families in the 21st century will be the provision of a range of cremation interment options and green burial as part of the spectrum of interment inventory.

The recommendations and proposals set out in this and previous sections are incorporated in the Woodlawn Cemetery master plan and illustrated in the Woodlawn Development Key Plan, shown in Figure 48 and in Appendix B.

This chapter of the report is organized under the following headings:

- New Section Names;
- New Burial Areas;
- Infill Strategy, and
- Cemetery Wide Improvements.

WOODLAWN CEMETERY DEVELOPMENT KEY PLAN



- | | | | | | |
|-----------------------|---------------|---|-----------------------------------|--------------------|-------------------------|
| Legend | | | | | |
| --- Cemetery Boundary | RC Section | Swale | Infant Grave Infill | Cremation Garden | Green Burial |
| ● Vehicle Entrance | Old Section | ○ Overhead Power Line | Infill | Field of Honour | University Interment |
| ○ Pedestrian Entrance | A & B Blocks | --- Active Railway Track | Proposed Edge Enhancement/ Buffer | Traditional Burial | Children's Garden |
| ■ Vehicular Gate | City Property | --- Proposed Community Pathway Connection | Next-Of-Kin Memorial Ave | Specialized Burial | Key Development Feature |

Figure 48: Woodlawn Cemetery Development Key Plan, Source: LEES+Associates

6.1 NEW BURIAL SECTION NAMES

In the interest of optimizing the limited remaining available space at Woodlawn Cemetery, it is recommended that the practice of naming burial sections by religious denomination is transitioned to secular names for proposed new burial sections. For example, future planned areas such as Russian Baptiste, and Catholic sections, could be replaced with religiously and culturally neutral names such as Aspen, Elm, Fir, etc. Proposed new burial sections should still be numbered per the existing format.

Religiously and culturally neutral burial sections are more inclusive to the City's increasingly diverse community. This should also mean that 'access' to the finite amount of burial inventory is more equitable. To that end it is recommended that the burial area in the north-west corner of the Cemetery currently identified as a future Catholic section, and lands in the north east section currently designated to denominations such as Russian, Baptist and Orthodox, be named and considered as part of a neutral and inclusive plot layout.

Renaming would only apply to undeveloped sections as a means of accommodating diversity and inclusivity within a limited remaining land space. Current developed sections are to remain named as they are.

EXCEPTIONS

Due to specialized interment layout considerations, exceptions to this strategy would include the retention of some land for the expansion of the cremation burial area dedicated to the University of Saskatchewan, and to the burial area utilized by the Islamic Association. A defined area is also currently utilized by Jewish community members. These areas are identified as Specialized Interment Areas in this report.

6.2 NEW BURIAL AREAS

There is limited undeveloped space remaining at Woodlawn Cemetery. It is recommended that the development of additional inventory be focused at the following locations:

- Undeveloped Northern Burial Area Sections, and
- New West Cremation Garden (Sited on the Old Administration Building Land, near the existing 36th Street entrance).

6.2.1 UNDEVELOPED NORTHERN BURIAL AREA SECTIONS

The proposed development of the undeveloped Northern Burial Areas is in direct response to:

- The immediate need to provide additional traditional in-ground burial options as the existing supply is expected to be exhausted within two to three years;
- The immediate need to provide additional cremated remains interment options as the existing supply of niches is expected to be exhausted within one to two years, and In-ground cremation lots is expected to be exhausted within one to two years;
- The immediate need to provide additional Children’s Burial Gardens as the existing supply of children’s in-ground burial lots is expected to be exhausted this year;
- Projected community demand for a range of cremation interment options in the next 25 years; as well as green burial, and specialized burial areas for those with specific burial layout needs (such as Muslim burials);
- The need for interment options that appeal to a growing community of increasingly diverse cultural backgrounds, and
- The desire to maintain Woodlawn Cemetery as a site of military and protective services burial and commemoration;

The following figure (also located in Appendix B) shows the Interment and Memorialization Zoning Plan for the Northern Burial Area, and identifies proposed types of interment inventory.

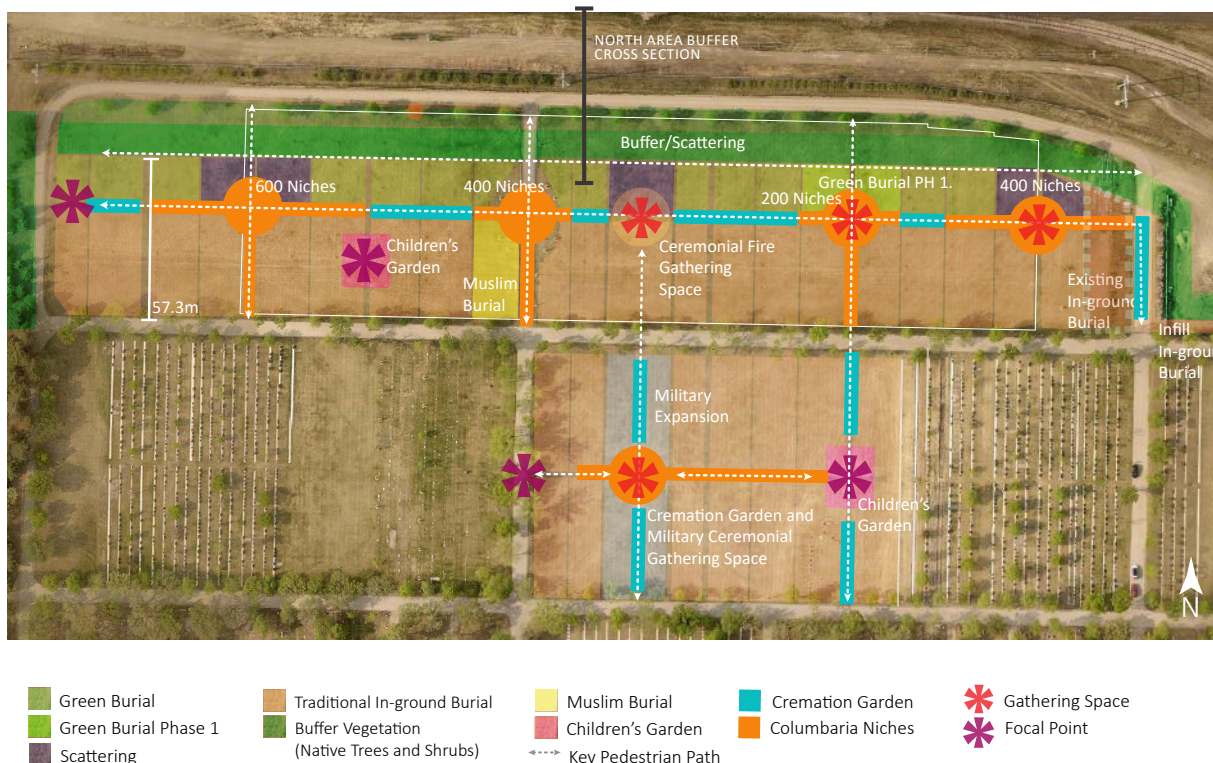


Figure 49: Northern Burial Area Sections Interment and Memorialization Zoning Diagram, Source: LEES+Associates

DESIGN CONCEPT

The concept for the Northern Burial Area is to maximize the capacity of the remaining undeveloped lands with a mix of interment and memorialization options in each new burial section, while integrating the wider existing mature landscape structure of avenues, trees and lawns across the older parts of the Cemetery. See Appendix B for the Landscape Plan. The interment layout concept is designed to be easily implemented using existing in-ground burial section layouts, and by placing new interment options (such as scattering and green burial) in strategic areas which can be expanded or transitioned to traditional burial according to the needs and preferences of families as time progresses.

The landscape design of the Northern Burial Area replicates the existing lawn burial areas of the Cemetery overlaid with a canopy of parkland trees. A simple pattern of accessible pathways for ceremonial and processional purposes connects each burial area to its neighbour. Some of these pathways are part of cremation garden walks and columbarium walks that help define and contain the energy of each burial area.

These pathways also connect each burial area to the adaptable green burial and scattering areas. A memorial trail winds its way through the green burial and scattering areas along the edge of the thick woodland buffer planting that protects the northern boundary of the Cemetery.

The design concept includes:

- Traditional in-ground burial;
- Premium Cremation Gardens containing a wide spectrum of cremation interment and memorialization options, including:
 - Columbaria niches, In-ground cremation lots, Family estate lots and Family Vessels;
- A memorial trail;
- Scattering areas;
- Green Burial;
- Specialized Burial;
- Children’s burial areas;
- Field of Honour expansion, and
- Gathering spaces.

TRADITIONAL IN-GROUND BURIAL AREAS

It is recommended that traditional in-ground burial sections are laid out following the same east facing pattern as the existing develop sections adjacent. It is also recommended to discontinue the practice of installing concrete grade beams on which to place upright markers for the following key reasons:

- Sustainability and Climate Change (There is a lot of embedded energy in making and laying concrete), and
- Aesthetics (Concrete grade beams are unsightly in the Cemetery parkland landscape)

Instead, it is recommended that the Cemetery:

- Re-adopt the practice of each marker being set on its own granular foundation per the older sections of the Cemetery, and
- Trial the installation of Monugrid (or equal).

Monugrid is easier and quicker to install than concrete grade beams. It is a rigid plastic cellular structure that is filled with compacted granular material below ground to provide the stable foundation to a marker's base. It can be used to re-level existing headstones and can also be laid in longer strips below ground like a concrete grade beam but all that is seen on the surface is the cemetery lawn.



Figure 45: Monugrid — An alternative foundation to concrete grade beams for markers.

CREMATION GARDENS

It is recommended that the cremation gardens incorporate a mix of:

- Columbaria niches housed in a range of columbaria unit sizes;
- Individual in-ground cremation lots (each plot holding two cremation interments with a flat marker);
- In-ground family estate cremation lots (each plot holding up to four cremation interments with the option of an upright marker);
- Family vessels (each vessel holding up to 8 cremation interments in soft urns);
- Scattering Gardens;
- Memorial Walls, and
- Ceremonial amenities including:
 - Processional footpaths;
 - A gathering space;
 - A flower table with water for cut flowers to be place on graves, and
 - Seating

The cremation gardens are proposed as precincts at the intersections of key processional footpaths across the Northern Burial Area. Linear cremation gardens along these key processional footpaths are framed by a combined structure of lawn, hedges and trees to create intimate gardens in which to reflect and remember. The linear cremation gardens help frame and provide definition to the various traditional in-ground burial sections giving them identity.

A focus on improving the north-east area surrounding the material storage yard by integrating linear cremation gardens will provide both an enhanced landscape context as well as maximize the potential interment inventory available in this underdeveloped area of the Cemetery.



Figure 46: Precedent Image: Cremation Gardens



Figure 50: (Left) Precedent; Columbaria Walk, Mountain View Cemetery, Vancouver, B.C.
Figure 51: (Right) Precedent; Curvilinear Columbaria, Legacy Gardens, Kelowna, B.C.

MEMORIAL TRAIL

The memorial trail is proposed to wind its way between the edge of the woodland buffer planting and the meadow grassland of the green burial and scattering areas. It is a trail with locations for memorial boulders with associated in-ground cremation to be placed at regular intervals on either side.



Figure 52: Precedent; Memorial Trail, Source: LEES+Associates

SCATTERING AREAS

Several scattering meadow grass areas are proposed along the edge of the Northern Burial Area. Families will be encouraged to disperse the cremated remains of a loved one over the meadow grass area. A memorial wall in remembrance for all those scattered will be part of adjacent gathering spaces and cremations precincts.

The meadow grass landscape is the unifying canvas for the scattering areas and green burial areas. It covers the zone between the woodland buffering northern edge of the Cemetery and the traditional in-ground burial areas further south.

It is recommended that the development of the scattering and green burial areas is carried out in phases. In this way the cemetery team can respond to any changes in demand over the next few years and if necessary transform lands earmarked for future scattering other forms of interment such as traditional casket burial.



Figure 53: Precedent; Meadow Lawn Scattering Area with Mown Paths



Figure 54: Precedent; Memorial Wall



Figure 55: Precedent; Meadow Lawn Scattering Area

GREEN BURIAL AREA

The proposed creation of green burial areas is in direct response to:

- Growing interest from families;
- The opportunity to raise the profile of Woodlawn Cemetery in the community through marketing and promotion of this service, and
- The opportunity to demonstrate that the Cemetery is a leader in the promotion of sustainable cemetery services and operations.

In contrast with the manicured lawn burial areas, the Green Burial areas will have a distinct and beautiful native meadow lawn landscape character, and comply with the key principles of Green Burial described earlier in this report. The Green Burial area will tie into the woodland buffer that will include native trees and parkland understory shrubs such as snowberry, rose, chokecherry, and wolf willow. It will form a striking visual screen to the active rail lands and industrial areas to the north. A simple communal marker records the names of those buried in the Green Burial area.

It is recommended that the development of the Green Burial areas is carried out in phases. In this way the cemetery team can respond to any changes in demand over the next few years and transform lands earmarked for future Green Burial to provide other forms of interment that may be in greater demand.



Figure 56: (Left) Green Burial Section Sign, Royal Oak Cemetery, Victoria, BC

Figure 57: (Right) Green Burial Service conducted by (former) Director of Royal Oak Burial Park, Victoria, B.C., Stephen Olson

SPECIALIZED BURIAL AREA

One of the groups in the local community that require unique considerations for burial is the Muslim community. The graves in a Muslim burial area are generally oriented to the shortest direct route to Mecca. Currently, to accommodate this, Muslim graves are laid out at an angle towards Mecca from grade beams running north to south. Some land has been set aside for the expansion of this burial area to nearby sections in effort of meeting the projected 25-year need. A new specialized burial section is also proposed in the North Burial Area in meeting projected community needs. Initially a smaller section within this area can be dedicated, and later expanded as required to meet the future demand from the Muslim community.

A specialized burial area for Muslim community members may include a Qibla (prayer) stone and a memorial wall. The specific grave orientation, along with the requirements for a Qibla stone will require discussion with and confirmation from the local Imams. As it is currently undeveloped, the North Burial Area provides opportunity to better integrate the required grave orientation into the general layout of the Cemetery.

It is recommended that the proposed location of the Muslim burial area is discussed as a priority with local Imams. Adjustments can be made to the master plan now, but this will become increasingly difficult as the Northern Burial Area is developed over the coming years.



Figure 59: Muslim Burial Area, Royal Oak Burial Park, Victoria, BC



Figure 58: Qibla Stone, Woodlawn Cemetery, Fort McMurray, AB

CHILDREN'S BURIAL GARDENS

Two children's burial areas are proposed in the North Burial Area; one in the north-west (the West Children's Garden) and the other in Section 87A of the undeveloped lands (The East Children's Garden). Special consideration needs to be given to Children's burial areas, sensitivity to families and perceptions of the public. These spaces need to feel more protected, compassionate, more intimate and caring and on a smaller scale than adult burial areas. To this end, each Children's Garden will be:

- Limited to approximately 60 traditional in-ground burial lots;
- Framed by perennial planting and land marked with ornamental parkland trees;
- Equipped with complimentary interment and memorialization options including
 - In-ground cremation interment options;
 - Small columbaria units;
 - Small scattering gardens of flowering plants;
 - A memorial wall;
 - Seating for contemplation, and
 - Sculpture dedicated to the memory of these little ones.

It is projected that approximately 625 children's in-ground burial lots will be required. The remaining 500 lots will be developed as part of the infill strategy described later in this chapter.

FIELD OF HONOUR

A new Field of Honour is proposed in section 92A of the undeveloped lands. It is centred on the alignment with the existing Field of Honour adjacent to the south. This new Field of Honour will provide approximately 25 years of additional burial capacity, and also provide cremation interment options in this space. With the current capacity of 50-55 years, this new Field of Honour will ensure Woodlawn Cemetery will retain its central role as the civic home for military and protective services burial and commemoration in Saskatoon over the next 75 years.

The concept design for the Field of Honour has a Cremation Garden Precinct at its centre. The cremation garden precinct is the plaza space for formal services of remembrance as well as informal gatherings. Processional routes radiate out north and south, east and west. These processional routes are linear cremation gardens and columbaria walks that frame the traditional in-ground burial sections that make up the Field of Honour.

In addition to all military personnel, City Police and RCMP officers, it is recommended that this Field of Honour is opened up to include City Fire and First Responders/Paramedic services personnel.



Figure 60: Proposed Field of Honour, Source: LEES+Associates

GATHERING SPACES

Gathering spaces are an essential part of the service provided by a cemetery to families, and help provide structure to the layout of a cemetery. Gathering spaces are used as the flexible canvas on which a range of acts of remembrance and commemoration can take place, from intimate private family gatherings to large formal services.

The development plan for the Northern Burial Area proposes a gathering space at the heart of every proposed cremation garden precinct. There are gathering spaces associated with each proposed scattering area and green burial area. Each gathering space will be of a different size and level of sophistication. For example, the premium cremation precinct at the centre of the Field of Honour is likely to be more urban, crisp and geometrical than the simpler rustic gathering spaces associated with the meadow lawn scattering areas. None-the-less, all gathering spaces have the following in common:

- Space for people to gather;
- A table (often called a dolmen table) and/or reliquary shelves on which to place adornments;
- A memorial wall, and
- Seating;

The majority of gathering spaces are proposed to be circular in continuing the site layout pattern present throughout the site. The circle also has special significance and importance to some cultures, particularly Indigenous families who come to Woodlawn Cemetery.

Ceremonial Fire Gathering Space

A ceremonial fire gathering space is proposed to offer a controlled, safe and meaningful way to facilitate cultural gatherings and ceremonies involving fire, as well as provide warming opportunities in the winter. A paved circular plaza hosts a broad fire bowl of corten steel, designed to gain character and beauty as it ages over time. The plaza offers seating at its edges, which is back set by meadow grass scattering areas. Raised grass mounds define the edge of the gathering space and contain its energy. A group of large boulders provides options to memorialize family members scattered in the adjacent meadow grass areas.

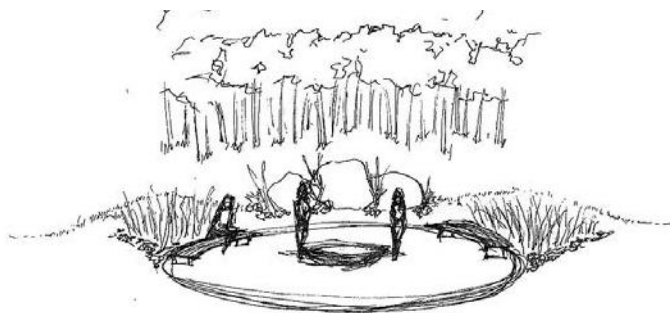


Figure 61: Ceremonial Fire Concept Sketch, Source: LEES+Associates

6.2.2 NEW WEST CREMATION GARDEN

The proposed creation of a new cremation garden is in direct response to:

- The need to provide additional columbaria niche and other cremated remains interment options to extend the number of years of cemetery capacity over the long term;
- The desire to maximize the burial yield and return on investment on this underutilized section of the Cemetery, and
- To improve the definition of Woodlawn Cemetery's boundary with neighbouring residential properties.

An Interment and Memorialization Plan showing proposed additional types of interment inventory, along with the corresponding Landscape Concept Plan is located in Appendix B.

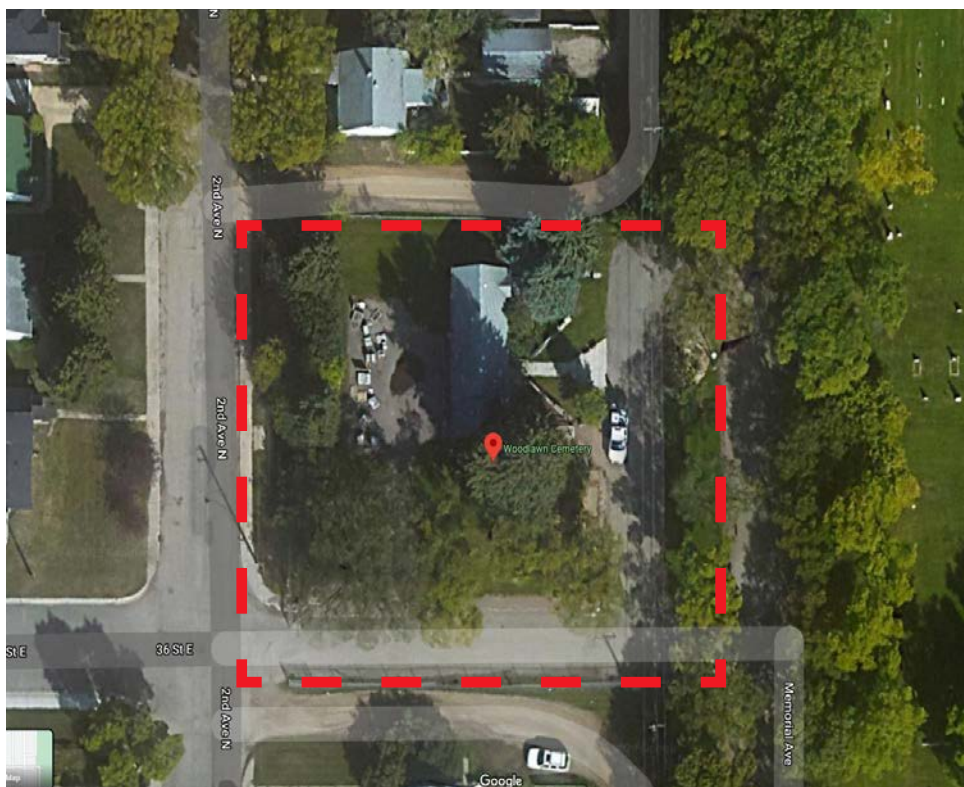


Figure 62: Existing site conditions Source: Google



Figure 63: New Cremation Garden Concept Plan at 36th Street Entrance, Source: LEES+Associates

DESIGN CONCEPT

It is proposed that the existing building is removed and the site redeveloped into a new premium cremation precinct. Designed as a courtyard cremation garden, this space will provide a defined, attractive and welcoming cemetery edge to the adjacent neighbourhood while increasing interment options, capacity and revenue within the Cemetery. The cremation garden will integrate into the wider Cemetery landscape by visually and physically connecting to Cemetery paths and monuments, and preserving the existing perimeter tree structure, including the Next of Kin Memorial Avenue.

An improved pedestrian entry and is proposed for this space to connect the Cemetery to the surrounding neighbourhood. Low walls or fencing will be designed in a way that allows visibility into the site while providing a strong visual external boundary and sense of enclosure to the cremation interment grounds. The gated vehicular entry is proposed to be relocated to 38th Street, providing space for buffer planting to protect the adjacent residential property to the south and for additional interment in balancing the potential return-on-investment for developing this area.

Within the garden a series of cremation walkways framed by columbaria units is proposed, along with scattering and in-ground cremation burial. On the east side of the garden, columbaria define a porous garden edge adjoining a flexible, shared space that could be used as temporary visitor or funeral coach parking, or to stage events. This creates an intimate, yet permeable cremation courtyard and garden spaces connected physically and visually to the wider Cemetery landscape. Seating and spaces for contemplation and reflection, gathering, and sites for features such as sculptures or memorials are prevalent throughout the design.

Interment and Memorialization

The range of new interment and memorialization options proposed for the West Cremation Garden includes:

- Premium community columbarium niches,
- Family columbaria niches,
- Scattering garden with memorialization opportunities,
- Premium In-ground cremation family estate lots with upright markers,
- Standard in-ground cremation lots with flat markers,
- Family vessels, and
- Scattering garden with associated memorialization opportunities.

It is likely that the cremation garden precinct would be developed in phases in line with the need for additional inventory. The lease with the tenant in the existing building can be terminated when the City requires this land to be redeveloped.



Figure 47: Cremation Garden Precedent Image, Source: LEES+Associates

6.3 INFILL STRATEGY

INFILLING WITH TRADITIONAL IN-GROUND BURIAL LOTS AND IN-GROUND CREMATION BURIAL

Once all the undeveloped lands in the Northern Burial Sections and other areas have been laid out, and all traditional in-ground burial lots have been sold, it is recommended that select redundant roads within the Old Section and AB Blocks section of the Cemetery are in-filled with traditional in-ground burial lots in order to meet projected community need as part of a phased program.

Redundant grass and paved roadways at a suitable width for infill with full-sized casket burials have been identified by Cemetery Staff.

Roadways and pathways in the sections identified in the key plan have been strategically selected for conversion to either linear Children's Gardens or full-sized casket burial infill.

Selection criteria considered retaining service access for field operations staff, and width available for layout of either:

- A single adult-width plot;
- A children's single -plot width for placement of a linear Children's Garden; or
- Facing double-plot width Children's garden.

Though not identified on the key plan, many areas throughout Woodlawn Cemetery that are too narrow for infill with casket plots provide an opportunity for infill with in-ground cremation plots.

Memorialization

It is recommended that upright or flat markers are permitted for infill lots consistent with the marker style currently offered in any adjacent burial area. Where access is tight for opening and closing, or for a family member to walk to a grave, it may be that only flat markers are permitted.

INFILLING WITH CHILDREN'S IN-GROUND BURIAL LOTS

Woodlawn Cemetery currently has 58 Children's In-ground burial lots available. It is expected that over the next 25 years the Cemetery will receive approximately 625 casket burials for children. In-keeping with the philosophy of providing a mix of interments across the whole Cemetery, approximately 125 Children's lots will be provided in two Children's Gardens in the Northern Burial Area Sections. It is recommended that the following sections of the Cemetery are strategically in-filled to provide approximately 450 Children's traditional in-ground burial lots as part of a phased program:

- Section 5A and 7A (96 plots)
- Section 14A-24A (96 plots)
- Old Sections 75-88 (265plots)

By infilling redundant pathways while maintaining service access, the Cemetery does not have to reserve space for 625 plots or more in the Northern Burial Area Sections where there is requirement and flexibility to provide other interment and memorialization options to meet projected community need. Furthermore, the City can develop infill plots as part of a phased development plan equating to roughly 100 plots per phase. Each phase may provide up to 5 years of capacity. If the need changes, the development of infill can be delayed or brought forward accordingly.



Figure 64: Layout example of linear Children's Garden while retaining service access, Source: LEES+Associates

When the time comes to plan and design each pathway with infill, consideration will need to be given to any underground utilities and irrigation lines, and these may need adjusting as part of the development of the linear Children's Burial Gardens.

Each of the linear Children's Burial Gardens can be designed to include other forms of memorialization and commemoration such as in-ground cremation, columbaria niches, and memorial walls to make these sacred gardens fitting to the memory of these little ones.

6.4 CEMETERY WIDE IMPROVEMENTS

It is recommended that the cemetery maintain universal accessibility to key public gathering areas and service amenities such as access to water taps for cut flowers, washroom facilities, ceremonial gathering spaces etc.

6.4.1 ACCESS AND CIRCULATION

A number of key development recommendations relating to access, circulation and wayfinding are specific to the main entry area in the south corner of the Cemetery. Principle objectives of improvements to access and circulation include:

- Enhancing and promoting community access by connecting the Cemetery to adjacent neighbourhoods and increasing its visibility to the public.
- Maintaining universal accessibility to key public gathering areas and service amenities such as access to water for cut flowers, washroom facilities, ceremonial gathering spaces etc.

Site-wide improvement recommendations include:

1. Improve the legibility of the main entry and the experience of entering Woodlawn Cemetery through:
 - ThereconfigurationandimprovementoftheCemetery’smainprocessionalentranceand development of a multi-functional plaza leading up to the Cemetery gate, and
 - Creating a community pathway connection through the Cemetery and along Warman Road.
2. Enhance and promote community access by:
 - Working with City Transportation Department to explore the introduction of pedestrian access across Warman Road, and
 - Defining primary pathway networks and enhance key pedestrian entry points identified in the keyplan. Recommended enhancements include:
 - Ensuring formal pedestrian entrances meet accessibility best practices;
 - Enhancement of the aesthetic and landscape treatment of entryways to create welcoming entrances that celebrate the transition between public and sacred space;
 - Reinforcement of the character and identity of Woodlawn Cemetery by integrating and repeating the use of key materials, for e.g. Stone columns and wrought iron components used in the main vehicular entryway;
3. Maintain a secondary vehicle entrance when the Old Administration Lands are developed, however relocate it from 36th Street to 38th Street.

6.4.2 WAYFINDING

The following recommendations are proposed to improve navigation of the Cemetery:

1. Develop a wayfinding and signage strategy for Woodlawn Cemetery which includes;
 - Integration of on-site landmarks into updated site maps available online and in printed form at key entry points. Key land marks could include:
 - Obelisk section markers, signage, water taps, site monuments and key public gathering areas,
 - A signage hierarchy and system for communicating and identifying:
 - Primary vehicular routes for large service vehicles, the public, as well as primary non-vehicular (pedestrian/cyclist) routes;
 - Heritage Cemetery roadway names;
 - Cemetery rules and regulation signage.
2. Install a wayfinding and site information kiosk at key entry points. This kiosk should:
 - Aesthetically integrate into the site character of Woodlawn Cemetery;
 - Host hard copies of maps available online, as well as links or direction to where visitors can access key site information such as the Cemetery office. Use tools and device such as QR codes to help facilitate ready access these links with a smart phone or device.

The City's Communications and Public Engagement Department will have some useful guidance in developing the wayfinding and signage strategy.



Figure 65: Precedent Image; Kiosk Information Sign, Source: LEES+Associates

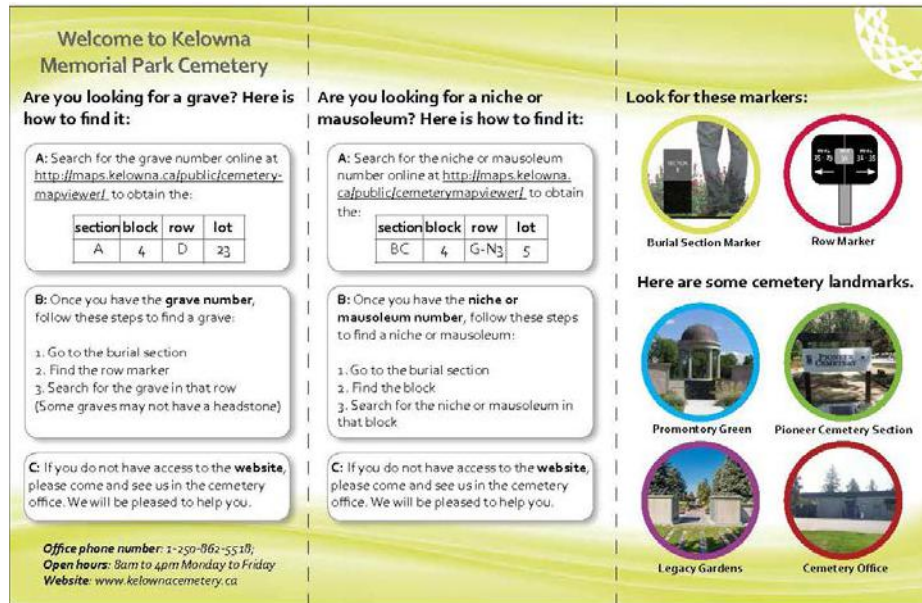


Figure 66: Precedent Image: Hard copy Cemetery Layout Leaflet- Back (LEES+Associates), Source: LEES+Associates

6.4.3 SIGNAGE

To maintain consistency, all signage should adhere to graphic styles and signage design guidelines outlined in the wayfinding and signage strategy.

Utilize available heritage preservation funding in implementing signage identifying and/or interpreting on-site heritage features, such as names of internal roadways.

RULES AND REGULATION SIGNAGE:

Reduce visual clutter throughout the site and improve the ability of visitors to digest important site information through:

- Inventory and assessment of site signage, and removal and replacement of signage that is:
 - Inconsistent;
 - Redundant;
 - Outdated, and
 - Unsightly, or in poor condition.
- Consolidation of multiple signs posted in one location into as few signs as logically possible.
- Review language of Rules and Regulation messaging for:
 - Clarity;
 - Accessibility;
 - Consistency;
 - Tone; and receptivity. Ideally, official site communications and messaging should clearly convey Cemetery rules, regulations and other key information without alienating visitors or creating an unwelcoming impression.

ROAD AND WAYFINDING SIGNAGE:

- Reinstate signage for the honorary names of Cemetery roadways to aid wayfinding and preserve heritage narratives of the Cemetery roadway network and its connection with commemorating the service of Saskatoon residents in national war efforts, and
- Post wayfinding signage and navigational indicators at key decision points.

INTERPRETIVE SIGNAGE:

- Consult with community cultural groups and Indigenous community groups in development of an interpretive framework that includes diversity and inclusion and Indigenous history and heritage as a foundational element.

6.4.4 VEGETATION

BORDER TREATMENT:

Improve delineation of the northern and eastern boundaries of Woodlawn Cemetery by thickening and reinforcing perimeter vegetation. A strengthened boundary will improve the memorial parkland experience of this special and sacred place by screening views and noise from the outside.

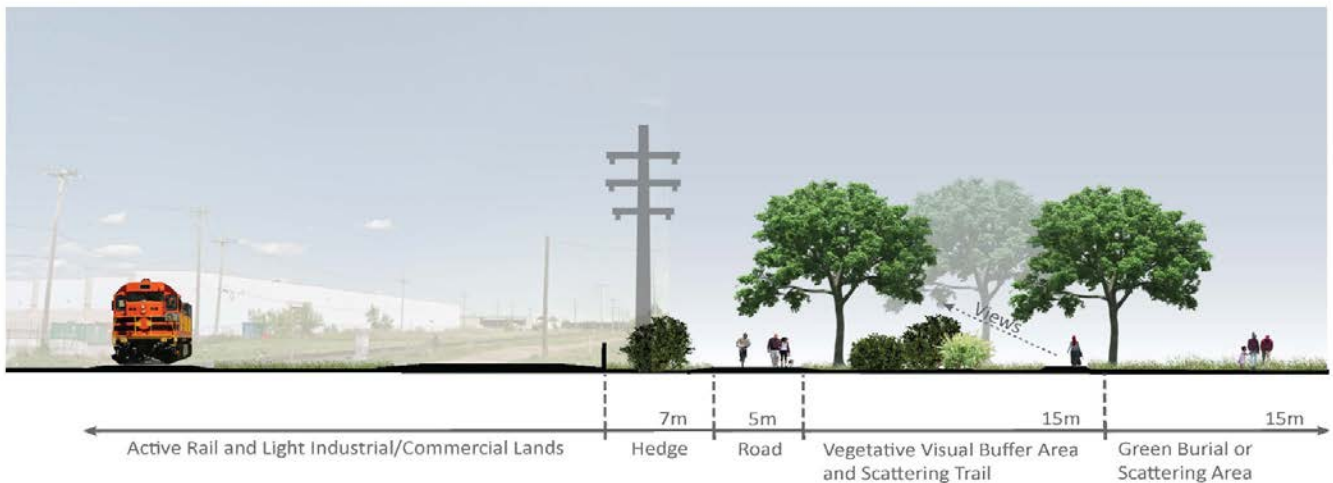


Figure 67: Section, Northern Burial Area, Source: LEES+Associates

TREE MANAGEMENT STRATEGY:

Develop a tree management strategy to ensure that:

- Ensures a robust, consistent, healthy diverse tree canopy for generations to come;
- Succession, maintenance, disease/pest control as well as expected impacts of climate change are specifically addressed;
- Ongoing annual maintenance of trees at Woodlawn Cemetery is in line with the goals of the tree management strategy, including a 10-year pruning cycle;
- The trees of the Memorial Tree Plaque Program and Next of Kin Memorial Avenue have primary consideration.

6.4.5 IRRIGATION:

The irrigation system will need to be assessed for its ability to accommodate the added service area of the North Burial Gardens, and its ability to efficiently service the entirety of Woodlawn Cemetery for the next 25 years and beyond. This assessment should define the level of need for the Cemetery, and consider an irrigation strategy, including necessary or expected repairs, or phased strategic replacement and efficiency upgrades. It is recommended that the proposed green burial area at the very north end of the Cemetery remain un-irrigated.

6.4.6 OTHER ENHANCEMENTS

SHARED GARDEN

Enhance the Shared Garden, for example through:

- Development of a plinth or ceremonial alter for the ossuary, capable of receiving the cremated remains of infants. This will improve the dignity of the Shared Garden interment process and provide a focal point for interment and memorial ceremonies;
- Additional perennial plantings and landscaping treatments to underline the significance and meaning of this space, and
- Provide additional memorialization opportunities as required to secure the longevity of this space.



Figure 68: Precedent; Ossuary Table, West Bank Cemetery, City of West Kelowna, B.C.

SPECIALIZED BURIAL AREA — JEWISH SECTION

There is currently an area dedicated to burial of Jewish community members who have unique burial practices and requirements.

One of these traditions require the burial area to be delineated within the Cemetery, currently addressed with a chain-on-post boundary fence. The landscape character of the Jewish Section can be enhanced by incorporating an improved border treatment for the area such as a low hedge or wall, or combination of both along with trees to provide a sense of delineation and enclosure that integrates with the surrounding memorial landscape character of the Cemetery.



Figure 69: Specialized Burial Area; Jewish Section, Woodlawn Cemetery, Source: Oxbow Architecture

REPAIR AND REPLACE MEMORIAL PLAQUES AND STANDS

As identified in previous sections of the report, roughly 400 memorial tree plaque stands are in need of repair or replacement due to age and deterioration or growing into trees.

There is also a need to address the replacement of the memorial plaque stands along Next of Kin Memorial Avenue in a manner which acknowledges and maintains the heritage integrity of this nationally significant heritage site feature. To maintain heritage integrity, it is recommended that plaque stands of Next of Kin Memorial Avenue are only replaced as needed, and to continue the practice of utilizing replacement stands that are of similar style yet distinguishable (slightly taller) from the original stands along Next of Kin Memorial Avenue.

INTEGRATE INDIGENOUS FLAGS AT SOLDIERS' CAIRN

As suggested by local Indigenous community leaders and the City's Indigenous Initiatives Director, it is recommended that the Treaty 6 and Métis Nation flags be included with the Canadian and Provincial flags at Soldiers' Cairn as means of recognizing the contributions of many Indigenous persons to Canadian war efforts. This is also a means of implementing project objectives of addressing the spirit of Truth and Reconciliation Commission (TRC) **Calls to Action #57**, regarding **Professional Development and Training for Public Servants**, and **#79**, regarding history and heritage **Commemoration**, as they apply to the City's cemeteries.

This project should be carried out in consultation and collaboration with Indigenous community partners; likely through the community outreach framework proposed as a means of long-term relationship building with the community, especially important with Indigenous community members in the context of reconciliation efforts. A collaborative process is critical in achieving the goals and spirit of the Truth and Reconciliation Commission Calls to Action #57 and 79. This project provides a significant opportunity as an initial project to build relationships and trust while working with Indigenous community members in developing artistic and interpretive elements.

6.5 NUTANA PIONEER CEMETERY

The development plan for Nutana Pioneer Cemetery is based on the following principles:

- No expansion of burial capacity, but
- Retain and enhance the Cemetery as a cultural landscape to commemorate local heritage and provide a place for passive recreation and quiet reflection.

The development plan for Nutana Pioneer Cemetery is described under the following headings:

- Interment and Memorialization
- Programming and Events
- Cemetery Mapping/ Genealogy
- Amenity and Passive Recreation
- Landscape Management Strategy
- Main Entrance
- Registration



Figure 70: Nutana Pioneer Cemetery, Source: LEES+Associates and Google

INTERMENT AND MEMORIALIZATION

Inactive Cemetery

Due to adjacent land uses and historically unstable banks of the South Saskatchewan River, Nutana Pioneer Cemetery and the surrounding Diefenbaker disc golf course and management areas are not considered suitable for new burials or burial expansion.

Historic Interpretation and Signage

A plaque commemorating the establishment of Nutana Pioneer Cemetery by the pioneers of Saskatoon was erected by the City of Saskatoon and the Meewasin Valley Authority. However the information on the plaque appears to be inaccurate. It is recommended that the City develop an updated and comprehensive historic interpretation narrative for conveying the cultural and historic significance Nutana Pioneer Cemetery to the community. This should include replacing the existing plaque with accurate information and new interpretive signage should be developed that includes Indigenous history as a foundational element.

A new entry feature provides additional opportunity to incorporate updated historical interpretation, inclusive of and recognizing Indigenous heritage values as means of addressing the objectives of this Master Plan to respond to the TRC Calls to Action numbers 57 and 79. Interpretive features addressing these topics should be undertaken collaboratively with Indigenous community partners.

Interpretive features can also incorporate new information gleaned from the proposed consolidation of cemetery records with available historical information and results from ground penetrating radar studies in locating grave-sites.

Monuments and Markers

Of the 162 known burials that took place in Nutana Pioneer Cemetery between 1884 and 1948, only a handful of grave markers remain. Some of these markers are in need of significant repair and restoration. It is recommended that the City develop a program to restore these markers in phased priority order as part of the overall planned capital expenditures. Some replacement markers or signs could be added as part of the historic interpretation strategy to highlight prominent or interesting people who are buried at the Cemetery.

PROGRAMMING AND EVENTS

It is recommended that the City work to support the community in the development and delivery of programs and events at the Cemetery along with the physical upgrades proposed for Nutana Pioneer Cemetery. Such programs and events could include history tours, or the use of the Cemetery as an historic resource by local schools as part of history lessons on the evolution of Saskatoon. A range of programs and events will raise the profile of the City's cemeteries in the eyes of the community. More detail on potential programming can be found in Chapter 3: Consultation Discussions.

CEMETERY MAPPING/ GENEALOGY

The names of those buried at Nutana Pioneer Cemetery are logged in the City's Cemetery Records Data Base. However, the position of the graves have not been accurately mapped. This means that the cemetery interactive map identifying grave locations does not work at Nutana Pioneer Cemetery in the same way that it does work at Woodlawn Cemetery. To provide the same service for Nutana Pioneer Cemetery, it is recommended that the City maps grave locations using Geographic Information System (GIS) software, and links the mapped graves to the correct names in the data base.

The City hosts an online interactive map designed by Stone Orchard Software to provide an easy, convenient tool for grave location and records management. This is a valuable tool to assist families searching for the graves of relatives or conducting genealogy research.

AMENITY AND PASSIVE RECREATION

It is recommended that the City encourage and promote Nutana Pioneer Cemetery as a place to visit and enjoy. New benches and bins should be provided. Along with more community education, the more people visit the Cemetery the less likely it is to be seen as an easy target for vandalism.

LANDSCAPE MANAGEMENT STRATEGY

It is recommended that the City develop a landscape management strategy to preserve and enhance the prairie landscape character of this pioneer heritage cemetery.

MAIN ENTRANCE

It is recommended that the entrance experience into Nutana Pioneer Cemetery is enhanced by identifying and celebrating Nutana Pioneer Cemetery as a sacred space, while respecting open-prairie heritage landscape values. The development of a small, simple entry feature will help to do this, without introducing a fence and gate which conflicts with primary prairie heritage landscape values.

To address security issues, such as vandalism and destruction of headstones, it is recommended that surveillance be introduced to this site as means of deterrence. Surveillance cameras, mounting systems and infrastructure should be designed, positioned and installed in a manner that is tamper-proof, visible to the public, and does not conflict with heritage landscape and aesthetic values.



Figure 71: Install a simple entry feature at Nutana Pioneer Cemetery, Source: Google Earth

REGISTRATION OF NUTANA PIONEER CEMETERY WITH THE FCAA

Nutana Pioneer Cemetery is not Registered with the Cemetery Regulator (the Financial and Consumer Affairs Authority of Saskatchewan (FCAA)). This cemetery master plan recommends that Nutana Pioneer Cemetery is not returned to active status. This leaves the way clear for the City to inquire with the Registrar at the FCAA whether they would like the City to register Nutana Pioneer Cemetery. Given it has not been active for several decades and given its designation as a heritage site (which ensures it will be properly maintained), the FCAA may simply advise the City not to register it. They may view this Cemetery as “closed” for the purposes of the legislation. Otherwise, the City can register it. The registration process is free and does not appear to be overly burdensome.

6.6 CONCLUSION

The Development Plans for Woodlawn Cemetery and Nutana Pioneer Cemetery respond comprehensively to the needs of the City of Saskatoon, the community and area residents they serve. It outlines recommendations that will act as a guide to future cemetery site development and operations. This plan will help ensure that the City of Saskatoon will have the resources required to effectively meet the future interment and service needs of the Saskatoon families for the next 25 years and beyond, and charts a path forward that will move this important social service towards long term sustainability in its future operations.

7 PHASING PLAN

It has become clear that Woodlawn Cemetery, while capable of providing services for cremation interment for generations to come, requires a strategic plan for developing remaining lands in a way that responds to the needs of the City in maximizing its available undeveloped land to provide a wide variety of interment options, including traditional burial, to its increasingly diverse residents. This plan will guide development of Woodlawn Cemetery's remaining undeveloped land over the next 25 years, at which point it is anticipated that traditional in-ground casket burial service will need to be handled at a new site.

The proposals in the Development Plan have been identified as key milestones in the following table, along with budgetary allowances and target completion time frames for progress measurement purposes. The numbered components of the table correspond with projects outlined in the Development Plan detailed in Chapter 6.

Principles guiding prioritization:

- Respond to identified interment/capacity need;
- Develop a variety of interment options that appeal to families of diverse backgrounds;
- Increase community connection to and awareness of the cemetery;
- Strategically address physical site improvement needs (signage and wayfinding/irrigation system/memorial signage etc.), and
- Address other special improvement areas.

AREA	PHASE		
	High Priority (1-5 years)	Medium Priority (5-15 years)	Long Term (15+ years)
6.2 NEW BURIAL AREAS			
6.2.1 NORTHERN BURIAL AREA			
Traditional Burial Areas	*	*	*
Cremation Gardens	*		
<ul style="list-style-type: none"> Improve Landscape Surrounding Indigent Section and Material Storage Area 	*	*	*
<ul style="list-style-type: none"> Install cremation interment options¹ 	*		
<ul style="list-style-type: none"> Screen Views 	*		
Memorial Trail	*		
Scattering Areas	*	*	*
Green Burial Areas	*	*	*
Specialized Burial Areas		*	
East Children's Garden	*		
West Children's Garden		*	*
Field of Honour	*		
Ceremonial Fire Circle		*	
RECOMMENDED BUDGET ALLOWANCE BY PHASE:	\$860,000.00	\$660,000.00	\$510,000.00
6.2.2 NEW WEST CREMATION GARDEN			
RECOMMENDED BUDGET ALLOWANCE BY PHASE:			\$1,000,000.00
6.3 INFILL STRATEGY			
Infill Adult Plots			***
Infill Cremation Plots			***
Infill Linear Children's Gardens	***		

6.2 CEMETERY WIDE IMPROVEMENTS			
6.4.1 ACCESS AND CIRCULATION			
Cemetery Entrance & Plaza Space	*		
Entry Feature and Community Pathway Connection Along Warman Road	*		
Improve Key Pedestrian Entrances		*	
Pedestrian Access Across Warman Road		‡	
Relocate the Secondary Vehicle Entrance from 36 th Street to 38 th Street.			*
6.4.2 WAYFINDING			
Wayfinding Signage and Site Information Kiosk(s)	*		
6.4.3 SIGNAGE			
Rules and Regulation signage ²	*		
Road signage	*		
Interpretive Signage	*		
6.3.4 VEGETATION			
Vegetative Buffer	*		
6.3.5 IRRIGATION			
Site-wide strategic efficiency upgrades and repairs.	†		
6.3.6 OTHER			
Shared Garden Improvements (Ossuary Table)		*	
Enhance Boarder Treatment of Jewish Section		*	
Repair And Replace Memorial Plaques And Tree Stands	*		
Integrate Indigenous Flags at Soldiers' Cairn	*		
RECOMMENDED BUDGET ALLOWANCE BY PHASE:	\$730,000.00	\$130,000.00	\$80,000.00
TOTAL RECOMMENDED BUDGET ALLOWANCE BY PHASE	1.6 Million	0.8 Million	1.6 Million

Table 9: Phasing and Recommended Budget Allowances

† Strategy to be developed, costing not included.

‡ Offsite work, to be funded by others (costing not included).

*** Work done as part of annual cemetery operational budget.

¹ Includes approx. 200 columbaria units per phase.

² Does not include costing for development of strategy.

7.1 CONCLUSION

This phasing plan provides strategic recommendations for development of site improvements that will help ensure the sustainability of the valuable services provided at Woodlawn Cemetery, which will be open for cremation interment services and honorary interment (such as military and protective service burials) for generations to come. This plan also provides a road map for feasibly managing development of remaining in-ground burial capacity at Woodlawn cemetery, as the City begins to prepare for a new cemetery site to accommodate traditional in-ground burial.

Further detail on specific development components are available in Appendix D.

8 FUTURE CEMETERY LANDS TRANSITION STRATEGY

Cemeteries are a unique land use in that the intended purpose is immutable. Unlike other land uses that can change over the years or decades, cemetery lands (at least in contemporary Canadian culture) are not used for other purposes once they are established. Hence the need to take the long view – 100 years is common. Further, given that in most cases there is usually little reference to cemeteries in most Official Community Plans, the Planning and Development Act or in Regional Plans, it is important to ensure that each service provider consider the cemetery land needed over the long term. Unlike many other land uses and conservation designations, cemeteries are not typically mandated. Consequently, master plans and cemetery land needs assessments should include the need for acquiring lands to meet multiple generations' requirements for places of interment and memorialization.

The City of Saskatoon is going to remain in the business of providing cemetery services to its residents for a long time to come. As a sizable and growing city of regional significance, the barriers to ending cemetery services are very difficult, if not impossible to overcome. It is therefore recommended the City prudently plans for the acquisition and development of future cemetery lands for the upcoming 125-150 year horizon while it has the room to maneuver.

This chapter is set out under the following headings:

- Site Suitability Criteria
- Stakeholder Feedback
- Infill Land Use Compared to Greenfield Sites
- Future Cemetery Land Parcel Size
- Potential Future Cemetery Locations
- Timeline for Land Acquisition and Development
- Cost of Land Now and in the Future
- Permits and Approvals
- Recommendations

8.1 SITE SUITABILITY CRITERIA

The following proposed criteria outline the parameters necessary for the City to acquire future cemetery lands that will meet the needs of Saskatoon and area families for the next 125-150 years. These criteria should form the basis for analyzing and comparing alternate sites for future cemetery development:

1. Size: a minimum of 30 acres with 125-150 years of capacity;
2. Zoning: a site currently zoned or capable of being zoned to the appropriate designation;
3. Minimally impacted by noise from transportation, commercial or industrial areas;
4. Location: Preferably located adjacent to open space lands and naturalized areas, to encourage habitat connectivity, and visitation/familiarization of the Cemetery by the public as part of the City's green space network;
5. Proximity to the existing Woodlawn Cemetery is desirable for administrative, operational and visitor efficiencies;
6. Ease of connection to power, phone lines, and water for irrigation;
7. Close to main roads for ease of travel, with safe access and parking areas- ideally accessible to the public by car, public transit, cycling, walking, or other forms of sustainable transport;
8. Gentle and constant slopes ideally less than 5%;
9. Free draining soils with clean profiles (e.g., no logs, concrete, boulders etc. that could tear out the side of adjacent graves during opening and closing);
10. Stiff soils providing straight walls to the opened grave, and
11. Minimum coverage of 76 cm above the top of the outer container of a burial casket to meet current Provincial Cemetery Regulations (2001).

World Health Organization Guidelines

In addition, World Health Organization¹ guidelines recommend the following site selection criteria related to environmental health:

1. Human or animal remains must not be buried within 250 metres of any well, borehole or spring from which a potable water supply is drawn. This distance may be greater if the site has a steep hydro-geological gradient or the velocity of groundwater flow within an aquifer is rapid;
2. The place of interment should be at least 30 metres away from any other spring or watercourse and at least 10 metres from any field drain;
3. All burial pits on the site must maintain a minimum of one metre of subsoil below the bottom of the burial pit (i.e. the base of the burial must be at least one metre above solid rock);
4. The base of all burial pits on the site must maintain a minimum of one metre clearance above the highest natural water table, and
5. Burial excavations should be backfilled as soon as the remains are interred, providing a minimum of one meter soil cover at the surface.

8.2 STAKEHOLDER FEEDBACK

Stakeholder feedback for new cemetery lands was generally categorized under access. Local Funeral home directors encouraged visible frontages and site access via a main road, as community members are more likely to be made aware and reminded of the cemetery's presence.

In terms of cultural accommodation and place-making, it seemed generally appreciated by those consulted that a wide spectrum of interment options to meet the needs of increasingly culturally diverse families will continue to be focused on the remaining lands at Woodlawn Cemetery for the next 25 years. It is recommended that the City consult with the community in more clearly defining interment needs before design of a future new cemetery takes place in approximately 20 years.

8.3 INFILL LAND USE COMPARED TO GREENFIELD SITES

In this Section, the relative advantages and disadvantages of typical infill land compared to greenfield sites is evaluated.

Item	Greenfield Sites	Infill Sites
Potential clean up and Remediation of the land	Greenfield sites such as farmland are less likely than brownfield infill sites to incur significant land remediation costs. It is reasonable to expect clean soil horizons more suited to opening and closing of graves.	Previously developed or brownfield infill land use may be more expensive to develop for cemetery purposes if it is contaminated or the ground has large objects like broken concrete in it that would make opening and closing graves difficult.
Type of Land and Associated Maintenance of Areas Reserved for Future Burial Grounds	A greenfield site is likely to be agricultural land. It could be farmed until such time that cemetery development was needed. In this way a tenant farmer would pay rent to the City while managing the land at no cost to the City.	Leasing mechanisms for infill sites may also be possible depending on the former use of infill land, or it may serve other temporary purposes such as recreational or open space until the land is needed for cemetery development. While this may cost the City to manage and maintain, it may also provide benefits in the form of community amenities.

Item	Greenfield Sites	Infill Sites
<p>Land Parcel Size</p>	<p>Greenfield sites are likely to offer sufficient area on a single site to provide burial capacity for the upcoming 125-150 year range.</p>	<p>A single infill land parcel of the size needed for the future cemetery may be difficult to acquire and generally more expensive than lands outside or on the edge of the city. While selecting multiple, smaller land parcels is an option, this would mean multiple smaller cemeteries for the City to develop and operate—a less efficient model than one larger site.</p>
<p>Land Parcel Cost</p>	<p>Greenfield sites are potentially less expensive to acquire than infill land within the city limits.</p>	<p>Price of infill land ranges, and typically increases once the land has been formally zoned for a specific use and is serviced.</p>
<p>Proximity to Compatible Adjacent Land Uses</p>	<p>A greenfield site could be chosen in a location where it is known where future planned surrounding land uses will be more compatible with a new cemetery, such as near residential areas, natural areas or open space.</p> <p>Greenfield sites potentially offer more flexibility to select a site that could be integrated with compatible future land uses.</p>	<p>Infill land may have existing adjacent land uses that offer unique opportunities or constraints to the design of the new cemetery.</p> <p>In cases where adjacent land uses are less compatible with a cemetery, such as industrial and commercial areas, it is likely that significant tree planting and earth mounds on the perimeter of the site will be needed to mitigate and buffer visual and noise impacts.</p> <p>When connected with the wider system of parks, trails and open spaces and natural areas, an infill cemetery site could expand public access to greenspace and connect and expand habitat areas for wildlife.</p> <p>Locating the future cemetery next to other natural areas within Saskatoon could pose benefits to wild life in expanding and linking habitats.</p>

Item	Greenfield Sites	Infill Sites
Site Services	<p>A greenfield site may be further from power and water connections, and providing these to essential services could be expensive to bring to the site.</p> <p>There may be opportunities to select sites that may be unserved but close enough to main roads where there are power and water utilities to connect into at reasonable cost.</p>	<p>By virtue of its location within a city, infill land is more likely to have connections to power and water for irrigation. These may be on site or only a short distance from which to connect.</p>
Location	<p>A greenfield site is more likely to be at the edge of a city, or even further, outside of city limits. This could put those families on the opposite side of the city from the cemetery at a disadvantage in terms of increased travel times.</p>	<p>A centrally located infill site such as those in and around the centre of Saskatoon may have advantages to families, funeral homes and cemetery operators in terms of shorter and more equitable travel times.</p> <p>An infill site in close proximity to Woodlawn Cemetery would be more efficient to administer and operate than a greenfield site outside the city.</p> <p>A greenfield or infill site in proximity to residential neighbourhoods can form a valuable part of the city’s open space network.</p>
Access		<p>In addition to access by cars, an infill site may be more accessible by a range of sustainable transport options, including public transit, cycling and walking. An increased number of transportation options may lead to increased community awareness and visits to the cemetery.</p>

Table 10: Greenfield and Infill Site Comparison, Source: LEES+Associates

8.4 FUTURE CEMETERY LAND PARCEL SIZE

The estimated size of burial land required to sustain sales of in-ground burial services over the next 125-150 years is approximately 30-40 acres. This can be in the form of one large site or multiple smaller sites. Each smaller burial site should have a minimum capacity of 20 years, equating to a minimum cemetery size of five acres.

The disadvantages of developing multiple smaller cemeteries include but are not limited to the following:

- It could require up to seven small cemeteries, each with 20 years of capacity to serve families in the upcoming 125-150 years. This would mean that the City could find itself continuously searching for, acquiring, designing and developing suitable cemetery lands for the next 100+ years;
- Overall, development costs will be more to achieve the same amount of burial inventory using multiple smaller sites compared to one larger site, because of the duplication of the process and duplication of construction costs for things like service connections and site access, and
- It would be less efficient for the City to manage, administer and operate multiple smaller cemetery sites because of increased travel time between sites, duplication of tasks including care and maintenance, and the need for additional personnel, equipment and infrastructure.

One advantage to developing multiple smaller cemetery sites is that it may be easier to secure smaller amounts of capital funding spread out over the coming decades compared with capital funding to purchase one single large land parcel. The City however, does have sufficient time in which to secure funds for one large land parcel.

8.5 LAND ACQUISITION AND DEVELOPMENT TIMELINE

It generally takes 6-8 years from the time the process of searching for new burial lands begins to the cemetery being able carry out the first interments. Given it is estimated that Woodlawn Cemetery has approximately 25 years (2045) of traditional in-ground burial inventory left to sell, the process of acquiring and developing new burial land should not begin later than 2030 to allow a 5 year overlap in supply, and time to transition to managing the new site (as well as Woodlawn Cemetery).

The City should consider the following time frames for development, depending on the land acquisition approach:

- Option 1 — Early Land Acquisition
- Option 2 — Long Term Land Acquisition

Option 1- Early Land Acquisition

Key elements of the Early Land Acquisition Strategy include the following:

- Begin the process to purchase suitable land in 2021. Allow three to five years to find, assess suitability, and acquire new cemetery lands (2021-2026);
- Manage the existing site (2027-2032);
- Allow five years to design, license and construct a new cemetery (2033-2038);
- Allow two years after construction before undertaking the first interments (2038-2040), and
- Target the opening of a new cemetery in 20 years (2040), while maximizing the remaining undeveloped lands at Woodlawn Cemetery in the intervening period.

Option 2- Long Term Acquisition

Key elements of the Long Term Acquisition Strategy include the following:

- Begin the process to purchase suitable land in 2030. Allow six to eight years to find, assess, acquire, design, license and construct a new cemetery (2031-2038);
- Allow two years after construction before undertaking the first interments (2040), and
- Target the opening of a new cemetery in 20 years (2040), while maximizing the remaining undeveloped lands at Woodlawn Cemetery in the intervening period.

ADVANTAGES AND DISADVANTAGES OF OPTION 1 AND OPTION 2

The table below summarizes the advantages and disadvantages of proposed cemetery development timeline options of Early Land Acquisition (**Option 1**) and Long Term Land Acquisition (**Option 2**).

Land Acquisition Option	Advantages	Disadvantages
<p>Option 1 Early Land Acquisition</p>	<ul style="list-style-type: none"> ▪ Lower acquisition price ▪ Reduce NIMBYism (Not in My Backyard) ▪ Greater choice of potentially suitable lands 	<ul style="list-style-type: none"> ▪ Potential increased management and maintenance costs of the land until it is developed (depending on its current use).
<p>Option 2 Long Term Land Acquisition</p>	<ul style="list-style-type: none"> ▪ Pay nothing now 	<ul style="list-style-type: none"> ▪ Less choice of potentially suitable lands after increased surrounding development; ▪ More challenging consultation after increased or established development, and ▪ Less time to ensure the provision of new burial inventory.

Table 11: Comparison table, Land Acquisition and Development Timeline Option 1 and 2, Source: LEES+Associates

In light of the analysis above, it is recommended that the City pursue Option 1, Early Land Acquisition Strategy.

8.6 POTENTIAL FUTURE CEMETERY LOCATIONS

It is recommended that the City begin the process of identifying potential cemetery sites based on the following options in order of preference.

- **Option A: One Large Land Parcel in Central Saskatoon**
 - A 30-40 acre land parcel with 125-150 years capacity;
 - Location: Infill site in central Saskatoon, in proximity to the Woodlawn Cemetery;
- **Option B: One Large Land Parcel at The Edge of the City**
 - A 30-40 acre land parcel with 125-150 years capacity;
 - Location: Within proposed Development Sectors on any side of Saskatoon (except the south-east side where Hillcrest Private Cemetery is located or near the airport on the north-west side), and
 - Within 20 minute drive from central Saskatoon on any of the main arterial roadways;
- **Option C: Two or More Smaller Land Parcels**
 - Two or more land parcels to provide a combined total of 125-150 years capacity;
 - Preferred Location: Central Saskatoon, in proximity to the Woodlawn Cemetery, or
 - Alternate Location: Within proposed Development Sectors on any side of Saskatoon (except the south east side where Hillcrest Private Cemetery is located or near the airport on the north west side).

REVIEW OF THE CITY'S EXISTING LAND HOLDINGS

The City is a key land owner within Saskatoon. As a first step it is recommended that the City reviews the land it already owns against the cemetery suitability criteria and the size and location options identified earlier. This will form a starting point in the process of determining potential future cemetery sites.

If it is determined that the City does not own land that would be suitable for a cemetery, then the search will need to be expanded to include potential sites that meet the criteria and with a reasonable expectation that they could be acquired.

CITY SECTOR PLAN REVIEWS

Many of the City's Sector Plans are coming up for review and amendment in the next five years (2021-2026). Armed with the knowledge of potentially suitable sites already owned by the City, there is an opportunity to identify and secure a future cemetery site through the sector plan review process and other significant planning processes.

8.7 COST OF LAND

The cost of land per acre varies significantly depending on a number of factors including location, whether the land is serviced (e.g. utilities such as power, water, etc.) and whether the land is zoned for a particular future use. For example, serviced land identified in a Sector Plan for residential development in the centre of Saskatoon will most likely be more expensive than unserviced agricultural land outside of a Sector Plan at the edge of the City.

At the current time, it is reasonable to expect to pay between \$15,000 to \$30,000 per acre for land projected for development in 20 years or more, or for land such as unserviced agricultural/greenfield land at the edge of the City. In contrast, an infill site identified in a Sector Plan can typically cost around \$200,000 per acre, possibly more.

The considerable number of variables at play means that it is not possible to provide a Recommended Budget Allowance as a target figure for Council to fund at this stage of the process. If suitable land is already owned by the City there may not be a need to pay for the land. However, there may be costs associated with development levees, zoning and subdivision on top of capital development costs.

8.8 PERMITS AND APPROVALS

There are a number of permitting and approval processes that will be required in order to develop and operate a new cemetery. These include but are not limited to:

- The approvals required from the Registrar of Cemeteries, Consumer Protection Division of the Financial and Consumer Affairs Authority of Saskatchewan (FCAA);
- Requirements under the Official Community Plan, Sector Plan, City Zoning Bylaw, as well as subdivision requirements, levees and development permits etc., and
- Compliance with environmental requirements from external agencies (e.g. various Water Acts).

The identification of the various permits and approvals required, their sequence and timing will need to be refined as part of the ongoing process toward the acquisition and development of future cemetery land.

8.9 RECOMMENDATIONS

To begin the process of securing future cemetery lands to serve Saskatoon and area families for the next 125-150 years, it is recommended that the City:

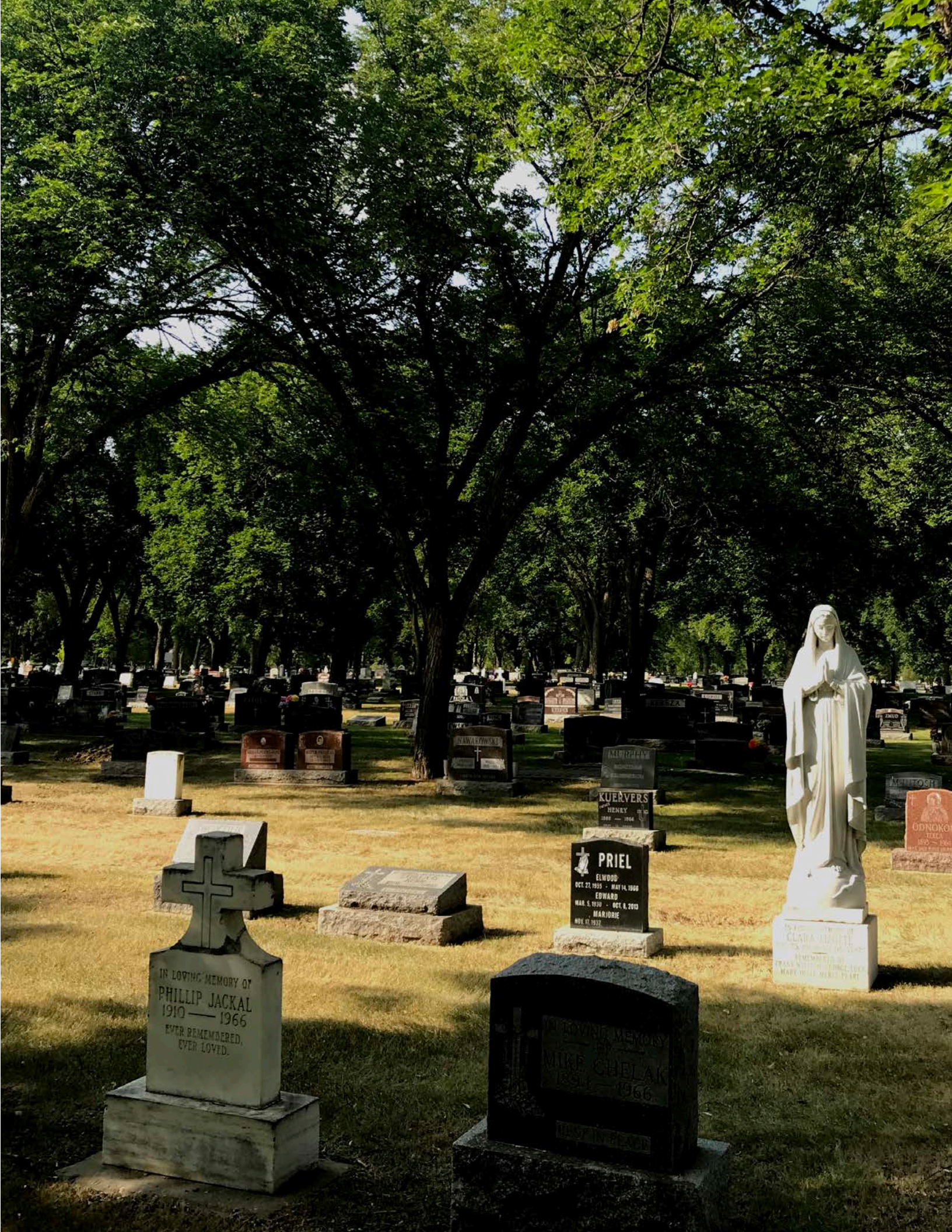
1. Adopt transition Option 1— Early Land Acquisition Strategy, and begin the process of identifying and securing land in 2021.
2. Adopt the ‘Land Parcel Location and Size Options A-C’ in the following order of preference:
 - Option A: One Large Land Parcel in Central Saskatoon;
 - Option B: One Large Land Parcel at the Edge of the City;
 - Option C: Two or More Smaller Land Parcels.
3. Undertake a review of suitability of land for cemetery purposes already owned by the City.
4. Ensure future cemetery land is considered as part of upcoming Sector Plan reviews with the aim of identifying the appropriate land parcel for acquisition/ transfer.
5. Identify a Recommended Budget Allowance for acquisition and development of future cemetery lands as soon as is reasonable, to allow adequate time to secure the capital funding necessary to purchase the land and develop phase 1 of a new cemetery.
6. Consult with the community to more clearly define cemetery service and interment needs before design of the new cemetery grounds take place.

8.10 CONCLUSION

With a quickly growing population and associated predictable resulting constraints to selection and affordability of a future cemetery site, the time to act is now to make the most of City planning review processes in facilitating the selection and securing of a cemetery site. This will integrate the future cemetery with planned surrounding development as Saskatoon grows and ensure the future cemetery is best positioned to serve Saskatoon residents.

END NOTES

¹ World Health Organization “The Impact of Cemeteries on the Environment and Public Health”
[http://apps.who.int/iris/bitstream/10665/108132/1/EUR_ICP_EHNA_01_04_01\(A\).pdf](http://apps.who.int/iris/bitstream/10665/108132/1/EUR_ICP_EHNA_01_04_01(A).pdf)



IN LOVING MEMORY OF
PHILLIP JACKAL
1910 — 1966
EVER REMEMBERED,
EVER LOVED.

PRIEL
ELWOOD
OCT. 27, 1895 — MAY 14, 1968
EDWARD
MAR. 5, 1910 — OCT. 8, 2013
MARIORIE
NOV. 17, 1932

KUERVERS
HENRY 1910
1880 — 1964

IN LOVING MEMORY OF
MIKE CHELAK
1931 — 1966

IN LOVING MEMORY OF
CLARA J. [unclear]
A [unclear] OF [unclear]
REMEMBERED BY
FRANK, NESTOR, EDNA, LEO, &
MARY HILL, MISS PEART

ODNOK
TODD
1918 — 1988

Appendix A

Price Benchmarking Study

APPENDIX A - PRICE BENCHMARKING STUDY

Municipal 2020 Rates Comparison										
Item	City of Saskatoon Resident	City of Saskatoon Non-Resident	Hillcrest Cemetery - Resident	Hillcrest Cemetery - Non-Resident	City of Martensville Resident	City of Martensville Non-Resident	City of Warman Resident	City of Warman Non-Resident	Regional Average Resident	Regional Average Non-Resident
Population 2016 - National Census	246,376		246,376		9,645		11,020			
C&MF Policy	15% to C&MF		n/a		30% to C&MF		\$300 for the C&MF			
Vault Policy	Plot includes vault		n/a		Plot doesn't include vault		n/a			
Lots + Sales (excluding burial fees)										
Adult Casket Plot - MIN	\$1,800.00	\$1,800.00	\$1,795.00	\$1,795.00	\$1,200.00	\$1,600.00	\$1,300.00	\$1,700.00	\$1,432	\$1,698
Adult Casket Plot - MAX	\$2,340.00	\$2,340.00	\$3,595.00	\$3,595.00	\$1,200.00	\$1,600.00	\$1,300.00	\$1,700.00	\$2,032	\$2,298
Child Plot (>2 yrs)	\$560.00	\$560.00	n/a	n/a	\$500.00	\$900.00	\$250.00	\$250.00	\$375	\$575
Infant Plot (<2 yrs)	\$180.00	\$180.00	\$415.00	\$415.00	\$250.00	\$650.00	\$100.00	\$100.00	\$255	\$388
Cremation Plot - MIN	\$1,160.00	\$1,160.00	\$1,550.00	\$1,550.00	\$800.00	\$1,200.00	\$900.00	\$1,300.00	\$1,083	\$1,350
Cremation Plot - MAX	\$1,330.00	\$1,330.00	\$1,850.00	\$1,850.00	\$1,000.00	\$1,400.00	\$900.00	\$1,300.00	\$1,250	\$1,517
Columbaria Niche - MIN	\$3,050.00	\$3,050.00	\$4,195.00	\$4,195.00	\$2,000.00	\$2,400.00	\$1,302.00	\$1,302.00	\$2,499	\$2,632
Columbarium Niche - MAX	\$3,450.00	\$3,450.00	\$7,030.00	\$7,030.00	\$2,000.00	\$2,400.00	\$1,545.00	\$1,545.00	\$3,525	\$3,658
Field of Honour (casket plot w/o marker + install)	\$1,000.00	\$1,000.00	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Memorialization + Other Fees										
Memorial + Marker - Permit + Installation	\$370.00	\$370.00	n/a	n/a	\$75.00	\$75.00	n/a	n/a	\$75	\$75
Vault/Liner - Cremation MIN	\$40.00	\$40.00	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Vault/Liner - Casket MAX	\$2,055.00	\$2,055.00	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Sat, Sun, Holiday Casket Premium - MIN	\$630.00	\$630.00	\$485.00	\$485.00	\$600.00	\$600.00	\$100.00	\$100.00	\$395	\$395
Sat, Sun, Holiday Casket Premium - MAX	\$880.00	\$880.00	\$485.00	\$485.00	\$600.00	\$600.00	\$100.00	\$100.00	\$395	\$395
Sat, Sun, Holiday Cremation Premium - MIN	\$350.00	\$350.00	\$485.00	\$485.00	\$600.00	\$600.00	\$50.00	\$50.00	\$378	\$378
Sat, Sun, Holiday Cremation Premium - MAX	\$490.00	\$490.00	\$485.00	\$485.00	\$600.00	\$600.00	\$50.00	\$50.00	\$378	\$378
After Weekday Hrs Premium - MIN	\$160.00	\$160.00	\$100.00	\$100.00	\$600.00	\$600.00	\$75.00	\$75.00	\$258	\$258
After Weekday Hrs Premium - MAX	\$160.00	\$160.00	\$105.00	\$105.00	\$600.00	\$600.00	\$75.00	\$75.00	\$260	\$260
Double Depth Premium - MIN	\$670.00	\$670.00	\$360.00	\$360.00	n/a	n/a	n/a	n/a	\$360	\$360
Double Depth Premium - MAX	\$670.00	\$670.00	\$360.00	\$360.00	n/a	n/a	n/a	n/a	\$360	\$360

Municipal 2020 Rates Comparison										
Item	City of Saskatoon Summer MIN	City of Saskatoon Winter MAX	Hillcrest Cemetery - Summer MIN	Hillcrest Cemetery - Winter MAX	City of Martensville Summer MIN	City of Martensville Winter MAX	City of Warman Summer MIN	City of Warman Winter MAX	Regional Average Resident	Regional Average Non- Resident
Population 2016 - National Census	246,376		246,376		9,645		11,020			
Opening / Closing Services										
Adult Burial - Single Depth	\$1,420.00	\$ 3,150.00	\$ 1,140.00	\$ 1,320.00	\$ 1,800.00	\$ 2,100.00	\$ 1,300.00	\$ 1,300.00	\$1,413	\$1,573
Adult Burial - Single Depth, After Hrs	\$1,580.00	\$ 3,310.00	\$ 1,245.00	\$ 1,425.00	\$ 2,400.00	\$ 2,700.00	\$ 1,375.00	\$ 1,375.00	\$1,673	\$1,833
Adult Burial - Single Depth, Weekend/ Holiday	\$2,050.00	\$ 4,030.00	\$ 1,625.00	\$ 1,805.00	\$ 2,400.00	\$ 2,700.00	\$ 1,400.00	\$ 1,400.00	\$1,808	\$1,968
Adult Burial - Double Depth	\$2,090.00	\$ 3,820.00	\$ 1,500.00	\$ 1,680.00	n/a	n/a	n/a	n/a	\$1,500	\$1,680
Adult Burial - Double Depth, After Hrs	\$2,250.00	\$ 3,980.00	\$ 1,605.00	\$ 1,785.00	n/a	n/a	n/a	n/a	\$1,605	\$1,785
Adult Burial - Double Depth, Weekend/Holiday	\$2,720.00	\$ 4,700.00	\$ 1,985.00	\$ 2,165.00	n/a	n/a	n/a	n/a	\$1,985	\$2,165
Child Burial (>2 yrs)	\$ 550.00	\$ 790.00	n/a	n/a	\$ 1,200.00	\$ 1,500.00	n/a	n/a	\$1,200	\$1,500
Child Burial, After Weekday Hrs	\$ 710.00	\$ 950.00	n/a	n/a	\$ 1,800.00	\$ 2,100.00	n/a	n/a	\$1,800	\$2,100
Child Burial, Weekends/Holidays	\$1,180.00	\$ 1,670.00	n/a	n/a	\$ 1,800.00	\$ 2,100.00	n/a	n/a	\$1,800	\$2,100
Infant Burial (<2 yrs)	\$ 130.00	\$ 130.00	n/a	n/a	\$ 700.00	\$ 1,000.00	n/a	n/a	\$700	\$1,000
Infant Burial, After Hrs	\$ 290.00	\$ 290.00	n/a	n/a	\$ 1,300.00	\$ 1,600.00	n/a	n/a	\$1,300	\$1,600
Infant Burial, Weekend/Holidays	\$ 760.00	\$ 1,010.00	n/a	n/a	\$ 1,300.00	\$ 1,600.00	n/a	n/a	\$1,300	\$1,600
Cremated Remains Burial	\$ 680.00	\$ 850.00	\$ 540.00	\$ 720.00	\$ 600.00	\$ 800.00	\$ 450.00	\$ 550.00	\$530	\$690
Cremated Remains Burial, After Hrs	\$ 840.00	\$ 1,010.00	\$ 640.00	\$ 820.00	\$ 1,200.00	\$ 1,400.00	\$ 525.00	\$ 625.00	\$788	\$948
Cremated Remains Burial, Weekend/ Holidays	\$1,030.00	\$ 1,340.00	\$ 1,025.00	\$ 1,205.00	\$ 1,200.00	\$ 1,400.00	\$ 500.00	\$ 600.00	\$908	\$1,068
Niche Inurnment	\$ 270.00	\$ 270.00	\$ 540.00	\$ 720.00	n/a	n/a	\$ 75.00	\$ 75.00	\$308	\$398
Niche Inurnment, After Hrs	\$ 430.00	\$ 430.00	\$ 640.00	\$ 820.00	n/a	n/a	\$ 150.00	\$ 150.00	\$395	\$485
Niche Inurnment, Weekend/Holidays	\$ 620.00	\$ 760.00	\$ 1,025.00	\$ 1,205.00	n/a	n/a	\$ 125.00	\$ 125.00	\$575	\$665
Disinter - Adult Casket MIN	\$2,340.00	\$ 2,340.00	n/a	n/a	\$ 1,500.00	\$ 1,500.00	n/a	n/a	\$1,500	\$1,500
Disinter - Adult Casket MAX	\$3,760.00	\$ 3,760.00	n/a	n/a	\$ 1,500.00	\$ 1,500.00	n/a	n/a	n/a	n/a
Disinter - Child Casket	\$1,120.00	\$ 1,120.00	n/a	n/a	\$ 800.00	\$ 800.00	n/a	n/a	\$800	\$800
Disinter - Infant Casket	\$ 570.00	\$ 570.00	n/a	n/a	\$ 400.00	\$ 400.00	n/a	n/a	\$400	\$400
Disinter - Cremated Remains Plot MIN	\$ 590.00	\$ 590.00	n/a	n/a	\$ 500.00	\$ 500.00	n/a	n/a	\$500	\$500
Disinter - Cremated Remains Plot MAX	\$1,200.00	\$ 1,200.00	n/a	n/a	\$ 500.00	\$ 500.00	n/a	n/a	n/a	n/a
Disinter - Cremated Remains Niche	\$ 290.00	\$ 290.00	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

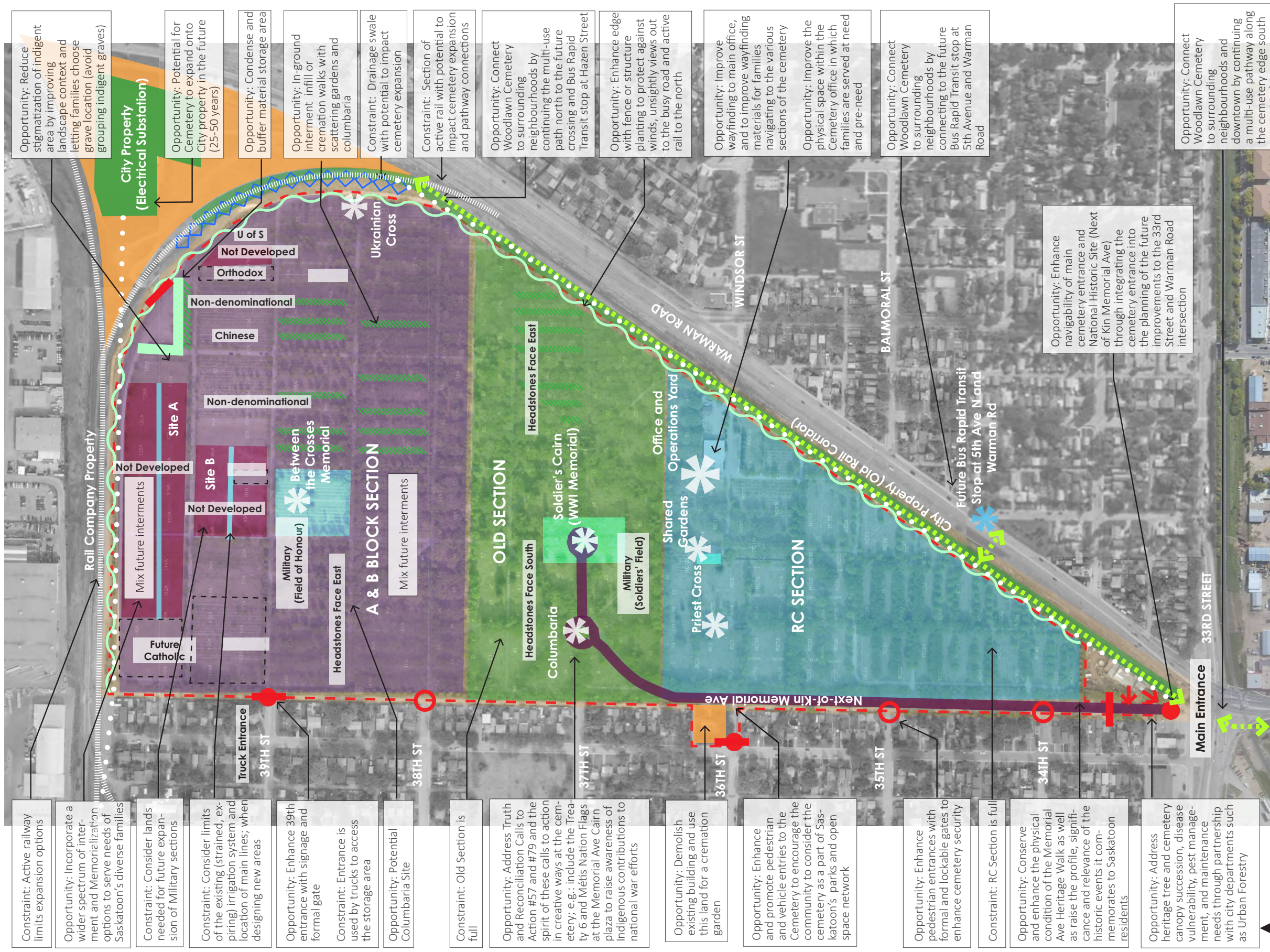
Municipal 2020 Rates Comparison										
Item	City of Saskatoon Resident	City Saskatoon Non-Resident	City of Regina Resident	City of Regina Non-Resident	City of Lethbridge Resident	City of Lethbridge Non-Resident	City Red Deer Resident	City of Red Deer Non-Resident	Comparable Communities Average Resident	Comparable Communities Average Non-Resident
Population 2016 - National Census	246,376		215,106		92,729		100,418			
C&MF Policy	15% to C&MF		25% to C&MF		n/a		35%-45% to C&MF			
Vault Policy	Plot includes vault		Plot includes vault		Plot doesn't include vault		Plot doesn't include vault			
Lots + Sales (excluding burial fees)										
Adult Casket Plot - MIN	\$1,800.00	\$ 1,800.00	\$1,765.00	\$1,765.00	\$ 1,900.00	\$ 1,900.00	\$1,580.00	\$1,880.00	\$1,748	\$1,848
Adult Casket Plot - MAX	\$2,340.00	\$ 2,340.00	\$1,745.00	\$2,745.00	\$ 2,550.00	\$ 2,550.00	\$1,580.00	\$1,880.00	\$2,292	\$2,392
Child Plot (>2 yrs)	\$ 560.00	\$ 560.00	\$ 645.00	\$ 645.00	\$ 650.00	\$ 650.00	\$ 765.00	\$ 905.00	\$687	\$733
Infant Plot (<2 yrs)	\$ 180.00	\$ 180.00	\$ 260.00	\$ 260.00	\$ 650.00	\$ 650.00	\$ 765.00	\$ 905.00	\$558	\$605
Cremation Plot - MIN	\$1,160.00	\$ 1,160.00	\$ 670.00	\$ 670.00	\$ 805.00	\$ 805.00	\$ 645.00	\$ 800.00	\$707	\$758
Cremation Plot - MAX	\$1,330.00	\$ 1,330.00	\$2,285.00	\$2,285.00	\$ 1,400.00	\$ 1,400.00	\$1,065.00	\$1,305.00	\$1,583	\$1,663
Columbaria Niche - MIN	\$3,050.00	\$ 3,050.00	\$2,010.00	\$2,010.00	\$ 2,360.00	\$ 2,360.00	\$1,760.00	\$2,065.00	\$2,043	\$2,145
Columbarium Niche - MAX	\$3,450.00	\$ 3,450.00	\$4,970.00	\$4,970.00	\$ 3,730.00	\$ 3,730.00	\$2,520.00	\$2,825.00	\$3,740	\$3,842
Field of Honour (casket plot w/o marker + install)	\$1,000.00	\$ 1,000.00	\$ 895.00	\$ 895.00	\$ 1,000.00	\$ 1,000.00	\$1,092.50	\$1,092.50	\$996	\$996
Memorialization + Other Fees										
Memorial + Marker - Permit + Installation	\$ 370.00	\$ 370.00	\$ 285.00	\$ 285.00	\$ 80.00	\$ 80.00	n/a	n/a	\$115	\$115
Vault/Liner - Cremation MIN	\$ 40.00	\$ 40.00	n/a	n/a	\$ 285.00	\$ 285.00	\$ 305.00	\$ 305.00	\$295	\$295
Vault/Liner - Casket MAX	\$2,055.00	\$ 2,055.00	n/a	n/a	\$ 460.00	\$ 460.00	\$ 915.00	\$ 915.00	\$688	\$688
Sat, Sun, Holiday Casket Premium - MIN	\$ 630.00	\$ 630.00	\$ 690.00	\$ 690.00	\$ 1,400.00	\$ 1,400.00	\$ 505.00	\$ 505.00	\$865	\$865
Sat, Sun, Holiday Casket Premium - MAX	\$ 880.00	\$ 880.00	\$ 860.00	\$ 860.00	\$ 1,400.00	\$ 1,400.00	\$ 505.00	\$ 505.00	\$922	\$922
Sat, Sun, Holiday Cremation Premium - MIN	\$ 350.00	\$ 350.00	\$ 370.00	\$ 370.00	\$ 700.00	\$ 700.00	\$ 505.00	\$ 505.00	\$525	\$525
Sat, Sun, Holiday Cremation Premium - MAX	\$ 490.00	\$ 490.00	\$ 460.00	\$ 460.00	\$ 700.00	\$ 700.00	\$ 505.00	\$ 505.00	\$555	\$555
After Weekday Hrs Premium - MIN	\$ 160.00	\$ 160.00	\$ 105.00	\$ 105.00	\$ 350.00	\$ 350.00	\$ 250.00	\$ 250.00	\$235	\$235
After Weekday Hrs Premium - MAX	\$ 160.00	\$ 160.00	\$ 370.00	\$ 370.00	\$ 350.00	\$ 350.00	\$ 250.00	\$ 250.00	\$323	\$250
Double Depth Premium - MIN	\$ 670.00	\$ 670.00	n/a	n/a	\$ 300.00	\$ 300.00	\$ 505.00	\$ 505.00	\$403	\$403
Double Depth Premium - MAX	\$ 670.00	\$ 670.00	n/a	n/a	\$ 300.00	\$ 300.00	\$ 505.00	\$ 505.00	\$323	\$250

Municipal 2020 Rates Comparison										
Item	City of Saskatoon Summer MIN	City of Saskatoon Winter MAX	City of Regina Summer MIN	City of Regina Winter MAX	City of Lethbridge Summer MIN	City of Lethbridge Winter MAX	City of Red Deer Summer MIN	City of Red Deer Winter MAX	Comparable Communities Average Resident	Comparable Communities Average Non-Resident
Population 2016 - National Census	246,376		215,106		92,729		100,418			
Opening / Closing Services										
Adult Burial - Single Depth	\$1,420.00	\$ 3,150.00	\$1,445.00	\$1,445.00	\$ 1,050.00	\$ 1,050.00	\$ 765.00	\$ 925.00	\$1,087	\$1,140
Adult Burial - Single Depth, After Hrs	\$1,580.00	\$ 3,310.00	\$1,815.00	\$1,815.00	\$ 1,400.00	\$ 1,400.00	\$1,015.00	\$1,175.00	\$1,410	\$1,463
Adult Burial - Single Depth, Weekend/Holiday	\$2,050.00	\$ 4,030.00	\$2,220.00	\$2,220.00	\$ 2,450.00	\$ 2,450.00	\$1,270.00	\$1,430.00	\$1,952	\$2,005
Adult Burial - Double Depth	\$2,090.00	\$ 3,820.00	n/a	n/a	\$ 1,350.00	\$ 1,350.00	\$1,270.00	\$1,430.00	\$1,310	\$1,390
Adult Burial - Double Depth, After Hrs	\$2,250.00	\$ 3,980.00	n/a	n/a	\$ 1,700.00	\$ 1,700.00	\$1,520.00	\$1,680.00	\$1,610	\$1,690
Adult Burial - Double Depth, Weekend/Holiday	\$2,720.00	\$ 4,700.00	n/a	n/a	\$ 2,750.00	\$ 2,750.00	\$1,775.00	\$1,935.00	\$2,263	\$2,343
Child Burial (>2 yrs)	\$ 550.00	\$ 790.00	\$ 500.00	\$ 500.00	n/a	n/a	\$ 355.00	\$ 430.00	\$428	\$465
Child Burial, After Weekday Hrs	\$ 710.00	\$ 950.00	\$ 870.00	\$ 870.00	n/a	n/a	\$ 605.00	\$ 680.00	\$738	\$775
Child Burial, Weekends/Holidays	\$1,180.00	\$ 1,670.00	\$1,275.00	\$1,275.00	n/a	n/a	\$ 860.00	\$ 935.00	\$1,068	\$1,105
Infant Burial (<2 yrs)	\$ 130.00	\$ 130.00	\$ 215.00	\$ 215.00	n/a	n/a	\$ 355.00	\$ 430.00	\$285	\$323
Infant Burial, After Hrs	\$ 290.00	\$ 290.00	\$ 585.00	\$ 585.00	n/a	n/a	\$ 605.00	\$ 680.00	\$595	\$633
Infant Burial, Weekend/Holidays	\$ 760.00	\$ 1,010.00	\$ 990.00	\$ 990.00	n/a	n/a	\$ 860.00	\$ 935.00	\$925	\$963
Cremated Remains Burial	\$ 680.00	\$ 850.00	\$ 400.00	\$ 400.00	\$ 490.00	\$ 490.00	\$ 320.00	\$ 390.00	\$403	\$427
Cremated Remains Burial, After Hrs	\$ 840.00	\$ 1,010.00	\$ 595.00	\$ 595.00	\$ 840.00	\$ 840.00	\$ 570.00	\$ 640.00	\$668	\$692
Cremated Remains Burial, Weekend/Holidays	\$1,030.00	\$ 1,340.00	\$ 815.00	\$ 815.00	\$ 1,190.00	\$ 1,190.00	\$ 825.00	\$ 895.00	\$943	\$967
Niche Inurnment	\$ 270.00	\$ 270.00	\$ 195.00	\$ 195.00	\$ 160.00	\$ 160.00	\$ 125.00	\$ 125.00	\$160	\$160
Niche Inurnment, After Hrs	\$ 430.00	\$ 430.00	\$ 300.00	\$ 300.00	\$ 510.00	\$ 510.00	\$ 375.00	\$ 375.00	\$395	\$395
Niche Inurnment, Weekend/Holidays	\$ 620.00	\$ 760.00	\$ 610.00	\$ 610.00	\$ 860.00	\$ 860.00	\$ 630.00	\$ 630.00	\$700	\$700
Disinter - Adult Casket MIN	\$2,340.00	\$ 2,340.00	\$3,625.00	\$3,625.00	\$ 2,100.00	\$ 2,100.00	n/a	n/a	\$2,863	\$2,863
Disinter - Adult Casket MAX	\$3,760.00	\$ 3,760.00	\$3,625.00	\$3,625.00	\$ 4,400.00	\$ 4,400.00	n/a	n/a	\$4,013	\$4,013
Disinter - Child Casket	\$1,120.00	\$ 1,120.00	\$2,050.00	\$2,050.00	\$ 2,467.50	\$ 2,467.50	n/a	n/a	\$2,259	\$2,259
Disinter - Infant Casket	\$ 570.00	\$ 570.00	n/a	n/a	\$ 970.00	\$ 970.00	n/a	n/a	\$970	\$970
Disinter - Cremated Remains Plot MIN	\$ 590.00	\$ 590.00	\$ 585.00	\$ 585.00	\$ 1,105.00	\$ 1,105.00	n/a	n/a	\$845	\$845
Disinter - Cremated Remains Plot MAX	\$1,200.00	\$ 1,200.00	\$ 585.00	\$ 585.00	\$ 1,285.00	\$ 1,285.00	n/a	n/a	\$935	\$935
Disinter - Cremated Remains Niche	\$ 290.00	\$ 290.00	n/a	n/a	\$ 365.00	\$ 365.00	n/a	n/a	\$365	\$365

Appendix B

Graphic Attachments

OPPORTUNITIES AND CONSTRAINTS CITY OF SASKATOON CEMETERY MASTER PLAN



Constraint: Active railway limits expansion options

Opportunity: Incorporate a wider spectrum of interment and Memorialization options to serve needs of Saskatoon's diverse families

Constraint: Consider lands needed for future expansion of Military sections

Constraint: Consider limits of the existing (strained, expiring) irrigation system and location of main lines; when designing new areas

Opportunity: Enhance 39th entrance with signage and formal gate

Constraint: Entrance is used by trucks to access the storage area

Opportunity: Potential Columbaria Site

Constraint: Old Section is full

Opportunity: Address Truth and Reconciliation Calls to Action #57 and #79 and the spirit of these calls to action in creative ways at the cemetery; e.g. include the Treaty 6 and Métis Nation Flags at the Memorial Ave Cairn plaza to raise awareness of Indigenous contributions to national war efforts

Opportunity: Demolish existing building and use this land for a cremation garden

Opportunity: Enhance and promote pedestrian and vehicle entries to the Cemetery to encourage the community to consider the cemetery as a part of Saskatoon's parks and open space network

Opportunity: Enhance pedestrian entrances with formal and lockable gates to enhance cemetery security

Constraint: RC Section is full

Opportunity: Conserve and enhance the physical condition of the Memorial Ave Heritage Walk as well as raise the profile, significance and relevance of the historic events it commemorates to Saskatoon residents

Opportunity: Address heritage tree and cemetery canopy succession, disease vulnerability, pest management, and maintenance needs through partnership with city departments such as Urban Forestry

Opportunity: Reduce stigmatization of indigent area by improving landscape context and letting families choose grave location (avoid grouping indigent graves)

Opportunity: Potential for Cemetery to expand onto City property in the future (25-50 years)

Opportunity: Condense and buffer material storage area

Opportunity: In-ground interment walks with scattering gardens and columbaria

Constraint: Drainage swale with potential to impact cemetery expansion

Constraint: Section of active rail with potential to impact cemetery expansion and pathway connections

Opportunity: Connect Woodlawn Cemetery to surrounding neighborhoods by continuing the multi-use path north to the future crossing and Bus Rapid Transit stop at Hazen Street

Opportunity: Enhance edge with fence or structure planting to protect against winds, unsightly views out to the busy road and active rail to the north

Opportunity: Improve wayfinding to main office, and to improve wayfinding materials for families navigating to the various sections of the cemetery

Opportunity: Improve the physical space within the Cemetery office in which families are served at need and pre-need

Opportunity: Connect Woodlawn Cemetery to surrounding neighborhoods by connecting to the future Bus Rapid Transit stop at 5th Avenue and Warman Road

Opportunity: Connect Woodlawn Cemetery to surrounding neighborhoods and downtown by continuing a multi-use pathway along the cemetery edge south across 33rd Street

Opportunity: Enhance navigability of main cemetery entrance and National Historic Site (Next of Kin Memorial Ave) through integrating the cemetery entrance into the planning of the future improvements to the 33rd Street and Warman Road intersection

Scale: 1:4000 on 11x17 sheet

Legend

- - - Cemetery Boundary
- Vehicle Entrance
- Pedestrian Entrance
- RC Section
- Old Section
- A & B Blocks
- ◇ Swale
- Overhead Power
- ▬ Active Railway Track
- Undeveloped
- ▬ Potential Infill
- Potential Cemetery Expansion
- City Property
- ▬ Vehicular Gate
- ▬ Potential Edge Enhancement/ Buffer
- ⇄ Potential Community Connection

Scale
Date

Drawn by
Checked by

Revision #
Sheet #

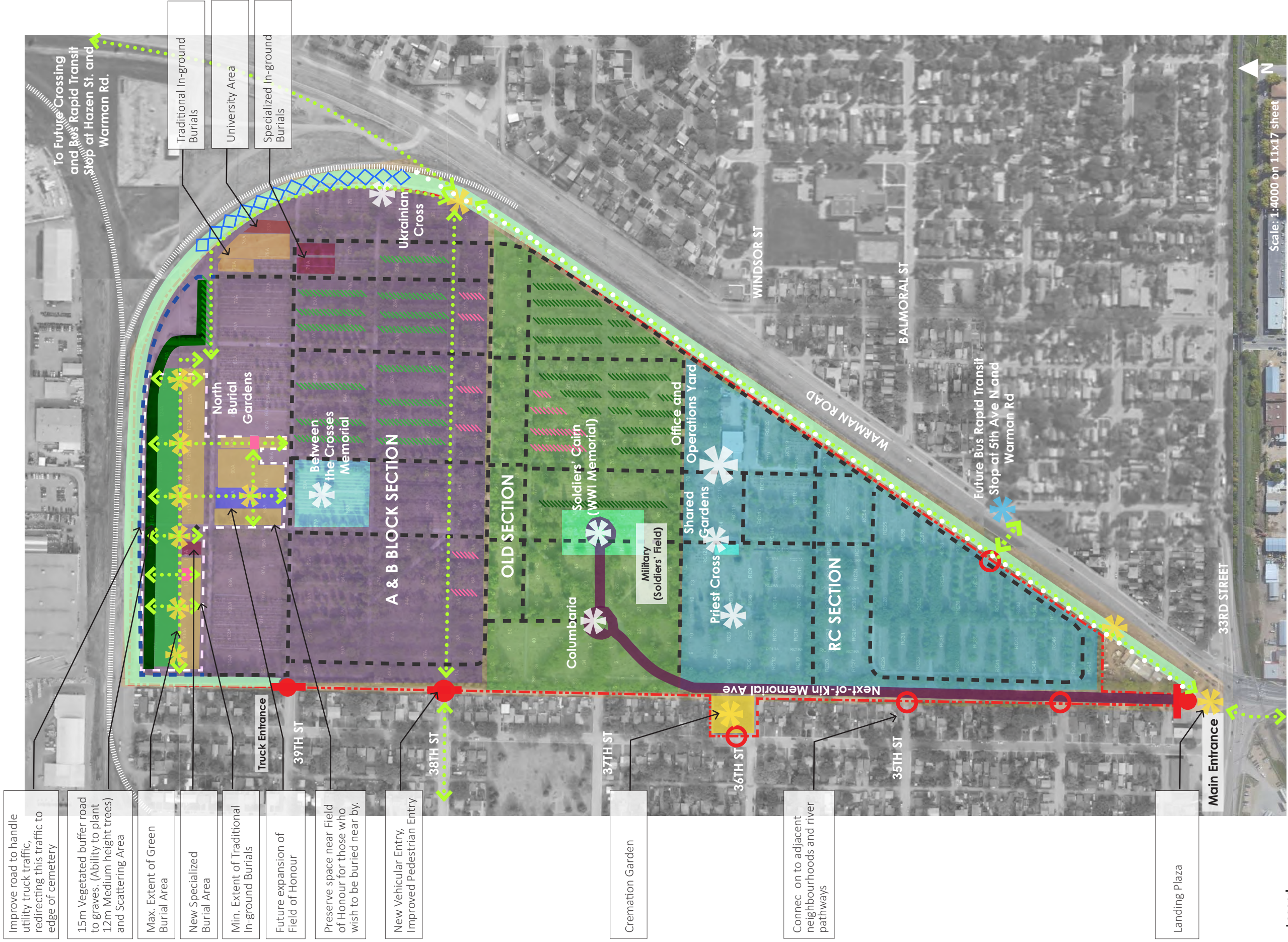
CS
RC

04
1 of 8



DEVELOPMENT KEY PLAN

CITY OF SASKATOON CEMETERY MASTER PLAN



- Improve road to handle utility truck traffic, redirecting this traffic to edge of cemetery
- 15m Vegetated buffer road to graves. (Ability to plant 12m Medium height trees) and Scattering Area
- Max. Extent of Green Burial Area
- New Specialized Burial Area
- Min. Extent of Traditional In-ground Burials
- Future expansion of Field of Honour
- Preserve space near Field of Honour for those who wish to be buried near by.
- New Vehicular Entry, Improved Pedestrian Entry
- Cremation Garden
- Connect on to adjacent neighbourhoods and river pathways
- Landing Plaza

Legend

- Cemetery Boundary
- Vehicle Entrance
- Pedestrian Entrance
- Vehicular Gate
- Next-Of-Kin Memorial Ave
- RC Section
- Old Section
- A & B Blocks
- City Property
- Swale
- Overhead Power
- Active Railway Track
- Proposed Community Pathway Connection
- Infant Grave Infill
- Infill
- Cemetery Expansion
- Proposed Edge Enhancement/ Buffer
- Cremation Garden
- Field of Honour
- Traditional Burial
- Specialized Burial
- Green Burial
- University Interment
- Children's Garden
- Key Development Feature

Scale
Date

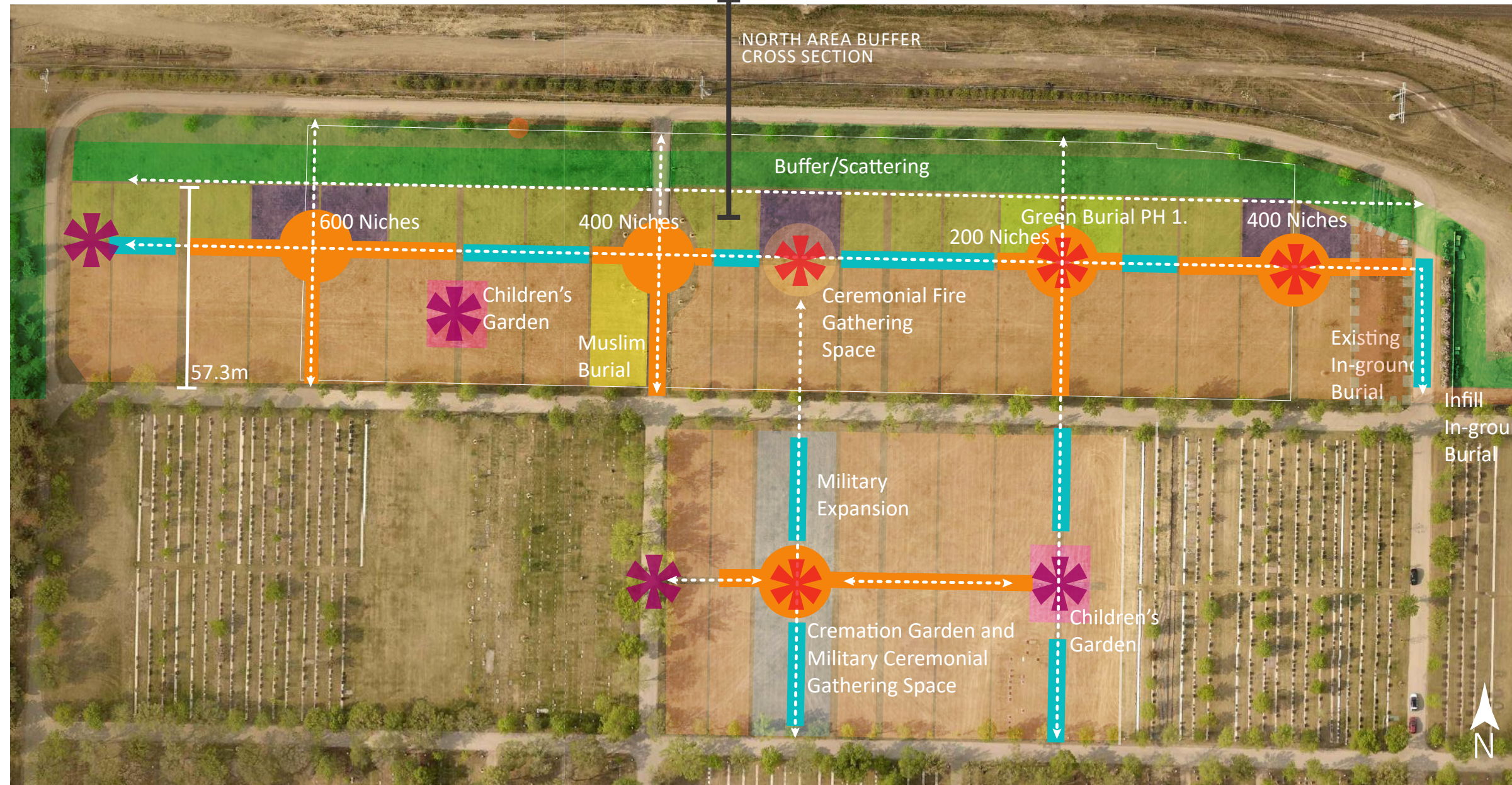
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October 26, 2020

Drawn by
Checked by

CS Revision # 04
RC Sheet # 2 of 8

NORTHERN AREA BURIAL SECTIONS – INTERMENT AND MEMORIALIZATION ZONING PLAN

CITY OF SASKATOON CEMETERY MASTER PLAN



- Green Burial
- Traditional In-ground Burial
- Muslim Burial
- Cremation Garden
- Gathering Space
- Green Burial Phase 1
- Buffer Vegetation (Native Trees and Shrubs)
- Children's Garden
- Columbaria Niches
- Focal Point
- Scattering
- Key Pedestrian Path

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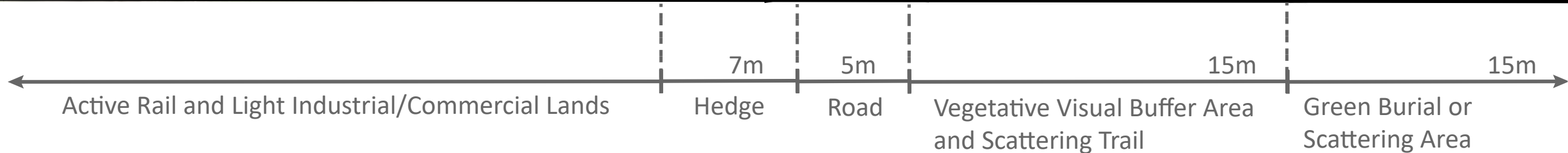
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 Date October, 26, 2020
 Drawn by CS
 Checked by RC
 Revision # 00
 Sheet # 3 of 7

NORTH AREA BUFFER CROSS SECTION

CITY OF SASKATOON CEMETERY MASTER PLAN



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WEST CREMATION GARDEN CONCEPT PLAN

CITY OF SASKATOON CEMETERY MASTER PLAN



- Key Pedestrian Path
- Secondary Path
- Buffer Vegetation
- Lawn or Low Shrubs
- Lawn
- Shared Surface
- In-ground Cremation Burial
- Columbaria Niches
- Scattering Garden
- Memorial Feature
- Existing Tree
- Proposed Tree

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 Revision # 02
 Sheet # 5 of 8

NORTH BURIAL AREA – LANDSCAPE PLAN

CITY OF SASKATOON CEMETERY MASTER PLAN

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- | | | | |
|----------------------------|--------|-------------------|---------------|
| Columbaria | Meadow | Vegetative Buffer | Existing Tree |
| In-ground Cremation Burial | Lawn | Hardscape | Proposed Tree |

Appendix C

**Woodlawn Cemetery
Future Capacity Study**

SUMMARIZED ESTIMATED CAPACITY

Location	Sub-total (Development Plan)¹	Sub- Total (Infill)²	Sales Per Year	Total	Total Est. Capacity (years)
Traditional In-Ground Burial	2442	1233	109	3747	34
Cremation Plots	522	1370	81	1892	23
Columbaria Niches	1900	1030	45	2930	65
University Plots	56 Plots at 8 interments per Plot	N/A	10	448	45
Specialized Burial	174	N/A	8	174	22
Infant/ Child Plots	125	457	25	495	20
Field of Honour Traditional In-Ground Burial Plots	100	N/A	4	100	25
Green Burial	500 ³ (Maximum dedicated area, including 45 in PH1)	N/A	10 ⁴	500	4 additional years of burial ⁵ PH1 Green Burial: 4-5 years.

Table 1: Summarized Capacity, Source: LEES+Associates and Woodlawn Cemetery Records

ESTIMATED CAPACITY: INFILL STRATEGY

Location	Traditional In-Ground Burial	Cremation Plots	Columbaria Niches	Infant/Child Plots
64-68 Old Section (Infill)				265
14A-24A (Strategic Infill)				96
5A-7A (Infill)				96
Old Section Infill	785			
AB Blocks (Strategic Infill 61A-70A, 2B, 4B, 36A-27A)		1305		
AB Blocks (Strategic Infill 62A-68A, 35A, 29A, 25A)	448			
West Cremation Garden		70	1030	
Total	1233	1370	1030	457
Sales Per Year	109	81	45	25
Est. Infill Capacity (years)	12	17	23	15

Table 2: Estimated Capacity of Infill Strategy, Source: LEES+Associates and Woodlawn Cemetery Records

ESTIMATED CAPACITY: DEVELOPMENT PLAN

Location	Traditional In-Ground Burial Plots	Cremation Plots	Columbaria Niches	University Plots	Specialized Burial	Infant/ Child Plots	Field of Honour Traditional In-Ground Burial Plots	Green Burial
North Burial Gardens	2135	522	1900		68	125 (Divided between two Children's Gardens)		500 (45 in PH 1)
Field of Honour Expansion (92A)		Field of Honour Cremation Plots 64	Field of Honour Columbaria 230				100 in 92A	
N76A, 75A, 74A	307							
73A				56				
71A					46			
72A North					60			
Total⁶	2442	522	1900	56	174	125	100	500 (Maximum dedicated area, including 45 in PH1)
Sales Per Year	109	81	45	10	8	25	4	10 (Estimated)
Est. Capacity (years)	22	22	42	45	22	5	25	4 additional years of burial ⁵ PH1 Green Burial: 4-5 years.

Table 3: Estimated Capacity of Infill Strategy, Source: LEES+Associates and Woodlawn Cemetery Records

ENDNOTES

1. Capacity numbers for the development plan do not include cremation interment set aside in the Field of Honour.
2. Capacity numbers for the infill strategy are estimated based on suitable locations identified by Cemetery Staff. Actual capacity for In-ground interment will depend on detail design/grave layout that considers limitations of underground utilities and irrigation infrastructure.
3. An additional 200 graves in the green burial section can be gained by extending the current 3m planted buffer by 7m instead of 12m from the south road edge along the northern end of the cemetery (reducing the total proposed vegetative buffer along the northern edge from 15m to 10m). This would translate as an additional 20 graves available of PH1 of Green Burial Development.
4. Estimated Rate
5. The space allotted for Green Burial is flexible based on demand for traditional or green burial and may translate to an additional capacity of 4 years for in-ground burial.
6. This estimate does not consider increases related to expanding the right to inter in the Field of Honour to other protective service members, such as City Fire Department or First Responders/Paramedics.

Appendix D

Recommended Budget Allowance by Phase

Job: 20-416

Date: 2021-01-07

1		RECOMMENDED BUDGET ALLOWANCE — NORTH BURIAL AREA PHASE 1 PHASE 1 DEVELOPMENT		
			TOTAL (excluding taxes):	\$860,000.00
1		RECOMMENDED BUDGET ALLOWANCE — SITE WIDE IMPROVEMENTS PHASE 1 DEVELOPMENT		
		SITE IMPROVEMENTS - CEMETERY ENTRANCE AND PLAZA SPACE	COMPONENT TOTAL	\$390,000.00
		SITE IMPROVEMENTS - ENTRY FEATURE & COMMUNITY PATHWAY CONNECTION ALONG WARMAN RD	COMPONENT TOTAL	\$90,000.00
		SITE IMPROVEMENTS - WAYFINDING	COMPONENT TOTAL	\$60,000.00
		SITE IMPROVEMENTS - SIGNAGE	COMPONENT TOTAL	\$50,000.00
		SITE IMPROVEMENTS - EXTERIOR VEGETATIVE BUFFER	COMPONENT TOTAL	\$30,000.00
		SITE IMPROVEMENTS - IDIGENOUS FLAGS AT SOLDIERS' CAIRN	COMPONENT TOTAL	\$40,000.00
		SITE IMPROVEMENTS - REPAIR AND REPLACE MEMORIAL PLAQUES AND STANDS	COMPONENT TOTAL	\$70,000.00
			TOTAL (excluding taxes):	\$730,000.00
2		RECOMMENDED BUDGET ALLOWANCE — NORTH BURIAL AREA PHASE 2 PHASE 2 DEVELOPMENT		
			TOTAL (excluding taxes):	\$660,000.00
2		RECOMMENDED BUDGET ALLOWANCE — SITE WIDE IMPROVEMENTS PHASE 2 DEVELOPMENT		
		SITE IMPROVEMENTS - KEY PEDESTRIAN ENTRANCES	COMPONENT TOTAL	\$110,000.00
		SITE IMPROVEMENTS - SHARED GARDEN IMPROVEMENTS	COMPONENT TOTAL	\$20,000.00
			TOTAL (excluding taxes):	\$130,000.00
3		RECOMMENDED BUDGET ALLOWANCE — NORTH BURIAL AREA PHASE 3 PHASE 3 DEVELOPMENT		
			TOTAL (excluding taxes):	\$510,000.00
3		RECOMMENDED BUDGET ALLOWANCE — WEST CREMATION GARDEN PHASE 3 DEVELOPMENT		
			TOTAL (excluding taxes):	\$1,000,000.00
3		RECOMMENDED BUDGET ALLOWANCE — SITE WIDE IMPROVEMENTS PHASE 3 DEVELOPMENT		
		SITE IMPROVEMENTS - Relocate the Secondary Vehicle Entrance from 36th St. to 38th St.	TOTAL (excluding taxes):	\$80,000.00
PHASE 1 TOTAL			TOTAL (excluding taxes):	\$1,590,000.00
PHASE 2 TOTAL			TOTAL (excluding taxes):	\$790,000.00
PHASE 3 TOTAL			TOTAL (excluding taxes):	\$1,590,000.00

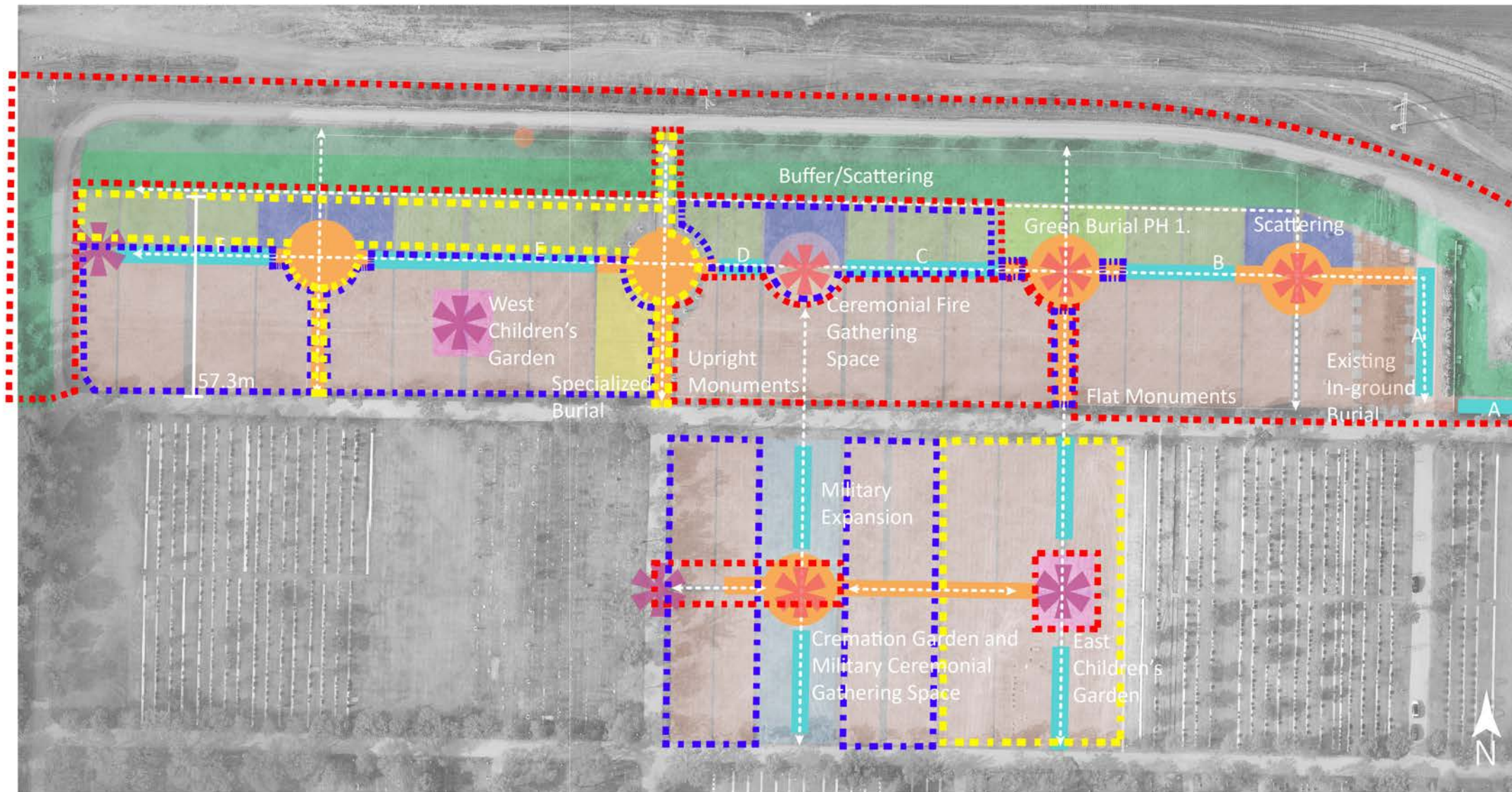
Note:

1. Budget allowances include soft costs
2. Off-Site development initiatives are excluded from project costs
3. Cost of site-wide irrigation is excluded from project costing: This cost will be determined in the recommended irrigation review

Table 1: Recommended Budget Allowance Summary, Source: LEES+Associates

NORTH BURIAL AREA – PHASING DIAGRAM

CITY OF SASKATOON CEMETERY MASTER PLAN



- | | | | | |
|----------------------|---|---------------------|-----------------|---------|
| Green Burial | Traditional In-ground Burial | Cremation Garden | Gathering Space | Phase 1 |
| Green Burial Phase 1 | Children's Garden | Columbaria Niche | Focal Point | Phase 2 |
| Scattering | Buffer Vegetation (Native Trees and Shrubs) | Key Pedestrian Path | | Phase 3 |
| Specialized Burial | | | | |

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Appendix E

Glossary

GLOSSARY

Source: Industry definitions adapted by LEES+Associates

TERM	DEFINITION
AT-NEED	<ul style="list-style-type: none"> ▪ At the time of, or immediately following, death. ▪ Usually refers to the time of purchase of funeral or cemetery services.
BOOK OF MEMORIES	<ul style="list-style-type: none"> ▪ Plaque with list of names of the deceased who typically are located in areas not readily accessible. ▪ A type of memorial monument. ▪
BURIAL	<ul style="list-style-type: none"> ▪ One form of interment. ▪ The placement of human or cremated remains in a grave.
BURIAL LINER	<ul style="list-style-type: none"> ▪ Similar to a burial vault, however, unlike a vault it only covers the top and sides of the casket
BURIAL PERMIT	<ul style="list-style-type: none"> ▪ A legal document issued by a regulatory authority authorizing final disposition of human remains.
BURIAL VAULT	<ul style="list-style-type: none"> ▪ A protective, sealable outer receptacle, into which a casket or urn is placed, designed to restrict the entrance of gravesite elements into the casket or urn.
BYLAWS	<ul style="list-style-type: none"> ▪ The written regulations, rules or laws governing the organization, management and operation of a cemetery, mausoleum, columbarium or crematorium.

<p>CARE FUND (also known as PERPETUAL CARE FUND or MAINTENANCE FUND)</p>	<ul style="list-style-type: none"> ▪ An irrevocable trust fund established, held and administered in accordance with applicable law, with the income from the fund to be used for the upkeep and repair of a cemetery, mausoleum or columbarium.
<p>CASKET</p>	<ul style="list-style-type: none"> ▪ A rigid container usually constructed of wood, metal or similar material, ornamented and lined with fabric, designed for the encasement of human remains.
<p>CASKET ENTOMBMENT</p>	<ul style="list-style-type: none"> ▪ When a casket is interred in a mausoleum.
<p>CEMETERY SERVICES</p>	<ul style="list-style-type: none"> ▪ The disposition of human remains by interment or cremation and includes the supply of goods incidental to the provision of such service, but does not include the sale of lots.
<p>COLUMBARIUM (plural: COLUMBARIA)</p>	<ul style="list-style-type: none"> ▪ A structure, building, an area in a structure or building that contains, as an integral part of the structure or building or as a freestanding section, niches for the inurnment of cremated remains. ▪ Can be “Individual,” “Family” or “Community,” based on the number of niches, and how they are sold.
<p>COMMEMORATION</p>	<ul style="list-style-type: none"> ▪ A ceremony, service, or symbol of memory for a person/ people or event
<p>COMINGLING</p>	<ul style="list-style-type: none"> ▪ The mixing of the cremated remains of more than one deceased person.

<p>CONTAINER</p>	<ul style="list-style-type: none"> ▪ A self-contained receptacle or enclosure other than a casket, made of rigid cardboard, pressed wood or other similar material that is of sufficient strength to hold and conveniently transport human remains, but does not include a metal or fibreglass casket, or receptacle or enclosure made of plastic or similar substance, or a pouch or bag.
<p>CASKET BURIAL</p>	<ul style="list-style-type: none"> ▪ Traditional burial with a headstone or marker.
<p>CREMATED REMAINS</p>	<ul style="list-style-type: none"> ▪ The human bone fragments that remain after cremation that may also include the residue of any other materials cremated with the human remains.
<p>CREMATION</p>	<ul style="list-style-type: none"> ▪ The irreversible reduction of human remains to bone fragments through the application of flame and intense heat; in some jurisdictions this may include the repositioning or movement of the body during the process to complete the cremation; and the manual or mechanical reduction of the bone fragments after removal from the cremation chamber.
<p>CREMATION INTERMENT</p>	<ul style="list-style-type: none"> ▪ Burial in a grave, placement in a columbarium niche; or scattering.
<p>CREMATION PLOT</p>	<ul style="list-style-type: none"> ▪ A space used, or intended to be used, specifically for the interment of cremated remains. ▪ Typically, a smaller than full-sized burial plot.

CREMATORIUM	<ul style="list-style-type: none"> ▪ The building or part of a building that is fitted with approved appliances for the purpose of cremation human remains and includes everything incidental or ancillary to it.
CRYPT	<ul style="list-style-type: none"> ▪ One kind of plot. ▪ Typically, a space in a mausoleum used or intended to be used for the entombment of human remains.
DEATH CERTIFICATE	<ul style="list-style-type: none"> ▪ A legal document certifying the vital statistics pertaining to the life and death of a deceased person.
DIRECT (or IMMEDIATE) DISPOSITION	<ul style="list-style-type: none"> ▪ The final disposition of human remains without any formal viewing or visitation, ritual, rite, service, or ceremony.
DISINTERMENT	<ul style="list-style-type: none"> ▪ The removal of human remains, along with the casket or container or any remaining portion of the casket or container holding the remains, from the plot in which the remains had been interred.
DISPOSITION	<ul style="list-style-type: none"> ▪ The lawful interment of human remains or transfer for lawful interment or scattering elsewhere.
DOUBLE DEPTH PLOT	<ul style="list-style-type: none"> ▪ A plot dug at extra depth at the time of the interment of the first casket to allow for the accommodation of a second interment at regular depth.
EASEMENT	<ul style="list-style-type: none"> ▪ The right acquired, whether or not supported by a certificate, to interment in a plot.

<p>ENTOMBMENT</p>	<ul style="list-style-type: none"> ▪ One form of interment. ▪ The placement of human remains in a mausoleum crypt.
<p>FAMILY COLUMBARIUM</p>	<ul style="list-style-type: none"> ▪ See columbarium
<p>FAMILY ESTATE PLOTS</p>	<ul style="list-style-type: none"> ▪ A family estate plot contains several plots held together for the purpose of interring family members within a continuous area.
<p>FAMILY VESSEL</p>	<ul style="list-style-type: none"> ▪ A large urn for housing the cremated remains of multiple individuals of one family. Remains may be comingled, or may be contained in smaller, individual urns, held within the larger vessel.
<p>FLAT MARKER</p>	<ul style="list-style-type: none"> ▪ A grave marker set flush with the ground.
<p>FUNERAL SERVICES</p>	<ul style="list-style-type: none"> ▪ The arrangements, care and preparation of human remains for interment, cremation or other disposition and includes the supply of goods incidental to the arrangements, care and preparation, but does not include the sale of lots.
<p>GRAVE</p>	<ul style="list-style-type: none"> ▪ One kind of plot. ▪ A portion of ground in a cemetery, used or intended to be used, for the burial of human remains or cremated remains.
<p>GRAVE LINER</p>	<ul style="list-style-type: none"> ▪ A fiberglass or concrete structure installed over a casket once it has been placed in the grave ▪ .

<p>GRAVE MARKER</p>	<ul style="list-style-type: none"> ▪ Can be in-ground (flat) or upright.
<p>GREEN BURIAL</p>	<ul style="list-style-type: none"> ▪ Natural/Green Burial: A growing trend in alternatives to traditional burial practice, which focuses on sustainable earth burial methods compatible with natural landscapes and habitat, such as: <ul style="list-style-type: none"> ▪ No embalming ▪ Biodegradable casket or shroud ▪ No metal, fiberglass, or concrete outer container ▪ Native plantings ▪ Communal markers
<p>INDIGENT</p>	<ul style="list-style-type: none"> ▪ Used to describe persons who, at the time of need, do not have sufficient funds, assets, credit or other means to provide payment for interment services and other necessary end-of-life expenses.
<p>INTERMENT</p>	<ul style="list-style-type: none"> ▪ Disposition by: <ul style="list-style-type: none"> ○ Burial of human remains or cremated remains in a grave; ○ Entombment of human remains in a mausoleum, crypt, or; ○ Inurnment of cremated remains in a columbarium niche.
<p>INURNMENT</p>	<ul style="list-style-type: none"> ▪ One form of cremated remains interment. ▪ The process of placing cremated remains in a receptacle including, but not limited to, an urn and placing the urn into a niche.

LAWN CRYPT	<ul style="list-style-type: none"> ▪ A concrete or other durable and rigid outer receptacle installed in a grave prior to burial.
PLOT	<ul style="list-style-type: none"> ▪ A space used, or intended to be used, for the interment of human remains or cremated remains under a right of interment and includes a grave, crypt, niche or plot.
PLOT HOLDER	<ul style="list-style-type: none"> ▪ The person in whose name the right of interment in a plot is registered in the records of a cemetery and, where the interment has taken place, includes the person who has legally acquired ancillary rights to the plot.
MAUSOLEUM (plural: MAUSOLEA)	<ul style="list-style-type: none"> ▪ A structure or building that contains interior or exterior crypts designed for the entombment of human remains.
MAUSOLEUM CRYPT	<ul style="list-style-type: none"> ▪ A chamber of a mausoleum or sufficient size for entombment of human remains.
MEMORIAL	<ul style="list-style-type: none"> ▪ A ceremony, rite or ritual commemorating the life of a deceased individual without the human remains being present. ▪ A product, meeting the bylaw standard of a cemetery, used or intended to be used to identify a plot or to memorialize a deceased person interred, not interred or to be interred in a plot, including but not limited to: <ul style="list-style-type: none"> ○ a marker, headstone, tombstone monument, plaque, tablet or plate on a plot; or ○ a tablet inscription, lettering or ornamentation on a crypt or niche front, or ○ a bench, boulder or other feature so identified;

NECESSARIUM / FLOWER ARRANGING TABLE	<ul style="list-style-type: none"> ▪ Necessaria are stations located throughout a cemetery for filling vases and disposing of garbage. They often provide watering cans, flower vases, a rake and hand tools. They should be located within 60m from all graves.
NICHE	<ul style="list-style-type: none"> ▪ One kind of plot. ▪ A space, usually within a columbarium, for placing a receptacle containing cremated remains.
OSSUARY	<ul style="list-style-type: none"> ▪ A vessel for the interment of two or more cremated remains. ▪ Typically, the cremated remains are commingled.
OUTER CONTAINER	<ul style="list-style-type: none"> ▪ A receptacle, which is designed for placement in a plot to accept the placement of a casket or urn.
PRE-NEED	<ul style="list-style-type: none"> ▪ Any time prior to death. ▪ Usually refers to the time of purchase of funeral or cemetery services. ▪ “Pre-need planning” refers to the process of making arrangements and/or entering into contracts regarding future cemetery services for one or more persons who are still alive at the time.
REGISTRAR	<ul style="list-style-type: none"> ▪ The person responsible for the administration and enforcement of applicable laws and regulations relating to cemetery and funeral services. In Saskatchewan, this person is known as the “Director, Consumer Protection Division, Financial and Consumer Affairs Saskatchewan”.

<p>SCATTERING</p>	<ul style="list-style-type: none"> ▪ The irreversible dispersal of cremated remains over land or water or commingling in a defined area in a cemetery.
<p>SCATTERING GARDEN</p>	<ul style="list-style-type: none"> ▪ An area within a cemetery, usually providing an attractive natural or ornamental setting, dedicated to the scattering of cremated remains.
<p>UPRIGHT MARKER</p>	<ul style="list-style-type: none"> ▪ A grave marker that is not flush with the ground, is mounted on a footing and intended to be visible over the surrounding finished grade.
<p>URN</p>	<ul style="list-style-type: none"> ▪ A receptacle for holding cremated remains.
<p>VAULT</p>	<ul style="list-style-type: none"> ▪ See Burial Vault