



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: June 30, 2005
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CC File No.: 5127
Meeting Date: July 19, 2005

TO: Vancouver City Council
FROM: General Manager, Community Services
SUBJECT: Mountain View Cemetery - Field of Honour Improvements

RECOMMENDATION

- A. ***THAT Council approve the implementation of the "Field of Honour" Veteran's Area improvements at Mountain View Cemetery as outlined in this report and as shown on the attached plans at an estimated cost of \$2.80 million with project financing to be provided as a loan from the Capital Financing Fund to be repaid on terms acceptable to the Director of Finance from the net income resulting from the renovated and reopened military sections.***
- B. ***THAT Council approve the extension of the contract with the consulting firm of Lees & Associates to undertake the detailed design and costing of the landscape and interment improvements proposed for the three Fields of Honour within Mountain View Cemetery at a cost of \$134,400 (plus applicable taxes), the contract to be to the satisfaction of the Mountain View Cemetery Committee and the Directors of Legal Services and Facilities Design and Management; source of funds to be the project budget.***

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of A and B. The renovation and reopening of the military sections of Mountain View Cemetery is another important step in the implementation of the Master Plan and appropriate in this 'Year of the Veteran'.

CITY MANAGER'S COMMENTS

The City Manager **RECOMMENDS** approval of A and B.

COUNCIL POLICY

Council will consider capital projects that can substantiate their viability on the basis of generating a return equal to the City's cost of borrowing.

PURPOSE

The purpose of this report is to seek Council approval for the redevelopment of the three main "Fields of Honour" (veteran areas) in Mountain View Cemetery along with the necessary funding and design work.

BACKGROUND

In 2004, Council approved the funding for phase 1 of the Mountain View Cemetery redevelopment and authorized the Mountain View Cemetery Committee to proceed with design work leading to a report to Council for award of construction contracts. Design work is presently underway on the redevelopment of the Masonic section and the construction of three new buildings as the first major component of that Master Plan.

The military history of Mountain View Cemetery dates back to the First World War. The original military area set aside in Block 45 of the Jones Section, contains 384 veterans, most of who died during active service between 1914 and 1919.

As veterans returned to Canada and specifically the Vancouver area, a second larger area was set aside in the Horne 2 Section east of Prince Edward Avenue between 31st and 33rd Avenues. This area served as the active burial area for veterans from 1923 to 1941 when a third area was established between 33rd and 34th Avenues. In 1949, a fourth military area was made available just north of 37th Avenue. More than 11,000 veterans were interred in these areas up to 1986, when the sale of new space was ceased across the cemetery. Mountain View Cemetery now contains the second largest number of military interment in Canada.

Care and maintenance of the gravesites primarily lies with Mountain View Cemetery although other groups and government agencies have various levels of interest and responsibility as well. The Commonwealth War Graves Commission (CWGC), established by Royal Charter in 1917, is responsible to mark and maintain the graves of the members of the forces of the Commonwealth who were killed in the two World Wars. At Mountain View Cemetery there are 579 war dead and the commission has taken an active interest in restoring and improving the Jones 45 Section which contains 215 war dead - the largest group of Commonwealth war dead in North America. The CWGC has committed to fully funding a 5-year complete redevelopment of the 384 graves in Jones 45 to the commission standard for grave care and marking. This project will begin in August 2005.

The Last Post Fund is a non-profit corporation founded in 1909. Part of their mission is to provide grave headstones for war veteran graves that have been unmarked for more than five years. In Mountain View Cemetery they have paid for hundreds of markers for veteran graves. Their single largest contribution to Mountain View Cemetery was the placement of 13 large monuments in May 2005 to commemorate 939 veterans whose graves remain unmarked. At a cost of more than \$100,000, this project represents the first visible improvement to military areas in several decades.

Veterans Affairs Canada, through its Canada Remembers Program, is a federal government department that endeavours to keep alive the achievements and sacrifices made by those who served Canada in times of war, armed conflict and peace and to promote an understanding of the significance of these efforts in Canadian life as we know it today. They administer a number of veterans programs and provide the main source of funding for the Last Post Fund and the CWGC, Canadian Agency. Veterans Affairs Canada is funding engineering design services and construction costs to address drainage issues in the military areas and has shared design costs with Mountain View Cemetery to advance the Master Plan concepts for the three main Fields of Honour.

DISCUSSION

Mountain View Cemetery has been unable to provide new interment space since its closure in 1986. While progress is being made on the redevelopment of the first neighbourhood - the Masonic Section - the interment needs of veterans represents a unique market and opportunity to further the redevelopment and business objectives of the cemetery Master Plan.

Canada's veterans are aging. The youngest veterans of World War II are now in their late 70's. In the lower mainland there is an estimated 20,000 veterans and there are no dedicated Fields of Honour for them to be laid to rest with their comrades. 2005 has also been declared as the 'Year of the Veteran' by the Canadian government as a way to pay special tribute to Canadian veterans of wars of the last century.

Design work based on the Master Plan and funded by the cemetery and Veterans Affairs Canada, has identified an immediate capacity for more than 400 in-ground cremation graves and a potential for more than 2,000 niche spaces for cremated remains. These spaces represent potential revenue of almost \$5 million based on current market rates. While the in-ground spaces require no development costs, the creation of niche space does require further design and significant investment. Additionally, the generally poor condition of the Fields of Honour suggests that additional landscape improvements are required to support these new interment spaces and to signify a renewed interest in honouring the more than 11,000 veterans already interred in these areas.

The additional landscape improvements contemplated in the design plan include corner signage to mark the entries to each Field of Honour, interpretive signs and plaques within the areas to communicate the significance and sacrifice of those who lie within the areas, as well as improved roads, pedestrian paths and horticultural enhancements appropriate for the military.

FINANCIAL IMPLICATIONS

Following the example of the current business plan for Mountain View Cemetery, a pro forma of the development costs and potential revenues was developed for the Fields of Honour project. The current design is planned for two phases at a total current cost of \$3.2 million.

- The first phase includes all landscape and signage improvements as well as the creation of more than 1,400 spaces for up to two cremated remains each (veteran and spouse).
- The second phase would result in the creation of additional 1,000 cremation spaces. Additional opportunities for interment capacity exist although they have not been highlighted in the current level of design.

This report seeks approval for funding of \$2.80 million to complete the additional design work and construction of the first phase of the Field of Honour improvements. These costs are summarized below:

Demolition, removals	\$ 90,000
Infrastructure, roads, paths	573,000
Landscape elements, signs	230,000
Soft Landscaping	58,000
Interment spaces	<u>902,000</u>
HARD COSTS	\$ 1,853,000
Permits & Disbursements	48,000
Consultant Fees	134,400
Sub consultants	40,000
Project Management	74,000
Contingency	280,000
Allowance for inflation	<u>370,600</u>
SOFT COSTS	\$ 947,000
TOTAL Phase 1 Costs	<u>\$ 2,800,000</u>

It is proposed to finance the project costs as a loan from the Capital Financing Fund with repayment at terms determined by the Director of Finance. This is the same strategy utilized for funding of the masterplan work now underway. Repayment would be funded from revenues resulting from the sale of this new interment space. The anticipated revenues, based on current market rates of \$1,200 for in-ground cremation space and \$2,200 for niche space, result in net revenue of \$3.5 million over 8 years. Mandatory contributions to the Perpetual Care Fund during this period total more than \$570,000 of that revenue.

Based on a projected 8-year capacity for Phase 1, the projected cash flow projects the borrowed funds being repaid over 7 years with a net return of \$562,000 after year 8.

CONSULTANT APPOINTMENT

The phase 1 costs include additional design work required to advance the plans and create construction drawings suitable for tender and construction. With the Masonic project plans still in the final stages of completion, in order to ensure that these Field of Honour plans reflect the overall design direction of the cemetery it is recommended that the same lead design firm of Lees + Associates be retained for these function. A proposal has been submitted by the consultants detailing this work and the associated costs totalling \$134,400.

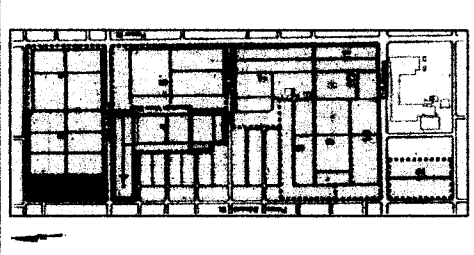
If approved, the Cemetery Committee will take the work through design and tendering and will report back to Council to set the fees for the new interment spaces and to instruct the Director of Legal Services to prepare the appropriate amendments to the Cemetery Bylaw and to seek approval for the award of a construction contract.

COMMUNICATION PLAN

At the initial stage of concept review, and prior to detailed design, copies of the schematic plans will be sent to interested parties for their information, review and input. The primary recipients will be neighbours adjacent to the Fields of Honour as well as various veteran groups.

CONCLUSION

Considering 2005 has been declared "Year of the Veteran" by the Canadian government, this project represents a timely and significant opportunity for the City of Vancouver to show its commitment to commemorating and honouring the memory of those who served in war. In creating new space, it will also provide opportunities for other veterans to once again be laid to rest with their comrades in one of Canada's largest Fields of Honour.



MOUNTAIN VIEW CEMETERY CONTEXT MAP
 (Numbers indicate Proposed Neighbourhood Areas)
 Source: M.V.C. Master Plan, Jan 2003, P.W. et. al.

Sheet 1 / 3
 March 10, 2004
 DRAFT

LEES + ASSOCIATES
 Landscape Architects

Design Intent

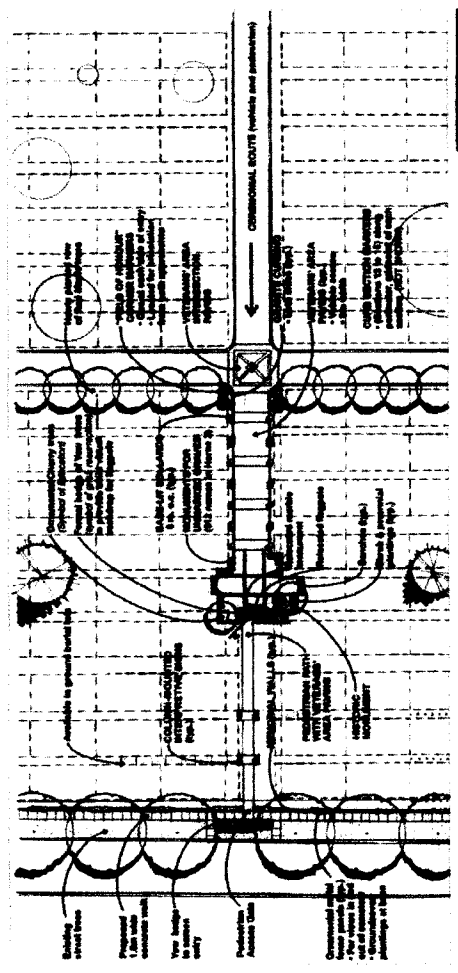
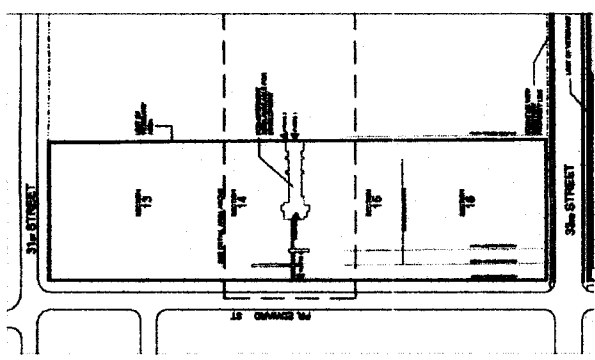
There are more Canadian veterans interred at Mountain View Cemetery than in any other cemetery in Canada. The landscape improvements proposed by these plans are intended to address the functional and aesthetic deficiencies apparent in the cemetery's three veterans' sections. They are also intended to create dignified and identifiable spaces to honour those already buried there, and to recognize for the first time the approximately 1000 veterans currently buried in unmarked graves.

A further intent of these plans is to provide for living veterans (and immediate family) the opportunity to choose future interment in an attractive, dedicated veterans' section, in Vancouver's historic and only public cemetery.

The proposed design seeks to build on the existing features and environmental assets of Mountain View, and to define the three veterans' areas with a common "family" of landscape elements. These elements will represent, both literally and symbolically, the values and qualities associated with the Canadian military.

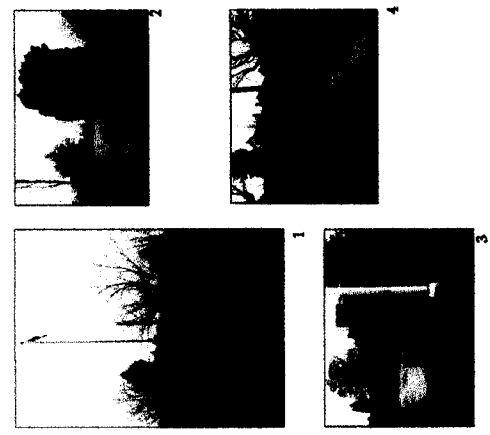
The result of these improvements will be twofold: to enhance the pride of the entire community in the legacy of our veterans, and to provide a fitting place for both public ceremony and private reflection.

**Home 2 Veterans' Area:
 Overall "Field of Honour"**



"Place of Honour" Detail Area: Preliminary Concept
 Scale 1: 300

Existing Conditions



Proposed Landscape Elements

Green Markers
 Markers are used to define each corner of the three "Fields of Honour" veterans' sections. Placed at outside corners, at edge points and at unaligned points.

Plantings
 Plantings are used to define the sections interred in each section, and historic, military events relevant to these sections. Placed at each major node or key place at the entry or along the designated, conceptual route of each section.

Children-Memorial Interpretation Signs
 Children-Memorial Interpretation Signs are placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Art
 Art is placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Monuments
 Monuments are placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Lighting
 Lighting is placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Benches
 Benches are placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Water
 Water features are placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Structures
 Structures are placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Paths
 Paths are placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Signage
 Signage is placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

Other
 Other elements are placed at key points along the route of each section to provide information about the military or its relationship with Mountain View Cemetery.

As many, and of a size and style deemed appropriate, along paved drives, pathways or developed edge areas.