



ADMINISTRATIVE REPORT

Report Date: June 27, 2018
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Meeting Date: July 24, 2018

TO: Vancouver City Council
FROM: Managing Director, Non Market Housing and Social Operations
SUBJECT: Year 2019 License and Service Fee Increases – Mountain View Cemetery

RECOMMENDATION

- A. THAT Council approve inflationary increases, as well as market and cost recovery adjustments, to Cemetery fees, generally in accordance with Appendix B.
- B. THAT the Director of Legal Services bring forward for enactment the necessary amendments to Mountain View Cemetery By-law No. 8719, generally in accordance with the attached fee schedule, to be effective January 1, 2019.

REPORT SUMMARY

Fees for civic services and licenses are typically adjusted on an annual basis to reflect inflation and keep them consistent with City costs. Cemetery fees were last adjusted effective January 1, 2016. The adjustments proposed within this report consider the inflationary increases over three years and the current market rates.

If approved by Council, amendments to the affected By-Law No. 8719 would be prepared by Legal Services and brought forward by end of year for enactment, generally in accordance with the attached schedules in the Appendices.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

It is Council policy that fees and other charges be established on the basis of the cost of providing the associated services or at a competitive market level where the service is provided in a market environment.

On July 8, 2004, Council approved implementation of Phase 1 of the Mountain View Cemetery Master Plan and the supporting Financial Plan.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

Early History

Mountain View Cemetery has been owned and operated by the City of Vancouver since 1886. It is the only cemetery in Vancouver; it occupies 42.9 hectares (106 acres) along Fraser Street between 31st and 41st Avenues. The more than 102,000 grave sites contain the remains of almost 150,000 people.

The cost of providing grounds maintenance in 1965 required a \$120,000 subsidy from Vancouver taxpayers. By 1985, the annual subsidy had grown to \$303,000 and in 2004, as part of the approved Financial Plan, the subsidy was capped at \$820,000 per year.

Cessation of Grave Sales

City Council ended the sale of graves effective March 27, 1986, due to a lack of available grave space. Burial services continued in graves already sold and graves were provided to the provincial Ministry of Social Services until 1999.

In 1996, staff was directed to study and report back on the potential for re-opening and revitalizing the cemetery. This work resulted in the 1998 Vision Plan and the 2000 Master Plan for Mountain View Cemetery.

Redeveloping Mountain View Cemetery

The Master Plan provided a framework for redeveloping the cemetery over the next 100 years. The cemetery Financial Plan approved by Council in 2004 supported the implementation of Phase 1 of the Master Plan. It formed the basis of an internal lending strategy to redevelop and reopen the cemetery, including construction of new facilities, landscape improvements and creation of new interment spaces. The Financial Plan showed that increases in revenues, based on fees set at market rates, would lead to the eventual elimination of subsidy.

The current inventory of available interment space in MVC is approximately 1,000 niches, 500 cremation graves and 600 casket graves. The most recent increase to cemetery fees and services was effective January 1, 2016.

Strategic Analysis

Cemetery fees are market-based and generally in step with the inflationary guidelines. The annual Consumer Price Index (CPI) for Metro Vancouver has been between 2.2% and 2.5% since 2016, and staff reports during this period have generally allowed for a 2% annual increase in fees. Considering the last adjustment to cemetery fees was effective January 1, 2016, the base inflationary increase used for 2019 cemetery fees is 8%.

Additional adjustments to cemetery fees are recommended based on market comparisons, changes in consumer demand and preference, and to allow for product and service expansion. New fees are identified in Appendix B and changes that vary significantly from the inflationary allowance have been identified and noted with an explanation.

The market for Mountain View Cemetery is focused in Vancouver but is not restricted to this area as customers come from surrounding municipalities and outside of the Lower Mainland. Sales data from the last two years indicates that 70% of customers are from Vancouver, 25% come from Metro Vancouver and the remaining from outside these core areas.

Many municipalities in the Lower Mainland provide cemetery services including North Vancouver, West Vancouver, New Westminister, Delta, Coquitlam, Port Coquitlam, Maple Ridge, Langley, and Surrey. These areas are considered to be part of the regional market. The local market share however is dominated by two corporate cemeteries in Burnaby – Forest Lawn and Ocean View Memorial Parks.

A comparison of fees within the regional market and local competitors was used to inform the rates proposed in this bylaw amendment and is included in Appendix A. The summary of the average market fees for primary cemetery services is summarized in the following table.

Fee Comparison to Market Averages	Regional Average (municipal¹)	Local Average (corporate)	MVC 2019 (Proposed)
<u>Interment Rights</u>			
Niche space for 2 urns	\$4,661	\$8,500+	\$4,975
In-ground lot for 2 urns	\$3,753	\$5,000+	\$4,000
Casket space (2 caskets)	\$11,259	\$30,000+	\$27,000
<u>Interment</u>			
Inter cremated remains - in niche	\$294	\$600+	\$450
Inter cremated remains - in ground	\$544	\$1,240+	\$550
Inter casket - in ground	\$1,239	\$2,360+	\$1,275
<u>Memorialization/Marker Setting</u>			
Install marker	\$246	n/a	\$275

¹based on non-resident fees – the fee that would be charged to residents of Vancouver, Burnaby or Richmond (the local market for MVC customers)

Implications/Related Issues/Risk

Financial

The proposed increases to fees contained in this report are expected to result in a \$200,000 increase in annual revenue. This calculation is based on 2017 sales volumes applied to the proposed 2019 fees.

Staff are in the process of completing a review of the cemetery's financial performance since the adoption of the Financial Plan in 2004, and its reopening in late 2008. Staff are working towards the creation of a renewed financial plan that will build on the initial goal of making the cemetery financially self-sufficient.

Human Resources/Labour Relations

There are no Human Resources/Labour Relations implications.

CONCLUSION

It is recommended that a general inflationary increase of 8% be applied to current fees and that new fees are established for new products and services at Mountain View Cemetery. It is also recommended that Legal Services bring forward by-law changes that include the recommended fee increases for enactment.

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Market Fee Comparison

MUNICIPAL Cemeteries	N. Van 2017	West Van 2017	New West 2017	Surrey 2017	Victoria 2017	MUNICIPAL AVERAGE
<u>Interment Rights (grave)</u>						
Niche - 2 urns	\$4,160	\$6,560	\$5,250	\$2,675	\$3,250	\$4,379
In-ground - 2 urns	\$4,850	\$6,800	\$1,660	\$1,700	\$5,020	\$4,006
Casket grave - 2 caskets	\$15,800	\$15,780	\$6,455	\$7,000	\$9,640	\$10,935
<u>Interment (open/close)</u>						
Cremains in niche	\$250	\$270	\$305	\$350	\$410	\$317
Cremains in ground	\$440	\$600	\$390	\$745	\$505	\$536
Casket (single depth)	\$1,400	\$1,400	\$1,005	\$1,150	\$1,515	\$1,294
<u>Marker Setting</u>						
small marker	\$220	\$300	\$165	\$300	\$285	\$254
large marker	\$220	\$300	\$165	\$300	\$285	\$254

Fee Comparison to Market Averages	Municipal (Regional Avg.)	Private (Burnaby)	MVC 2019 (proposed)
<u>Interment Rights</u>			
Niche space for 2 urns	\$4,379	8,500+	\$5,000
In-ground lot for 2 urns	\$4,006	5,000+	\$3,900
Casket space (2 caskets)	\$10,935	30,000+	\$27,000
<u>Interment</u> <i>(incl. liner if mandatory)</i>			
Inter cremated remains - in niche	\$317	600+	\$550
Inter cremated remains - in ground	\$536	1,240+	\$550
Inter casket - in ground	\$1,294	2,360+	\$1,300
<u>Memorialization/Marker Setting</u>			
install marker	\$254	n/a	\$300

Mountain View Cemetery By-Law # 8719 Schedule B - Fees and Charges	2016 Current Fee	2019 Proposed Fee
<u>RIGHT OF INTERMENT - NICHE</u>		
Columbaria - Upper Rows	\$4,600	\$5,000
Columbaria - Second Row from bottom	\$3,800	\$4,100
Columbaria - Bottom Row	\$3,200	\$3,500
Family Columbaria - Standard	n/a	\$17,500 ²
Family Columbaria - Premium	n/a	\$25,000 ²
Family Columbaria - Feature	n/a	\$35,000 ²
Family Columbaria - Estate	\$40,000	\$45,000
<u>RIGHT OF INTERMENT - CREMATED REMAINS GRAVE</u>		
Standard - Allowing 2 interments	\$3,600	\$3,900
Standard - Allowing 4 interments	\$5,700	\$6,200
Premium Area - Allowing 2 interments	\$4,600	\$5,000
Premium Area - Allowing 4 interments	\$7,100	\$7,700
Feature Area - Allowing 2 interments	\$5,500	\$6,100
Feature Area - Allowing 4 interments	\$8,900	\$9,800
Feature Area - Estate Lot - 8 interments	\$20,000	\$22,000
<u>RIGHT OF INTERMENT - CASKET GRAVE</u>		
Adult Grave - Flat Market area	\$23,000	\$25,000
Adult Grave - Upright Monument area	\$25,000	\$27,500
Adult Grave - single interment and shared occupancy	n/a	\$12,500 ²
Adult Grave - single interment, shared occ. & green burial	n/a	\$9,500 ²
Outdoor Tandem Crypt Mausoleum		\$125,000 ²
Infant Grave (<24" casket) - shared marker	n/a	\$0
Infant Grave (<24" casket) - private marker	\$0	\$2,000 ²
Infant Grave (<48" casket) - private marker	n/a	\$4,000 ²
<u>INTERMENT of REMAINS</u>		
Adult Casket - Single Depth	\$1,180	\$1,300
Adult Casket - Deep	\$2,140	\$2,300
Child Casket (<18 years old and container up to 48" long)	\$310	\$400 ¹
Infant Casket (< 1 year old and container up to 24" long)	\$160	\$200 ¹
Remains of Infant/Stillborn/Miscarriage (< 1 month old)	\$0	\$0
Cremated Remains (in-ground)	\$485	\$550 ³
Cremated Remains (in-niche)	\$375	\$550 ³
Cremated Remains (scattering)	\$325	\$550 ³
Credit - no one present at interment	-	-\$250 ²
Additional Cremated Remains (concurrent interment)	\$175	\$200
Extra Niche interment (beyond original licensed capacity)	\$1,600	\$1,750
Re-open Grave for Casket (in addition to Adult Casket fee)	\$535	\$2,200 ¹

Mountain View Cemetery By-Law # 8719	2016	2019
Schedule B - Fees and Charges	Current Fee	Proposed Fee

OVERTIME INTERMENTS (in addition to INTERMENT Fee)

Cremated Remains	\$300	\$325
Casket	\$1,000	\$1,100

DISINTERMENT AND EXHUMATION

Exhumation - Adult Casket - Inter. Fee plus...	\$535	\$700	1
Exhumation - Child Casket - Inter. Fee plus...	\$270	\$350	1
Exhumation - Infant Casket - Inter. Fee plus...	\$270	\$350	1
Exhumation - Cremated Remains (in-ground)	\$345	\$450	1
Exhumation - Cremated Remains (from niche)	\$270	\$350	1
Exhumation & Reinter Cremated Remains	-\$160	-\$225	1
(concurrent - credit applied to combined exhumation and interment fee)			

LICENSE DISPOSITION and TRANSFER

License Disposition Fee (Transfer to New Rights Holder)	\$75	\$100	1
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Site Transfer Fee (Change to equivalent site) License Disposition Fee

Site Transfer Fee - Upgrade (to higher value site) Current Fee for NEW site
 PLUS: License Disposition Fee
 LESS: Current Fee for returned site

Site Transfer Fee - Downgrade (to lower value site) Current Fee for NEW site
 PLUS: License Disposition Fee
 LESS: Amount paid for returned site

FLAT MARKER INSTALLATION

	2016	2019	2019
	Current Fee	Install	Care Fund
Flat Marker (up to 12" x 20")	\$240	\$100	\$200 ¹
Flat Marker (16" x 28" and larger)	\$270	\$150	\$200 ¹

FOUNDATIONS, MARKERS & MONUMENTS

	2016	2019	2019	2019
	Current Fee	Install	Supply	Care Fund
Concrete footing	Varies by size	150	\$35 /per 6"	\$150
Granite foundation (on 1 lot only)	Varies by size	200	\$55 /per 6"	\$150
Granite foundation (spanning 2 or more lots)	Varies by size	350	\$90 /per 6"	\$300

MEMORIAL REINSTALLATION

Flat Marker (9" x 12" or 10" x 18" or 12" x 20")	\$115	\$100
Flat Marker (16" x 28" or 18" x 30")	\$145	\$150

Mountain View Cemetery By-Law # 8719 Schedule B - Fees and Charges	2016 Current Fee	2019 Proposed Fee
<u>OTHER MEMORIAL PRODUCTS & SERVICES</u>		
Infant Commemorative Stone	\$295	\$295
Inscription - Niche or Memorial panel	\$295	\$325
Single Niche Panel	\$235	\$260
Double Niche Panel	\$350	\$385
Triple Niche Panel	\$470	\$515
Scheduled/Witnessed Marker Installation (Storage Fee)		\$250 ²
Supply 9" x 12" granite base and mount (bronze) plaque		\$150 ²
Supply 12" x 20" granite base and mount (bronze) plaque		\$250 ²
Supply 16" x 28" granite base and mount (bronze) plaque		\$350 ²
<u>CELEBRATION HALL RENTAL</u>		
Standard 2-hour Rental (during regular office hours)	\$465	\$500
Extended 4-hour Rental (during regular office hours)	\$665	\$800
Standard 2-hour Rental (outside regular office hours)	\$740	\$800
Each Additional Hour (outside regular office hours)	\$150	\$160
Per Service Person (up to 4 hours)	\$150	\$160
Per Service Person (each additional hour)	\$40	\$50
<u>OTHER PRODUCTS AND SERVICES</u>		
Installation only of Casket Vault or Liner - Single Depth	\$345	\$375
Installation only of Cremated Remains Vault or Liner	\$140	\$100
Cremated Remains vault/liner		\$150 ²
Casket Vault/liner		\$1,200 ²
Flower Container (supply &/or install)	\$95	\$100
NSF Cheque		\$50 ¹
Administration Fee	\$50	\$60
Marker/Monument Steam Cleaning		\$200 ²
<u>KEEPSAKE URNS</u>		
Keepsake Urn - Type 1		\$35
Keepsake Urn - Type 2		\$50
Keepsake Urn - Type 3		\$100

Mountain View Cemetery By-Law # 8719	2016	2019
Schedule B - Fees and Charges	Current Fee	Proposed Fee

CREMATED REMAINS URNS

Cremation Urn - Type 1		\$100
Cremation Urn - Type 2		\$125
Cremation Urn - Type 3		\$150
Cremation Urn - Type 4		\$175
Cremation Urn - Type 5		\$200
Cremation Urn - Type 6		\$225
Cremation Urn - Type 7		\$275
Cremation Urn - Type 8		\$300
Cremation Urn - Type 9		\$350
Cremation Urn - Type 10		\$400
Cremation Urn - Type 11		\$425
Cremation Urn - Type 12		\$450
Cremation Urn - Type 13		\$500
Cremation Urn - Type 14		\$725
Cremation Urn - Type 15		\$950

Notes:

¹ - To reflect market rates/cost

² - New product or service

³ - Change to fee structure