



## Metro | Agenda

Meeting: Metro Council Work Session  
Date: Tuesday, Sept. 13, 2011  
Time: 2 p.m.  
Place: Council Chambers

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### CALL TO ORDER AND ROLL CALL

**2 PM      1.    ADMINISTRATIVE/ COUNCIL AGENDA  
FOR SEPTEMBER 15, 2011/CHIEF  
OPERATING OFFICER**

**2:15 PM   2.    METRO PIONEER CEMETERIES :  
UPDATE AND BUSINESS PLAN –  
INFORMATION / DISCUSSION**

**Fox  
Doug Flin, Cemetery Planning  
Resource Alliance  
Steve Hawley, Cemetery Planning  
Resource Alliance**

**3:15 PM   3.    BREAK**

**3:20 PM   4.    GREATER PORTLAND PULSE – WEB  
DEMO AND NEXT STEPS –  
INFORMATION**

**Hoglund  
Conrad  
Sheila Martin, PSU/Institute of  
Metropolitan Studies**

**4:05 PM   5.    COUNCIL BRIEFINGS/COMMUNICATION**

**EXECUTIVE SESSION HELD PURSUANT  
WITH ORS 192.660(2)(e). TO CONDUCT  
DELIBERATIONS WITH PERSONS  
DESIGNATED BY THE GOVERNING BODY  
TO NEGOTIATE REAL PROPERTY  
TRANSACTIONS.**

**ADJOURN**

Agenda Item Number 2.0

**METRO PIONEER CEMETERIES :  
UPDATE AND BUSINESS PLAN**

Metro Council Meeting  
Tuesday, Sept. 13, 2011  
Metro Council Chamber

# METRO COUNCIL

## Work Session Worksheet

Presentation Date: September 13, 2011 Time: 2:15 p.m. Length: one hour

Presentation Title: Metro Pioneer Cemeteries – Update and business plan

Service, Office, or Center:

Parks and Environmental Services

Presenters (include phone number/extension and alternative contact information):

Primary presenters:

Rachel Fox, Metro Cemetery Program Manager, ext. 1856

Doug Flin, Principal, Cemetery Planning Resource Alliance

Steve Hawley, Marketing & Operations Consultant, Cemetery Planning Resource Alliance

Secondary presenter:

Paul Slyman, Parks and Environmental Services Director, ext. 1510

Other personnel:

Brian Kennedy, Finance Manager, ext. 1908

Joel Morton, Senior Metro Attorney, ext. 1534

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## **ISSUE & BACKGROUND**

This plan was created at the request of the Council after an August 2010 Council work session, which clarified the economic condition of the Metro Cemetery Program (MCP). In the 2010 update, staff informed Council that inventory estimates were half of what had been previously projected, the Perpetual Care Fund reserve would not be enough to care for the properties in perpetuity, the grave and service pricing had been set at the bottom of the market and deferred maintenance and operational issues created challenges to long-term program success. Following that effort, MCP solicited a professional cemetery planning consultant to assess operations and market conditions, identify business plan recommendations, and identify possible future development options.

Goals stated in the subsequent Request for Proposal (RFP 11-1850), entitled Metro Pioneer Cemeteries: Operations and market assessment, business plan recommendations and financial pro forma, were:

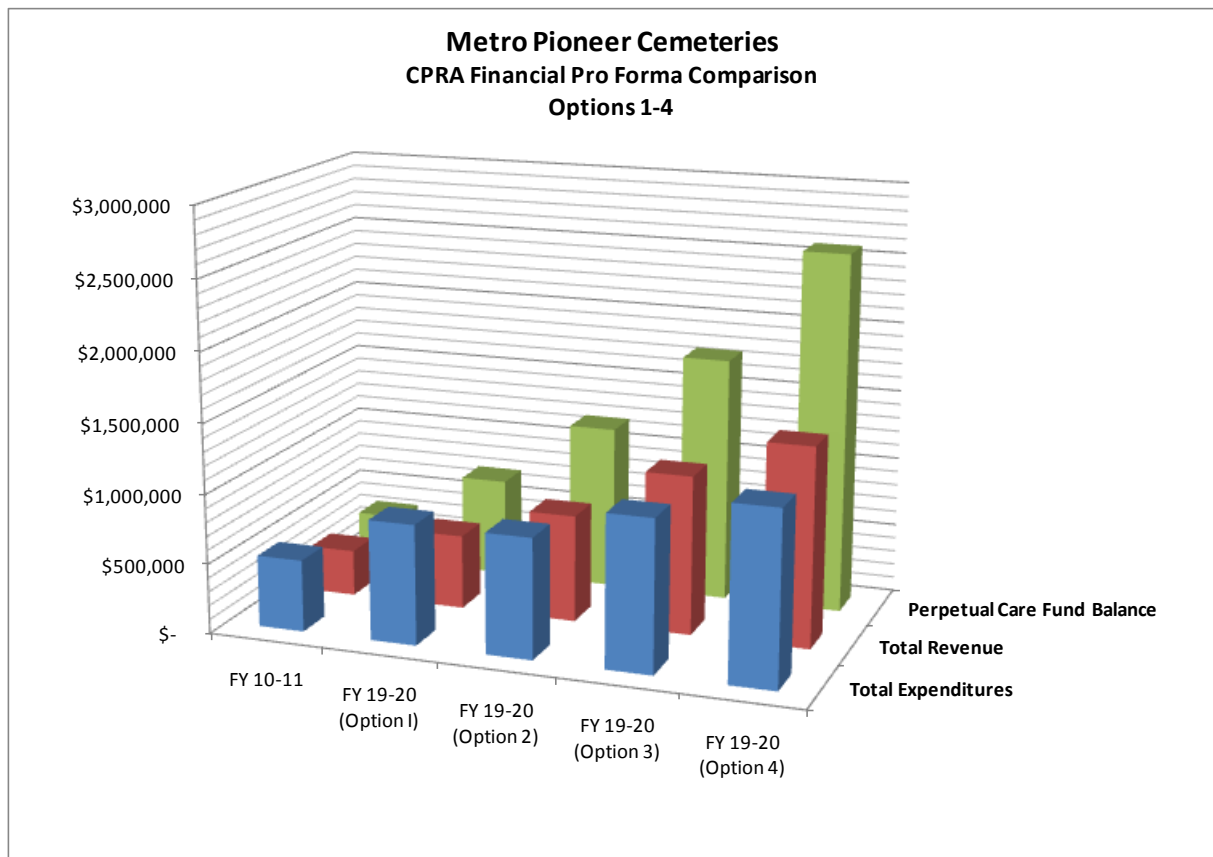
- Develop business plan recommendations to inform Metro's senior leadership and Metro Council on future operations alternatives with examples from around the US.
- Provide options for improved management of the program.
- Incorporate the MCP with Metro's brand, sustainability plan and seek Salmon Safe certification.
- Identify marketing and investments that will enhance the life of the program and generate future revenues.
- Include financial pro formas for future operations, investments, and risks.

Additional considerations noted in the RFP by MCP to be taken into account included coordination with Metro's Intertwine Initiative, the potential to create a separate cemetery maintenance district, and supporting Metro's values of Public Service, Excellence, Teamwork, Respect, Innovation, and Sustainability.

### **OPTIONS AVAILABLE**

While most of CPRA's recommendations can be implemented without Council action, with the exception of a Cemetery Maintenance District, major considerations are offered below:

- 1) **Increase revenue:** To increase revenue and the Perpetual Care Fund (PCF) MCP needs to increase fees and to accelerate sales. While increasing fees is a simple administrative procedure in the long term it has little impact on the sustainability of the program. To have a more sensible impact on the revenue and PCF Metro should consider accelerating sales, however this will require a stepped investment into expanding staff and interment options to the public. Revenue options are as follows:
  - Pro forma Option 1: Status Quo
  - Pro forma Option 2: Increase fees and contribution to the (PCF) only, sales remain reactive.
  - Pro forma Option 3: Increase fees, PCF contribution, proactive acceleration of sales by increasing staff, marketing and investments.
  - Pro forma Option 4: Build upon Option 3 and progressively accelerate sales with more investments in staffing and property development.



- 2) **Records Management:** MCP should continue to review and reconcile burial records and consider the use of an industry-specific burial records system. Records management has been reactive for years even prior to Metro receiving the cemeteries. As the population ages more customers will come to Metro with certificates of interment rights that need to



be verified. Records management takes up 50% of the current Cemetery Coordinators duties which keeps them from increasing sales for the program.

- CPRA recommends that Metro secure funding for and procure software for management and integration with mapping. This comprehensive management system will improve administration, management of properties now and into the future, and more easily support records research for families.
- Pro Forma Option 3 and 4 recommends Metro to hire an administrative staff to be solely dedicated to records management, interment right verification and genealogy requests.

- 3) **Partnerships:** MCP should continue to pursue additional partnering opportunities and alliances to build and sustain a comprehensive network of support.

CPRA recommends that in this effort Metro consider the creation of a cemetery advisory committee; this committee will help Council and the Program with enhancing communication between Metro and the public, specifically cemetery patrons, funeral homes, arts organizations, environmental organizations and neighborhood or interest groups. This could be an added component to identifying the future trajectory for the program and give Metro increased input from the public about the future of these historic treasures.

- 4) **Site Identification and Access** - CPRA recommends investing in way finding signage and the creation of a signage plan. While signs are planned to be placed at the sites, the cemeteries are difficult to locate and once at the properties one would not know they are a part of Metro. MCP should design a comprehensive signage system, one with signs to direct visitors from a distance to the properties, clearly identifies and brands them as a Metro property once a visitor arrives, and offers historic or other types of interpretation or information about Metro while there.

- 5) **ROI for FY 2012-13 and 2013-14-** Upon stabilizing the Cemetery business practices and operations Metro may consider implementing Option 3. During the next 20 years, the sheer size of the Baby Boomer generation will strain the death care industry to meet the demand for funerals, interment spaces, merchandise, and services. In Oregon nearly 70% of deceased are cremated yet, Metro's cremation options are extremely limited. This combined with the need for cemetery property, services and merchandise will increase dramatically in the next 20 to 30 years. By Metro investing in a mix of new cremation merchandise at 2-3 cemeteries at a cost of \$360,000 over a two year period provides a financial benefit to the agency while meeting the customer's needs. Logical locations would be Douglass, Lone Fir, Multnomah, and/or Jones cemeteries. The proposed Return on Investment for this Option follows. For this report all 3 cremation merchandise options have been included together on this table:

<b>\$360K with development costs of \$700/inurnment for a total of approximately 515 spaces</b>			
<b>% of Space Sales</b>	<b>Number of Space Sales</b>	<b>Price Point</b>	<b>Gross Revenue</b>
35%	180	\$1695	\$305,100
50%	257	\$2695	\$692,615
15%	78	\$3395	\$264,810
<b>Total</b>			<b>\$1,262,525</b>
Gross ROI		3.5:1	

There will need to be the addition of \$15,000 in expenses for support at the 2-3 new areas to receive cremation merchandise. In addition to these increases in personal services expenses, this Option allows for some additional funding for materials and services (\$4,000 annually for sales and administrative expenses and \$2,000 in maintenance expenses).

- 6) **Cemetery Maintenance District (CMD) Formation:** CPRA recommends that Metro first stabilize its business and maintenance operations and earn “goodwill” prior to exploring a CMD. CPRA believes that for a CMD to be successful, MCP needs to build relationships with affiliated organizations and stabilize its current operations. However at the request of Senior Leadership CPRA has included information to be considered with forming a CMD as a part of the report.

While CPRA believes that the only benefit to forming a CMD would be the taxing authority solely for the cemeteries, Metro may consider regional scenarios for Cemetery District Formation.

Forming a CMD located entirely within Multnomah County is the simplest scenario, particularly since Metro now owns and manages the historic public cemeteries formerly owned by the county. Metro should consider internal discussions to clarify objectives, initial project scope and desired outcomes should it desire to pursue this scenario.

Questions may include:

1. What are the pros and cons of forming a CMD?
2. Would it be best to try again for the regional park maintenance district in the legislature?
3. Are there any functions, roles or other abilities that a CMD could do that Metro doesn't now do or prefers not to do?
4. Who are the key stakeholders?
5. Should a proposed CMD's extent be limited to Multnomah County or be bigger? What are the policy, economic, political and other factors that need to be scoped to help reach a preliminary assessment on this question?
6. Are non-Metro public cemeteries in the region interested in having their cemeteries become a part of a district?
7. Should any policy or other questions be given to an ad hoc committee, in the role of advising Council?

## **IMPLICATIONS AND SUGGESTIONS**

### **Recommendations to be implemented:**

Parks and Environmental Services should implement a series of Best Management Practices as suggested by CPRA.

Parks and Environmental Services along with Metro Finance and Regulatory Services recommend that management consider implementing Option 2 and that an Advisory Committee be established. And that in 18 months after the fee increase of Option 2 that Option 3 and/or 4 be considered for implementation after review of the program.

This will allow the program time to implement the management practices, stabilize revenue and consider re-introducing SB 981 "Disposition of Abandoned Burial Spaces." In addition it will give the agency time to consider re-introducing SB 752 for a Parks Maintenance District that may include the Cemeteries.

**Anticipated problems:**

- 1) The fee increase can only be implemented after staff takes the time to determine low, medium, high pricing areas in the cemeteries.
- 2) The fee increase combined with the PCF increase may require a communications plan for Metro to best convey its reasoning behind adjusting its prices.
- 3) Without increasing staff to manage the records, the current sales staff will not be able to proactively sell interment rights.
- 4) Without forming an advisory committee and implementing these recommendations Metro is at risk for not including public comment on its cemetery operations.

**QUESTION(S) PRESENTED FOR CONSIDERATION**

At what point does the Council find it appropriate to pursue a Cemetery Maintenance District as a long term solution?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION \_\_\_Yes XNo**  
**DRAFT IS ATTACHED \_\_\_Yes XNo**

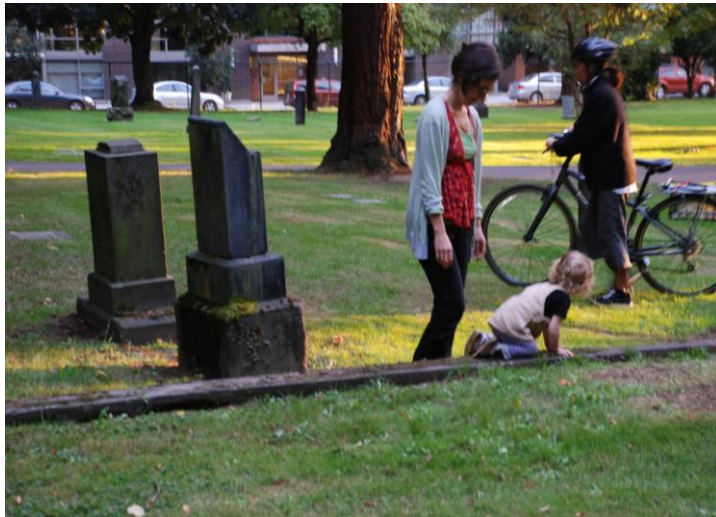
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www.oregon**metro**.gov

## Operations Assessment & Financial Planning Report

Prepared for: Metro Cemetery Program

Prepared by: CPRA Studio



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September 6, 2011



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## About Metro

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together we're making a great place, now and for generations to come.

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### **Auditor**

Suzanne Flynn

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## I. EXECUTIVE SUMMARY

Cemetery Resource Planning Alliance, (CPRA) commends Metro for identifying its operational and financial difficulties and stepping forward to solicit professional help to address them. Hundreds, if not thousands, of cemeteries across the country are currently facing similar issues, yet most struggle to address them and often wait too long to seek assistance to comprehensively resolve them<sup>1</sup>. Metro is one of the first cemetery organizations, public or private, to proactively address the critical issues that threaten its success and its very survival. By doing so, the Metro Cemetery Program (MCP) has taken the first step to ensure that its cemeteries will continue to be available for the families it serves.

Over the past six months, CPRA has worked closely with the MCP staff to review, discuss, and analyze the operational and financial conditions they face on a daily basis to offer a focused, professional guidance toward developing “measured” approaches for improved success of the overall program. The observations, suggestions, and recommendations noted herein are intended to educate the Council about the Program, including the various opportunities and constraints that should be considered prior to making executive decisions about the direction of the Program.

Through its analysis of MCP operations and financial information, and drawing upon its considerable industry experience as it applies to similar issues, CPRA believes strongly that the MCP can become financially successful over time should Council and Metro Leadership choose to implement revenue generating enhancements and operational changes intended to improve efficiency and support economic and environmental sustainability. CPRA has collaborated with the MCP Manager, Rachel Fox, to develop focused Recommendations, Financial Pro Forms, Return on Investment (ROI) and organizational considerations. These outline the necessary steps needed to move the Program toward true economic sustainability. This approach is based on appropriate strategies employed successfully elsewhere, and allows for ongoing monitoring by staff and Council to ensure selected measures are successful and yield the desired results.

As with any business, there is no denying it will take funding to make the necessary changes and improvements, but the goal would be to have this funding commensurate with the needed actions, and be balanced with quantifiable returns on investment each step of the way.

CPRA and MCP staff look forward to Council review, discussion about the findings of this report, and to its guidance as it applies to the needed improvements for Metro. Without exception, the fourteen cemeteries managed by MCP are rich with history, and are part of the Portland region’s story – you have the opportunity to help write the next chapter in this story and to help make Metro Pioneer Cemeteries a “great place” for generations of families, those served today and well into the future.

<sup>1</sup> (‘Perpetual’ funds: Guaranteed to Fail, International Cemetery, Cremation, and Funeral Association Magazine, August-September 2009) Appendix 1



## II. OVERVIEW

This section is a brief background of the cemetery program and project as it relates to Metro's decision to solicit professional operations assessment and financial planning. It also includes Metro's "Compass" as it pertains to the Program generating revenue, its excellence in service and how passionate the agency is about the program. In addition consideration has been made to Metro's core values and behavior as it goes about its work, and are incorporated into the final report. Please note for the purposes of this report you will find a glossary of terms used in the death care industry in Appendix 2.

### A. The Project

CPRA was retained by MCP to perform the scope of work listed in RFP 11-1850 Metro Pioneer Cemeteries: Operations and Market Assessment, Business Plan Recommendations and Financial Pro Forma. This solicitation followed a Metro Council status report developed in August of 2010. Staff presented the status report at a work session with the Metro Council and presented the current economic condition of the Metro Cemetery Program (MCP) related to:

- Staffing and expenditures.
- Pricing and future recommendations.
- Records management.
- Current and future capital requirements.
- Perpetual care funding.
- Uncatalogued maintenance needs.

Following that effort, the Council requested staff to solicit a professional cemetery planning consultant to perform an assessment of operations and market conditions, identify business plan recommendations, the potential future development opportunities, and create a financial pro forma.

The subsequent Request for Proposal clearly identified the following goals:

- Develop business plan recommendations to inform Metro's senior leadership and Metro Council on future operations alternatives with examples from around the U.S.
- Provide recommendations for improved management of the MCP.
- Incorporation of the MCP with Metro's brand, sustainability plans, and seeks Salmon Safe certification.
- Identify marketing and investments that will enhance the life of the MCP and generate future revenues.
- Include financial pro formas for future operations, investments, and risks.

Additional considerations noted in the RFP to be taken into account included the following:

- Consider the Metro's Intertwine Initiative or Cemetery Maintenance District.
- Metro's Compass and values in Public Service, Excellence, Teamwork, Respect, Innovation, and Sustainability.

## B. Metro Cemetery Background

Metro's cemeteries were once simple, unplanned burial grounds that have evolved into park-like spaces reflecting the character of the region today. Today, much like in the mid-19th century, city dwellers find respite in the unlikely confines of cemeteries.



Beginning in the 1830's, rural burial grounds offered a welcome resort for families seeking a weekend escape from the city. These cemeteries were the first North American examples of naturalistic landscapes and curvilinear road patterns; significantly they were used for recreation as well as for burial. Metro's fourteen Pioneer Cemeteries belong in this category of cemeteries. They were established from as early as 1837 through the early homesteading period (circa 1850-1870) and are spread throughout Multnomah County, Oregon.

As the years passed, caretaking responsibilities were often handed down to family descendants. As the cemeteries grew, responsibilities shifted to private cemetery associations. None of the cemeteries had perpetual maintenance funds. Instead, they relied upon continuing grave sale revenue and charitable giving for maintenance funding. Over the intervening decades, care of these cemeteries became inconsistent and some were abandoned to revert back to nature.

After many years of such benign neglect, the Oregon Legislature mandated public care of fourteen of the Pioneer Cemeteries remaining in Multnomah County through a series of mid-century legislative enactments. Multnomah County received ownership of the cemeteries without any perpetual care funding but was tasked with assuring proper perpetual maintenance of the facilities. With ownership, the County inherited a set of inconsistent and sometimes incomplete cemetery records.

In 1994, Multnomah County transferred ownership of the Pioneer Cemeteries to Metro, along with the same state mandate to care for them in perpetuity. As Metro became more familiar with the cemeteries as a steward of these properties, it became clear that the approximately 65,000 interment records and pre-arrangement records transferred to Metro were poorly maintained over the last 100 years.

## C. Inventory



MCP has implemented a Cemetery Records Management Improvement Plan and has reviewed and recorded 65,000 records digitally to create an electronic database that will track future business operations. With this effort they compiled a complete inventory of available graves and encroachments and also preserved over two dozen historic interment books.

Until recently, Metro Finance had estimated that the MCP could be maintained by grave sale revenues until 2058 with 9,000 available graves and approximately 200 grave sales per year. However, the Cemetery Records Management Improvement Plan data has provided that Metro's available grave inventory is actually half of the program's earlier estimates with 4,300 available graves with sales at the rate of +/- 130 per year, or 33 years of inventory.

#### **D. Marketing**

MCP currently markets its properties, merchandise, and services in a relatively low key manner. Primary approaches include use of the Metro website, printed brochures and information sheets, annual and special events scheduled on its properties, affiliation with historic organizations in the community, and taking advantage of educational and out-reach opportunities when they are identified.

While these methods are informative and effective, additional types of marketing could be pursued to further advance MCP's presence in the community. Examples used by other municipal cemeteries around the country could be examined and applied as appropriate. These could include general and targeted mailings, billboard and poster-type advertising, and a variety of shared opportunities with public or private entities with working relationships with MCP.

#### **E. Fees**

Fees charged by MCP for interment rights to grave plots and services are among the lowest in the entire Portland metropolitan area. Following discussions with Metro Finance, they had proposed stepped increases in August 2010 that would take place over the next three years to raise them to levels more comparable to those of other local municipal and private cemeteries. These increases were put on hold pending the outcome of this report.

While proposed increases will pertain to interment rights, merchandise, and services, raising the perpetual care contributions may also be considered. While the current rate collected for the perpetual care fund is at the State standard minimum of 15% for grave sales and 5% for inurments, consideration should be given to raising the rate. It is not uncommon for peer cemeteries around the country with unacceptably low care funds to require contributions in the 20% - 30% range. While these increases will not make dramatic changes overnight, the increases will begin to add up over time.

#### **F. Finance**

MCP is currently operating at a deficit, and has for the last several years. In the five previous years before the current FY 2010 – 2011, deficits averaged over \$140,000 per year, with the high being

\$202,047 in FY 08-09, and the lowest being \$48,552 in FY06-07. Unaudited FY 2010-2011 expenditures and revenues continue to be a deficit as well at \$143,220.

While sales and revenue generation is tied to a number of factors, merchandise (grave and cremation right sales) available is primary among them. Merchandise and services currently offered in MCP's cemeteries is about as basic as it can be, with casket burials and inurnment of cremains in ground or in a single niche columbarium in one cemetery. Additional types of new cremation could be considered for development in selected areas of some properties. Sales are currently more reactive than they are proactive, with most business generated through walk-in or phone-in customers only. Any attempt to increase revenue through the development of new merchandise areas should also include new marketing approaches to help drive increased sales.

### **G. Perpetual Care Fund**

In 2003, Metro created the Pioneer Cemetery Perpetual Care Fund. This fund is intended to provide financial support for the long-term maintenance of the Metro Pioneer Cemeteries after the cemeteries are no longer generating revenue from grave sales and burial services. A resolution was adopted by Metro Council that made the fund permanent and restricted its use to this purpose. The fund receives revenue from a 15% surcharge on grave sales and 5% on cremation sales. No expenditures are anticipated from this fund until sales of grave sites are exhausted at the cemeteries. Fortunately Metro had the foresight in 2003 to implement this reserved fund as one did not exist before Metro taking ownership responsibility from Multnomah County.

This reduction in inventory, coupled with the closure of several of Metro's cemeteries, reduces projected growth of the cemetery perpetual care fund. Market research indicates that Metro's rates are the lowest in the region with the program operating with an average \$140,000 annual deficit. The Cemetery Perpetual Care Fund currently has just \$345,565 on account. If all sales were to stop today, Metro would have funds to maintain and care for the day-to-day upkeep of the properties for approximately four to five years. However, Oregon law mandates that Metro must continue to steward these properties in perpetuity and is only able to transfer ownership to another public agency.

### **H. Metro Compass**



As part of its initial instructions and requests, senior Metro Parks and Environmental Services staff requested CPRA to consider and incorporate the core values of Metro as defined in the Metro "Compass" document into the final MCP assessment observations and recommendations as appropriate. Core values and priority behaviors identified in the document were:

**Public Service** Serve the public with the highest level of integrity and strive to make a positive difference through leadership and by taking action.

**Excellence** Aspire to achieve exceptional results. Learn continuously; expand your capabilities.

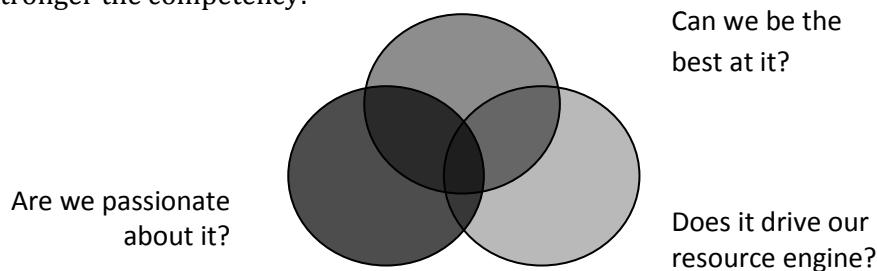
**Teamwork** Engage others in ways that foster respect and trust. Be dependable and accountable for your actions.

**Respect** Encourage and appreciate diversity in people and ideas. Demonstrate respect for each other. Treat everyone with care and appreciation.

**Innovation** Take pride in coming up with innovative solutions. Understand the importance of taking appropriate risks and learning from successes and setbacks.

**Sustainability** Be leaders in demonstrating resource use and protection. Balance the needs of the economy, environment, and society.

The Parks and Environmental Services staff included, as a part of the Metro Compass, how the MCP falls into Metro's overall core competencies in revenue generation, excellence in service and how passionate the agency is about the program. Their assessment is included below, the darker the shade the stronger the competency:



CPRA appreciates Metro's performance values, and behaviors in its delivery of services and products to clients within the death care industry. As noted the MCP can fulfill the Metro Compass in its core competencies with the agency gaining an understanding of how the Program adds to its portfolio as a service to the residents of the Portland metro region. This report aims to highlight that the Program is on the right path to creating enthusiasm for the agency. CPRA acknowledges these values and competencies and has sought to incorporate them into its observations and recommendations made in this report.

### III. EXISTING OPERATIONS

This section defines the current operations of the Metro Cemetery Program (MCP), including administrative information on the overall organization, staff composition, and information on the operations of the program itself, in terms of services, sales and marketing, maintenance, public use, financials, market conditions, and competition.

Defining these existing conditions and characteristics of the MCP and of the properties, and listing a S.W.O.T. (strengths, weaknesses, opportunities, and threats) Analysis with current liabilities, is essential in being able to delineate the subsequent recommendations in the document.

## A. CPRA Observations/ First Impressions

The first impressions of the MCP by the CPRA Team were considerable and positive, both for the properties themselves and for the staff managing and maintaining them. The positive interest in the Program was also noted when coming into contact with other Metro staff and work teams, initial observations include:

- Committed Staff: The entire MCP staff is extremely knowledgeable of and enthusiastic for the program. Their professional commitment to doing their very best at all times is openly evident, and was the most significant observation made.
- Facilities: While the MCP offices in the Metro Regional Center may currently lack some of the administrative spaces and arrangement rooms needed to offer families privacy they need in difficult times, their very presence in the building conveys a sense of Metro commitment to those being served.
- Metro Resources: Having the various Metro staff resources available to MCP, such as access to a legal team, marketing and communications services as well as mapping and technology, would seem to have tremendous value in supporting the administration and operations of the cemeteries.
- Cultural Resources: The fourteen historic cemeteries are each valuable cultural resources within the community, and can play important roles in telling the history of the settlement of the State of Oregon.
- Unique Settings: While the properties vary greatly in their size, location, and histories, each exists in a unique setting that allows the visitor to easily imagine it in earlier times.
- Condition and Appearances: With the exception of some failing infrastructure components, the physical condition and appearance of the properties is very good, and shows the care and commitment provided by MCP staff.
- Locations: The fourteen properties are geographically well distributed around the Metro jurisdiction, a perceived benefit in terms of maintaining program visibility and serving families in all areas.
- Obstacles: While each of the properties face their own specific difficulties, such as the aging infrastructure, limited space available, less than ideal visibility and access, and/or maintenance issues, the cumulative list is not overwhelming, and seems entirely manageable.
- New Offerings: Merchandise for cemeteries means graves, niche walls or memorialization. For Metro's cemeteries many of the properties appear to have spatial and market opportunities that could support new types of merchandise offerings, such as columbaria, scatter gardens and natural burials, to help sales.
- Entirety: Because each property has its own environmental, historical and botanical story to tell, all should be able to help advance the greater cause of the MCP in some way, whether

through the addition of new merchandise, site or historic interpretation, or other beneficial means.

## **B. Organizational Structure and Staff**

The Metro Cemetery Program operates within Metro Parks and Environmental Services which comprises of: the solid waste transfer station and hazard waste facilities, latex paint recycling, parks and the Metro Regional Center. The Management and Work Teams are defined below.

### **1. Staff**

MCP currently has a cemetery-specific professional staff of two full time and two part-time employees on a year-round basis and employs three temporary seasonal workers during the summer. These include:

- One part-time non-represented Program Manager (.75 FTE)
- One full time and one part-time (1.75 FTE) represented Cemetery Coordinator.
- One full-time represented Park Ranger (1.0 FTE) who acts in a Lead Maintenance role over Seasonal Workers).
- Three seasonal Park Workers.

### **2. Program Manager**

The Program Manager is a newly added role for the MCP. In 2008 through the Sustainable Metro Initiative (SMI) this role was dedicated to provide consistent oversight and to establish business policies and procedures for the program. The Program Manager's responsibilities include the following:

- Managing MCP in terms of day-to-day staff assignments and sales responsibilities.
- Enforcing policy and creating procedures, monitoring program functions such as budget, contracts, and program performance.
- Representing the program in public relations.
- Presenting program proposals, requests, status reports, and other management transactions to Metro Council as required.

### **3. Cemetery Coordinators**

The two Cemetery Coordinators' responsibilities include a variety of professional, technical, and administrative duties in support of the program. They are primarily responsible for the day-to-day coordination of sales and services of the Pioneer Cemeteries, including:

- Customer service with in-take of sales, scheduling burials, performing day-of-burial duties, processing payments.
- Processing final disposition paperwork with the State.



- Creating and reviewing Affidavits.
- Determining interment rights.
- Transferring of interment rights.
- Processing genealogy requests.
- Processing files.
- Managing records to ensure compliance with state and county laws and Metro Code.

#### **4. Park Ranger**

In addition to overseeing the many tasks related to maintenance of the fourteen cemeteries, and supervising the work of three seasonal Park Workers, the Park Ranger performs a wide variety of other tasks, including:

- Law enforcement.
- Construction of new elements.
- Repair of the site and infrastructure elements.
- Acts as the initial point of contact with visitors and interacts with the public as needed.

### **C. Products and Services Offered**

#### **1. Casket Interment Options**

Traditional casket burial and cremation burial are the primary options for final disposition at each of the fourteen MCP properties. Sales of casket burial plots and related services provide the majority of revenue generated by MCP. Casket plot inventories are limited, and sales are decreasing. Opportunities for expansion are also limited, and with the closure of Lone Fir and Multnomah Park Cemeteries, the only MCP cemeteries with room to plat new burial sections are Douglass, a small portion of Multnomah Park, and Pleasant Home. Per the recent Cemetery Records Management Improvement Plan calculations, the total number of grave plots in the MCP inventory is approximately 4,300 at the time of this report.

With the exception of two special congregational cemetery sections, one in each of two MCP properties, all sections are available for general purchase by the public. One special section exists in Portland at Jones Cemetery for the Havurah Shalom congregation, with the initial bulk purchase made in 1984 and a subsequent purchase in 2006. A second exists in Troutdale at Douglass Cemetery for the Eastside Jewish Community Co-Op, with the initial purchase made in 2003.

Though some multi-plot family blocks do exist at several of the cemeteries, no special family estate-type casket burial plots are currently available at MCP properties. These types of casket burial



options are typically larger in size and more aesthetically placed on the property, and so are considered premium options and are sold for higher rates.

There are several historic mausoleum structures located at Lone Fir Cemetery and Multnomah Park, while no other private structures exist on MCP properties. Private mausoleums are typically placed by families on premium-sized plots, and maintenance and repairs are typically the responsibility of related family members similar to any monument or memorial/marker.

There are no community mausoleum structures currently exist on any MCP properties. These require larger pad sizes in construction, therefore there are few of the properties that would be able to support this type of entombment option.

There are no natural, “green” burial options are currently available at MCP properties. This type of burial option typically involves the burial of unembalmed bodies with no outer burial container, also known as a concrete vault. The unembalmed bodies are typically placed in biodegradable caskets or body shrouds with minimal or naturalistic memorials.

## **2. Cremation Inurnment Options**

Burial of up to four cremated remains in cremation liners is allowed in grave plots in all Metro properties. With the exception of a single small niche columbarium located in Douglass Cemetery, no other cremation inurnment options are currently available on MCP properties.

All of the cemetery properties have sufficient space available that could support the possible development of some new types of cremation merchandise elements or garden areas. Depending on the properties’ respective sales histories, micro-regional demographics, and applicable market conditions, opportunities for additional types of cremation inurnment could exist, and a possible expansion of offerings available at present to allow more inurnments per grave space and possible double depth inurnments.

The cremation rate in Oregon is one of the highest in the country, calculated at 69% in 2009 by the National Funeral Directors Association (NFDA), with the rate perhaps even higher in the Portland metro area. Market conditions may be favorable for the selective addition of new cremation merchandise to meet this demand. These types of products could be attractive, cost-effective additions to MCP’s cremation inurnment options because of the higher density of burials, subsequent more efficient development of land, and higher rate of return on a land area.

## **3. Genealogic Research Assistance**

MCP Cemetery Coordinators are responsible for performing records research and assistance with genealogic investigation for the program as needed for the general public as a public service. While families of the deceased can get information about their loved ones, because of privacy concerns only records older than fifty years are released to the general public. Few current policies exist to direct this informal research activity, and while all work is done by hand, MCP staff tries to accommodate these requests to the extent possible.

#### **4. Burial Services**

Since Metro was charged with the management of the fourteen pioneer cemeteries in 1994, two local private companies have provided contracted burial services. From March 1998 through July 2005, Oregon Wilbert Vault & Casket Company, from Clackamas, OR, provided these services. In 2005, Suhor Industries (SI) purchased the company and has continued to provide these same services under that name.

On an at-need basis, SI provides the following burial and other related services to Metro:

- Performs grave openings (digging); soil management on site.
- Provides and place outer burial containers (liners/vaults).
- Provides tents, chairs, casket lowering device, and other burial service equipment and amenities.
- Performs grave closings (backfill and reseed).
- Performs supplemental soil management duties, including backfilling sunken graves and hauling excess soil from individual properties to designated locations as directed by MCP.

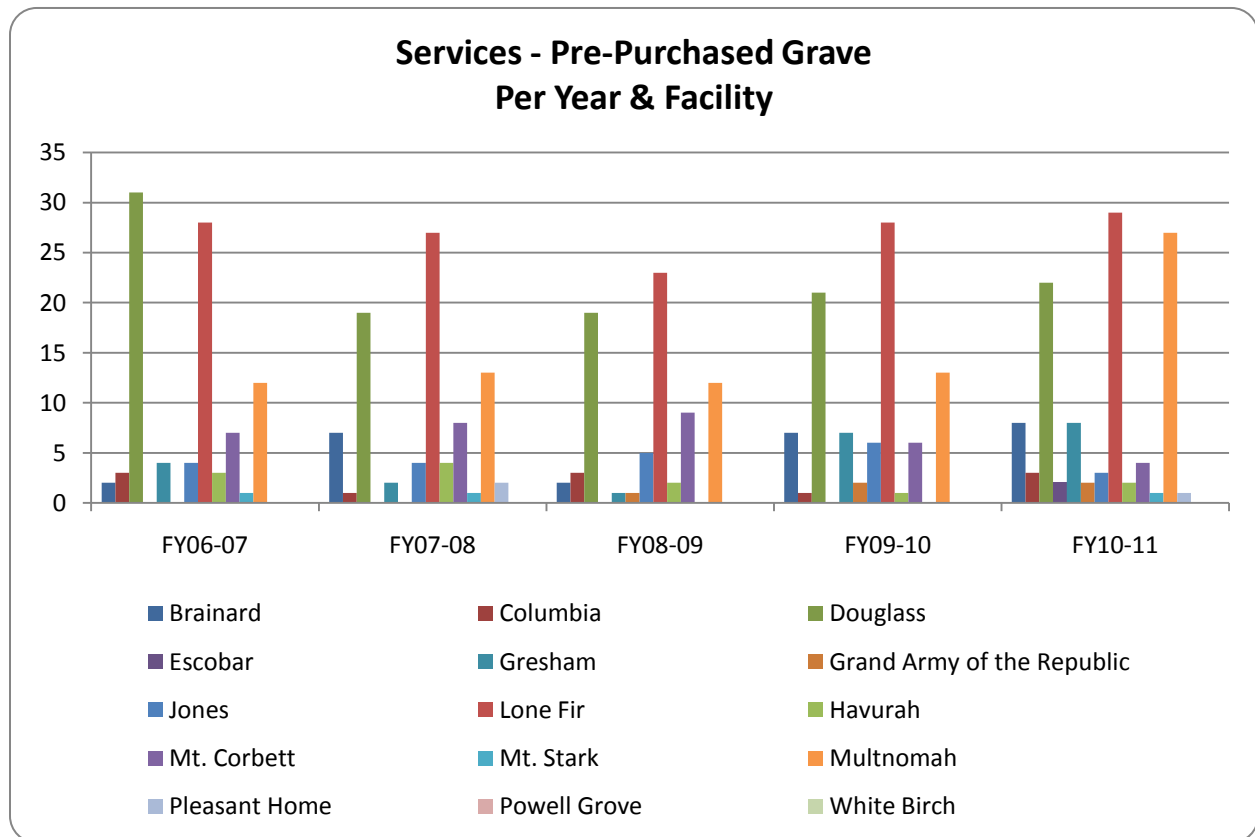
#### **5. Records Management, Sales, and Marketing**

The Cemetery Coordinators work consists of 50% of their time managing records and genealogical request while the remaining 50% of their time is spent reacting to customers in making sales and services arrangements. Cemetery sales are currently conducted by MCP Cemetery Coordinators and approved by the Program Manager. The typical pre-burial sales duties involve the following:

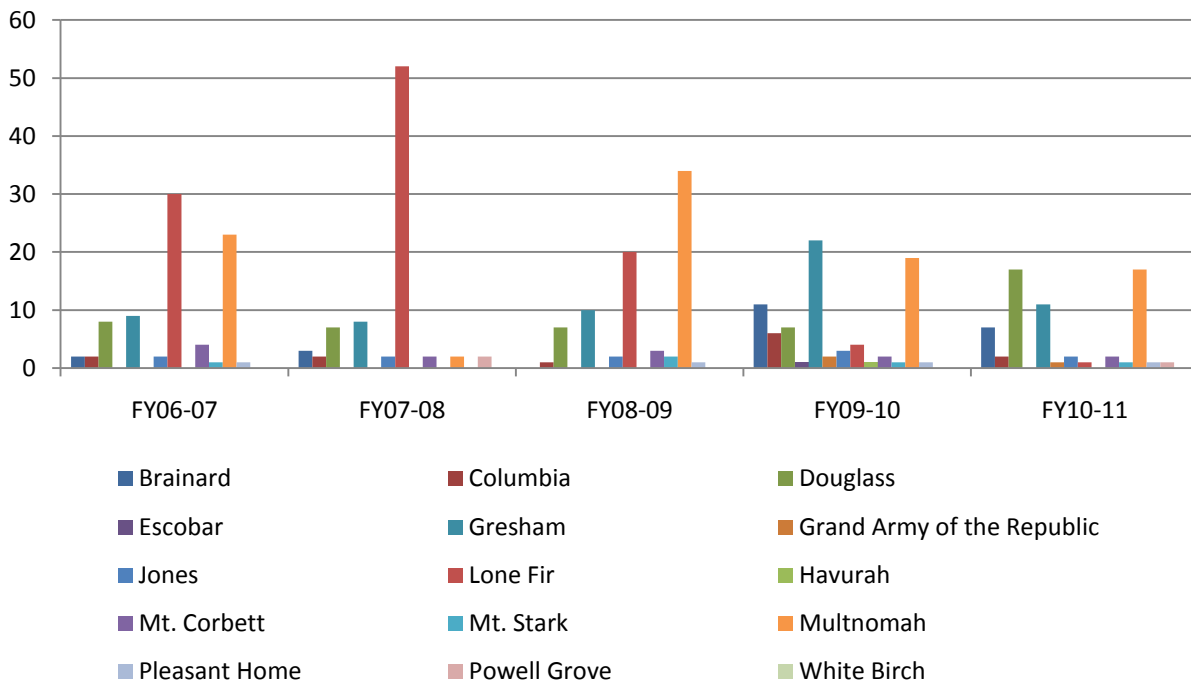
- Staff taking initial calls from families and/or funeral homes over the phone or meeting with them in the MCP office.
- Preparing applications for service.
- Choosing a grave or niche.
- Preparing a Contract of Purchase.
- Scheduling and overseeing burial services.
- Issuing a Certificate of Interment Right.
- Preparing transfer of interment rights from one party to another for graves and niches as needed.
- Maintaining inventory records per state and county laws.

The primary methods of marketing for the grave plots and burial services within the cemetery properties are fairly passive. Methods of marketing include online information on the Metro website, hard-copy brochures, and other program information available in the Metro Regional Center. Programming and events that take place on the properties, primarily at Lone Fir Cemetery, provide some indirect marketing benefits.

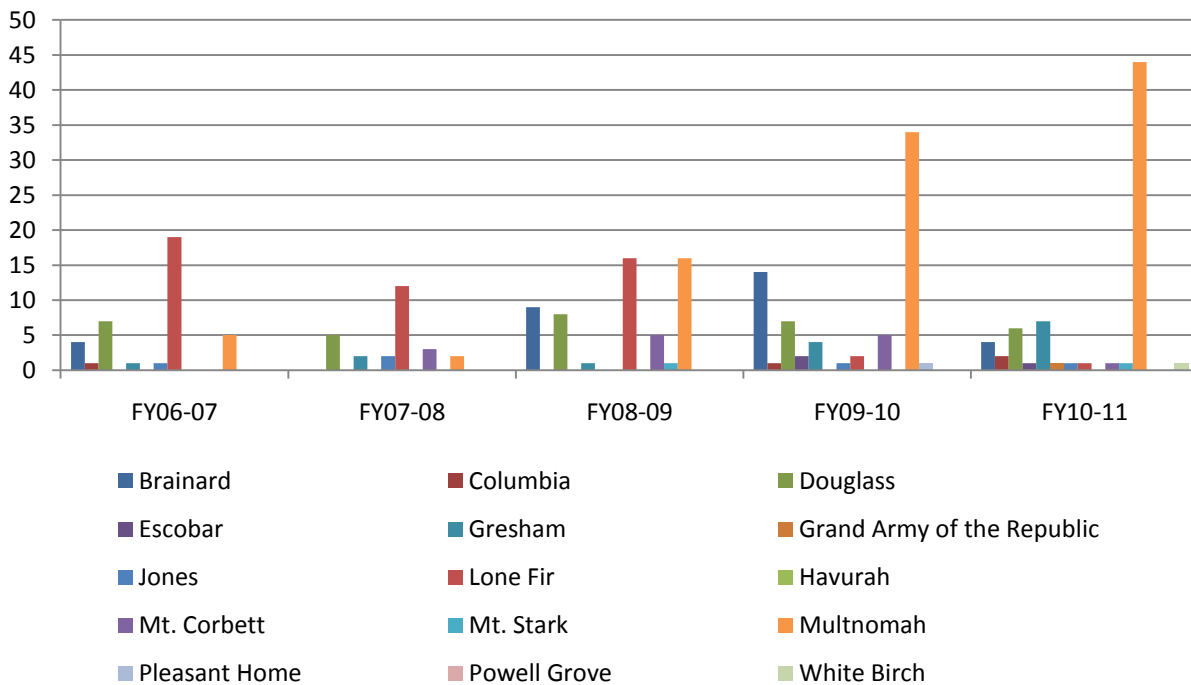
The following chart summarizes sales (prepurchase and at-need) and services for the Program for the last 5 years. For a full report of sales by cemetery, see Exhibit 2.



### Sales & Services - At Need Per Year & Facility



### Grave Sales - Pre-Purchased Per Year & Facility



## 6. Maintenance

In-house Metro Parks staff assigned to MCP perform landscape maintenance duties for the fourteen cemetery properties. One full-time Park Ranger acts in a lead maintenance role to direct three seasonal employees, who are responsible for all mowing, trimming, refuse collection, edging, pruning and branch removal, trash collection, facilities inspection and related landscape maintenance operations as needed throughout the year. In general, refuse collection, inspection, mowing, and trimming are performed once per week from approximately March through August, followed by mulching in October and November.

During the winter months in-house staff removes snow/ice during times of inclement weather, makes weekly inspections of all facilities, collects trash and performs other maintenance duties as needed.

Maintenance equipment used to maintain the fourteen properties includes:

- Two Ford F250 extended cab pickups.
- One Ford F550 diesel dump truck.
- Two equipment trailers; one for a single mower, and the other for two.
- Two mowers with 60" decks and two mowers with 72" decks.
- Assorted line trimmers, blowers, other power equipment, and hand tools.

On an as-needed basis, other Metro equipment may be allocated for use by MCP. This may include other uses of the dump truck mentioned above, a backhoe/ tractor, and a variety of additional power and hand tools. All of this equipment is housed in the Curry Maintenance Building at Blue Lake Regional Park.

When Metro Parks staff are unable to perform other needed duties due to lack of specialized skills or high volume of work, MCP may retain private contractors. In the past, MCP has contracted for the removal of large amounts of problematic vegetation, repaving cemetery roadways, and the provision, repair, or maintenance of other types of landscape or infrastructure elements.

### D. Public Use

Lone Fir receives the most attention and visitors than the other MCP properties. It is one of the primary points of contact for residents visiting the pioneer cemeteries in the greater Portland area; therefore it could be used to inform the public of the many cultural and environmental attributes of all of the Metro pioneer cemeteries. The cemetery's positive attributes that contribute to its high visibility and popularity include:

- Location within an active neighborhood.
- Proximity to downtown near several popular historical and cultural museums and parks.
- Significant number of important founding family members interred within its boundaries.

- Hosts annual historic, cultural, artistic, and other special programs.

### 1. Passive Recreation Use

In addition to traditional burials and related uses, the public typically uses the cemetery properties for a number of passive recreation uses such as walking/strolling, birding, horticulture interpretation and appreciation, history research, art, and general forms of respite throughout the year. In this type of use, these activities are low impact and compatible with the properties being used as parks.



Several MCP properties are used to host special events on an annual basis. For most properties, these events typically include Memorial Day and Veterans Day events but may include others related to historic interpretation.

While Lone Fir Cemetery holds these types of memorial events on an annual basis, it also hosts regular history and horticulture appreciation tours and a number of other special gatherings, including Halloween events, films, music, art installations, performance art, and historic tours in an effort to raise the public's awareness and appreciation for Lone Fir Cemetery.

Many of the more recent events have been associated with the current plans to raise funds for the renovation of Block 14 to memorialize the many interred Chinese workers and a number of former residents of the Hawthorne Asylum buried nearby.

Lone Fir has also played host to a number of filming sessions for documentary and feature films, such as *Body of Evidence*, starring Madonna, *Management*, starring Jennifer Aniston and most recently *Restless* directed by Gus Van Sant. The cemetery has also been featured in the sitcom *Portlandia*. The cemetery has inspired the producers of *Live Wire* to conduct a recording for a benefit music CD featuring stories about the cemetery.

Metro has a partnership agreement with Friends of Lone Fir Cemetery (FLFC) to work jointly to ensure the protection and preservation of Lone Fir Cemetery through education, events, and restoration. In addition, through the formation of a new 501c3, the Lone Fir Cemetery Foundation

will work with Metro, FLFC and the community to conduct ongoing fundraising for capital and maintenance for the property.

Multnomah Park Cemetery has a friends group who is working with staff to unearth and reset hundreds of headstones and also conduct research of those interred in the cemetery.

Douglass Cemetery has a friends group forming at the time of this report. These volunteers are working on unearthing and resetting headstones and conducting research.

Grand Army of the Republic benefits from volunteers of the Sons of the Union Veterans who work to install or replace missing or damaged veterans' markers. The same group also replaced the statue at the site and conducts regular clean up days.

### **3. Historic Interpretation**

All of Metro's cemeteries are listed with the State of Oregon Historic Cemeteries Commission and represent notable contributions to the story of the State of Oregon. Lone Fir is the only cemetery in the portfolio listed with the U.S. Department of the Interior's National Register for Historic Places. The quantity, quality, and diversity of historic monuments and markers located in the fourteen pioneer cemeteries create considerable demand for visitation by individuals, students, and groups interested in the history of the settlement and early growth of Oregon, as well as genealogic research. This concentration of historic resources creates great potential for MCP to raise the public's awareness of its properties through historic interpretation within the fourteen cemetery properties.

### **4. Botanic Interpretation**

The unique botanical qualities of Metro's cemeteries distinguish them from other cemetery properties in the region. The pioneer cemeteries receive considerable visitation by individuals and groups interested in botany and horticulture because of the quantity, quality, and diversity of evergreen and deciduous trees and other vegetation.

Lone Fir in particular is considered an arboretum and has over 600 species of trees and shrubs within its boundaries. Three of the trees are listed with the City of Portland's Heritage Tree Program. The cemetery provides a sanctuary for birds and for years the Audubon Society has conducted Christmas bird counts, discovering the presence of these species:

- Red Breasted Sapsucker
- Townsends Warbler
- Varied Thrushes
- Winter Black Capped Chickadees
- Chestnut Back Chickadees
- Ruby Crowned Kinglets
- Hawks

- Downy Woodpeckers
- Fox squirrels

## E. Sustainability

Attention to the issues of sustainability is another factor that allows MCP cemeteries to stand apart from others in the region. As an elected regional governing body, responsible for providing a wide range of services for more than 1.5 million residents in the greater Portland area, Metro is committed to creating “a vibrant and sustainable region for all.” To achieve this mandate, it embraces a series of results-oriented goals and programs, including cutting-edge planning efforts, innovative community education programs, provision of healthful places and activities for its residents, and a number of other services and programs that it offers. The theme of sustainability is a common thread through all of these offerings. Per Metro initiatives, MCP cemeteries are currently “naturescaped,” employing a customer accepted maintenance regime whereby fertilizers, pesticides, and herbicides are not used, and they employ low watering of the grounds.

MCP takes the charge of incorporating sustainable ideas and practices seriously, both in the day-to-day operations and maintenance of its fourteen cemeteries, and in its planning efforts to improve and sustain them in perpetuity. Issues of sustainability, as they apply to MCP operations and properties, include not only environmental issues, but fiscal responsibility and sustaining spiritual issues of the families it serves as well. Any new developments that may result from this operations assessment and financial planning recommendations, would most assuredly address a wide range of issues of sustainability, per Metro directives.

As needed to further enhance the sustainability of its fourteen cemetery properties, now and for the long-term, MCP could turn to a number of the existing resources that maybe applicable. As an example, one of the most complete sets of landscape management guidelines existing today are those developed and currently being field-tested through the Sites Initiative, and is outlined below for MCP to consider:

### a. The Sustainable Sites Initiative, or SITES™

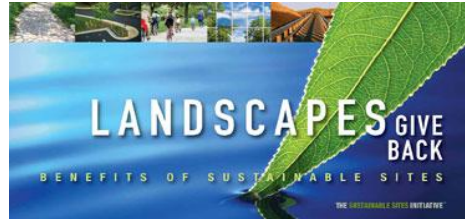
This effort is based on a partnership between the American Society of Landscape Architects, the Lady Bird Johnson Wildflower Center at the University of Texas, Austin, and the United States Botanic Gardens, and includes considerable input and feedback from a diverse group of landscape stakeholders around the country. Their interdisciplinary efforts have created a comprehensive set of guidelines, performance benchmarks, and future rating and certification system for public and private properties that apply a full range of landscape management practices, including planning, design, construction, operations, and maintenance.

The SITES™ management system includes such guidelines and benchmarks as:

- Future Site Selection
- Pre-Design Assessment and Planning



- Site Design Issues for Water, Soil and Vegetation, Material Selection, and Human Health and Well-Being
- Construction



- Operations and Maintenance
- Monitoring and Innovation

Three official pilot projects exist for study in the Portland metropolitan area now, and the guidelines have already influenced many more landscapes around the country in terms of comprehensive sustainability management. Once field-testing is complete in 2012, and the final SITES™ Guidelines and Performance Benchmarks will be released in 2013. They could provide valuable direction to enhancing the sustainability of all MCP properties. The Portland pilot projects are noted below for reference:

**COLLIER INDUSTRIAL PARK, Clackamas, OR**

Project Type: Commercial

Project Team: Collier Arborcare

Project Specifics:

- Removal of invasive plants
- Parking lot runoff directed to bio-swales
- Integrated pest management program
- Irrigation retrofitted to drip system
- Use of Organic Fertilizers
- Use of biodiesel in maintenance equipment

**THE HEADWATERS AT TRYON CREEK, Portland, OR**

Project Type: Residential

Project Team: Winkler Development Corp., Greenworks PC, MGH Engineering, Valaster/Corl Architects, Portland Development Commission, Portland Bureau of Environmental Sciences

Project Specifics:

- Mixed-use residential on a former brownfields site
- Integrated green buildings, parking, paths, and open space
- Wetland and creek restoration
- Bike, pedestrian, and neighborhood improvements
- Vegetative stormwater management strategies such as ecoroofs, green streets, rain gardens, and planters.

**ASH CREEK HOUSE, Portland, OR**

Project Type: Residential

Project Team: DeSantis Landscapes

Project Specifics:

- Residential project on a greyfields site (underutilized property)
- Natural Landscaping

- Stormwater harvesting
- Low-maintenance garden development



#### **b. Salmon-Safe**

Better known in the Pacific Northwest is the Salmon Safe system of landscape sustainability guidelines that the MCP could easily employ. This organization promotes the sustainable management of a wide variety of farm and urban lands as it applies to the protection of ecosystems supporting native salmon in the Pacific Northwest. This Salmon Safe evaluation, rating, and certification system exists now and could be utilized by MCP to evaluate operations and maintenance activities on its properties. A partnership with Salmon-Safe could also be used as a marketing tool for MCP, drawing on the name recognition of Salmon-Safe in the Pacific Northwest.

Certification of the fourteen pioneer cemeteries under the Salmon-Safe standards has been identified as a desirable goal for this project. Salmon-Safe has been working with the City of Portland on several fronts for nearly a decade and has partnered with Metro with the Nature in Neighborhoods program, the Blue Lake Nature and Golf Learning Center, the Oregon Convention Center and recently Glendoveer Golf Course.

The certification process could be done on a program-wide basis, with certification of all cemetery properties being the goal. The Certification Standards lists those general requirements that must be met for certification, some of which include:

##### **Part A-**

- Adherence to local, state and national environmental protections.
- Standard management practices are employed to guide landscape operations and maintenance.
- Pesticide use, if a part of the maintenance provided, is documented and a part of a comprehensive integrated pest management program.
- The use of design practices that promote restoration of deficient areas and protection of on-site or nearby waterways.
- Summary reporting mechanisms are in place to sufficiently monitor conditions and progress made.

Part B - lists additional standards and performance requirements that are specific to six categories of interest intended to protect salmon habitat. These include:

- Stream Habitat Protection/Restoration
- Water Use & Irrigation Management.
- Surface Water Runoff Management.
- Erosion & Sediment Control.
- Chemical & Nutrient Containment.

The evaluation process involves a field-level assessment of properties seeking certification, both on a general system-wide and limited site-specific basis, and an extensive review of existing management guidelines pertaining to operations and maintenance. Certification may be awarded when the evaluation team and Salmon-Safe are satisfied that the properties meet the general standards and performance requirements, and the authority in charge has provided written agreement to comply with any stipulations raised as part of the review.

Applying for certification through Salmon-Safe seems like a desirable, both to provide and maintain the site conditions that truly protect waterways and salmon habitat, and for the public relations and educational benefits that would come with it. Through certification, MCP can take a big step on its own in supporting Metro's mandate for establishing and maintaining its properties in a sustainable manner.

## **F. Financials: Pricing, Perpetual Care, Fee's and Renewal & Replacement (all sites)**

CPRA has reviewed key aspects of the current financials and offer the following summary.

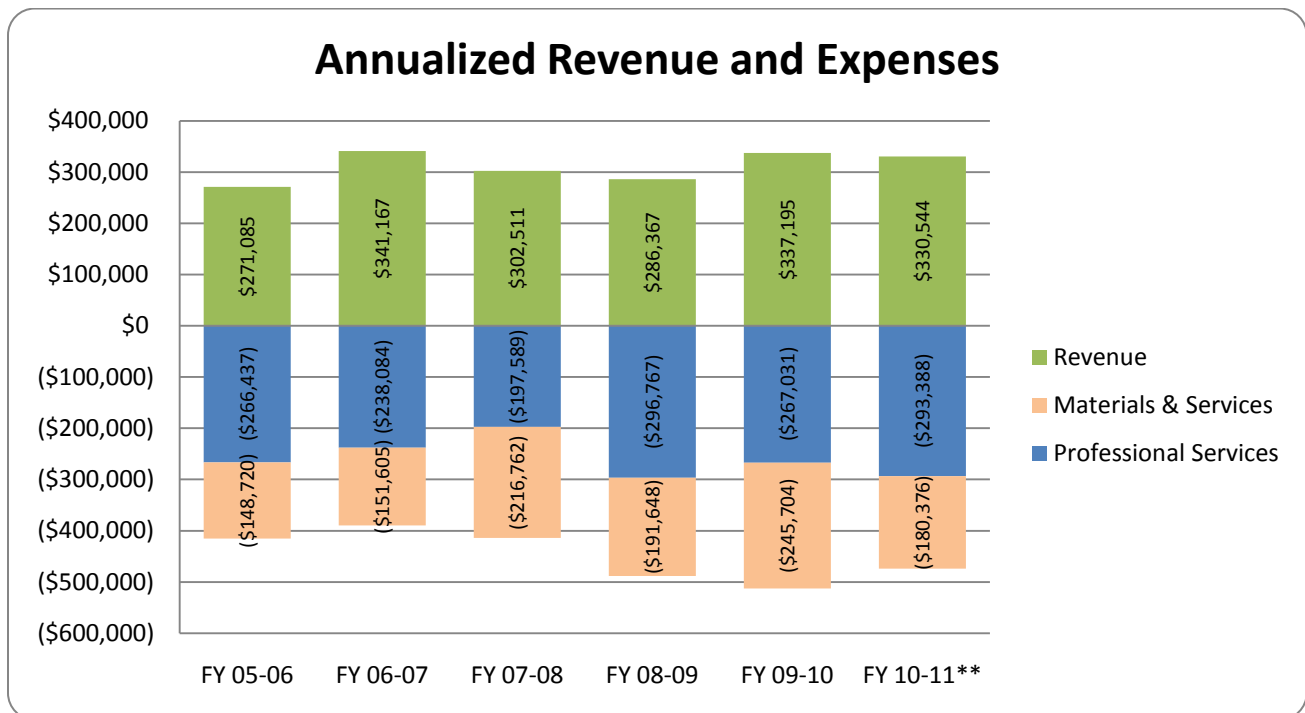
### **1. Overview**

Due to a number of interrelated variables (i.e. sales prices, volume of sales, limited product offerings, limited marketing, temporary funding for Block 14 and the records project etc.), MCP currently runs at a deficit and Metro subsidizes MCP by the average annual amount of about \$140,000 (FY 2006-07 to FY 2010-2011). Considering the combined size of the properties (at approximately 66 acres) and the fact that they are spread out across Multnomah County and sales are generally passive, this deficit is surprisingly low compared to other operations of similar size. The following chart and graphs shows revenue and expense trending over the last 6 years.

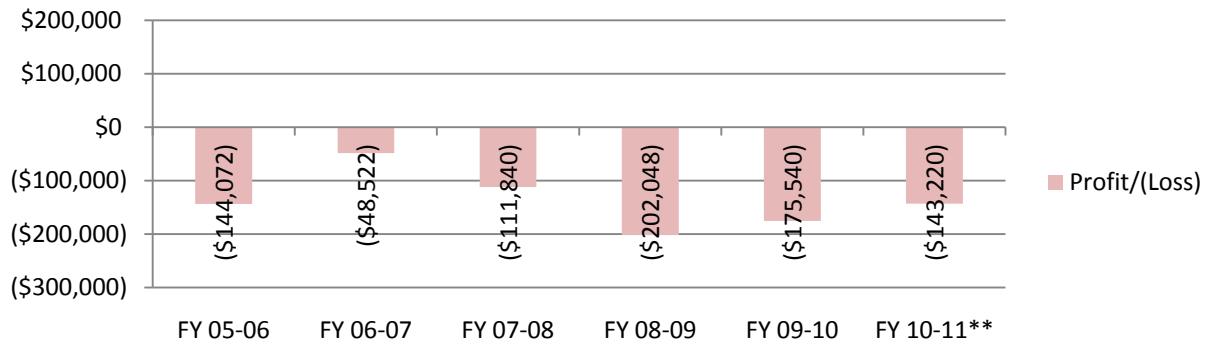
Metro Pioneer Cemeteries Revenue and Expenditures					
Fiscal Years 2005-06, 2006-07, 2007-08, 2008-09, 2009-10 and FY 2010-11 Unaudited Figures					
Fiscal Year	Expenses			Revenue	Profit/(Loss)
	Personal Services	Materials & Services	Total Expenses		
FY 05-06	\$266,437	\$148,720	\$415,157	\$271,085	(\$144,072)
FY 06-07	\$238,084	\$151,605	\$389,689	\$341,167	(\$48,522)
FY 07-08	\$197,589	\$216,762	\$414,351 *	\$302,511	(\$111,840)
FY 08-09	\$296,767	\$191,648	\$488,415 *	\$286,367	(\$202,048)
FY 09-10	\$267,031	\$245,704	\$512,735	\$337,195	(\$175,540)
FY 10-11**	\$293,388	\$180,376	\$473,764	\$330,544	(\$143,220)

\* FY 06-07 and 07-08 incurred additional, non-recurring cost of +/- \$60,000.

\*\* Unaudited.



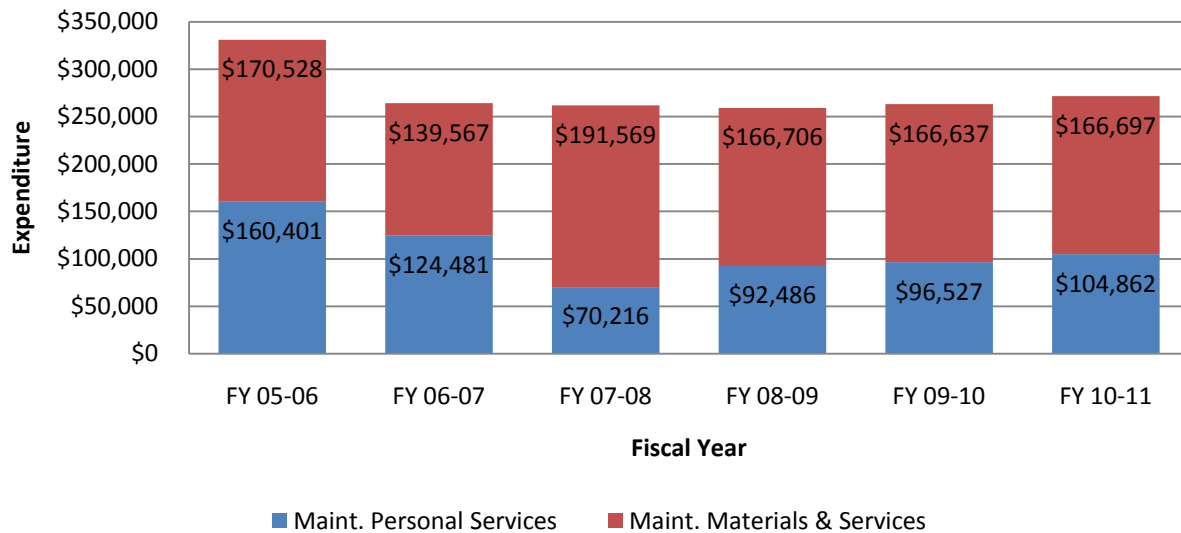
## Annual Profit/(Loss)

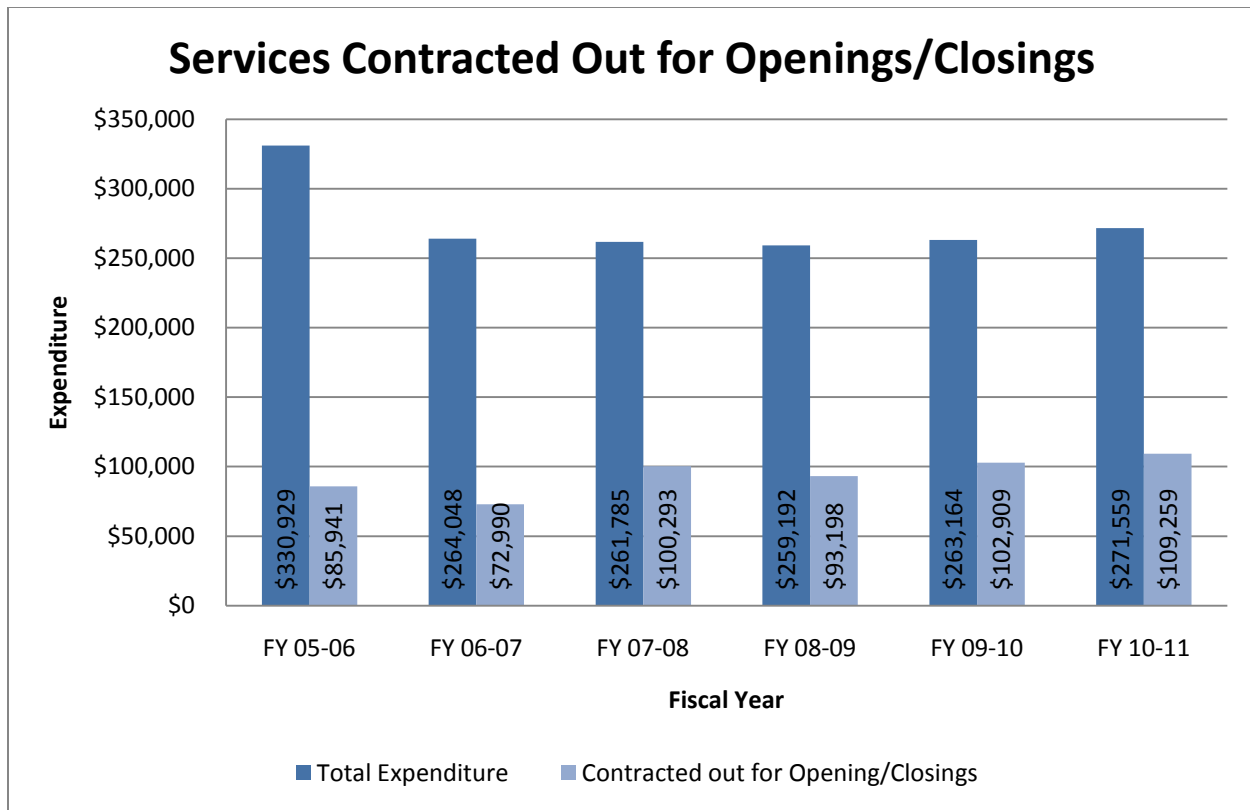


In addition to analyzing the overall expenditures and revenue, it is important to take a closer look at the associated maintenance costs of this operation as it relates to Perpetual Care Fund needs and opportunities for future cost/benefit analysis of in-house services vs. contracted services. The following chart and graphs shows these maintenance services:

Metro Pioneer Cemeteries Maintenance Expenditures Fiscal Years 2005-06, 2006-07, 2007-08, 2008-09, 2009-10 & 2010-11				
Fiscal Year	Maint. Personal Services	Maint. Materials & Services	Total Expenditure	Of Which the Following was Contracted out for Opening/Closings
FY 05-06	\$160,401	\$170,528	\$330,929	\$85,941
FY 06-07	\$124,481	\$139,567	\$264,048	\$72,990
FY 07-08	\$70,216	\$191,569	\$261,785	\$100,293
FY 08-09	\$92,486	\$166,706	\$259,192	\$93,198
FY 09-10	\$96,527	\$166,637	\$263,164	\$102,909
FY 10-11	\$104,862	\$166,697	\$271,559	\$109,259

## Metro Pioneer Cemeteries Maintenance Expenditures





*Information courtesy of Metro.*

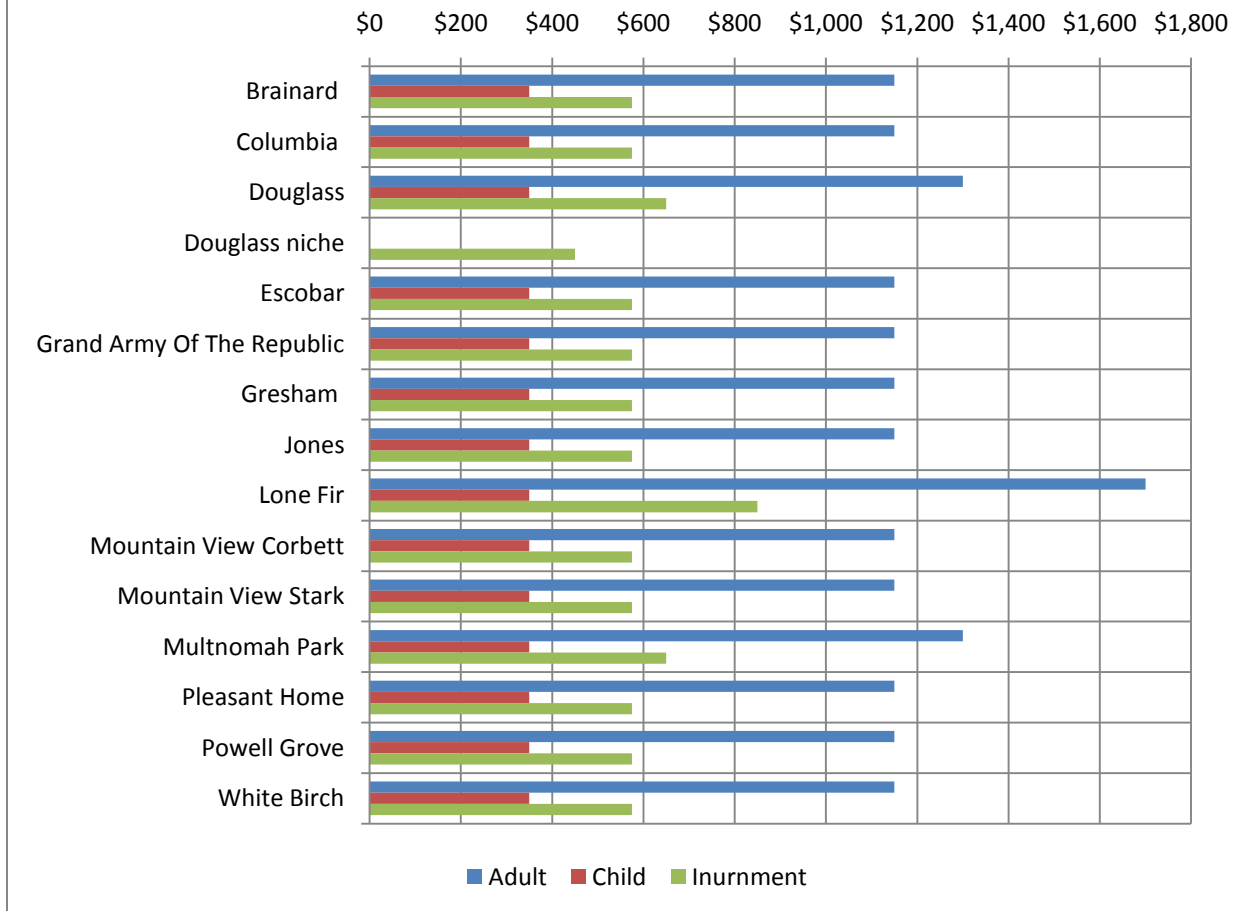
## 2. Sales Pricing

Currently, the cemetery program sells only property, liners/vaults, and opening/closing services. They indicated that their state license only allows for at-need interment right sales and services or the interment right sales of grave plots to be used at a later date (pre-purchase) and they cannot sell services prior to time of death. Meaning customers can not pre-pay Metro for burial services as MCP is not licensed to do so. Cemetery merchandise is defined in State Statute 97.010. Metro's 2011 pricing for services and merchandise is near the lowest in the market with the following breakdown provided for reference.

<b>Cemetery Grave Selection</b>	<b>Adult</b>	<b>Child</b>	<b>Inurnment</b>
Lone Fir	\$1,700	\$650	\$850
Multnomah Park	\$1,300	\$350	\$650
Douglass	\$1,300	\$350	\$650 ground / \$450 niche
Brainard, Columbia, Escobar, GAR, Gresham, Jones	\$1,150	\$350	\$575
Mt. View Corbett & Stark, Pleasant Home, Powell Grove, White Birch	\$1,150	\$350	\$575
<b>Grave Opening/Closing</b>	<b>Adult</b>	<b>Child</b>	<b>Inurnment</b>
Vaulted Grave	\$650	\$300	\$400 ground/\$360 niche
Oversized Grave	\$675	n/a	n/a
Double Depth	\$800	\$800	n/a
<b>Outer Burial Containers</b>	<b>Adult</b>	<b>Child</b>	<b>Inurnment</b>
Boxes	\$450	\$195-200	\$100
Adult Oversized Box	\$625	n/a	n/a
Adult Small Box	\$225	n/a	n/a
Vaults	\$795-\$6,500		
<b>Additional Services and rites</b>	<b>Adult</b>	<b>Child</b>	<b>Inurnment</b>
Saturday overtime	\$300	\$300	\$300
Sunday/Holiday overtime	\$650	\$650	\$650
Weekday overtime after 3pm per hour	\$150	\$150	\$150
Engraving Niche Space	\$150	\$150	\$150
2 <sup>nd</sup> Rite of Interment	\$200	\$150	\$150
Disinterment	\$971	\$971	n/a



## Cemetery and Grave Selection Pricing - 2011



### 3. Endowment Care and Perpetual Care Funds

As common in the U.S., cemeteries in Oregon can be divided in two categories, endowed care or non-endowed care. In an endowed care cemetery a portion of each grave, niche, or mausoleum space sale is placed into an endowment care trust fund. The income from the trust may only be used for the maintenance of the cemetery, and the principal cannot be withdrawn. This assures that funds will always be available for maintenance of the grounds, facilities, and roads. A non-endowed care cemetery may not represent that it provides general care or maintenance, and must rely upon property owners or volunteers to maintain the grounds, facilities, and roads, which often results in a general lack of care and upkeep. However in Oregon as a municipal cemetery authority, MCP is exempt from the endowment care trust fund requirements of Oregon law, specified in ORS 97.810 and 97.820.

These endowment care fund Statutes govern the amount of money collected, and the deposit of such funds in an irrevocable trust fund with a qualified trustee, and the use of such funds. A minimum 15 % of the grave or mausoleum and 5% for niche space sale must be collected on each sale for burial in an endowment care cemetery. It is important to note that nothing prevents the

collection of more than the minimum. Regardless of amount, the funds collected must be placed in the trust fund within 30 days of receipt.

As stated above MCP is exempt from the endowment care trust fund requirements, so the funds MCP collects are identified as “special care fund” and are not placed in an irrevocable trust but rather placed in a separate Metro fund. This Metro fund was established in 2003 by Metro Council Resolution 03-0996 and made permanent in 2008 by Metro Council Resolution 08-3943. The other difference between an endowment care fund and Metro’s special fund is that the minimum endowment care amount is set by Statute, whereas MCP may collect special care funds by in any amount by surcharge fee on a grave or niche sale, donations, gifts, grants, etc.. When Metro established the perpetual care fund in 2003, it was determined to set a surcharge of 15 percent of the grave purchase price and 5 percent of the niche purchase price as a reasonable approximation of industry standards. However MCP may at any time increase or decrease the surcharge.

Today this fund is valued at approximately \$345,565. When the grave inventory is exhausted in 2044 (approx. 4,300 spaces/130 sales per year), the annual income is reinvested and the corpus of the fund is never spent, this fund would be approximately \$1,107,000. Unfortunately, this will be well short of the necessary fund balance to provide services in perpetuity

In our experience, we find that most endowment care cemeteries are only collecting the minimum percentage required by state law. Only the annual income from trust fund investments may be used to fund maintenance. Financial forecasting analysis reveals that this will not produce a sufficient trust fund to provide the level of income necessary to maintain a cemetery in perpetuity. In order to identify this deficiency, one needs to look at the full build-out of the property for estimated total income and multiply that amount by the minimum to determine the estimated endowment trust fund principle. Applying an appropriate rate of return on the corpus provides an estimate of the annual income available for maintenance. This can then be compared to the estimated annual cost to maintain a cemetery that is fully built out and is in a perpetual maintenance mode of operations. The difference between the estimated income and expense is the projected operating deficiency. The projected operating deficiency may then be used to extrapolate the appropriate increased percentage that should be charged in addition to the mandated minimum.

While the MCP has only recently began to collect a surcharge for the special care fund, any new cemeteries that may be established need to establish and collect perpetual care fees as prescribed above from the outset. For the existing portfolio of pioneer cemeteries, it would not be possible to make up the deficiency as set forth above, without increasing grave prices by an order of magnitude. There are simply not enough available spaces left in the cemeteries to compensate for all of the sales that occurred before MCP’s perpetual care fund was established. Nevertheless, the minimum surcharge on new sales could be raised so that the shortfall is not as large as is now projected. The more the shortfall gap is closed, the less the pioneer cemeteries will have to rely on general fund dollars for perpetual maintenance.

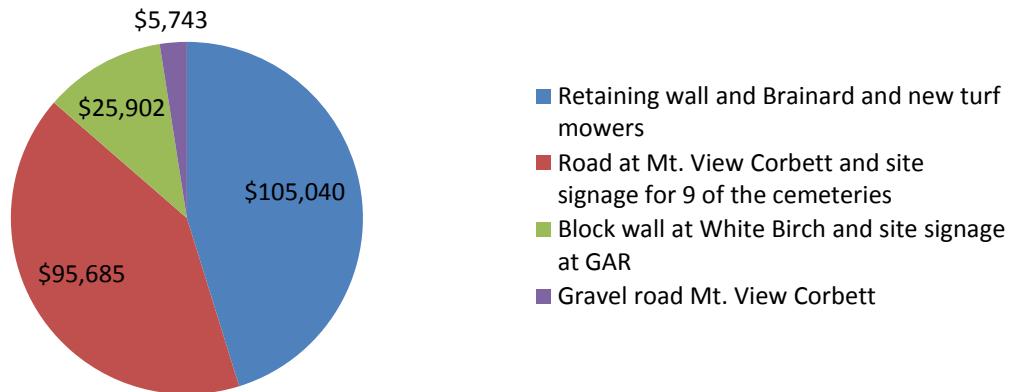
#### **4. Current Renewal & Replacement Costs**

Metro has defined a current list of deferred maintenance needs. Four of those projects have been funded through Metro's Renewal and Replacement program and those costs have been defined for the next 4 years. These needs are as follows:

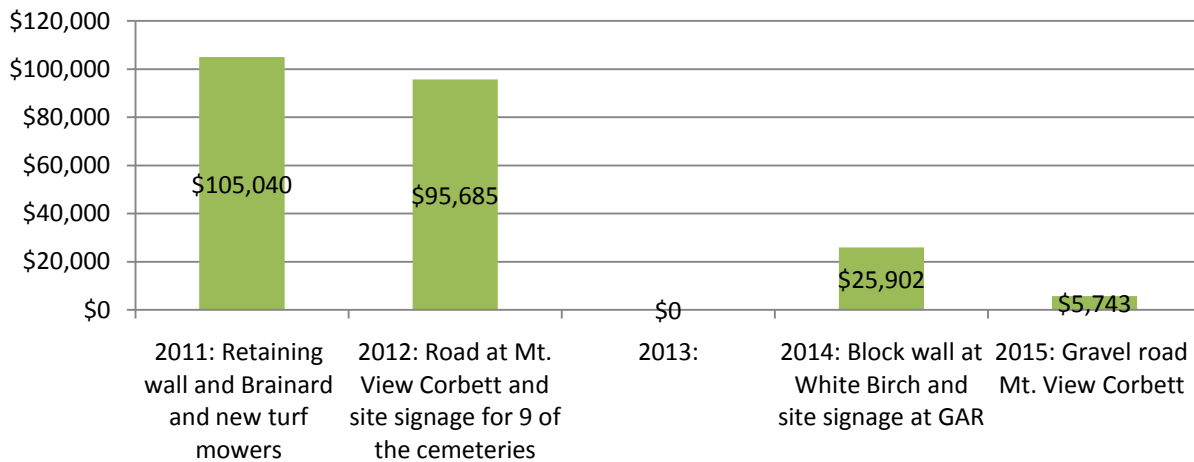
**CURRENT IDENTIFIED CEMETERY PROGRAM RENEWAL & REPLACEMENT PROJECTS 2011-15**

Description	Location	Acquire Date	Life	Year	Cost
Retaining Wall 210 feet	Brainard		25	2011	\$ 65,040
Flail Mowers (2)	Cemetery Program		7	2011	\$40,000
Asphalt Road (450 ft x 9 ft)	Mt. View Corbett	12/31/1977	35	2012	\$43,297
Signage (1 lg)	Brainard	12/31/2002	10	2012	\$5,412
Signage (1 lg)	Douglas	12/31/2002	10	2012	\$ 5,412
Signage (1 lg)	Jones	12/31/2002	10	2012	\$ 5,412
Signage (1 lg)	Mt. View Corbett	12/31/2002	10	2012	\$5,412
Signage (1 lg)	Mt. View Stark	12/31/2002	10	2012	\$ 5,412
Signage (1 lg)	Multnomah Park	12/31/2002	10	2012	\$ 5,412
Signage (1 lg)	Pleasant Home	12/31/2002	10	2012	\$ 5,412
Signage (1 lg)	Powell Grove	12/31/2002	10	2012	\$ 5,412
Signage (3 lg)	Lone Fir	12/31/2002	10	2012	\$ 9,092
Block Wall (206 ft)	White Birch	12/31/1989	25	2014	\$20,271
Signage (1 lg)	Grand Army of the Republic	12/31/2004	10	2014	\$ 5,631
Gravel Road (600 ft x 11 ft)	Mt. View Corbett	12/31/1995	20	2015	\$ 5,743

## Metro Pioneer Cemeteries - Overall Deferred Maintenance Needs



## Metro Pioneer Cemeteries - Annual Deferred Maintenance Projects



However, through interviews MCP staff has identified the following projects that have not been listed in Metro's Renewal and Replacement schedule or in Metro's budget. At the time of this report, MCP staff has indicated that Metro's Finance and Regulatory Services (FRS) is updating the agency list of Renewal and Replacement Projects during fiscal year 2011-12. CPRA recommends that this list and Appendice 3 for Lone Fir be considered for the FRS renewal and replacement project.

Projects listed in order of importance per property:

### a. Lone Fir

- i. Reseeding in select areas.

- ii. Install flower/plant composting area with multilingual signage.
- iii. Projects as identified in the Lone Fir Master Plan, Appendix 3, Priority projects listed with the master plan are:
  - a. Bottler's Mausoleum \$80,000
  - b. MacLeay Mausoleum \$380,000
  - c. The north retaining wall costs to be determined.

**b. Douglass**

- i. Eastside Jewish Community section shrub border replacement.
- ii. Pump house removal and well cap (listed in current renewal and replacement schedule).
- iii. Columbarium wall/side adjustment.
- iv. Install flower/plant composting area with multilingual signage.
- v. Reseeding in select areas.
- vi. Hedge removal on Halsey and fence installation to replace the hedge.
- vii. Block 8 & 9 walkway shrub & tree planting.
- viii. Irrigation system installation.

**c. Multnomah Park**

- i. Gravel road pot hole repair.
- ii. Install flower/plant composting area with multilingual signage.
- iii. Reseeding in select areas.
- iv. Block marker replacement.
- v. Identify roadways to remove and install fence to close.
- vi. Replace fencing on the west and south sides of the cemetery with matching wrought iron fencing to match the east and north sides of the property.

**d. Brainard**

- i. Install "rain barrels" for patrons to use for watering.
- ii. Install flower/plant composting area with multilingual signage.
- iii. Perimeter fencing.
- iv. Improve and/or pave parking area.

**e. Gresham Pioneer & Escobar**

- i. Install "rain barrels" for patrons to use for watering.
- ii. Install flower plant composting area with multilingual signage.
- iii. Service road repair.
- iv. Stream bank restoration.
- v. Brick entry columns demo or replacement.

**f. White Birch**

- i. Sign replacement.
- ii. Remove and replace perimeter fence.
- iii. Invasive plant removal.
- iv. Install “rain barrels” for patrons to use for watering.

**g. Pleasant Home**

- i. Stream bank restoration (in progress).
- ii. Install “rain barrels” for patrons to use for watering.
- iii. Install flower/plant composting area with multilingual signage.
- iv. Install fencing.

**h. Mt. View Stark**

- i. Install “rain barrels” for patrons to use for watering.
- ii. Install flower/plant composting area with multilingual signage.
- iii. Fence off south side.
- iv. Vegetation restoration on hillside.
- v. Invasive plant removal.

**i. Powell Grove**

- i. Install “rain barrels” for patrons to use for watering.
- ii. Install flower/plant composting area with multilingual signage.
- iii. Invasive plant removal.
- iv. Install perimeter fence.
- v. Improve and/or pave parking area.

**j. Mt. View Corbett**

- i. Install “rain barrels” for patrons to use for watering.
- ii. Install flower/plant composting area with multilingual signage.
- iii. Post & cable replacement along road way.
- iv. Vegetation restoration on hillside.

**k. Columbia Pioneer**

- i. Install “rain barrels” for patrons to use for watering.
- ii. Install flower/plant composting area with multilingual signage.
- iii. Replace existing south side fence and add onto north, east, west sides.
- iv. Small retaining wall repairs.
- v. Pave access road.

**l. Jones Cemetery and Havurah Shalom**

- i. Tree pruning/trimming.

- ii. Install “rain barrels” for patrons to use for watering.
- iii. Install flower/plant composting area with multilingual signage.
- iv. Reseeding in select areas.
- v. Install SW boundary marker(s).
- vi. Vegetation restoration on hillside and in wooded areas

#### **m. Grand Army of the Republic**

- i. Install “rain barrels” for patrons to use for watering.
- ii. Install flower/plant composting area with multilingual signage.
- iii. Verify North and North West property boundaries.
- iv. Straighten perimeter boundary metal posts.
- v. Brick entry columns repair.

Staff has indicated that they desire that a part of the regular budget process, funding be secured for all of the cemeteries and park properties so that staff may regularly schedule bucket truck, chipper rentals for Parks and Environmental Services Arborist to care for trees.

### **G. Demographics and Trends**

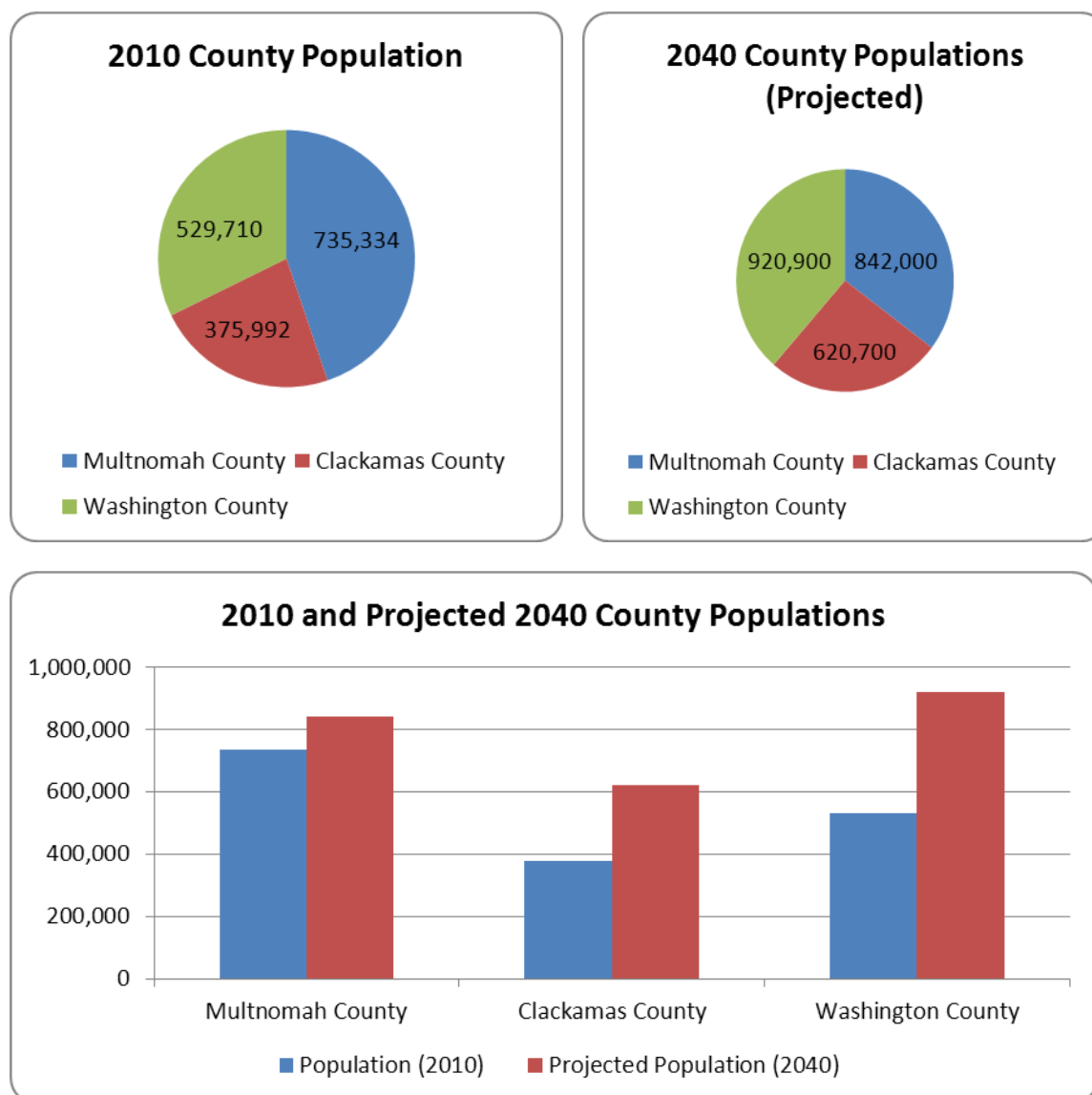
#### **1. Market Snapshot**

As can be seen by the information presented below, the death care industry will see a favorable increase in customers over the next 30 years as the segment of aging ‘Baby Boomer’ generation continues to grow. With ‘Boomers’ currently between the age of 46 and 66 and the national life expectancy projected by the US Census at 78.56, this industry will see demand outpace supply.

Key metrics in this regard are offered on the following page for reference:

Metro Pioneer Cemeteries - Existing & Projected Demographic Information								
County/City	Population (2010)	Households (2010)	Median Age (2009)	Median Household Income (2009)	Forecast Population (2040)	Forecast Households (2040)	Projected Growth Rate 2010-2040	2003 Growth Ranking
<b>Multnomah County</b>	<b>735,334</b>	<b>304,540</b>	<b>35.7</b>	<b>\$49,171</b>	<b>1,134,626</b>	<b>514,451</b>	<b>54.3%</b>	<b>15</b>
Portland	583,766	248,546	35.8	\$48,053	950,781	437,371	60.4%	----
Gresham	105,594	38,704	33.6	\$47,515	122,565	54,208	17.7%	----
Troutdale	15,962	5,671	34	\$62,882	15,948	6,375	10.1%	----
<b>Clackamas County</b>	<b>375,992</b>	<b>145,790</b>	<b>40.6</b>	<b>\$62,030</b>	<b>650,551</b>	<b>238,773</b>	<b>73.0%</b>	<b>7</b>
Lake Oswego	36,619	15,893	45.8	\$80,549	67,835	21,330	73.5%	----
Milwaukie	20,291	8,667	39.9	\$50,380	37,438	17,113	11.7%	----
Oregon City	31,859	11,973	36.3	\$56,668	68,587	27,960	71.6%	----
<b>Washington County</b>	<b>529,710</b>	<b>200,934</b>	<b>35.3</b>	<b>\$62,218</b>	<b>796,460</b>	<b>320,230</b>	<b>50.4%</b>	<b>2</b>
Beaverton	89,803	37,213	34.7	\$55,213	169,262	72,059	20.1%	----
Hillsboro	91,611	33,289	32	\$59,061	100,313	45,530	7.8%	----
Tigard	48,035	19,157	37.4	\$63,554	77,194	31,001	41.1%	----
Tualatin	26,054	10,000	34.6	\$60,467	34,110	12,903	22.2%	----





Sources: State of Oregon, U.S. Census, and Wikipedia

## 2. Death Rate

Although the current death rate is under 1.0%, it is expected to rise considerably over the next 30-40 years as the population grows and ages. Current death rates, according to the Center for Disease Control, are as follows:

- The death rate for the U.S. is 7.41 deaths per 1000 population, or 0.741%.
- The death rate for Oregon is 7.33 deaths per 1000 population, or 0.733%.

The total number of deaths in the U.S. according to the U.S. Census in 2008 was 2,452,570 and is projected to rise to 3,064,000 by the year 2025, a 24.9% increase in 17 years.

## 3. Cremation Rates

According to the Cremation Association of North America the U.S. cremation rate is projected to rise to 44.45% in the year 2015, with the Oregon cremation rate projected to rise to 77.73%. Oregon is currently ranked #4 in the U.S. for percentage of deaths cremated with 69.24% of deaths cremated in 2009. Five major trends affecting cremation in the U.S. are:

- Cost
- Range of Options
- Environmental Impact
- Geography
- Religious Acceptance

#### 4. Trends

In addition to the death and cremation rates, other significant trends are occurring in the death care industry that the Metro Council may consider establishing priorities for the MCP. These trends include:

- **Personalization:** Consumers are seeking more personalized memorials/tributes within pastoral settings for their final resting place. Metro is seeing this trend in purchases made by the Slavic community.
- **Green/Natural Burial:** While lagging behind burials seen in the U.K., the U.S. is seeing rising popularity and demand for green/natural burial offerings. Service Corporation International, the world's largest death-care provider identified Portland as one of three key markets to begin offering "green" funeral packages through their funeral homes.
- **Pet Cremation/Burial:** There is a growing trend for pet death services and products.
- **Family Estates:** There appears to be a trend, similar to that of 100 years ago, in which families are selecting more expensive private estates.
- **Sustainability:** A growing trend for cemetery service providers is the idea of 'sustainability' and understanding how short and long-term costs can be reduced.
- **Space Re-Use:** A long-term practice in other markets around the world, where burial spaces are leased for a period of time, remains are placed in a family plot after a set time, and the space is re-used by others. This idea is common in a few locations in the U.S. and is expected to become more common as space becomes limited in certain market areas and as additional revenue streams are required to sustain operations.
- **Cremation "take-homes":** A study conducted by the Cremation Association of North America (CANA) in 1997 noted that 35.8% of cremation dispositions ended up at the family's home. Looking for ways to connect with families served over the last 10-20 years could lead to a tremendous market opportunity.

## H. Competition

The death care industry in the United States is a \$20 billion per year industry. There are approximately 23,000 funeral homes, 100,000 cemeteries and over 700 casket stores across the country. The industry includes:

- Mortuaries
- Cemeteries
- Cremation Facilities
- Casket Manufacturers
- Memorial Manufacturers
- Funeral/Cemetery Suppliers and Vendors

The death care industry in the Portland region can be generally divided into two areas, cemetery and mortuary care. Of those registered with the Oregon Mortuary and Cemetery Board, there are 72 mortuaries, funeral homes, and cremation service providers and 104 cemeteries in the Tri-County area (Multnomah, Washington, and Clackamas). Understanding MCP cemeteries are all located in Multnomah County, it is important to note there are 27 cemeteries listed with the majority of burials/final dispositions occurring in perpetual care cemeteries. Of these 27, the following six operations were analyzed relative to pricing and services:

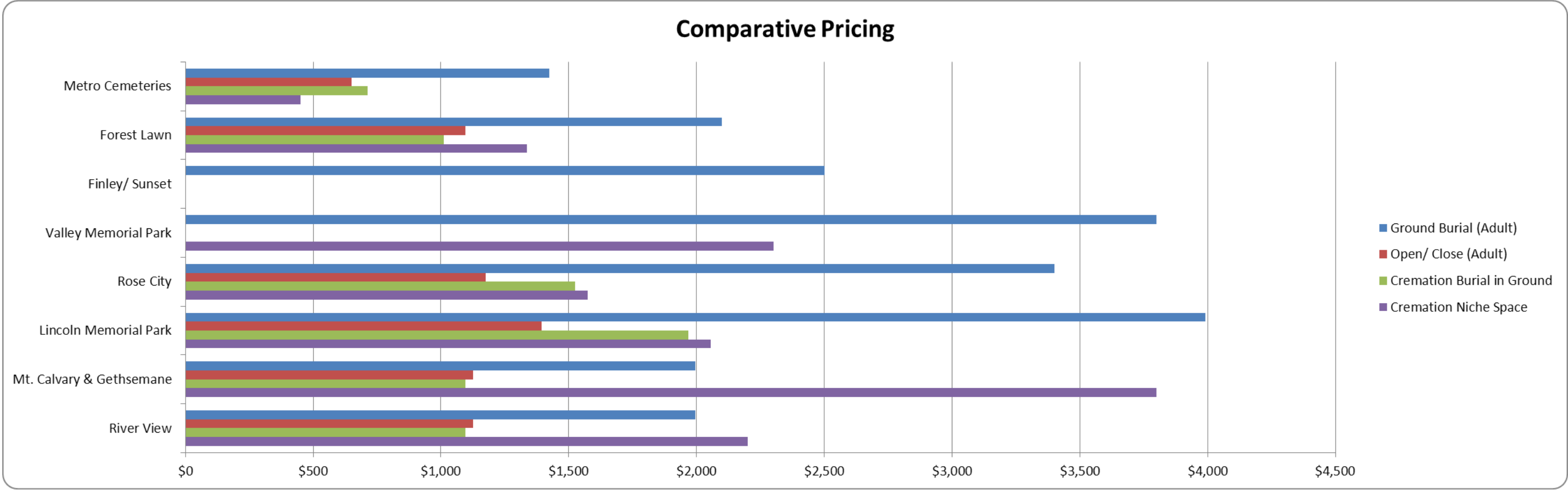
- **Lincoln Memorial Park Cemetery:** Owned and operated by Service Corporation International, North America's largest single provider of funeral, cremation and cemetery service, this is a combination Cemetery and Funeral Home which offers ground burial plots, urn plots, mausoleums, niches, an urn garden, private burial estates, bench states, upright estates, and scattering gardens.
- **Mount Calvary Catholic Cemetery and Gethsemane Catholic Cemetery:** Established in 1888 and owned and operated by the Catholic Archdiocese of Portland, these cemeteries intend to provide sacred burial grounds for members of parishes who do not have access to a parish cemetery. Mt. Calvary and Gethsemane are located on 160 acres of land which includes ground burial plots, mausoleums, niches, and cremation burial plots. They are currently building a new lawn crypt section of 200 graves.
- **Rose City Cemetery:** Founded in 1906, this 80 acre, privately-owned and operated cemetery in Northeast Portland provides ground burial plots, mausoleums, and niches. Although they have adequate inventory, they do not have room for further expansion.
- **River View Cemetery:** Established in 1882, this not-for-profit endowment care cemetery is owned and operated by the River View Cemetery Association. The cemetery offers ground burial plots, mausoleums, niches, family burial plots, urn gardens, and green burial options. They have approximately 40 acres remaining for future development.
- **Finley - Sunset Hills Memorial Park:** Owned and operated by Stewart Enterprises, a corporation with cemeteries and funeral homes in 29 states, this cemetery offers ground

burial plots, lawn crypts, mausoleums, niches, family estates, companion crypts, private mausoleum and a partial green burial offering where they allow the body to touch the ground and turn their required grave liners upside down.

- **Forest Lawn Cemetery and Mausoleum:** Owned and operated by Stonemor Partners, LLC, Forest Lawn Mausoleum & Cemetery, established in the early 1930's, serves all faiths and cultures. The cemetery is located in a quiet part of east Gresham, and is adjacent to the Springwater Corridor Trail to the north, and protected forest lands to the south. Forest Lawn offers a chapel and many types of memorial options, from traditional ground burial and mausoleum crypts, to various cremation options, including a scattering garden.

Of these six cemeteries, four are combined with on-site mortuaries allowing a one-stop shopping opportunity for the customer. Their respective pricing structures (ranging from low to high) are as follows:

Comparative Pricing Summary														
Cemetery	Ground Burial (Adult)		Open/ Close (Adult)	Cremation Burial in Ground		Cremation Niche Space		Cremation Family Estates		Cremation Liner	Grave Liners & Vaults		Perpetual Care (% of sale)	Land Available for Development (per respondent)
	Low	High		Low	High	Low	High	Low	High		Low	High		
River View	\$1,395	\$2,595	\$1,125	\$1,095	\$1,095	\$1,900	\$2,500			\$195	\$745	\$1,345	30%	40 acres
Mt. Calvary & Gethsemane	\$1,395	\$2,595	\$1,125	\$1,095	\$1,095	\$3,350	\$4,250			\$200	\$700	\$4,200	15%	Unknown
Lincoln Memorial Park	\$2,629	\$5,350	\$1,395	\$1,558	\$2,375	\$475	\$3,637				\$750	\$2,295	15%	None
Rose City	\$3,400	\$3,400	\$1,175	\$1,400	\$1,650	\$800	\$2,350				\$700	\$700	15%	90% developed
Valley Memorial Park	\$1,600	\$6,000				\$1,300	\$3,300	\$4,500	\$8,700				15%	Unknown
Finley/ Sunset	\$1,700	\$3,300											15%	Unknown
Forest Lawn	\$1,700	\$2,500	\$1,095	\$1,012	\$1,012	\$1,000	\$1,675	n/a		\$200	\$615	\$615	15%	40 acres
Metro Cemeteries	\$1,150	\$1,700	\$650	\$575	\$850	\$450	\$450	n/a		\$100	\$450	\$6,500	5% to 15%	
Average	\$1,871	\$3,430	\$1,094	\$1,123	\$1,346	\$1,325	\$2,595	\$4,500	\$8,700	\$174	\$660	\$2,609		



As part of its research, CPRA also inquired with each of these properties about the amount of money in their Perpetual Care Fund. Only one respondent offered this information (River View), while the others either neglected to answer, or the staff that responded said they didn't know the amount. Other qualities unique to these cemeteries include:

- **Age:** Most of the cemeteries noted above were developed around the turn of the century or in the middle of the century, which have been the two most significant growth periods for cemetery development across the U.S. With the aging population growing, the U.S. is positioned to see another growth era for this industry which can be seen by the number of new cemeteries beginning to be developed. Industry experts expect to see this growth increase over the next 5-10 years as older cemeteries reach capacity and developers position themselves to meet this need.
- **Cremation:** Although the cremation market has been rising across the U.S., providers have been slow to change and offer unique and specialized merchandise to this customer base. Portland appears to be no different with very few new options available to the customer, even though the cremation rate is out-pacing that of traditional burials.
- **Capacity:** Due to the age of cemeteries noted above, many have little land to develop and are beginning to see the end of their primary sales revenue stream.
- **Perpetual Care Funds:** Unfortunately states didn't start to enact laws until the middle of the 1900's and many laws haven't changed since that time to keep up with the rising costs of maintenance. Many in the industry project that 80% of cemeteries will fail in the next 20-30 years because their funds aren't sufficient enough to produce the capital needed to maintain these cemeteries.
- **Failing Business:** While enough businesses have not failed yet to make significant headlines, industry experts expect we will see a sharp increase in the coming years which may put an unnecessary burden upon local municipalities to take over the operations, similar to Multnomah County, and now Metro.

As of the date of this study, Metro has been approached by three other cemeteries in the area who have all but asked to be taken over by Metro due to poor financial outlook and limited sales. These cemeteries are: Greenwood Hills Cemetery (across from GAR), Gatton Cemetery (located in the St. John's neighborhood of Portland) and Columbian Cemetery (located at the I-84 and I-205 Interchange).

#### IV. SIMILAR OPERATIONS

To understand what some of the possible solutions might be for the liabilities that were identified, this section offers a study of other municipal cemetery operations. This study begins with an examination of the various different types of management organizations in relation to their respective property responsibilities and operations.

This study is offered as an examination of the models that may be appropriate for MCP to transition into if it selects to add new merchandise in its existing cemeteries, possibly add new cemetery properties as a continued source of revenue, and add staff or oversee contracted staff to increase sales and perform more critical cemetery operations tasks.

Other categories of comparative information presented in this section includes: maintenance, cemetery operations, sales and marketing, and historic preservation.

## **A. Cemetery Structures and Organizations**

### **1. General**

There are five primary types of cemetery business structures:

- Large, private corporations with multiple for-profit properties serving a national client base.
- Large for-profit companies with multiple properties serving a local or regional client base.
- Small for-profit companies.
- Not-for-profit companies.
- Municipal cemeteries.

In some cases, organizational substructures may exist, such as special taxing districts and associations, depending more upon taxation issues than organizational and administrative issues.

### **2. Municipal Organization**

There are several organizational models from which municipal governments operate their cemeteries:

#### **a. Integrated with Parks or Other Municipal Department**

This is currently how Metro has organized its MCP. It is not uncommon for municipalities to integrate their cemetery staff completely within another existing City Department, such as Parks or Public Works. However, this model is most common in small communities with limited staff, facilities, and budget resources to manage their buildings, parks, public streets, cemeteries, and other properties.

The primary advantages of this integrated type of organization include:

- Having a single department administration.
- Having one maintenance facility.
- The ability to draw upon all available staff and equipment to perform required cemetery maintenance and burial operations.

One potential disadvantage of this type of organization is the difficulty in scheduling of resources if staff and/or equipment are not fully dedicated for cemetery use.

## **b. Partial Autonomy within Parks other Municipal Department**

This model is more common in medium-sized and larger communities that may have more parks and public properties but still realize the advantage in having a single landscape-related maintenance organization that includes parks and cemeteries.

Examples of municipalities choosing this form of administration for their cemeteries, and selected facts about them, include the following:

### **Salt Lake City, UT**

- One property: Salt Lake City Cemetery
- Historic sections.
- Though active, cemetery has 116,000+ burials and is nearing “full” status; some initial expansion planning has been completed.
- A part of the Parks and Public Properties Division within the Salt Lake City Public Services Department.
- Limited selection of casket and cremation burial options.
- Able to make at-need and pre-need sales.
- Resident and non-resident rate structures.
- Separate staff, budget, equipment, and maintenance/operations facilities.
- Able to draw upon other Parks Department staff and equipment in emergencies or as-needed.

### **Olathe, KS**

- One cemetery property: Olathe Memorial Cemetery
- Historic sections.
- Still active and expanding.
- Minimal line of casket and cremation options.
- Conceptual planning complete for new cremation and casket estate sections.
- A single rate structure for all.
- Municipal cemetery crew does all interment/inurnment operations.
- Property maintained by Parks staff.
- Cemetery can sell markers and monuments provided by private vendors.

## **c. Separate Division within Parks or Other Municipal Department**

Similar to the “Partial Autonomy” model mentioned above, this scenario is more common in larger communities that may have a considerable number of parks, public properties, a large cemetery, or



more than one cemetery. It is also common in communities in which the cemetery is operated as a separate enterprise requiring a separate budgeting process. With Metro's portfolio of properties this option would typically be used.

Examples of municipalities choosing this form of organization for their cemeteries, and selected facts about them, include the following:

#### **Greeley, CO**

- One property: Linn Grove Cemetery.
- Historic sections.
- Active and expanding.
- Wide selection of casket and cremation options including the sale of markers, niche columbarium and other cremation products.
- Ability to make at-need and pre-need sales.
- All one rate structure.
- Separate staff, budget, and administrative/maintenance/operations facilities.
- Cemetery crew does all maintenance and interment/inurnment operations.

#### **Colorado Springs, CO**

- Two properties: Evergreen Cemetery & Fairview Cemetery.
- Both have historic sections.
- Both active and expanding.
- Wide selection of casket and cremation options, including markers; niche columbaria and other cremation products.
- Ability to make at-need and pre-need sales.
- Natural burials allowed in any location.
- Conceptual planning complete for a separate natural/"green" section in one of two facilities.
- Operated as a limited "enterprise zone" within the municipal government, with separate staff, budget, equipment and maintenance/operations facilities.
- Cemetery crew does all maintenance and interment/inurnment operations.

#### **d. Separate Department within a Municipal Government**

This model, while the least prevalent, does present advantages for municipal governments in which one or more cemetery properties are operated as a special enterprise zone with separate revenue generation and budgeting processes. This type of arrangement often involves a separate Cemetery Commission and may be operated in ways similar to a Cemetery Maintenance District.

Examples of municipalities choosing this form of organization for their cemeteries, and selected facts about them, include the following:

#### **Quincy, MA**

- Six cemetery properties.
- Three cemeteries are historic and closed to additional burials.
- Three cemeteries are active.
- Six members on Board of Managers direct an Executive Director.
- Full line of casket and cremation products and services, including mausoleums, but no markers/monument sales.
- Separate resident and non-resident rate structures.
- Cemetery foreman and crew do all maintenance and interment/inurnment operations.

#### **Waukesha, WI**

- One cemetery property: Prairie Home Cemetery.
- Historic sections.
- Active and expanding.
- Six Commissioners direct a Cemetery Manager.
- Full line of casket and cremation options, including community mausoleum, private mausoleums/estates, columbarium, and new natural/"green" section.
- Conceptual planning has been completed for new pet section.
- Cemetery crews perform all maintenance and interment/inurnment operations.

#### **e. Separate Cemetery Maintenance District**

This management model typically transfers cemetery administration, operations, and maintenance duties and creates a separate taxable Cemetery Maintenance District (CMD) within a given area. There are a number of models for forming and managing a cemetery maintenance district. Choices typically involve formation of the governing body, whether by a new separate Council, assigning it to one that already exists, or having it run entirely by a private company. All three models are currently employed in cemetery maintenance districts in the State of Oregon.

The decision to create a CMD is most often tied to the fiscal ability of municipal or county government to initially take on or continue operation of one or more cemetery properties. Because of the unique nature of cemetery funding and their existence in perpetuity, virtually all historic cemeteries lack adequate resources for minimum upkeep and long-term protection. Choosing to establish a CMD typically allows creation of a single point of public contact if multiple properties are involved; creates a single organization to provide burial and maintenance duties, and allows for a permanent source of revenue to provide funding for long-term care. The model also allows the creation of a governing Commission or Board to oversee its operation, authorizes the district to levy

taxes to defray the costs and expenses of operations and maintenance, and supports the formation of a single endowed care fund for financial benefits.

The creation of CMD may be an option for Metro, as Measures 5, 47 and 50 have severely restricted its ability to raise revenue through property taxes. Under existing law, Metro can only raise property taxes for operations through five-year local option levies. In addition to requiring renewal every five years, local option levies are also the first to be reduced when tax rates in a local jurisdiction exceed the limits put in place in Measure 5. This greatly reduces Metro's ability to broaden its tax rates to support services such as MCP and Metro's obligation to care for the properties in perpetuity.

Metro has tried to be proactive in this regard not only for its cemeteries but for regional funding for parks and recreation through the Intertwine Initiative. In the 2011 Oregon Legislature, legislation was introduced at Metro's request that would have granted Metro the authority, with voter approval, to create a separate service district with a permanent property tax rate that would be governed by the existing Metro Council. That legislation did not pass. Under existing law, the Metro Council could ask the voters of the region for a five-year operating levy that could be used for any general public purpose, including cemetery maintenance.

However since the since the legislation for a park maintenance service district did not pass in the 2011 legislature, Metro may consider regional scenarios for a "cemetery only" district formation which is less broad in scope and provides funding for under supported community assets. For additional information, see Section IX. Financial Recommendations, G. Other Funding Sources.

## **B. Maintenance**

Cemetery managers handle maintenance in one of two ways:

- In-house staff, equipment, and materials to accomplish assigned tasks. This was the preferred method for many years until recently.
- Contract agreements with private companies to supply all staff, equipment, and materials to perform all maintenance duties required. This method has become more popular in recent years.

The ultimate decision on which method to use is most always a financial one, comparing total in-house costs (including staff salaries, benefits, equipment purchase, and maintenance, and material costs) to an all-inclusive Contractor fee. Often cemetery managers utilize a combination of in-house and contracted services. For example, they can assign routine or weekly duties, such as mowing and line trimming, to in-house crews. They can contract other specialty seasonal work, such as fertilizer/herbicide applications and tree pruning, to private contractors.

## **C. Operations**

While in-house staff conducts cemetery burial operations for more control over records accuracy, site security, and quality assurance reasons, some municipalities do retain contracted services for

these duties. A combination of assignments is also common practice. In-house staff often performs critical grave openings and closings, while private companies provide and install vaults, provide equipment, and conduct setups needed for the burial services. In almost all cases, cemetery staff communicates with the family, coordinate burials and memorial products, and carry out any post-burial reviews.

#### **D. Sales/Marketing**

Municipal cemeteries typically handle sales and marketing efforts exclusively by in-house staff. Sales duties typically include answering questions by phone, meeting with families to discuss types, location, and price of available merchandise and coordinating final selections on the cemetery grounds themselves. Once a selection is made, staff can explain payment arrangements with families, and they may coordinate various service arrangements for an at-need purchase. Sales staff numbers can range from a single person at a small single property with limited sales up to a few staff depending on the number of cemetery properties and number of annual sales. For simple marketing efforts, in-house staff can produce brochures and price lists as well as maintain web-based pages offering information about the property and burial or cremation options available. If they need more complex graphics or desire a complete marketing package, they may secure contract services to assist in these efforts.

#### **E. Historic Preservation**

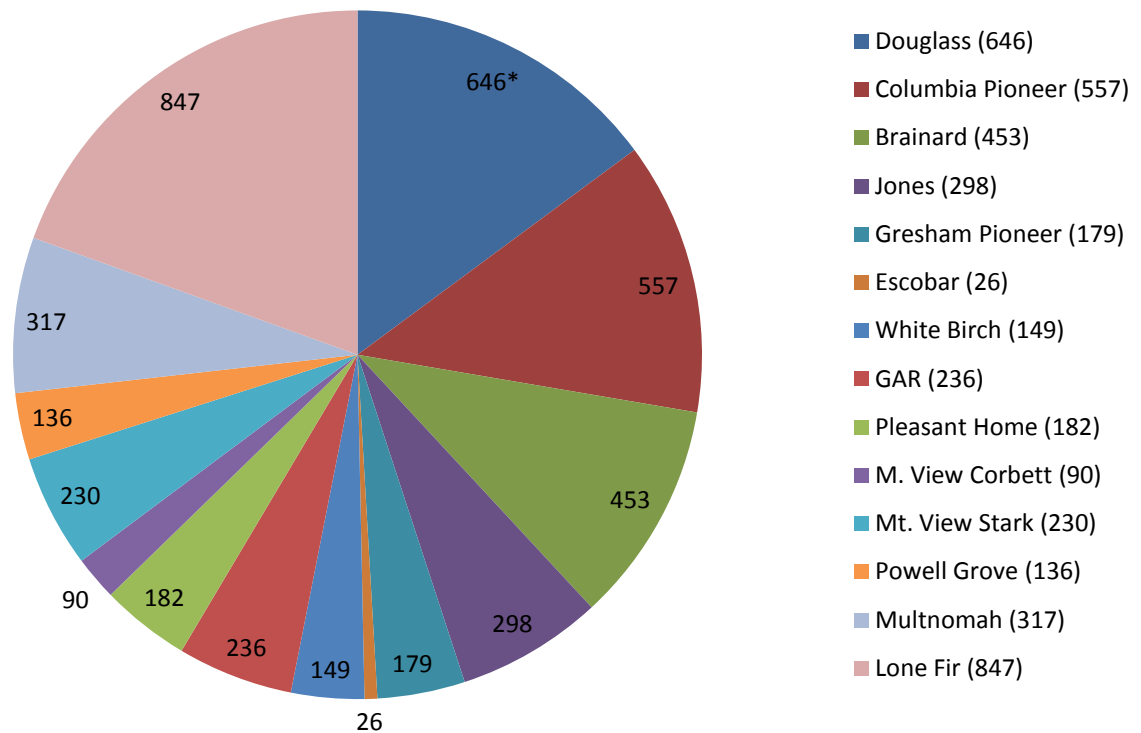
Many municipal cemeteries across the country have served their communities since the day they were founded. As a result, most have historic sections and resources within their properties. A number of these cemeteries have put in place programs and preservation guidelines to identify, document, and protect these historic elements and areas as valuable community resources. Preservation guidelines often cover such issues as preserving landscape character and significant vegetation, ensuring continued access and security, maintaining infrastructure elements, conserving grave marker and repair, and protecting historically significant elements such as buildings, fences, gates, and site amenities. MCP should review these types of guideline resources as they could yield a number of valuable suggestions.

### **IV. EXISTING PROPERTIES**

The intent of this section is to present a focused examination of the existing conditions of the fourteen pioneer cemetery properties managed by MCP. This information is presented in both graphic and narrative formats. Each property is illustrated and described in terms of its name, date established, and the overall size of the properties; and includes documentation on the total interments to date and the number of plots remaining. As it applies to each site, undeveloped areas are also identified and quantified in terms of overall size.

The following chart and graph represent available space within each property:

## Available Number of Plots within Developed Area



There are many cemeteries and Memorial Parks in the three counties that comprise Metro's jurisdiction. These cemeteries are generally divided into two broad categories: traditional cemeteries and memorial parks or gardens.

**Traditional Cemeteries:** This type of cemetery has upright monuments, usually made of stone. Traditional cemeteries often have private mausoleums for above ground entombment, and many have existed in their communities for over 100 years. They typically contain a great deal of history, architecture, statuary and other cultural relics, as well as the personal stories of those interred there.

**Memorial Parks and Gardens:** These are a newer type of cemetery introduced about 75 years ago and are characterized as cemeteries without tombstones: parks and gardens where bronze memorials are placed level with the ground to blend with the beauty of the landscape. They often feature expansive lawns with a variety of trees, flower beds and gardens, as well as fountains, sculpture or memorial architecture.

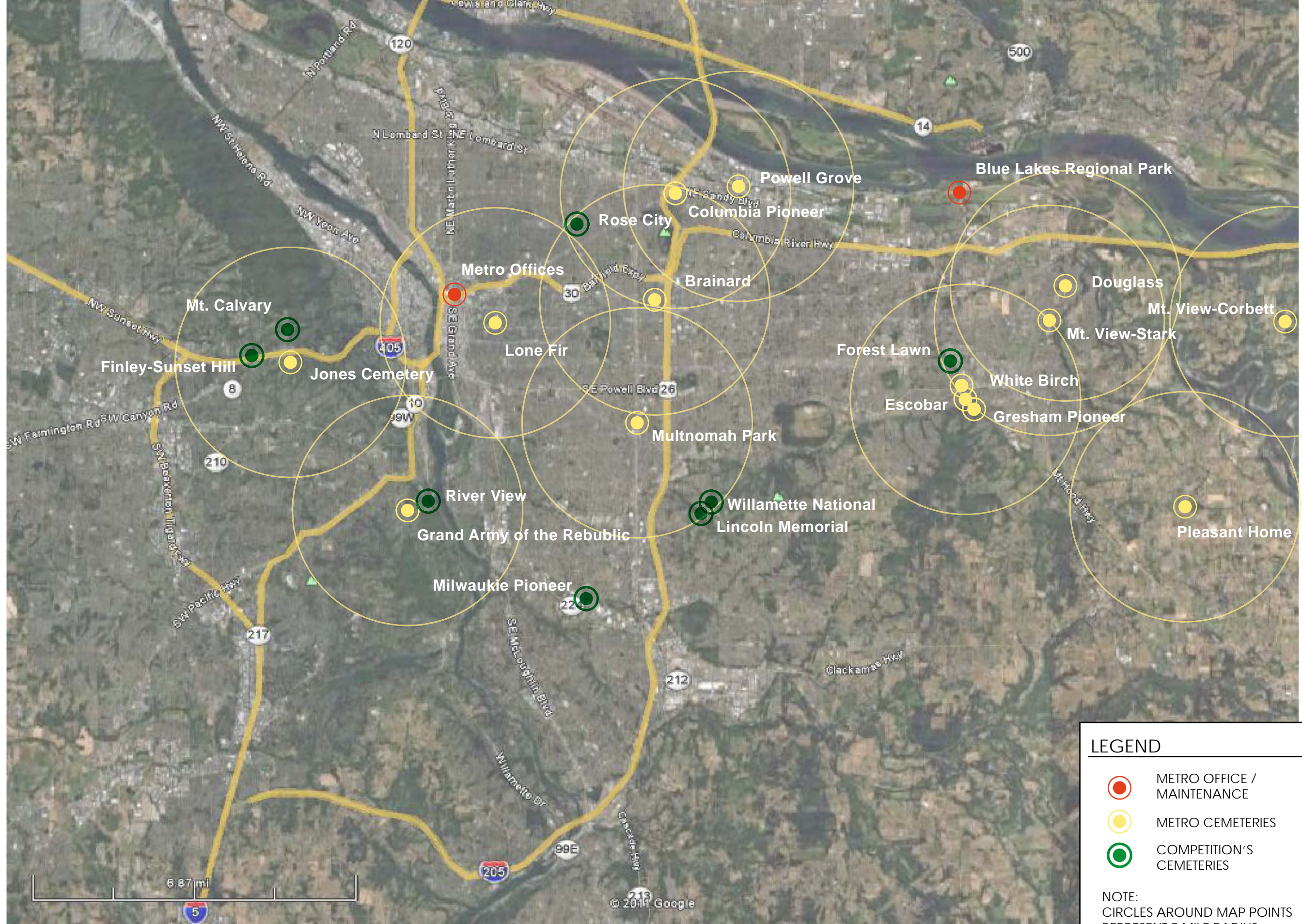
Some cemeteries have both traditional upright monument sections and garden sections. Both types of cemeteries may offer above ground entombment in community mausoleums and may have chapels, crematories, community mausoleums, funeral homes and/or columbaria.

The fourteen properties managed by MCP would be considered traditional and are located in four communities within the greater Portland metropolitan area, stretching from Portland on the west to Corbett on the east – see Map Exhibit 1. Seven cemeteries are located in Portland, five are in Gresham, and one each are in Troutdale and Corbett. While this distribution of these properties, nearly 23 miles between the two farthest apart, creates specific challenges to administrative and maintenance staff in terms of travel distance and coordination of duties, they are well distributed geographically in terms of serving Metro district residents.

Sales data for each of the cemeteries are represented in the table on the following page for reference - also see Exhibit 2.

Key characteristics of the 14 Pioneer cemeteries are listed below from status of “open” to “closed”, and in order of optimal future sales opportunity. These characteristics are summarized in Exhibit 3 for quick reference and comparison.





METRO REGIONAL CEMETERIES MAP

Map Exhibit # 1



Annual Sales Data																		
Facility	FY06-07			FY07-08			FY08-09			FY09-10			FY10-11			TOTAL		
	Preowned Grave Service	Prepurchase Grave Sale	At Need Sale & Service	Preowned Grave Service	Prepurchase Grave Sale	At Need Grave Sale & Service	Preowned Grave Service	Prepurchase Grave Sale	At Need Grave Sale & Service	Preowned Grave Service	Prepurchase Grave Sale	At Need Grave Sale & Service	Preowned Grave Service	Prepurchase Grave Sale	At Need Grave Sale & Service	Preowned Grave Service	Prepurchase Grave Sale	At Need Grave Sale & Service
Brainard	2	4	2	7	0	3	2	9	0	7	14	11	8	4	7	26	31	23
Columbia	3	1	2	1	0	2	3	0	1	1	1	6	3	2	2	11	4	13
Douglass	31	7	8	19	5	7	19	8	7	21	7	7	22	6	17	112	33	46
Escobar	0	0	0	0	0	0	0	0	0	0	2	1	2	1	0	2	3	1
Gresham	4	1	9	2	2	8	1	1	10	7	4	22	8	7	11	22	15	60
GAR	0	0	0	0	0	0	1	0	0	2	0	2	2	1	1	5	1	3
Jones	4	1	2	4	2	2	5	0	2	6	1	3	3	1	2	22	5	11
Lone Fir	28	19	30	27	12	52	23	16	20	28	2	4	29	1	1	135	50	107
Havurah	3	0	0	4	0	0	2	0	0	1	0	1	2	0	0	12	0	1
Mt. Corbett	7	0	4	8	3	2	9	5	3	6	5	2	4	1	2	34	14	13
Mt. Stark	1	0	1	1	0	0	0	1	2	0	0	1	1	1	1	3	2	5
Multnomah	12	5	23	13	2	2	12	16	34	13	34	19	27	44	17	77	101	95
Pleasant Home	0	0	1	2	0	0	0	0	1	0	1	1	1	0	1	3	1	4
Powell Grove	0	0	0	0	0	2	0	0	0	0	0	0	0	0	1	0	0	3
White Birch	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	1	0
Annual Total	95	38	82	88	26	80	77	56	80	92	71	80	112	70	63	464	261	385

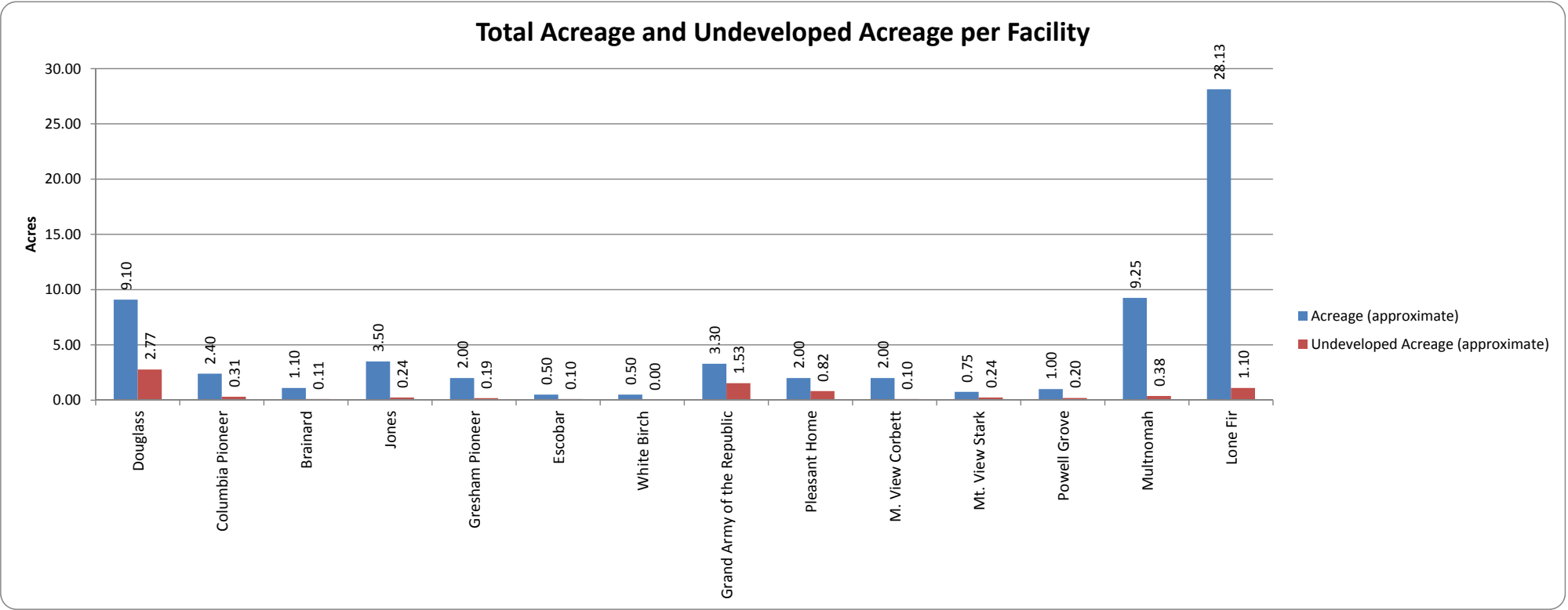
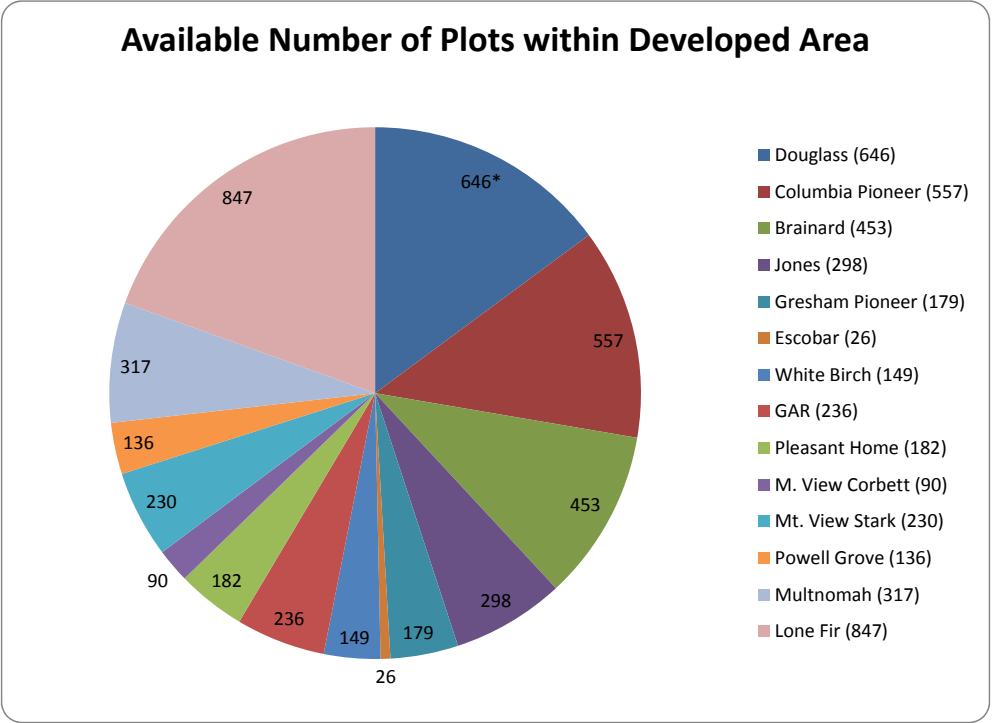
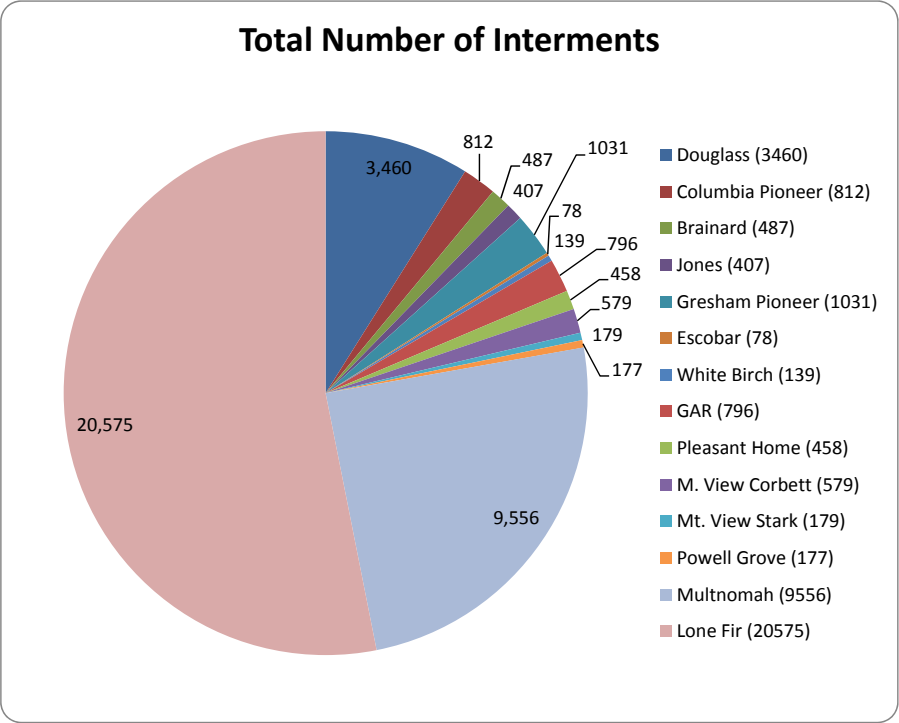
Exhibit 2



Metro Pioneer Cemeteries - General Facility Specific Information														
Cemetery	Douglass	Columbia Pioneer	Brainard	Jones	Gresham Pioneer	Escobar	White Birch	Grand Army of the Republic	Pleasant Home	M. View Corbett	Mt. View Stark	Powell Grove	Multnomah	Lone Fir
City	Troutdale	Portland	Portland	Portland	Gresham	Gresham	Gresham	Portland	Gresham	Corbett	Gresham	Portland	Portland	Portland
Established (approximate)	1866	1877	1867	1872	1851	1914	1889	1882	1884	1880	1886	1848	1888	1855
Acreage (approximate)	9.10	2.40	1.10	3.50	2.00	0.50	0.50	3.30	2.00	2.00	0.75	1.00	9.25	28.12
Developed Acreage (approximate)	6.33	2.09	0.99	3.26	1.81	0.40	0.50	1.77	1.19	1.90	0.51	0.80	8.87	27.03
Undeveloped Acreage (approximate)	2.77	0.31	0.11	0.24	0.19	0.10	0.00	1.53	0.82	0.10	0.24	0.20	0.38	1.10
Acquired by Multnomah County	Apr-1957	Jan-1951	Nov-1953	Jul-1872	Aug-1957	Aug-1957	May-1965	Nov-1971	May-1960	Sep-1949	Jun-1957	Mar-1951	Jan-1944	Jan-1958
Total Number of Interments	3,460	812	487	407	1031	78	139	796	458	579	179	177	9,556	20,575
Available Number of Plots w/in Developed Area	646*	557	453	298	179	26	149	236	182	90	230	136	317	847
Placement since Metro's Acquisition in 1994	525	87	55	48	125	3	3	18	27	129	7	8	281	1,129
Distance in miles from Metro Offices	16.1	0.7	4.8	5.1	15.6	15.6	15.6	5.9	21.0	21.7	11.6	8.9	6.9	5.4
Distance in miles From Blue Lakes Regional Maintenance	4.7	12.9	8.9	19.5	5.2	5.2	5.2	18.9	10.7	10.4	4.3	5.2	11.4	18.2
Significant Health Safety Welfare Issues	No	Yes - Access	No	No	No	No	No	No	No	No	Yes - Access	Yes - Access	No	Yes - Infrastructure
Cremation Offerings Beyond Traditional Grave Spaces	Yes-Niches	No	No	No	No	No	No	No	No	No	No	No	No	No
Number of Entry/Exit Points	2	2	0	1	1	0	0	2	0	0	1	0	5	2
Internal Roads	Yes	Yes- Grass	No	Yes	Yes- Dirt	No	No	Yes - Grass	No	No	No	No	Yes-Dirt	Yes
Parking On Site or Off Site	On	On & Off	Off	On & Off	On & Off	Off	Off	Off	Off	Off	On & Off	Off	On	On
Infill Potential	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Expansion Potential Beyond Property Line	Yes	Yes	No	Yes	No	No	No	Yes	Yes	Yes	No	Yes	No	No
Maximum Casket Carry Distance from Road/Parking (feet)	± 310 ft	± 450 ft	± 200 ft	± 200 ft	± 275 ft	± 325 ft	± 250 ft	± 300 ft	± 600 ft	± 300 ft	± 250 ft	± 175 ft	± 125 ft	± 150 ft
Unique Markets Being Served Currently	Jewish	-	-	Jewish	-	-	-	-	-	-	-	-	Slovic	Slovic
Events	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes

Notes:

\* Note Block 10 is platted and has 1,315 grave spaces, of which 120 are currently designated for the East Side Jewish Community along with another 330 which are optioned to the East Side Jewish Community.



## Douglass Cemetery, Established: 1866 (See Map Exhibit 2)

**Overview** Located between SW Hensley Rd. and S Troutdale Rd., in central Troutdale, this property has the most available land for future development of all of the Metro cemeteries. Surrounded by quiet neighborhoods, it features large swaths of open lawn with a prominent grove of Douglas Fir in the middle that separates the old section from the newer. This grove instills a woodland feel, and provides shelter for those coming to visit the cemetery and pause to reflect on their loved ones.



<b>Location:</b>	SW Hensley Road, Troutdale
<b>Size:</b>	9.1 Acres <ul style="list-style-type: none"><li>• Developed: 6.33 Acres</li><li>• Undeveloped: 2.77 Acres</li></ul>
<b>Acquired by Multnomah County:</b>	April 9, 1957
<b>Total Number of Interments:</b>	3,460
<b>Available Plots in Developed Area:</b>	646* – 24 in ground cremation, 622 casket 71 Niches

*\*Note: in addition to the 646 spaces noted above, there are an additional 1,315 grave spaces in Block 10, of which 120 are currently designated for the East Side Jewish Community along with another 330 which are optioned to the East Side Jewish Community.*

<b>New Sales Potential:</b>	Open
<b>Current Improvements:</b>	Signage
<b>Overall Conditions:</b>	In general the site is well maintained with a clean and tidy appearance to the customer.
<b>Roads and Parking:</b>	There is a network of internal roads and all parking for services can be accommodated internally.

**Unique Markets Served:** There is a small Jewish section (Eastside Jewish Community) in Block 10 for 120 grave spaces with an option for another 330 grave spaces.



**Key Issues:** This cemetery has a well pump house in the undeveloped tract which will need to be removed and capped; the columbarium which was installed a few years ago has significant foundation issues which is causing degradation to the niche fronts; and there is a third party agreement in place with the Eastside Jewish Community for up to an additional 330 graves in Block 10 and limits the installation of any roadways in this section.

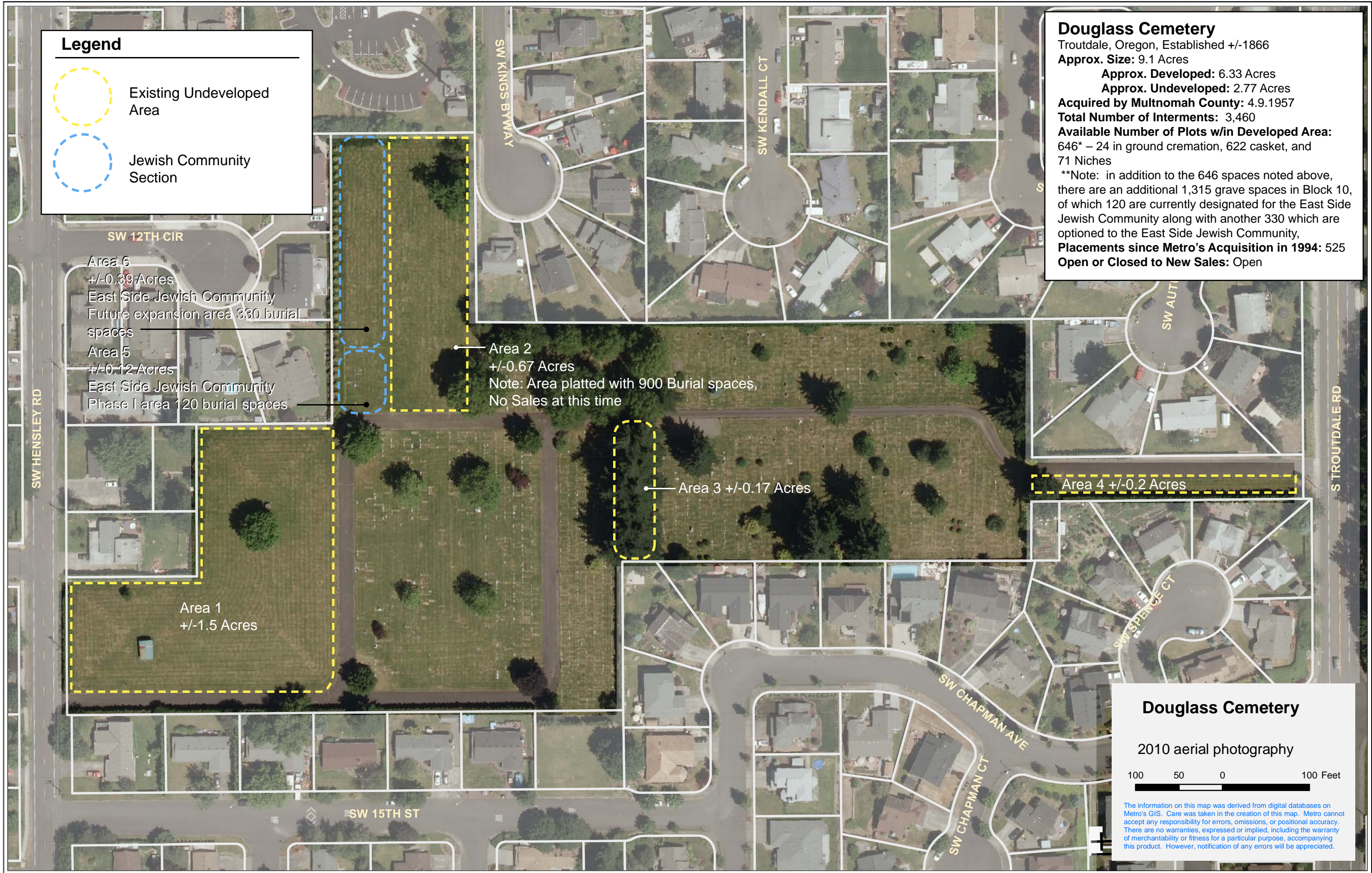


**Adjacencies:** Residential development surrounds the property on all sides with the northern most property boundary abutting Cherry Park Presbyterian Church.

**Infill Potential:** This site has one large tract (Area 1 on Map Exhibit 2) and two small tracts (Area 3 and 4 on Map Exhibit 2) that could be infilled with cemetery merchandise. In addition, Block 10 is platted (Area 2 on Map Exhibit 2), but no burials have taken place affording opportunities for additional diversity in the inventory.









### Columbia Pioneer Cemetery, Established 1877 (See Map Exhibit 3)

**Overview** Located on the northeast side of Portland, this property is fairly small, but has a significant number of burial spaces available, and has potential for infill casket and cremation opportunities. Although the site is located at a busy intersection, once in the cemetery, one feels as though they are in a quiet neighborhood park. The area residents enjoy this green space for sunning and other passive recreation.

**Location:** NE Sandy Boulevard at 99<sup>th</sup> Avenue, Portland

**Size:** 2.4 Acres

- Developed: 2.09 Acres
- Undeveloped: 0.31 Acres

**Acquired by Multnomah County:** January 1, 1951

**Total Number of Interments:** 812

**Available Plots in Developed Area:** 557 – 14 cremation, 543 casket

**New Sales Potential:** Open

**Current Improvements:** Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** This site has no defined paved roads or parking, however there is a “U” shaped grass drive with access to NE Sandy Blvd. Most visitor parking routes are through the adjacent neighborhood to the east with access to the site from NE 99<sup>th</sup> Ave.

**Unique Markets Served:** None at this site.



**Key Issues:** Access to this property is extremely challenging and poses certain health, safety, and welfare risks regarding ingress/egress. Not to mention there isn't a cemetery road to drive on once you enter the site as the road has been removed and covered over with grass making it challenging to navigate through the site and headstones.

**Adjacencies:** Residential development surrounds the site on the east, south, and west with some limited commercial uses on the west; the northern boundary has full frontage exposure to NE Sandy Blvd.

**Infill Potential:** This site has great infill potential on the two areas defined on Map Exhibit 3 with Area 1 being the existing grass drive.









## Brainard Cemetery, Established: 1867 (See Map Exhibit 4)

**Overview** Set high on a crest near the intersection of NE Glisan Street and NE 90<sup>th</sup> Avenue, Brainard Cemetery is an open, airy property, full of sun on pleasant days. Set across from Multnomah University, this cemetery boasts views of Rocky Butte Natural Area and Mt. St. Helen's to the north. Having the feel of a neighborhood cemetery, the property appears tidy and welcoming to its nearby residents.



**Location:** NE 90<sup>th</sup> Avenue at Glisan Street, Portlan

**Size:** 1.1 Acres

- Developed: 0.99 Acres
- Undeveloped: 0.11 Acres

**Acquired by Multnomah County:** November 17, 1953

**Total Number of Interments:** 487

**Available Plots in Developed Area:** 453 – 6 cremation, 447 casket

**New Sales Potential:** Open

**Current Improvements:** Retaining wall and signage.

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** There are no internal roads; all access and parking for this site is accommodated on public streets surrounding the property on the east, south and west boundaries.

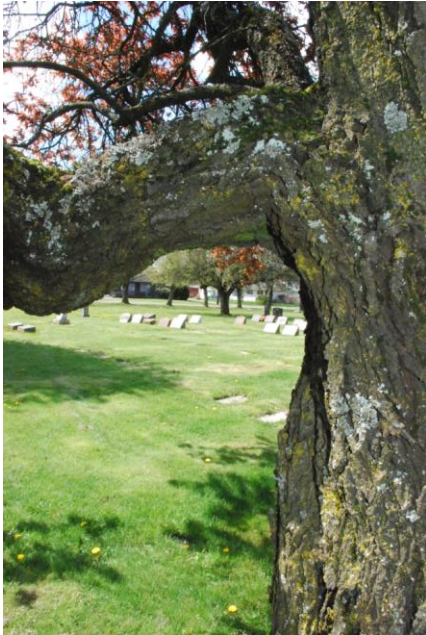
**Unique Markets Served:** Slavic and South East Asian.





**Adjacencies:** The site is bounded by public streets with residential uses to the west and south, a school to the east and a church to the north on the other side of NE Glisan St.

**Infill Potential:** This site has one small tract (Area 1 on Map Exhibit 4) that can be infilled with cemetery merchandise now that the northern retaining wall has been improved and stabilized









## Jones Cemetery, Established: 1854 (See Map Exhibit 5)

**Overview** Tucked away in the Sylvan area of Portland, just east of the intersection of SW Scholl's Ferry Rd. and Highway 26, Jones Cemetery has the feel of a secret garden. The northern portion provides a dense canopy of mature deciduous and conifer trees, and the south area opens up into an open lawn area with a central park planted with dogwood trees. Views of the Chehalem Mountains are visible to the southwest of the property. Families seeking an intimate final resting place in this part of the Portland metropolitan area could do no better than Jones Cemetery.



<b>Location:</b>	SW Hewitt Boulevard near Humphrey Boulevard, Portland
<b>Size:</b>	3.25 Acres <ul style="list-style-type: none"><li>• Developed 3.26 Acres</li><li>• Undeveloped 0.24 Acres</li></ul>
<b>Acquired by Multnomah County:</b>	July 6, 1872
<b>Total Number of Interments:</b>	407
<b>Available Plots in Developed Area:</b>	298 - 13 cremation, 285 casket 716 (Havurah Shalom)
<b>New Sales Potential:</b>	Open
<b>Current Improvements:</b>	Signage, pavers/walkways from Havurah Shalom
<b>Overall Conditions:</b>	In general the site is well maintained with a clean and tidy appearance to the customer.
<b>Roads and Parking:</b>	There is one internal loop road that accommodates most processional parking, however for large services, Metro utilizes the parking lot of the adjacent church.

**Unique Markets Served:** This cemetery caters, in large part, to the Jewish community, specifically the Havurah Shalom which owns three sections within the cemetery. There has also been a recent influx of Romanian burials due to large Romanian church nearby.



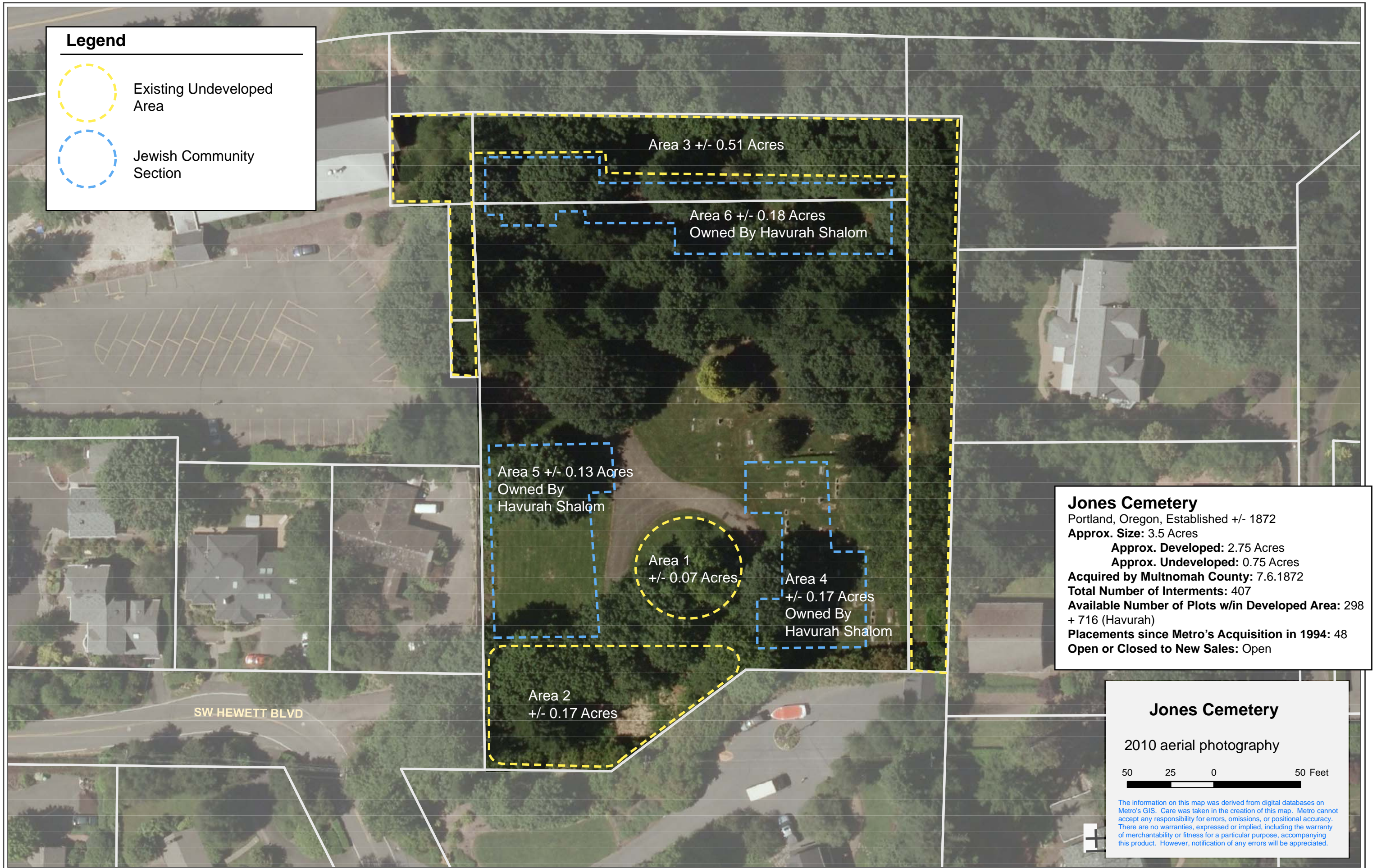
**Key Issues:** Steep slopes on the north boundary to HWY 26, access is difficult due to poor way finding signage, entry gate is in poor condition, and access is through the church parking lot.

**Adjacencies:** Highway 26 to the north, residential to the east, south, and west with the church use sharing the northern portion of the western boundary.


**Infill Potential:** This site has two small tracts (Areas 1 and 2 on Map Exhibit 5) that could be infilled with cemetery merchandise. Pending site conditions in Area 3, noted on Map Exhibit 5, there may also be some limited infill potential.








**Legend**

 Existing Undeveloped Area

 Jewish Community Section

**Jones Cemetery**  
Portland, Oregon, Established +/- 1872  
**Approx. Size:** 3.5 Acres  
**Approx. Developed:** 2.75 Acres  
**Approx. Undeveloped:** 0.75 Acres  
**Acquired by Multnomah County:** 7.6.1872  
**Total Number of Interments:** 407  
**Available Number of Plots w/in Developed Area:** 298 + 716 (Havurah)  
**Placements since Metro's Acquisition in 1994:** 48  
**Open or Closed to New Sales:** Open

**Jones Cemetery**

2010 aerial photography

50 25 0 50 Feet

The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.



## Gresham Pioneer Cemetery, Established: 1851 (See Map Exhibit 6)

**Overview** Located on the banks of Johnson Creek this cemetery was established by I. I. and Sarah Moore. Mature vegetation, and its location above the creek at the edge of town, helps to create a peaceful, intimate feel throughout the property. Miyo Iwakoshi, believed to be the first Japanese person to live in Oregon, is interred here.



**Location:** SW Walters Road, Gresham

**Size:** 2.0 Acres

- Developed: 1.81 Acres
- Undeveloped: 0.19 Acres

**Acquired by Multnomah County:** August, 13, 1957

**Total Number of Interments:** 1,031

**Available Plots in Developed Area:** 179 – 3 cremation, 176 casket

**New Sales Potential:** Open

**Current Improvements:** Signage

**Overall Conditions** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** This site has a one-lane dirt access road on the north side of the property which is also used for maintenance and parking for small processional events. Larger events overflow in the church parking lot to the north and the school parking lot to the west.



**Unique Markets Served:** None

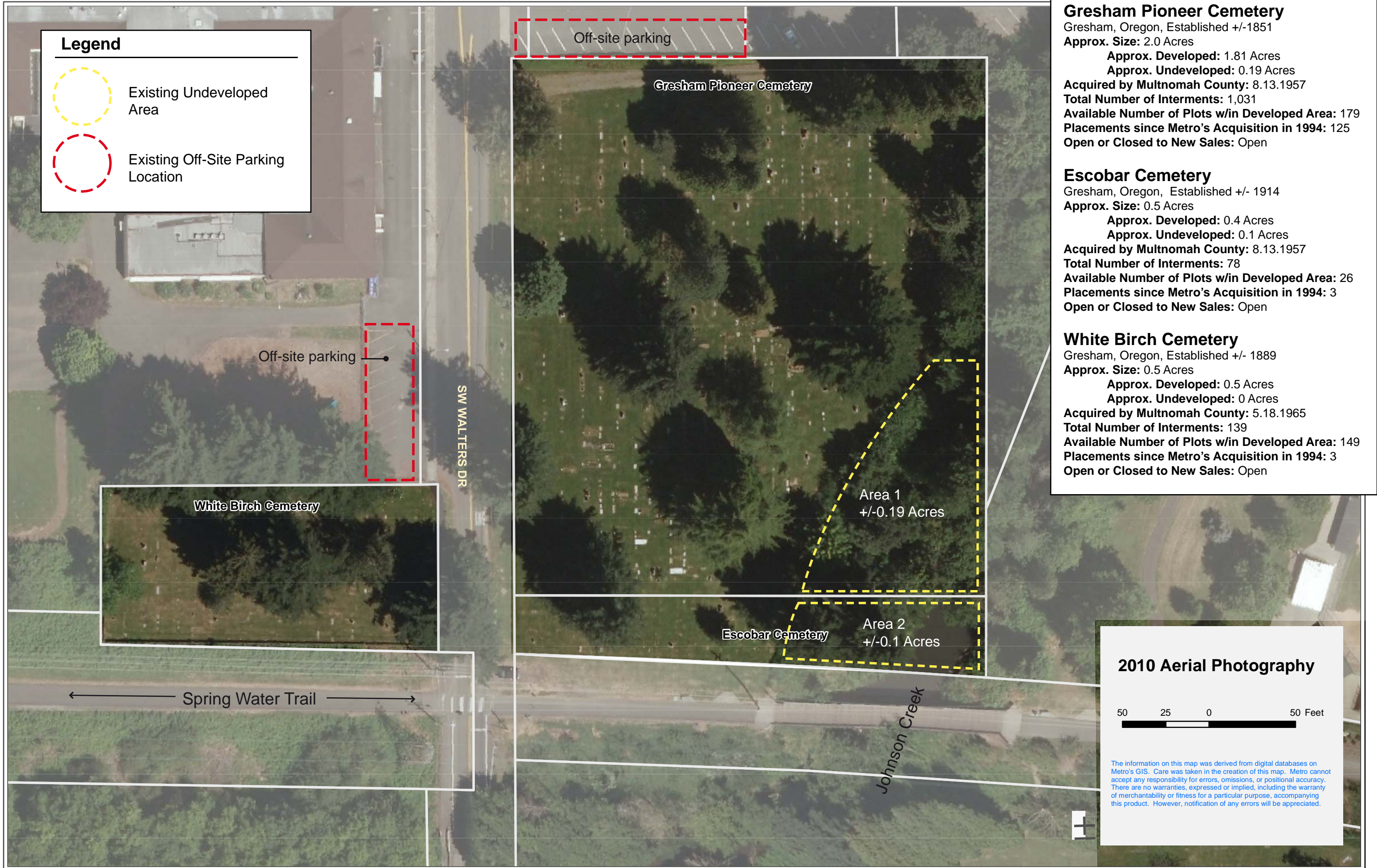
**Key Issues:** Homeless encampments, litter, challenging access and limited parking.

**Adjacencies:** Church to the north, open space and Johnson Creek to the east, Escobar Cemetery to the south and a public road, SW Walters Dr. to the west. White Birch Cemetery and an elementary school are across SW Walters Dr. to the west.

**Infill Potential:** This site has one small tract (see Map Exhibit 6) that could be infilled with cemetery merchandise. Know this tract is forested with steep slopes down to Johnson Creek.









## Escobar Cemetery, Established: 1914 (See Map Exhibit 6)

**Overview** Escobar Cemetery is nestled into a corner where Johnson Creek intersects with the Springwater Corridor Trail, the southeast segment of the 40-Mile Loop. The cemetery is highly visible from the corridor, and receives visitation from trail users pausing to rest. Often one sees families taking a break at Escobar, stopping to sit, reflect and learn about history. While not large in size, the cemetery is a pleasant park-like space that benefits from its orientation to the trail and the adjacent Gresham Cemetery.



**Location:** SW Walters Road, Gresham

**Size:** 0.5 Acres

- Developed: 0.4 Acres
- Undeveloped: 0.1 Acres

**Acquired by Multnomah County:** August 13, 1957

**Total Number of Interments:** 78

**Available Plots in Developed Area** 26 casket

**New Sales Potential** Open

**Current Improvements** Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** This site has no road access or parking. Visitors share the one-lane dirt access road with Gresham Cemetery to the north side of the property which is also used for parking small processional events. Larger events overflow in the church parking lot to the north or the school parking lot to the west.

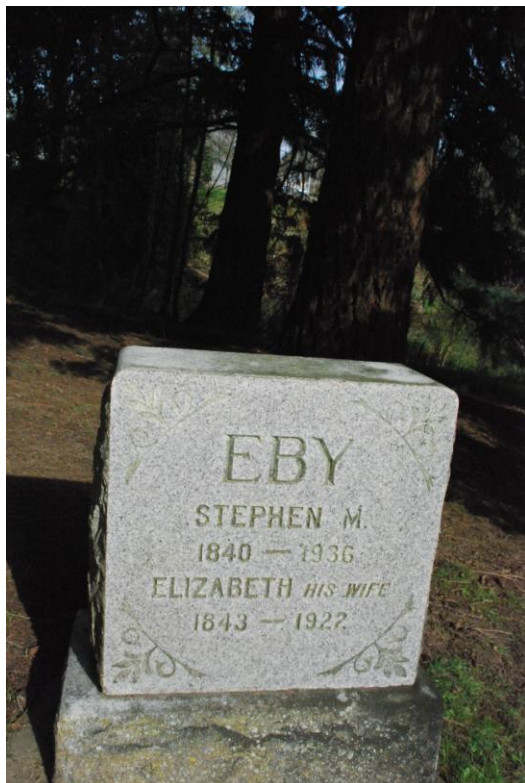
**Unique Markets Served:** None

**Key Issues:** Challenging access, limited parking, small size, and lack of identity

**Adjacencies** Gresham Cemetery to the north, open space and Johnson Creek to the east, Springwater Corridor and bike path to the south and a public road, SW Walters Dr. to the west. White Birch Cemetery and an elementary school are across SW Walters Dr. to the west.



**Infill Potential:** This site has one small tract (see Map Exhibit 6) that could be infilled with cemetery merchandise. Know this tract is forested with steep slopes down to Johnson Creek.



## White Birch Cemetery, Established: 1888 (See Map Exhibit 6)

**Overview** White Birch Cemetery, one of the three adjacent pioneer properties in West Gresham, features a number of early Japanese interments and features several other beautiful, historic headstones. Located between the Springwater Corridor Trail and West Gresham Elementary School, this small cemetery is visible from and easily accessed from SW Walters Drive. Similar to the adjacent Gresham Pioneer and Escobar Cemeteries, this property presents an intimate burial choice for families in the area.



**Location:** SW Walters Road, Gresham

**Size:** 0.5 Acres

- Developed: 0.5 Acres
- Undeveloped: 0 Acres

**Acquired by Multnomah County:** May 18, 1965

**Total Number of Interments:** 139

**Available Plots in Developed Area:** 149 – 5 cremation, 144 casket

**Open or Closed to New Sales:** Open

**Current Improvements:** Signage

**Overall Condition:** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** This site has no road access or parking. Visitor and processional parking is shared with the school to the north.

**Unique Markets Served:** At one time, Japanese



**Key Issues:** Challenging access, limited parking, small size, and lack of identity

**Adjacencies:** School to the west and north, Springwater Corridor and bike path to the south and a public road, SW Walters Dr. to the east. Gresham and Escobar Cemeteries are across SW Walters Dr. to the east.



**Infill Potential:** This site has no available tracts (see Map Exhibit 6) for infill, however a perimeter niche may be considered.



## Grand Army of the Republic Cemetery, (GAR) Established: 1889 (See Map Exhibit 7)



**Overview** GAR appears as a large clearing in the woods in its location on a hillside in Southwest Portland. The cemetery is primarily a single large open lawn area that slopes to the north, with graves laid out in a formal, semi-circular pattern that harkens back to Victorian times. The property is adjacent to River View and Greenwood Hills Cemeteries, and very near Beth Israel and Ahavai Sholom Cemeteries. Fourteen Civil War veterans formed the Grand Army Cemetery Association and purchased the cemetery in 1882. The Daughters of Union Veterans of the Civil War took over the management and administration of the cemetery at that time. The oldest marker is dated Oct. 15, 1889. Salmon Brown, son of John Brown (of the song "John Brown's Body") is buried here.

**Location:** 9002 SW Boones Ferry Road, Gresham

**Size:** 2.0 Acres

- Developed: 2.0 Acres
- Undeveloped: 0 Acres

**Acquired by Multnomah County:** November 9, 1971

**Total Number of Interments:** 796

**Available Plots in Developed Area;** 235 - 2 cremation, 233 casket

**New Sales Potential;** Open

**Current Improvements** Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.



**Roads and Parking:** This site has no defined paved roads or parking, however there is a network of gravel drives throughout the site. All visitor parking occurs on the paved drive separating this from Greenwood Hills Cemetery.

**Unique Markets Served:** None.

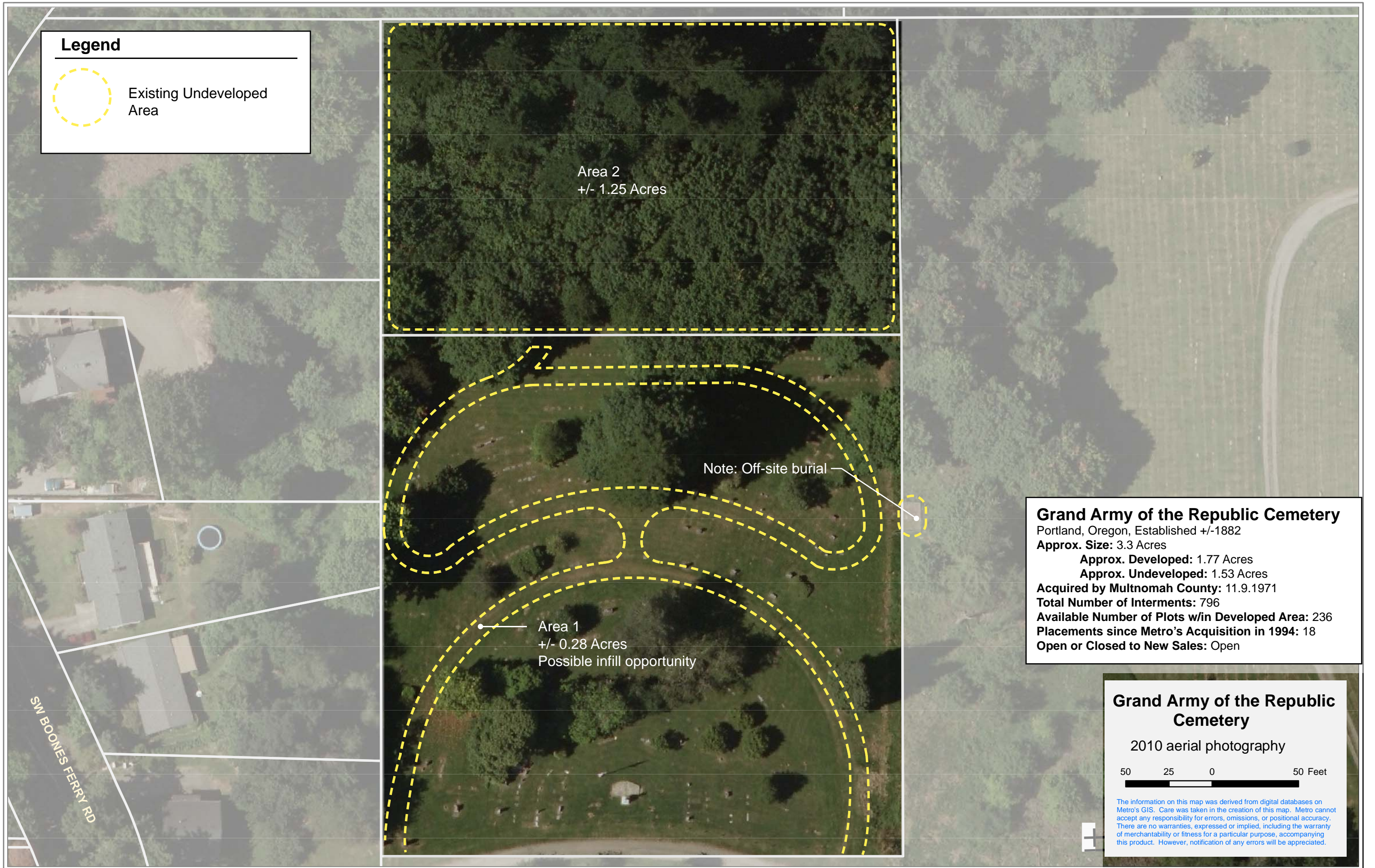
**Key Issues:** Shared access drive with adjacent, Greenwood Hills Cemetery, long casket carry distances, lack of identity, there appears to be a burial off-site along the east property boundary.

**Adjacencies** An undeveloped tract to the north, River View Cemetery to the West, Greenwood Hills Cemetery to the east and south, and residential uses to the east.

**Infill Potential** This site has infill potential within the grass roadway areas and within the large undeveloped tract to the north (Areas 1 and 2 respectively on Map Exhibit 7).









### **Pleasant Home Cemetery, Established: 1884 (See Map Exhibit 8)**

**Overview** This rural cemetery provides a pastoral feel for families served, still reminiscent of the pioneer era in which it was established. Located at the intersection of two early thoroughfares in Gresham, it is located adjacent to a church and near small farms and clusters of rural housing. While the north is open and provides space for burial plots, the south end of the property slopes to Johnson Creek, providing visitors the opportunity to cool off under a rich riparian canopy.



**Location:** Bluff Road and Pleasant Home Road, Gresham

**Size:** 2.00 Acres

- Developed: 1.15 Acres
- Undeveloped: 0.77 Acres

**Acquired by Multnomah County:** May 5, 1960

**Total Number of Interments:** 458

**Available Plots in Developed Area:** 182 – 3 cremation, 179 casket

**Open or Closed to New Sales:** Open

**Current Improvements:** Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** This site has no internal roadways or parking. All parking is shared with the adjacent church lot to the north.

**Unique Markets Served:** None.

**Key Issues;** Limited parking, lack of identity making the cemetery appear as if it's associated with the adjacent church, small rural market, and long casket carry distances



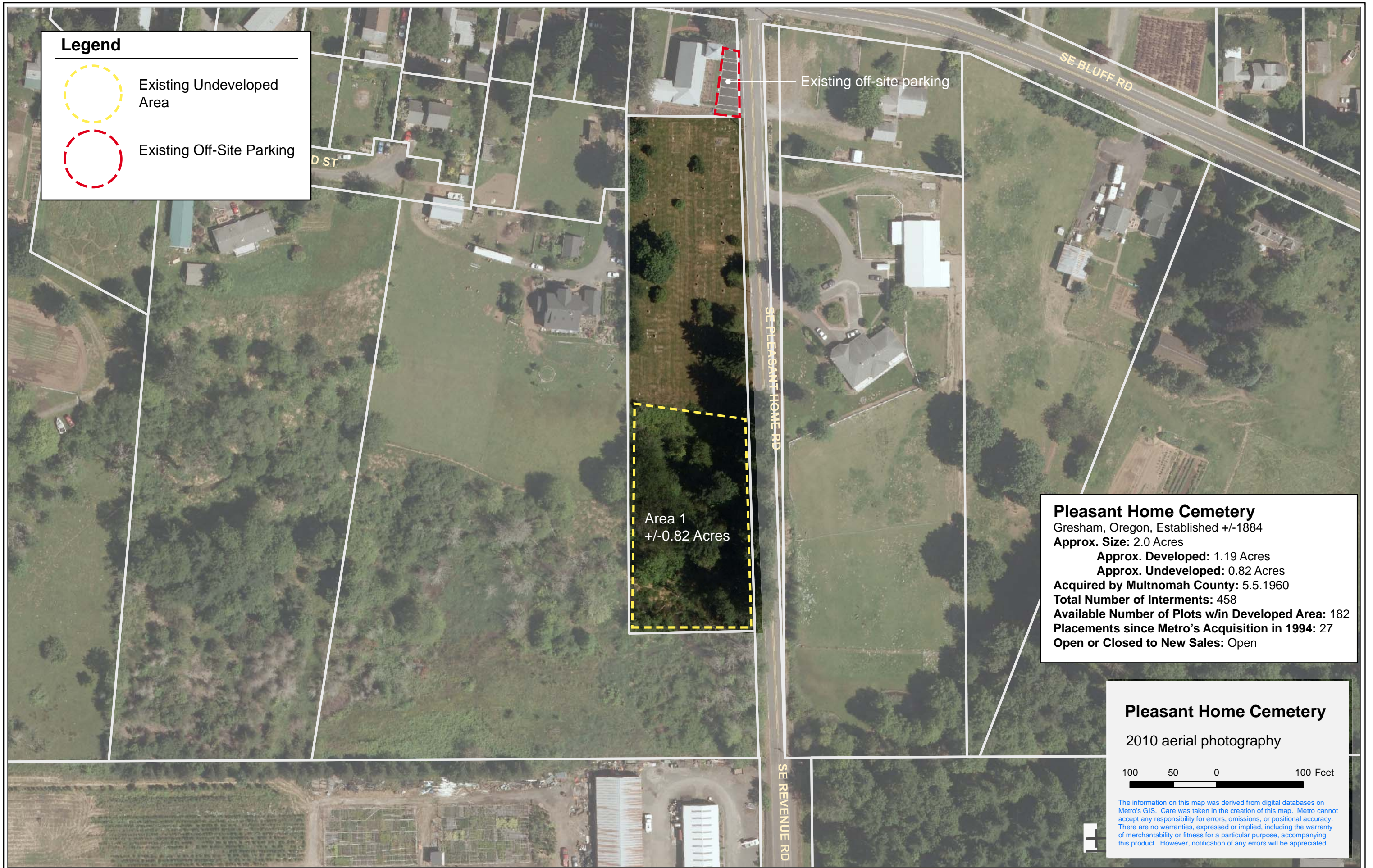


**Adjacencies:** Church to the north, SE Pleasant Home Rd. to the east, Johnson Creek to the south and a small farm lot to the west and south.


**Infill Potential:** This tract has a large parcel to the south which slopes down to the creek (see Area 1 on Map Exhibit 8) that could be infilled with cemetery merchandise.








**Legend**

 Existing Undeveloped Area

 Existing Off-Site Parking

Existing off-site parking

Area 1  
+/-0.82 Acres

**Pleasant Home Cemetery**  
Gresham, Oregon, Established +/-1884  
**Approx. Size:** 2.0 Acres  
    **Approx. Developed:** 1.19 Acres  
    **Approx. Undeveloped:** 0.82 Acres  
**Acquired by Multnomah County:** 5.5.1960  
**Total Number of Interments:** 458  
**Available Number of Plots w/in Developed Area:** 182  
**Placements since Metro's Acquisition in 1994:** 27  
**Open or Closed to New Sales:** Open

**Pleasant Home Cemetery**  
2010 aerial photography

100    50    0    100 Feet

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## Mt. View Cemetery – Corbett, Established: 1880 (See Map Exhibit 9)

**Overview** This rural cemetery is set atop a small rise overlooking the many fruit and vegetable farms, vineyards, and orchards off of SE Smith Road, just south of Corbett. It has of an intimate size that allows visitors to envision what it must have looked like when first established, and has breath taking views of Mt. Hood to the east and the Washington Cascades to the north.



**Location:** Smith Road and Evans Road, Corbett

**Size:** 2.0 Acres

- Developed: 1.9 Acres
- Undeveloped: 0.1 Acres

**Acquired by Multnomah County:** September 6, 1949

**Total Number of Interments:** 579

**Available Plots in Developed Area:** 90 – 5 cremation, 85 casket

**New Sales Potential:** Open

**Current Improvements:** Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** This site has no internal roadways or parking. Access occurs on the roadway from Smith and Evans roads and parking occurs on this gravel access, the current road way is steep and suffers from rain water runoff.

**Unique Markets Served:** None.

**Key Issues:** Small rural community and shared access with the farmer.

**Adjacencies:** Surrounded by agriculture on all sides.

**Infill Potential:** This site has one small tract (see area 1 on Map Exhibit 9) that could be infilled with cemetery merchandise pending slope mitigation.







## **Mt. View – Stark Cemetery, Established: 1886 (See Map Exhibit 10)**

**Overview** This cemetery is situated on a bluff along SE Stark Street, the historic route connecting the Sandy River to the east with Southeast Portland to the west. Located just north of Mt. Hood Community College, the property is surrounded by mature Douglas Fir trees and provides neighborhood residents a quiet park area for passive recreation.



**Location:** SE Stark Street, Gresham

**Size:** 0.75 Acres

- Developed: 0.51 Acres
- Undeveloped: 0.24 Acres

**Acquired by Multnomah County:** June 4, 1957

**Total Number of Interments:** 179

**Available Plots in Developed Area:** 230 casket

**New Sales Potential:** Open

**Current Improvements:** Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** There are no internal paved roads or parking areas. There is a short grass paved road which enters the site from the southwest corner.

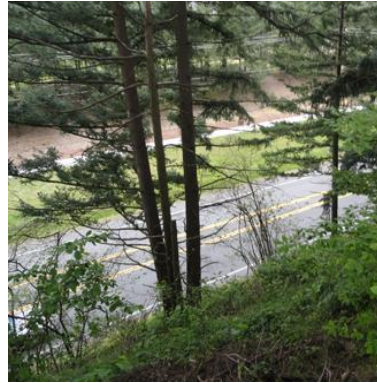
**Unique Markets Served:** None.



**Key Issues:** Access to this property is extremely challenging and poses certain health, safety, and welfare risks regarding ingress/egress.

**Adjacencies:** Residential uses on the west, north and east with SE Stark St on the south.

**Infill Potential:** While there is a moderate sized infill tract (as can be seen as Area 1 on Map Exhibit 10) the slopes are extremely steep and it is heavily wooded.









## Powell Grove, Established: 1848 (See Map Exhibit 11)

**Overview** Similar to other Metro Pioneer Cemeteries, Powell Grove Cemetery is located along an historic route, NE Sandy Boulevard, at the intersection with busy 122<sup>nd</sup> Street. Today, the cemetery appears as a small remnant landscape in the middle of a traffic circle at intersection of these two busy roads. While somewhat challenging to access, it does provide the final resting places for the Powell and Reynolds families who settled the Parkrose area of Portland.



**Location:** NE Sandy Boulevard at 122<sup>nd</sup> Avenue, Portland

**Size:** 1 Acre

- Approx. Developed: 0.8 Acres
- Approx. Undeveloped: 0.2 Acres

**Acquired by Multnomah County:** March 1, 1951

**Total Number of Interments:** 177

**Available Plots in Developed Area:** 136 – 5 cremation, 131 casket

**New Sales Potential:** Open

**Current Improvements:** Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.



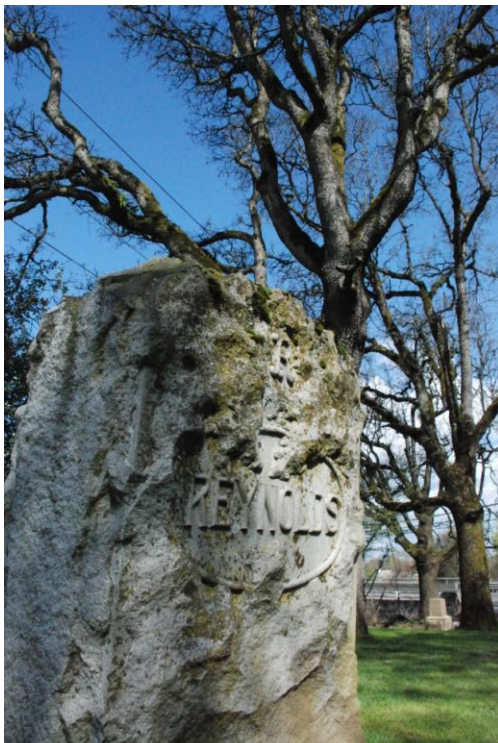
**Roads and Parking:** There are no internal paved roads or parking areas. Parking and access occurs on the north side of the site within the NE Sandy Blvd. right of way.

**Unique Markets Served:** None.

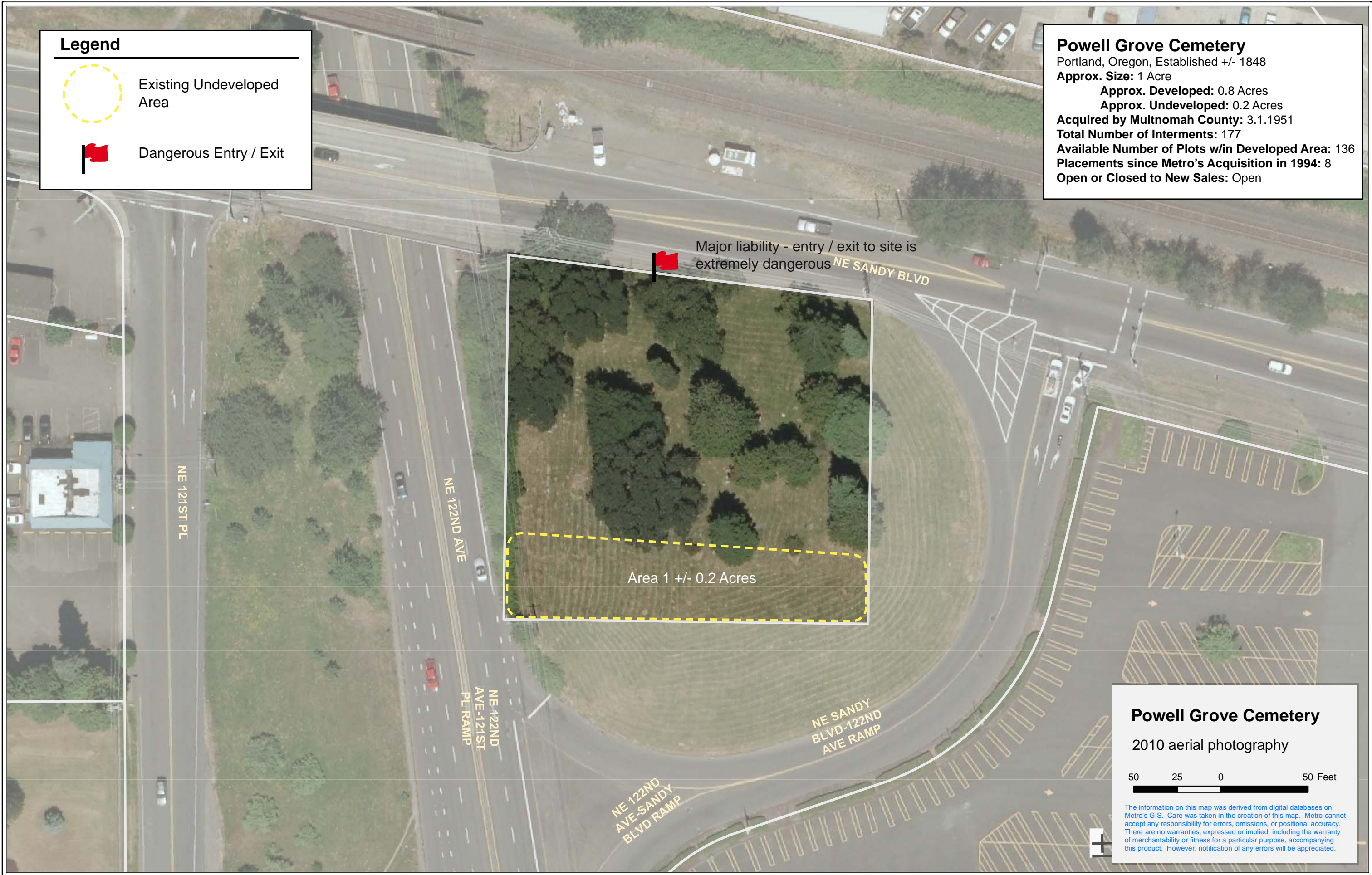
**Key Issues:** Access to this property is extremely challenging and poses certain health, safety, and welfare risks regarding ingress/egress.

**Adjacencies:** The site is surrounded by major public roadways; NE Sandy Blvd. is to the north, the NE Sandy Blvd. off ramp is to the east and south and NE 122<sup>nd</sup> Ave. is to the east.

**Infill Potential:** This site has a small tract (see Area 1 on Map Exhibit 11) that could be infilled with cemetery merchandise.









## Multnomah Park Cemetery, Established 1888 (See Map Exhibit 12)

**Overview** Located along at Holgate Boulevard at the intersection of SE 82<sup>nd</sup> Avenue, also known as the Cascade Highway. Multnomah Park Cemetery was founded by O.P. Lent who settled the historic Lents neighborhood. This property provides important greenspace in a busy urban area in Southeast Portland.



<b>Location:</b>	SE 82 <sup>nd</sup> Avenue and Holgate Boulevard, Portland
<b>Size:</b>	9.25 Acres <ul style="list-style-type: none"><li>• Developed 8.87 Acres</li><li>• Undeveloped 0.38 Acres</li></ul>
<b>Acquired by Multnomah County:</b>	January 12, 1944
<b>Total Number of Interments:</b>	9,556
<b>Available Plots in Developed Area:</b>	317 – 15 cremation, 302 casket
<b>New Sales Potential:</b>	Closed (As of May 31, 2011)
<b>Current Improvements;</b>	Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer except for the soil spoil pile on the south side of the site.

**Roads and Parking:** There is a network of internal roads and all parking for services can be accommodated internally.

**Unique Markets Served:** Slavic.



**Key Issues:** Skewed burial grid, and multiple entry/exit points allow for cut through traffic.

**Adjacencies:** Residential uses adjoin the property to the west, residential and commercial uses on the south, SE 82<sup>nd</sup> Ave. on the east and SE Holgate Blvd. on the north.

**Infill Potential:** This site has a small tract to the south (see Area 1 on Map Exhibit 12) that could be infilled with cemetery merchandise.









## Lone Fir Cemetery. Established: 1855 (See Map Exhibit 13)

**Overview** Lone Fir is the largest in Metro’s cemetery portfolio at nearly half the acreage. It is often referred to as one of Portland’s richest outdoor history museums and botanic gardens, Lone Fir Cemetery reads like a good book to tell the story of the many eras of settlement and development of the Portland area. Persons interred in the cemetery include many of the founding families of the area, from a number of Territorial Governors to Asa Lovejoy, the man who sadly lost the coin toss to his friend Pettygrove, who ultimately named the city Portland. Many suffragists are also laid to rest in Lone Fir Cemetery. What’s more unique is the many less famous and familiar individuals and families who helped Portland “prove-up” and grow into the major metropolitan area it has become. The cemetery currently benefits from the heritage and memorial garden planned for the early Chinese workers and Hawthorne Asylum patients who will be honored at the garden site now known as Block 14.



The Heritage Garden and Memorial at Lone Fir



This 30 acre property also acts as a valuable arboretum and contains a wide variety of coniferous and deciduous trees and shrubs of notable sizes, species, and histories. Nestled into an active neighborhood in close-in Southeast Portland, the cemetery provides venues for historical and cultural events, as well as much needed park space for the enjoyment by visitors and area residents.

**Location:** SE 26th<sup>th</sup> Avenue and Stark Street, Portland

**Size:** 30.5 Acres

- Developed 29.04 Acres
- Undeveloped: 1.1 Acres

**Acquired by Multnomah County:** June 1928

**Total Number of Interments:** 20,575

**Available Plots in Developed Area:** 847 - 73 cremation, 774 casket

**New Sales Potential:** Closed

## Current Improvements:

## Signage

**Overall Conditions:** In general the site is well maintained with a clean and tidy appearance to the customer.

**Roads and Parking:** There is a network of internal roads and all parking for services can be accommodated internally. There is also ample street parking in the surrounding neighborhood.

**Unique Markets Served:** Slavic, Pioneer families.

**Key Issues:** Two major private family mausoleums that are in need of immediate repair, as well as the north retaining wall. Research has been done on other existing deferred maintenance issues and that is attached in Appendix 3.



**Adjacencies:** SE Stark St. to the north, SE 26<sup>th</sup> to the east, SE Morrison St. to the south and a mix of residential and commercial to the west.

**Infill Potential:** The sites only infill potential would be the removal of roadways; there may or may not be any infill opportunities.







Future Block 14  
Heritage Garden and Memorial

### Lone Fir Cemetery

2010 aerial photography

100 50 0 100 Feet

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### Lone Fir Cemetery

Portland, Oregon, Established +/- 1855

**Approx. Size:** 28.123 Acres

Approximate Developed: 27,035 Acres

Approximated Undeveloped: 1,088 Acres

**Acquired by Multnomah County:** June 1958

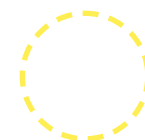
**Total Number of Interments:** 20,575

**Available Number of Plots w/in Developed Area:** 847

**Placements since Metro's Acquisition in 1994:** 1,129

**Open or Closed to New Sales:** Closed

### Legend



Existing Undeveloped  
Area

## EXISTING CONDITIONS

Map Exhibit # 13



## VI. S.W.O.T. ANALYSIS and EXISTING LIABILITIES

The S.W.O.T. Analysis observations and list of current Liabilities are two of the most important parts of this report. The SWOT observations are a record of what staff believes they are doing right, what opportunities are out there, and what still needs improvement or could pose problems in the future.

The list of liabilities takes into account the various encumbering issues for both the cemetery operations and properties. Liabilities associated with operations include the overall organization of MCP, condition of record keeping, the low amount of the perpetual care fund, the few offerings in terms of merchandise sales to the public, facility limitations, equipment and staff.

Liabilities related to the cemeteries themselves include cemetery access, the condition of historic structures and infrastructure, the discovery of human remains and soil management, public perceptions, site conditions and security, and deferred maintenance concerns and the need for new development.

### A. SWOT Session with MCP staff

In a recent SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis session, MCP staff listed a number of respective observations related to the administration, operation, and properties of the Metro Pioneer Cemeteries.

**Strengths** that MCP staff identified fell into the following broad categories:

- Positive public perceptions related to Metro ownership.
- General positive appearance of the properties.
- Historical resources and related educational offerings.
- Sustainable environmental management.
- Affordable pricing within the metro area.

**Weaknesses** that MCP staff identified included:

- Perceptions by the public that low prices may yield low maintenance standards.
- Burial records may be suspect.
- Cemetery management is not a core business of Metro.
- Lower staff numbers in comparison to other cemeteries in the region.

**Opportunities** that MCP staff identified included:

- Possible increase in history, music, arts, and memorial programming conducted annually.
- Maintaining and fostering new partnerships and affiliations with State and local history organizations, volunteer and service groups.

- New forms of burial and cremation merchandise, services, and locations.
- New online, neighborhood, and interpersonal marketing efforts to better inform the public about the services and properties available.

**Threats** to continued success of the program that MCP staff identified included:

- Public perception of better maintenance in many other cemeteries in the metro area.
- Current MCP budget limitations to cover operations, maintenance, and needed cemetery improvements.
- Poor records.
- Other cemetery operators' perception of MCP undercutting their pricing.

## **B. SWOT Observations by CPRA**

Since beginning work on this project, CPRA has made a number of SWOT-related observations relating to Metro, MCP- staff, properties, operations, and market conditions within the greater Portland area. In addition to the strengths listed above, CPRA has witnessed the dedication of MCP staff. Most notably the staff is aware of the many challenges they face and are open to all options for solutions to their problems.

**The Key Strengths** that CPRA identified included:

- Relatively low operational costs for the number of acres and wide-spread locations of the properties they manage are a key advantage for MCP.

Furthermore, MCP can utilize Metro as a tremendous resource as it moves forward, especially as related to:

- A clearly articulated mission, vision, and focus.
- Specialized departments from which MCP can solicit staff support.
- Available land for possible additional cemetery developments.
- History of solving complex problems for public benefit.

**Weaknesses** that CPRA identified included:

- Financial issues concerning the low amount of Perpetual Care Fund.
- Low prices charged by MCP in terms of other cemeteries in the region.
- Limited types of burial and cremation merchandise MCP has available to offer the families it serves.
- Operational issues such as little control over grave openings, closings, and soil management, and selective infrastructure elements in need of repair or replacement.
- Few options available to grow the current properties for continued use. More general weaknesses are related to possible.

- Less-than-ideal public perceptions of the program due to a perceived lack of direction for expansion.
- Recent bad press concerning the discovery of human remains in soil at the 223<sup>rd</sup> Property.

**Additional opportunities** observed by CPRA as potentially significant in helping improve the program included:

- Potential MCP customers in the market area are well educated, environmentally sensitive, and forward-thinking.
- Oregon has one of the highest cremation rates in the country, and that the “baby-boomer” generation is starting to pass and will continue to do so for many years.
- MCP properties are well located in key market areas and are perceived as reasonably-well maintained by the public.
- MCP pricing is low in comparison to higher competition pricing, and has room to be increased to help revenue generation.

**Threats** that CPRA identified included:

- Finite and declining areas remaining for burials on the fourteen properties.
- Potential for continued loss of inventory following resolutions to prior inconsistent records.
- Possible additional conflicts related to the discovery of human remains without proper soil management guidelines.
- Possibility that Metro may, if successful with their current properties, receive additional failed cemeteries to manage in the future.

## C. Current Liabilities

### 1. Operations

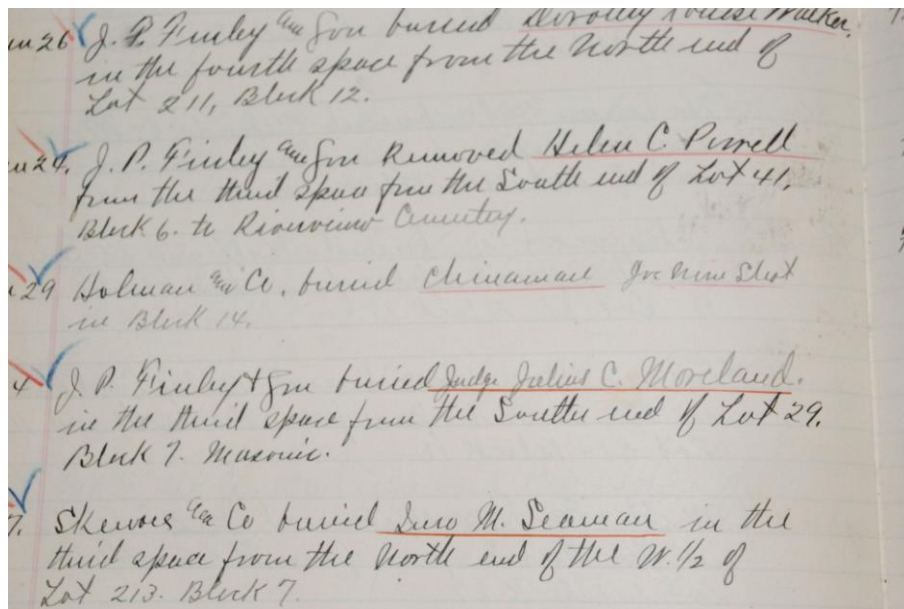
#### a. Organization

**Issue:** When Metro took over operation and maintenance of the fourteen pioneer cemeteries in 1994, they assimilated new responsibilities into what is now its Metro Parks and Environmental Services (PES). They kept staff assignments relatively the same as when Multnomah County operated the cemeteries with the exception of moving administrative staff to offices in the Metro building in 2006. The maintenance staff and equipment have remained in the Parks Department facilities at Blue Lake and Oxbow Regional Park. The organizational composition has largely not been changed since prior to Metro assuming operations with the exception from October 2008 to present where leadership has increased staffing and assigned oversight of the program directly under a manager.



**Concerns:** MCP may consider a number of possible new administrative, operational, and maintenance management options, in response to the recommendations in this report, including the possible addition of selected new inventory, services, and properties. As a result, they may need to add supplementary in-house staff to provide these new services and oversee those services potentially provided by private contractors for selected specialized duties. MCP should also consider other types of managerial organization to function more efficiently within the Metro Parks and Environmental Services Department.

#### b. Records



**Issue:** Records are not consistent for the fourteen pioneer cemeteries. They were recorded individually because the cemeteries did not start out as one systematic unit and the cemeteries changed ownership several times through the years with different levels of accuracies. This has resulted in inconsistency that threatens sales and operations for some properties. Since Metro assumed management of these properties in 1994, it has embarked in a comprehensive effort to resolve these inaccuracies to allow more confidence in sales and burials of remaining inventory, reflected most recently in its Cemetery Records Management Improvement Plan.

**Concern:** Reconciliation of existing hard copy records with actual site conditions needs to continue to produce a set of sales documents that accurately documents previous burials for final confirmation purposes, for use in genealogic research, and so that all future sales can be made with confidence and without error.

#### c. Perpetual Care Fund

**Issue:** MCP started its Perpetual Care Fund only a few years ago, it currently falls well short of the needed contributions to sustain maintenance and related operations.

**Concern:** Without an adequate Perpetual Care Fund, the cemeteries will continue to need to be subsidized by Metro in perpetuity.

#### **d. Limited Merchandise Offering**

**Issue:** MCP's current inventory is limited to casket and cremation burial options, the public may perceive an inability to meet their needs.

**Concern:** Metro may not compete with other cemeteries in the greater Portland market area related to new merchandise and burial options.

#### **e. Facilities**

**Issue:** The administrative offices utilized by MCP in the Metro Regional Center building is adequate and well-located to meet and assist the public, but they may not be able to accommodate potential growth of staff within the program. Similarly, the MCP cemetery maintenance operations out of the Curry Maintenance Building in Blue Lake Regional Park is also well-located to service the fourteen properties across the greater Portland area; however the desk space and storage areas used by the Park Ranger assigned to MCP for enforcement and Lead maintenance purposes may also prove inadequate for expansion.

**Concern** MCP may choose to expand its services and properties with the possible addition of new merchandise, additional cemetery operations duties, new properties, and related staffing. Depending upon the extent and character of this expansion, MCP may need to modify each of these facilities to better accommodate new staff requirements.

#### **f. Equipment**

**Issues:** Parks staff assigned to MCP to maintain the fourteen pioneer cemeteries utilize equipment currently owned by Metro Parks and is housed in the Curry Maintenance Building at Blue Lake Park Regional Park.

**Concern:** Depending upon how MCP chooses to expand its services and properties as described above, additional equipment and storage space may be needed to accommodate new maintenance requirements.

#### **g. Staff Limitations**

**Issue:** With the exception of the Program Manager and the Director, one full-time and one part-time MCP employees are members of the American Federation of State, County, and Municipal Employees, Local 3580 (AFSCME). One full time ranger is a member of LIUNA 483. While membership in these organizations has many benefits for classified employees, one notable limitation exists that may affect their continued ability to be involved in cemetery sales. This limitation involves the restriction of MCP in paying proven monetary sales incentives to union employees, which is customary sales practice in the private business world.

**Concern:** As MCP potentially adds new inventory and cemeteries, it will need additional sales revenues to fund and augment the Perpetual Care Fund. If MCP is restricted in compensating existing Cemetery Coordinators through traditional incentive-type sales arrangements, it may need to hire private companies with cemetery sales and marketing experience, resulting in an additional expense. MCP would still need existing Cemetery Coordinators to meet with and make arrangements of “walk-in” customers, confirm graves and openings/closings in the cemeteries, and oversee burials.

#### **h. Contracted Services**

**Issue:** MCP currently contracts with SI Funeral Services for burial related services. These include grave opening, placement of casket liner/vault, set up of greens, casket lowering device, tent (as needed or requested), chairs, and other burial-related duties. Generally these services are provided in a timely and satisfactory manner, but some soil management issues, resodding/reseeding, and other grave closing-related issues continue to arise.

**Concern:** To better manage the sensitive work related to grave openings and closing in historic sections and other potentially sensitive situations, MCP may want to consider performing this work with their own staff.

#### **i. Increase in Maintenance Costs with Declining Revenue**

**Issue:** Revenue in the fourteen cemeteries will likely decline in the future through slow sales, poor records, or site condition concerns. If so, MCP will face a situation of declining revenue while and an increase in maintenance and management costs.

**Concern:** MCP needs to identify new sources of revenue to help offset the expected decline in revenue, whether through new types of higher density cremation-type merchandise or through possible development of new cemetery properties.

#### **j. Special Agreements/Sections within Cemeteries**

**Issue:** In the past, MCP sold bulk grave sites to religious congregations and created special sections within two cemetery properties. While bulk sales are an attractive opportunity to meet the public’s need and generate revenue, these types of arrangements may result in additional maintenance or operational duties.

**Concern:** MCP should review previous contracts to see if sales prices are commensurate with expenses over time. While the practice may be attractive to continue in terms of serving the public, MCP may need to adjust pricing and modify services for these types of sales arrangements.

#### **k. Possible Acquisition of Additional Pioneer Cemeteries in the Future**

**Issue:** Metro assumed the care of the fourteen existing pioneer cemeteries from Multnomah County in 1994 at the request of the County. In the future, it is possible that the OMCB may assign other properties to Metro as other communities or counties seek similar relief.



**Concern:** While MCP should focus its immediate attention on best management practices for its fourteen existing properties, it should not limit its programming and planning efforts to consider the possibility for future property assignments by the State of Oregon. If MCP is successful in its management of the initial fourteen pioneer properties and has sound management practices in place, the state may ask MCP to assimilate other private cemeteries as they fail and other pioneer cemeteries as other municipalities can no longer properly care for them.

## 2. Properties

### a. Cemetery Access

**Issue:** Cemetery visitors should have safe access to the fourteen properties for their safety and welfare, including adequate and convenient parking.

**Concerns:** All of the fourteen historic cemeteries were established over a hundred years ago. Many circulation routes and development patterns have changed in the years since then, and current vehicular and pedestrian access is less than ideal or difficult.

### Way Finding Issues



- **Jones Cemetery** Located off SW Hewitt Boulevard near Humphrey Boulevard, Portland. Access is through the parking lot of a church.
- **Grand Army of the Republic Cemetery** Located at 9002 SW Boones Ferry Boulevard, Portland. Access is via a shared roadway that is hidden behind a thick boarder of arborvitae.
- **Pleasant Home Cemetery** Located south of the intersection of SE Bluff Road at SE Pleasant Home Road, Gresham. Cemetery is located in a rural setting; access and limited parking is through an adjacent church parking lot.
- **Mountain View Corbett Cemetery** Located off SE Smith Road south of SE Evans Road, Corbett. Access is via a narrow road up a steep incline; limited parking exists along the road.

### Parking Issues

- **Jones Cemetery** Parking and vehicle maneuvering on site is limited, and overflow parking is by arrangement on the adjacent church property.

- **Gresham, Escobar, and White Birch Cemeteries** Located off SE Walter's in Gresham, where visitors must park in adjacent private parking lots to gain access the properties.

### Safety Issues

- **Columbia Pioneer Cemetery** Located on NE Sandy Boulevard at 99th Avenue, Portland. The cemetery is located along a busy road, with two poorly marked lawn access drives off of Sandy Blvd. The safest access would be to direct visitors to enter the property from 99<sup>th</sup> Avenue, but this route would require a route through the adjacent neighborhood.
- **Powell Grove Cemetery** Located at the intersection of NE Sandy Boulevard and NE 122<sup>nd</sup> Avenue. Cemetery is located within a busy traffic circle with limited vehicular access and parking causing the driver to do a cross-traffic maneuver into oncoming traffic to gain access to the cemetery.
- **Mountain View Stark Cemetery** Located along SE Stark Street in Troutdale. Access requires a dangerous cross-traffic maneuver when traveling east on Stark St. or a hard right hand turn if traveling west; parking and vehicle maneuvering space are limited on-site, and exiting can be equally as difficult.

### Other safety-related issues

- **Multnomah Park Cemetery** Located on SE 82nd Avenue at Holgate Boulevard. Because the cemetery is located at a busy intersection and has two entrances along SE 82nd Avenue and three on Holgate Boulevard, some cut-through traffic occurs that can present a safety concern.

### 3. Historic Structures

**Issue:** The condition of several historic structures and infrastructure elements within the fourteen properties are in decline and may pose safety concerns for cemetery visitors.

**Concern:** While the repair or maintenance of many of family monuments or private mausoleum structures are the responsibility of surviving family members, some may not be known and able to be contacted. The maintenance or repair of others structures in decline, such as commemorative statuary or other cemetery features, are the responsibility of MCP.

Lone Fir Cemetery has two private mausoleum structures in need of repair, one of which has remaining family members in the area who may have the means to fund them, and one that does not. Repairs and restoration of the one without family funding available may require the support of grants or a fund raising effort.

### 4. Soil Management

**Issue:** Many of the remaining available graves within the fourteen cemeteries now have site or records-related issues that are more challenging and may be more problematic to MCP because of inconsistent records and the fact that many of the easily accessible plots have already been sold and contain burials.

**Concern:** Based on recent experience with poor records and issues related to contracted services for grave opening and closings, MCP should consider policies to better manage burials in difficult locations, including the possibility of performing burial operations with in-house staff. For reasons pertaining to digging efficiency, safety and security, and records management, it is typical for municipal and other public cemeteries to perform grave openings and closings with in-house staff. The issues that MCP face in this regard though not normal can happen in cemeteries that are the age of these properties.

While supply and placement of outer casket container/vaults and setup of casket lowering devices, tents, chairs, and related items can be placed by contractors, MCP should consider having their staff take over the openings and closing for a higher level of commitment and care in performing these duties.

**Issue:** Soil management is currently handled by SI as part of their existing contract for grave opening and closing services. MCP allows excess soil excavated from graves to be stored on cemetery properties for only for a limited time and quantity. As recently as January 2011, when those limits were met SI was required to haul and spread soil at Metro's property on NE 223<sup>rd</sup> in Fairview.

**Concern:** MCP should consider developing a Soil Management Plan due to two recent incidents involving discovery of human remains in excess soil piles. This plan could define acceptable practices and procedures to be followed by contractors and/or in-house staff at the time of grave openings and closings and define locations for temporary on-site storage and secure long term soil management.

## 5. Site Conditions

**Issue:** Difficult site conditions may present limitations of continued use of the properties or difficulties in maintaining them due to the physiographic diversity and overall age of the cemeteries.

**Concern:** A number of specific site conditions can exist on the properties to complicate casket burials. These may include low depth to bedrock or groundwater, steep slopes, and large masses of mature trees and their respective root issues. A number of historical-cultural factors may also confound operations and limit burials, including inaccurate records per actual burial layouts, proximity of graves to sensitive markers and monuments, and difficult access issues related to existing markers and monuments.

## 6. Site Security

**Issue:** Many MCP properties are in locations off the primary routes of current traffic or may contain significant amounts of mature vegetation. As a result, they may be less visited, less visible to passerby, and have "blind spots" within them that could pose safety concerns.

**Concern:** Even though seven of the fourteen properties are patrolled by the City of Portland through an Intergovernmental Agreement, issues such as vagrancy, illegal camping, or other types



of errant activities could still arise. While site signage is used to stipulate rules pertaining to Metro Title X, permitted activities, and hours of operation at each property, enforcement is limited to times when staff is on site for maintenance or burial services activities. On occasion, other Metro staff, or those from other jurisdictional authorities, has called in reports of questionable activities which were addressed by MCP staff.

## **7. Public Perceptions**

**Issue:** The ultimate success of the existing and future MCP properties depends upon positive public perception of the pioneer cemeteries, sales and revenue generation, and general public support. Though no specific public relations studies have been conducted to date, anecdotal feedback to MCP staff suggests a relatively favorable public perception in terms of its actions to protect, maintain, and manage the fourteen pioneer cemetery properties. Based on limited feedback, the public views MCP as a low cost provider of burial options within the greater Portland area when compared to large corporate, individual private or religious-based cemetery operators.

**Concern:** In May of 2011, a former employee of Oregon Wilbert Vault and Casket Company (now owned and operated by SI, the current provider of contracted burial services), alleged that MCP was aware of and complicit in questionable digging of graves, disturbance of existing graves, and mismanagement of soil that contained human remains. Though no criminal charges were brought against MCP following a police investigation, the Oregon Mortuary and Cemetery Board is reviewing the incident at the time of this report and will render its final findings soon. It is not understood at this time what conclusion will be drawn, or how this unfortunate incident may affect the public's perception of MCP operations.

## **8. Cemetery Signage**

**Issue:** Well-placed and signage with clear content is crucial if the public is to locate, navigate, and appreciate the fourteen pioneer cemetery properties.

**Concern:** Site signage at the fourteen cemeteries is adequate in identifying each property. However it is much less effective in terms of size, placement, and overall message than signs at other historical properties and commercial or religious cemeteries. Additional directional signage may also be beneficial in directing the public along key routes or from the properties.

## **9. Deferred Maintenance Needs**

**Issue:** There will always be a need to make site repairs at the cemeteries to ensure that they are safe for the public. These repairs, many in the form of substantial capital improvements, would typically involve improvements to roads, fences, gates, drainage systems, mature plant removal or pruning, and other similar types of infrastructure elements. They have been outlined under section III. Existing Operations, F. Finances- 4. Renewal and Replacement found on pages 29-33.

**Concern:** Based upon interviews with CPRA, MCP staff identified extensive deferred landscape maintenance work in addition to the current renewal and replacement schedule and they noted

that the deferred maintenance list in Appendix 3 for Lone Fir Cemetery was conducted at a later date than the last update to Metro's Renewal and Replacement schedule.

They also identified extensive infrastructure-related repairs and improvements including:

- Removal of unauthorized tree plantings and plot borders.
- Repair or replacement of selective cemetery section and boundary markers.
- Leveling bases on existing settled headstones & monuments.

The current maintenance schedule could be broadened to address many of these issues or for management to redirect the work of the current maintenance staff to focus more on property repair and improvements.

### **10. Limited Space**

**Issue:** Revenue will begin to drop due to reduced sales as the remaining inventory of available interment rights are sold within the fourteen existing cemeteries. MCP will need new sources of revenue to help offset maintenance and operation expenses, including the possible development of entirely new properties.

**Concern:** Space is a limited resource at all of the cemetery properties, and MCP should consider new merchandise that best uses the space available. Cemetery operators can typically develop cremation products at a higher density and generate higher rates of return per square foot than traditional casket plots. New properties could offer traditional and new types of casket burial along with cremation options as well. These new facilities could sustain revenue needed to offset declining amounts, cover maintenance and operation expenses, and add to perpetual care funds.

## **VII. OPERATIONAL RECOMMENDATIONS**

The recommendations made in this section address the liabilities identified earlier. They include operational improvements related to possible reorganization of MCP within Metro, the adoption of best management practices (BMP's), records management, and partnering and affiliation opportunities. Sales, marketing and financial recommendations follow this section.

Recommendations for property improvements include cemetery signage and access, grave openings and closings, development of new merchandise and services, possible development of additional properties, and record keeping.

Recommendations for financial performance include and increase in sales, increase in pricing of products and services, cost benefit analysis of current expenditures, and an increase in the amount of perpetual care collected on each burial sale.

### **A. Organizational Structure**

To consider any change in structure that would take this out of Metro and oversight of the Council does not make sense from an economic or organizational standpoint. This would be difficult as once in public ownership cemeteries by Statute cannot be transferred to another party unless the other

party is a public entity. Aside from increasing taxing authority with forming a Cemetery Maintenance District, there would be few benefits from having a special cemetery district that would have to be created outside the existing authority of Metro.

However, from an organizational standpoint, Metro should consider making the cemeteries a division in its own right versus a program. This would coincide with Section II. Similar Operations, 2. Municipal Organizations, A. Cemetery Structures and Organizations, c. Separate Department/Division found on page 42. The 14 pioneer cemeteries are currently organized as a program subdivision inside the Parks and Visitor Services Division. There is a manager who oversees the day to day operations but only the Cemetery Coordinators report to this manager. The Park Ranger and Seasonal workers report to an entirely different manager. This has caused inconsistent oversight of the grounds management, the burial services contractor, enforcement issues and a lack of communication among the staff who serve the cemeteries.

CPRA recommends that the division be restructured such that the cemetery program manager directly supervises the personnel who do sales, services, the burials and maintenance and the outsourced companies with whom MCP may contract for sales and marketing. This would provide a clear sense of oversight, defined roles and direct line of supervision of the day to day business, as well as a better control of costs and budget management. In this arrangement, the proposed new division would remain under the direction of the Parks and Environmental Services Director, currently Paul Slyman.

We believe this will provide a management structure that will assist in a smoother operation as well as a clearer definition of financial responsibility. While we do not recommend establishing this division as an enterprise fund, we do believe the cemetery operation should at least function as if it were an enterprise fund. The basic definition of a governmental enterprise fund is that its revenues should take care of its expenses. While we do not believe that is possible at the current time for the 14 pioneer cemeteries, it should certainly be the goal for any expansion of the cemetery program.

## **B. Best Management Practices**

To better manage its fourteen pioneer cemeteries, MCP should consider researching, developing, and adopting a comprehensive set of best management practices (BMP's) to guide several aspects of its operation. BMP's are defined as methods, processes, or activities which are known to be more effective at delivering a particular outcome than any other technique, method, process, etc. when applied to a particular condition or circumstance.

As MCP moves forward to develop its cemeteries to offer more types of merchandise, assumes burial operations duties, and strives to maintain its properties in top condition, BMP's could provide the initial direction and continuity over time to accomplish its goals. MCP should include core Metro values and behaviors as appropriate, as defined in the Metro "Compass" document, especially issues of sustainability. Categories of BMP's that MCP should consider for development and adoption include:

- Staff Compliment and Performance through Metro's performance standards.



- Code of conduct
- Cemetery Policies and Procedures (currently underway)
- Burial Operations
- Soil Management
- Maintenance
- Historic Preservation

### **C. Records Management/Genealogic Research**

MCP should continue to review and reconcile its burial records issues and consider the use of an industry-specific burial records system. This comprehensive management system will improve administration, management of properties now and into the future, and more easily support records research for families.

Staff currently addresses inquiries from callers seeking burial records from family members of those buried in the pioneer cemeteries, MCP should consider providing records for use by interested parties. There are examples of other municipal cemeteries that offer records online that address privacy issues. Records are posted only after a prescribed number of years. More current records are accessible with proper identification only. Implementing a system like this could reduce the amount of research assistance staff has to perform.

Many cemeteries offer records research to family members of those buried on their properties. This work typically involves assigning staff members to do the work for a fee. This type of arrangement may be desirable at MCP until records are more easily researched online.

In addition, as new cremation merchandise elements or gardens are developed or entirely new cemetery properties are added, the system should be adapted to accommodate the changes in as comprehensive of a manner as possible.

### **D. Partnerships & Affiliations**

MCP has a strong history of partnering with community groups to inform the public of the historic resources present in its cemeteries. In doing so, it indirectly showcases its various burial options. Information disseminated to the public through these historic and art-based efforts can be especially effective through the focused nature of the interactions. MCP should continue to pursue additional partnering opportunities and alliances to build and sustain a comprehensive network of support.

CPRA recommends that in this effort Metro consider the creation of a cemetery advisory committee; this committee will help the Council and the Program with enhancing communication between Metro and the public, specifically cemetery patrons, funeral homes, arts organizations, environmental organizations and neighborhood or interest groups. This could be an added component to identifying the trajectory for the program and give Metro increased input from the public about the future of these historic treasures.

Other possible opportunities may include:

- Partnering with environmental/sustainability advocacy groups (i.e. EcoTrust, Audubon, Salmon Safe, etc.).
- Networking with other historic properties.
- Partnering with historic preservation/interpretation authorities (national, regional, state, local, & neighborhood).
- Partnering with local art/performance groups, such as Milagros Theatre, Artist Repertory Theatre, Portland Actors Ensemble, Portland Shakespeare Project, Oregon Symphony, Portland Opera, Portland Center Stage, Portland Baroque Orchestra.
- Partnering with local horticultural resource groups, such as Friends of Trees, Portland State University, Oregon State University, and Portland Audubon Society.
- Partnering with local schools/educational resources such as NW Film Institute, Portland Public Schools, David Douglass School District, Reynolds School District, Portland Community College, Mt. Hood Community College, specifically their mortuary program.
- Partnering with Neighborhood Organizations.
- Partnering with art organizations such as, Elizabeth Leach Gallery, Alescia Blue Gallery, Oregon College for Art and Crafts and SCRAP.
- Expanded “Friends”/Volunteer Affiliations.
- Expanded Filming Affiliations.
- Partnering with funeral service providers, such as: Holman’s, Mt. Scott, Portland Memorial, and Caldwell’s.
- Partnering with community businesses such as Gresham Chamber of Commerce, Portland Business Alliance, City Club of Portland, and Hawthorne Business Association.
- Identify focused “Giving Opportunities.”

## **E. Site Identification, Access and Soil Management**

### **1. Signage/Access**

MCP should design a comprehensive signage system, one with signs to direct visitors from a distance to the properties, clearly identifies and brands them as a Metro property once a visitor arrives, and offers historic or other types of interpretation while there. This could be a great benefit to each of the cemeteries themselves as well as the system as a whole.

Now that Lone Fir is closed for additional new sales, MCP should consider a plan to transition Lone Fir into a new role as a lead public relations facility for the pioneer cemeteries. The addition of appropriate interpretive signage systems could provide information to help draw attention and visitation to the other thirteen properties.

MCP should examine its properties in terms of work that can be done to help alleviate dangerous conditions because visitor safety at the points of access to many the properties is questionable, as

are some parking areas and inner-cemetery maneuvering lanes. While some physical repairs or roadway modifications may be needed in some cases, simple signage, cemetery use guidelines, or instructions to funeral service providers may suffice in others.

## **2. Grave Openings/Closings and Soil Management**

This report recommends that MCP perform burial operations by using their own staff. In studies of the operations and maintenance management styles of other municipal cemeteries, it is extremely rare to see the opening and closing of graves contracted out to private companies. MCP should not rely on others for this important work, which requires both accuracy in understanding and following maps and records, digging carefully in often tight historic or site-specific situations, and committing to doing it correctly, with dignity and respect on a daily basis.

Assuming responsibility for this work will require adding staff and equipment to perform the many grave openings and closings required for the 150 - 200 burials performed each year. It will also require close coordination with contractors who may still assist with services to place vaults, casket lowering devices, tents, chairs, and other service-related amenities. This work can still be done effectively and in a timely manner by private companies and not burden MCP staff.

Developing a Soil Management Plan will define acceptable practices and procedures to be followed by contractors and/or in-house staff at the time of grave openings and closings and define locations for temporary on-site storage and secure long term soil management.

## **F. Property Improvements**

Through its existing properties, MCP has opportunities to develop and expand both current and new inventory options (as noted above) that can be tested and measured in the marketplace prior to more aggressive expansion, if MCP and the Council so desire after concepts are proven successful. Consideration and further analysis should be given to the following improvements and development opportunities at each property:

### **Douglass Cemetery, (See Map Exhibit 14)**

- Area 1 – consider mixed use traditional and cremation merchandise with varied price points; initial development should occur around the existing columbarium to further enhance this structure.
- Area 2 – due to the existing contract with Eastside Jewish Community no roads are allowed in this area (Block 10), thus consideration should be given to a more open layout which accommodates both maintenance equipment and long casket carry distances for families.
- Area 3 – due to the existing tree stand in this area and its proximity to both new and older cemetery sections consideration should be given to introducing 3-5 new cremation products that offer families different price points and allow MCP to test the market.
- Area 4 – this long strip of land could be used to develop some less expensive offerings due to its location; consideration should be given to both traditional and cremation offerings.

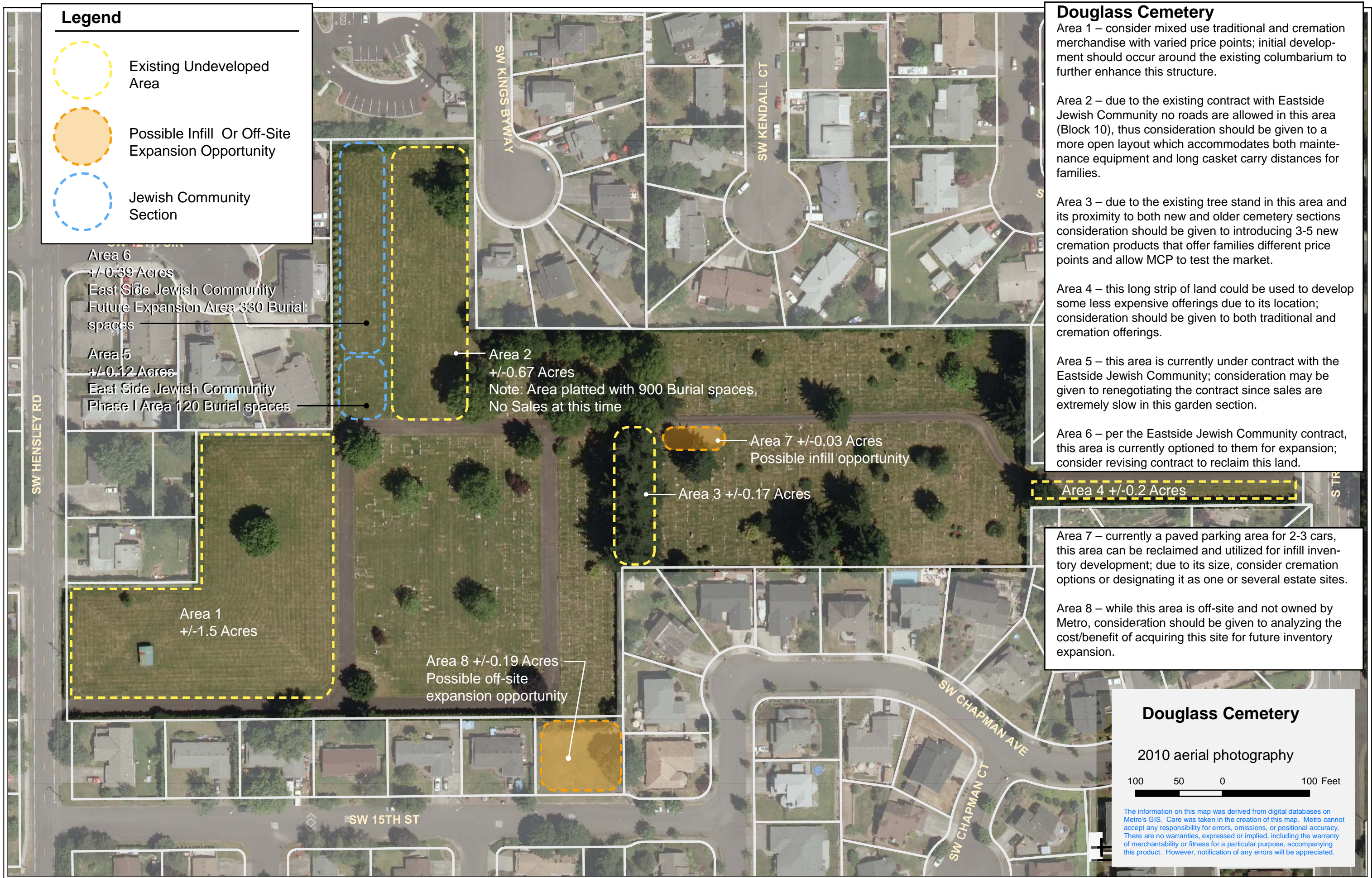


- Area 5 – this area is currently under contract with the Eastside Jewish Community; consideration may be given to renegotiating the contract since sales are extremely slow in this garden section.
- Area 6 – per the Eastside Jewish Community contract, this area is currently optioned to them for expansion; consider revising contract to reclaim this land.
- Area 7 – currently a paved parking area for 2-3 cars, this area can be reclaimed and utilized for infill inventory development; due to its size, consider cremation options or designating it as one or several estate sites.
- Area 8 – while this area is off-site and not owned by Metro, consideration should be given to analyzing the cost/benefit of acquiring this site for future inventory expansion.

### **Columbia Pioneer Cemetery, (See Map Exhibit 15)**

- General – due to the unsafe entry/exit movement, consideration should be given to closing the two entry/exit points along N. Sandy Blvd. and directing families to access the site via the cul-de-sac to the east, off of NE 96<sup>th</sup> Ave.
- Area 1 – this area is the grass drive which can be used for infill inventory such as a mixed-use traditional and cremation trail/path.
- Area 2 – this area is highly visible to the road frontage and has numerous trees which could be used to showcase some new cremation merchandise; integrate 3-5 products at varying price points.
- Area 3 - while this area is off-site and not owned by Metro, consideration should be given to analyzing the cost/benefit of acquiring this site for future expansion as this would allow for development of a parking area and enhanced entrance experience which will benefit ongoing and future sales.
- Area 4 - while this area is off-site and not owned by Metro, consideration should be given to analyzing the cost/benefit of acquiring this site for future expansion of inventory.











### **Brainard Cemetery, (See Map Exhibit 16)**

- General – confirm your property boundaries on the east where the existing parking lot is located; should this be your property, consider reclaiming this land for infill inventory and directing families to park on the street south of the site.
- Area 1 – although this area is challenging due to the slope and existing vegetation in certain areas it maintains a prominent street presence; consideration should be given to enhancing this frontage with the integration of some cremation courts that offer a mix of 3-5 products at varying price points.
- Area 2 – pending outcome of research noted in the “general” comment above, this area provides great visibility to NE 90<sup>th</sup> Ave. and could be developed with a mix of cremation merchandise offerings.

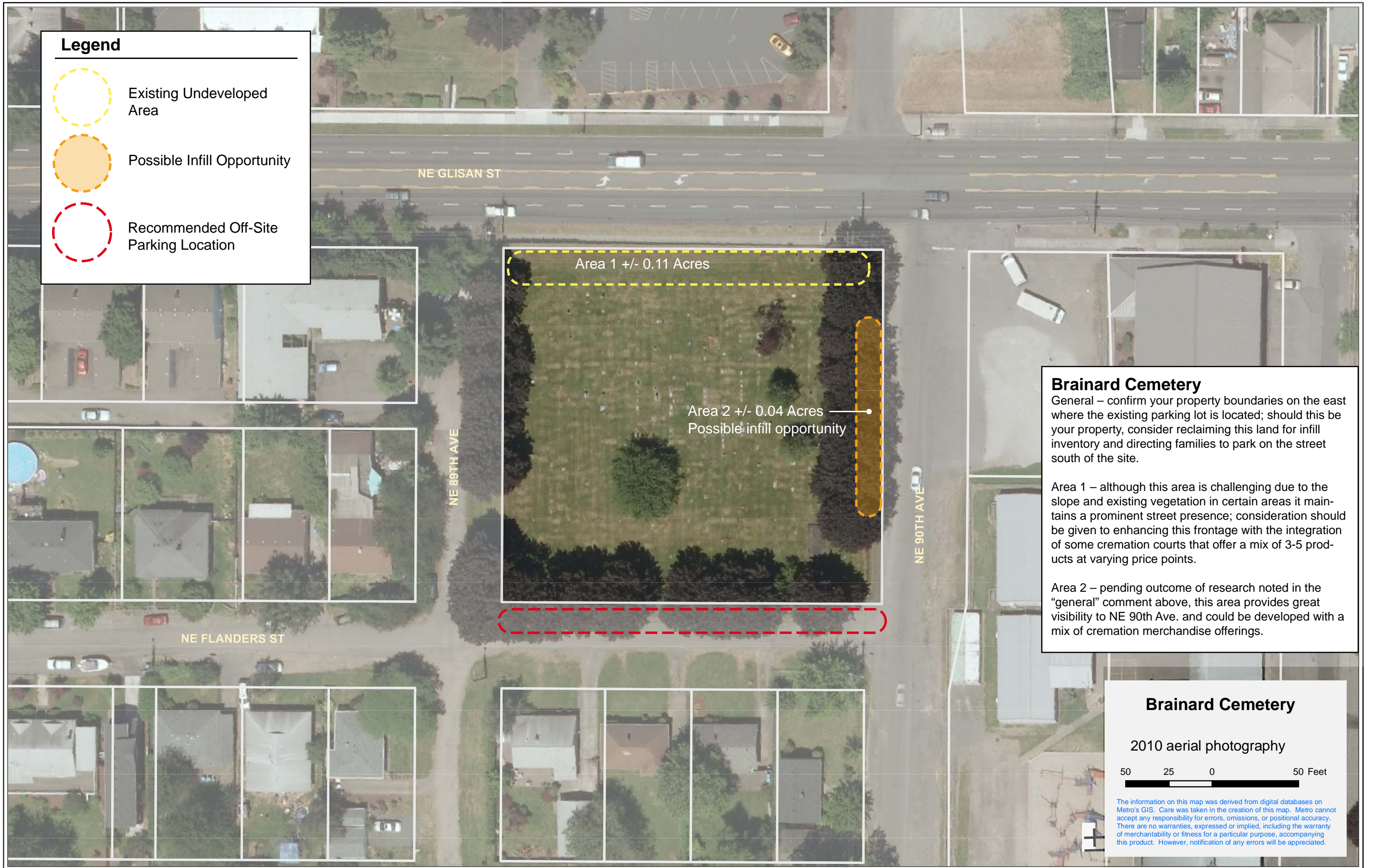
### **Jones Cemetery, (See Map Exhibit 17)**

- Area 1 – this island located in the center of the cemetery drive offers potential for infill inventory; while a predominantly Jewish cemetery in an affluent market, consideration should be given to testing some family estate lots that offer more customization for these families.
- Area 2 – pending further research regarding drainage in this area, expansion of traditional ground burial would be logical for this area.
- Area 3 – with further analysis this area may present opportunities for future development, however know that there are significant slopes on the northern most part of this area which may limit development potential.
- Area 7 - while this area is off-site and not owned by Metro, consideration should be given to analyzing the cost/benefit of acquiring this site for future expansion.

### **Gresham Pioneer Cemetery, (See Map Exhibit 18)**

- General – understanding the cemetery utilizes/shares the parking lot to the north for service events; consideration should be given to negotiating day-to-day use of this lot by visitors allowing the gravel drive to transition to infill inventory.
- Area 1 – although portions of this site are unusable due to the slope/bank down to Johnson Creek, the western portions under the trees should be considered for testing new cremation merchandise in this market.
- Area 2 – this is part of Escobar Cemetery – see notes below.
- Area 3 – pending further research on the parking availability noted above, this area could offer some premium burial sites due to its proximity to the parking lot and number of heritage lots around it.





**Brainard Cemetery**  
General – confirm your property boundaries on the east where the existing parking lot is located; should this be your property, consider reclaiming this land for infill inventory and directing families to park on the street south of the site.

Area 1 – although this area is challenging due to the slope and existing vegetation in certain areas it maintains a prominent street presence; consideration should be given to enhancing this frontage with the integration of some cremation courts that offer a mix of 3-5 products at varying price points.

Area 2 – pending outcome of research noted in the “general” comment above, this area provides great visibility to NE 90th Ave. and could be developed with a mix of cremation merchandise offerings.

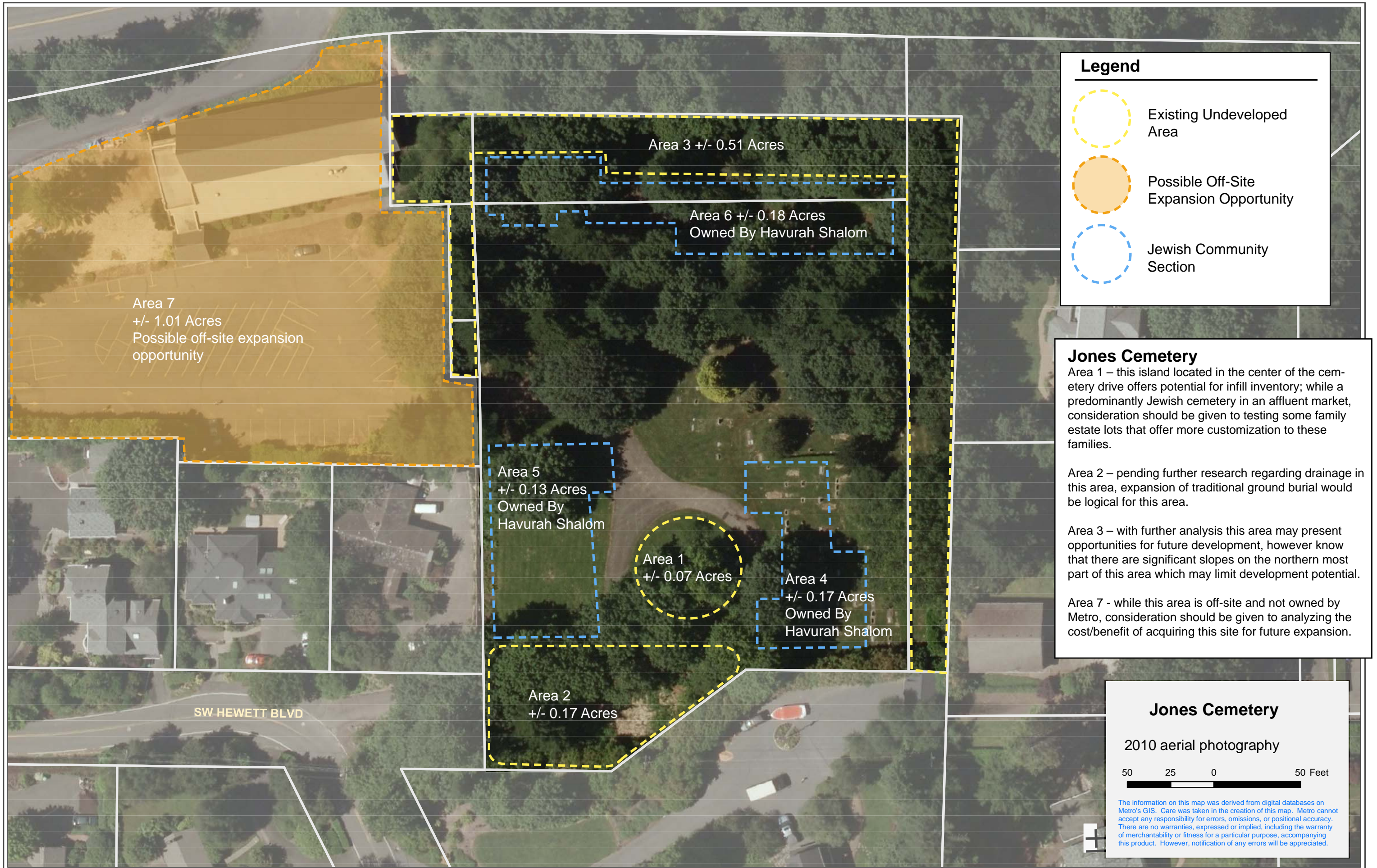
**Brainard Cemetery**

2010 aerial photography

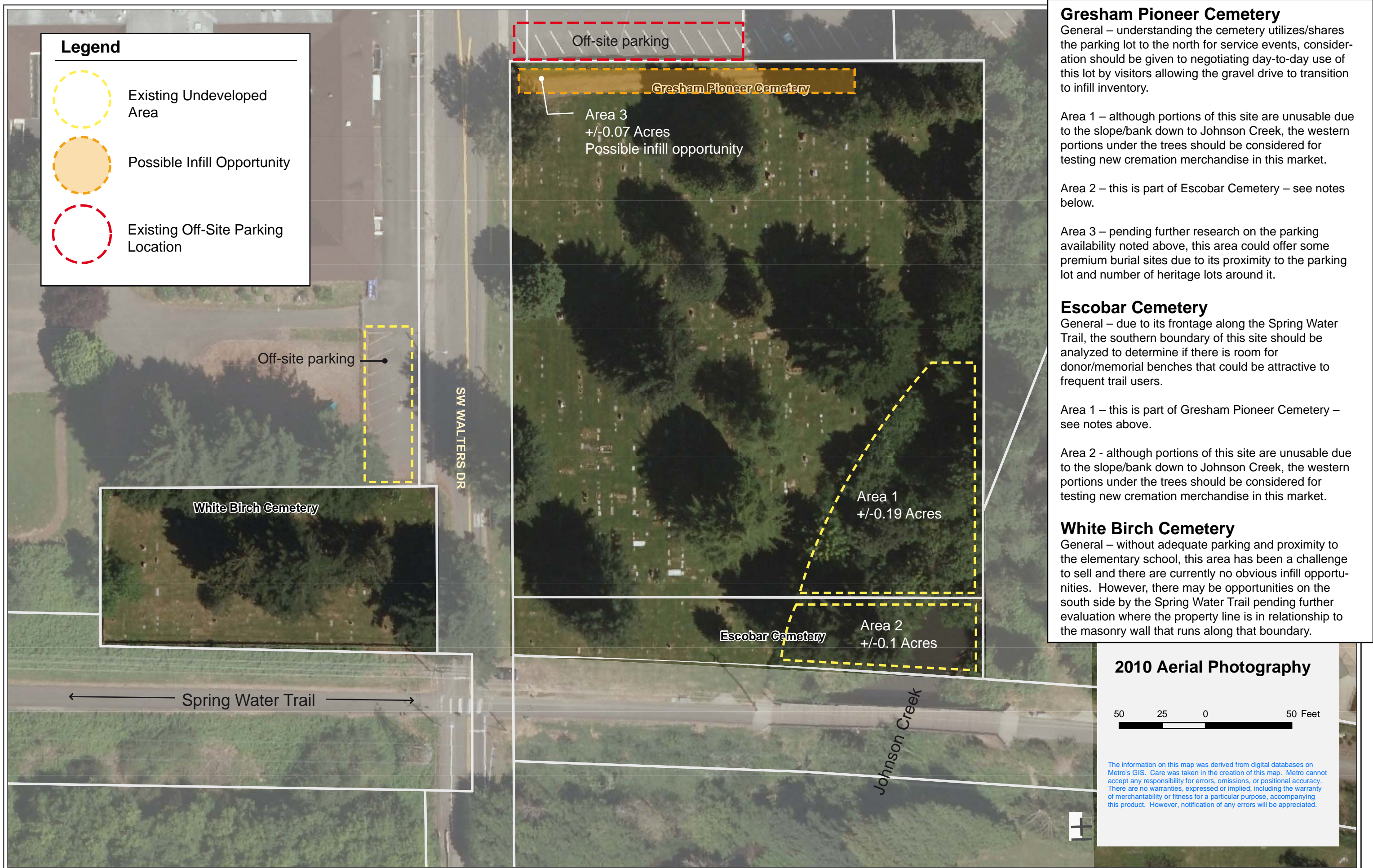
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### **Escobar Cemetery, (See Map Exhibit 18)**

- General – due to its frontage along the Spring Water Trail, the southern boundary of this site should be analyzed to determine if there is room for donor/memorial benches that could be attractive to frequent trail users.
- Area 1 – this is part of Gresham Pioneer Cemetery – see notes above.
- Area 2 - although portions of this site are unusable due to the slope/bank down to Johnson Creek, the western portions under the trees should be considered for testing new cremation merchandise in this market.

### **White Birch Cemetery, (See Map Exhibit 18)**

- General – without adequate parking and proximity to the elementary school, this area has been a challenge to sell and there are currently no obvious infill opportunities. However, there may be opportunities on the south side by the Springwater Trail pending further evaluation where the property line is in relationship to the masonry wall that runs along that boundary.

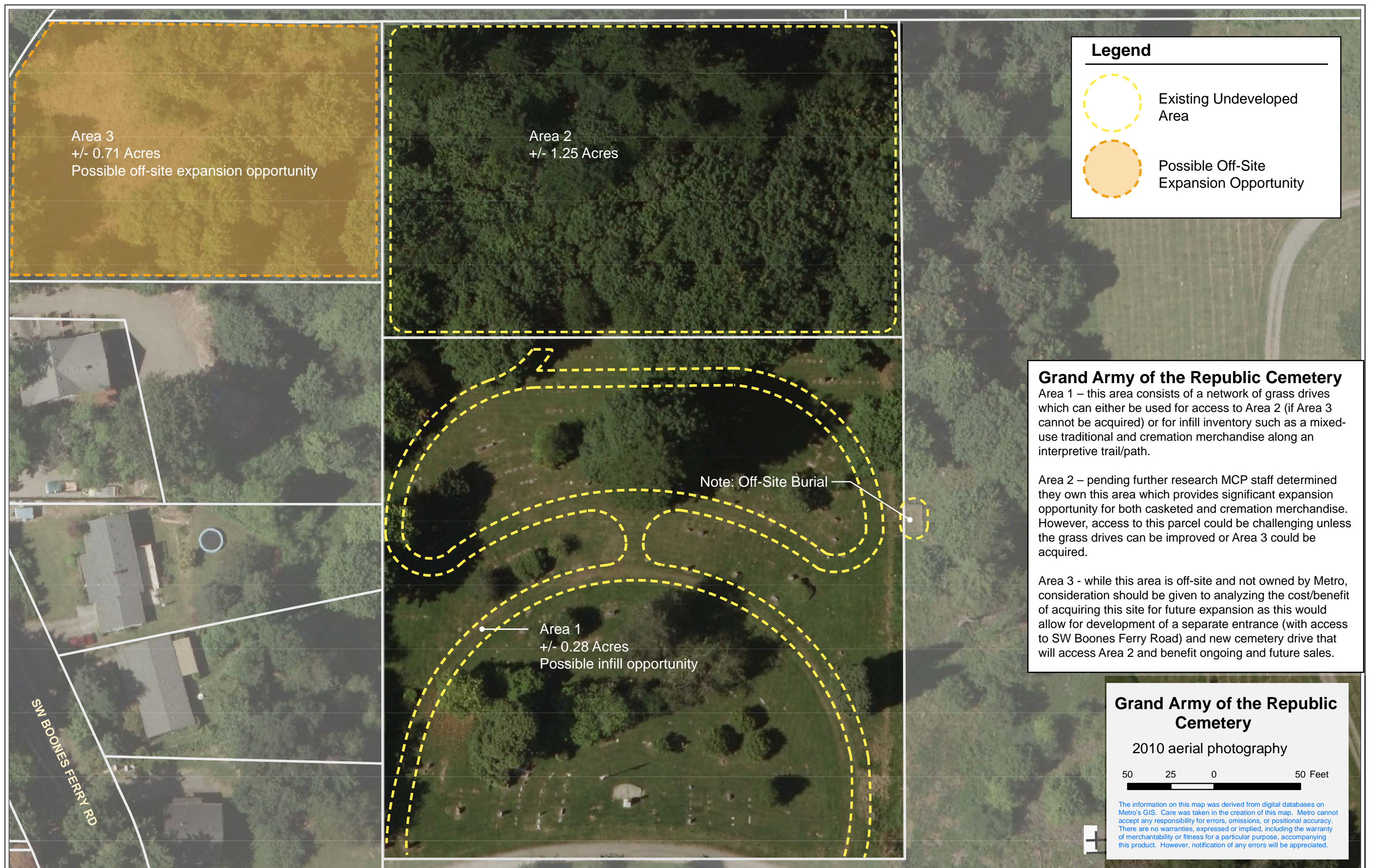
### **Grand Army of the Republic Cemetery, (See Map Exhibit 19)**

- Area 1 – this area consists of a network of grass drives which can either be used for access to Area 2 (if Area 3 cannot be acquired) or for infill inventory such as a mixed-use traditional and cremation merchandise along an interpretive trail/path.
- Area 2 – pending further research MCP staff determined they own this area which provides significant expansion opportunity for both casketed and cremation merchandise. However, access to this parcel could be challenging unless the grass drives can be improved or Area 3 could be acquired.
- Area 3 - while this area is off-site and not owned by Metro, consideration should be given to analyzing the cost/benefit of acquiring this site for future expansion as this would allow for development of a separate entrance (with access to SW Boones Ferry Road) and new cemetery drive that will access Area 2 and benefit ongoing and future sales.

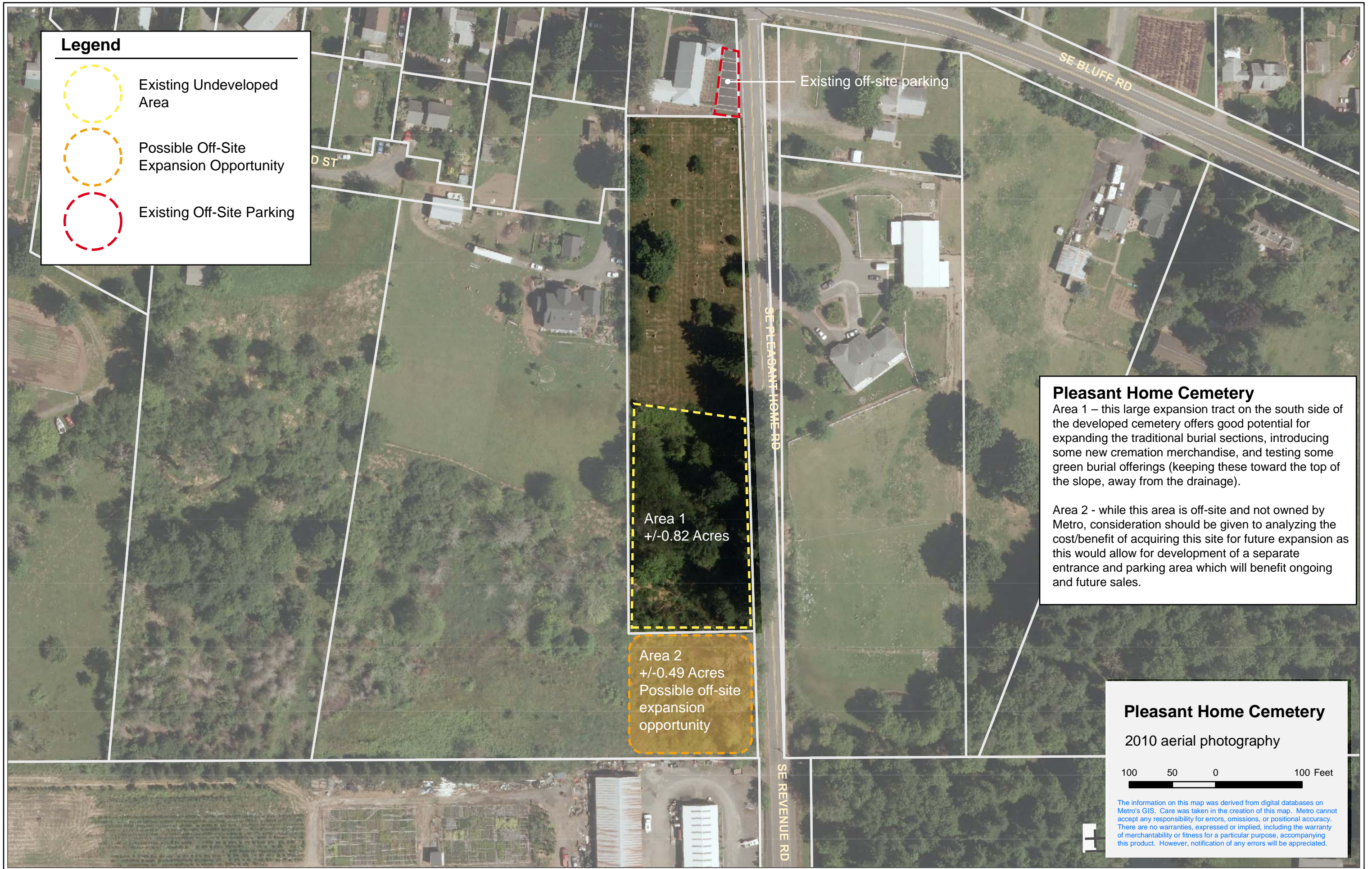
### **Pleasant Home Cemetery, (See Map Exhibit 20)**

- Area 1 – this large expansion tract on the south side of the developed cemetery offers good potential for expanding the traditional burial sections, introducing some new cremation merchandise, and testing some green burial offerings (keeping these toward the top of the slope, away from the drainage).
- Area 2 - while this area is off-site and not owned by Metro, consideration should be given to analyzing the cost/benefit of acquiring this site for future expansion as this would allow for development of a separate entrance and parking area which will benefit ongoing and future sales.











### **Mt. View Cemetery - Corbett, (See Map Exhibit 21)**

- General – based upon the information provided to date, it appears the entrance road and parking area are not owned by Metro, however the entrance road from the property to the east is owned by Metro; consider additional research to determine ownership.
- Area 1 – this sloping site will be challenging to develop as it will require retaining walls and grading; consider cost/benefit of developing this site vs. acquiring additional property from the land owner to the south – see Area 2 note below.
- Area 2 - while this area is off-site and not owned by Metro, consideration should be given to analyzing the cost/benefit of acquiring this site for future expansion as this would allow for development of a separate entrance and parking area which will benefit ongoing and future sales
- Area 3 – this area doesn't currently have any sales and the "greening maps" show a 45 degree grave alignment in this area which differs from the east/west alignment on all other burials; consideration should be given to reviewing and remapping/repining this section to better maximize the remaining land.

### **Mt. View Cemetery - Stark, (See Map Exhibit 22)**

- General – the entry/exit point to this site is extremely dangerous and consideration should be given to closing this site immediately to limit any future exposure. With this closure, Metro would need to determine alternative access points to the site so that pre-purchased burials can be serviced and so that visitors and maintenance personal can continue to access the site; Metro should begin dialogue with neighbors to the northeast to see if an access easement could be granted for limited use.
- Area 1 – this area has no development potential due to steep slopes and forestation.

### **Powell Grove, (See Map Exhibit 23)**

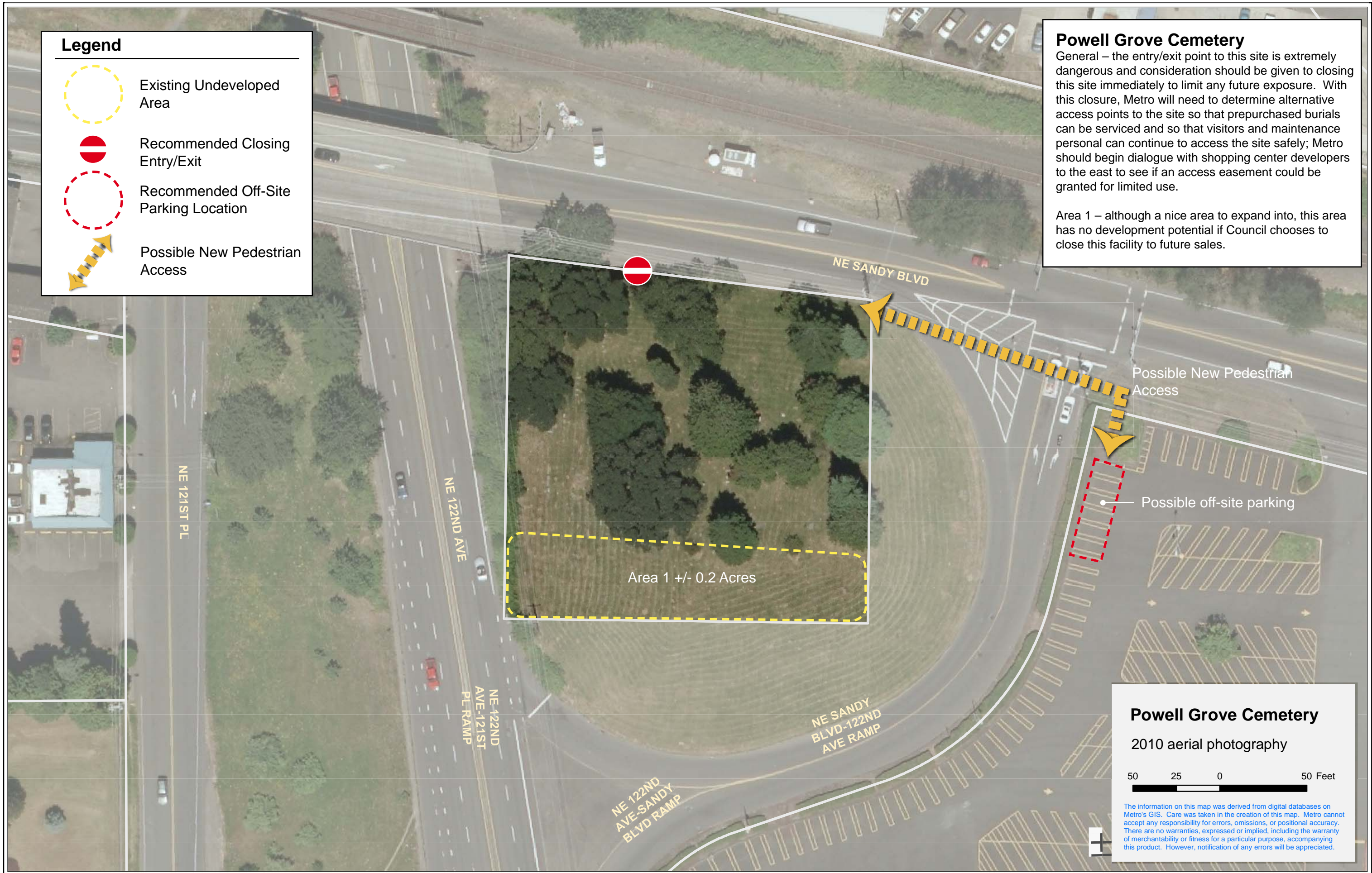
- General – the entry/exit point to this site is extremely dangerous and consideration should be given to closing this site immediately to limit any future exposure. With this closure, Metro will need to determine alternative access points to the site so that pre-purchased burials can be serviced and so that visitors and maintenance personal can continue to access the site safely; Metro should begin dialogue with the shopping center developers to the east to see if a parking and access easement could be granted for limited use.
- Area 1 – although a nice area to expand into, this area has no development potential if Council chooses to close this facility to future sales.











### Powell Grove Cemetery

General – the entry/exit point to this site is extremely dangerous and consideration should be given to closing this site immediately to limit any future exposure. With this closure, Metro will need to determine alternative access points to the site so that prepurchased burials can be serviced and so that visitors and maintenance personal can continue to access the site safely; Metro should begin dialogue with shopping center developers to the east to see if an access easement could be granted for limited use.

Area 1 – although a nice area to expand into, this area has no development potential if Council chooses to close this facility to future sales.

### Powell Grove Cemetery

2010 aerial photography

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### **Multnomah Park Cemetery, (See Map Exhibit 24)**

- General 1 – although this cemetery is currently closed to new sales, it has been an extremely active selling property and has potential for infill development, however MCP will want to consider utilization of ground penetrating radar to ensure there are no constraints within infill areas.
- General 2 – due to its location to a heavily traveled intersection, this site sees a significant amount of cut-through traffic by local residents which can become disruptive and unsafe for visitors, thus consideration should be given to closing the entry/exit points defined on the above noted Exhibit.
- Area 1 – this area, on the south side of the cemetery, should be considered for a Slavic themed garden that would allow for the additional memorialization/ personalization desired by this group. Burials in this area could be offered at a higher price, point allowing MCP to direct families to this location as clean up of the Park begins and stated policies are enforced.
- Areas 2 to 4 - MCP should analyze the need for these roads; if they're not needed, consideration should be given to reclaiming this land for infill inventory consisting of both cremation and casketed burial options.

### **Lone Fir Cemetery, (See Map Exhibit 25)**

- General – although this cemetery is currently closed to new sales, it has been an extremely active selling property and has potential for infill development, however MCP will want to consider utilization of ground penetrating radar to ensure there are no constraints within infill areas.
- Areas 1 to 5 - MCP should analyze the need for these roads; if they're not needed, consideration should be given to reclaiming this land for infill inventory with niche walls and and other cremation merchandise.











## G. Development of Additional Sales Offerings

### 1. Development on existing cemetery land

The majority of the fourteen cemetery properties are small and historic with limited inventory available burial space is declining. To continue to generate the revenue needed to offset operations expenses and not become a greater burden to taxpayers, MCP should consider the development of new product offerings, whether it is platting existing cemetery property for full body burial or addition of cremation merchandise.

#### a. Expanded Casket Burial Options

Limited traditional burial options hamper the extent to which MCP can continue to expand its community burial grounds. This limited option constrains MCP from being able to attain financial self sufficiency. As a result, MCP should consider other higher-returning burial options for selective placement in appropriate locations to continue to generate revenue and help offset operations expenses.

These new options could include double depth lawn crypts, estate-type burial plots/areas, and a possible “historic premium” fee charged for infill grave plots located in particularly attractive areas, or near historically significant existing burials.

#### b. Expanded Cremation Options

Currently MCP offers only limited cremation choices. Cremation options, by way of their smaller overall size, offer MCP the opportunity to add a higher density collection of merchandise to be developed on scarce land resources. With cremations rates in Oregon among the highest in the country, types of new cremation options will be a wiser use of remaining cemetery land. These cremation options could include a variety of merchandise at a wide range of price points, including lawn cremation memorials, memorial curbing at planting beds, cored upright markers, niche columbaria, community and family scattering areas, memorial walls, and larger family cremation estates. As appropriate in each location identified by staff in the fourteen properties, these could also provide MCP with a new revenue stream from built garden element-type merchandise sales.

- **Cremation/ Urn Gardens** Many cemeteries or memorial parks have areas designated specifically for the interment of cremated remains. These areas typically include a selection of individual above and below ground products, and may offer a variety of different sizes, material types, and price points.





- **Niche Columbaria** Columbarium structures are considered a “community-type” offering, one in which a large number inurnments can be accommodated within individual cabinets located in a single structure. These can be developed in a variety of sizes to best fit available sites and can be detailed in any of a number of different materials such as stone, brick, or stucco finishes. These structures can be custom designed or can be selected from various pre-built models available from a variety of different vendors.
- **Scattering Gardens** This option often involves the free scattering of cremated remains in an open area or the controlled scattering of cremains within a below ground ossuary structure as part of a landscaped garden within a cemetery. This choice typically includes the option of personal memorialization on special memorial plaques, pavers, walls, or even on a unique work of art as part of a living memorial, such as a tree or garden planting.



### c. Natural/“Green” Burial Options

Options to allow families to bury loved ones in a more natural, sustainable manner are catching on around the country. With the Portland area and Oregon leading the way in many community sustainability categories, it would seem timely for MCP to consider offering selected natural burial options as part of its services.



While interest is increasing around the country, several cemeteries in Oregon have begun to offer green options, some industry analysts believe that larger demand may still be years away. With green burials able to be implemented in existing grave plots in cemeteries now, and examples of others doing so already, MCP should consider engaging the public in round-table discussions to better determine the need and desire prior to implementing options. Following public feedback and further investigation regarding this practice, MCP may selectively dedicate sections within existing cemeteries for these types of burials, or consider a possible entirely new natural burial cemetery to be developed on one of Metro's undeveloped properties such as the State of Texas.

#### **d. Pet Cremation Options**



Interment or inurnment options for our animal companions is another choice that is growing in popularity. Final disposition for pets is primarily cremation, over 95% nationally; these types of development can include higher density merchandise in above and below ground installations. Pet cemeteries and services are being added by public and private cemeteries around the country as a new service to families and new revenue stream. Similar to natural burial options MCP should engage the public and seek feedback.



#### **e. Additional Memorialization**



Inventory in all of the pioneer cemeteries is declining, and two properties now closed for additional sales, offering new developments that feature additional memorialization merchandise may provide a way for MCP to continue to serve families and maintain revenue generation to help offset property maintenance and repair expenses.



New forms of memorialization may include cenotaph-type pavers and panels in small, high density areas that could be placed carefully on site. These could include engraved stone or brick pavers and stone or metal wall panels on which to record the names, dates, and other information for individuals who may be interred, inurned, or scattered elsewhere.



Living memorials are an increasingly popular form of memorialization, a central component of the green burial movement, and are often requested for lands outside of cemeteries. This trend has led to the management of memorial sites (sometimes even with non-authorized spreading of cremated remains) in parks, golf courses and other public lands. Living memorials are fitting ways to accommodate the need for memorialization in cemeteries, enhance the biodiversity and aesthetic interest of the cemetery, and utilize lands that may not be useable for interment purposes. With

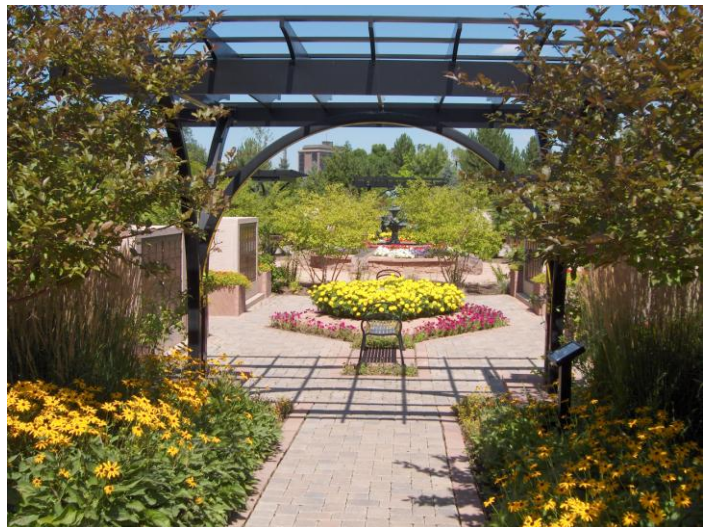


Metro's land portfolio this may be a revenue generating consideration that would solve two issues at once: plant material used for restoration of its natural areas and additional revenue for its Cemetery Perpetual Care Fund.

#### **f. Related Services**

As part of a more comprehensive study of possible new developments, particularly if new Metro properties are considered for development, the feasibility of adding other cemetery and funeral-related facilities and services should also be considered. In studies of other publicly managed cemetery departments around the country, a number of innovative business accompaniments include new facilities to better serve their families and generate additional revenue to help offset operating expenses.

These types of development may include new chapels, reception centers, and gardens that could be used for a variety of uses, such as funerals, reunions, meetings, and weddings/receptions. Some cemeteries have even added crematories as a way to more completely serve their families while they generate additional revenue to help offset operating expenses.



## **2. Development on other Metro Property**

Metro may consider developing cemeteries on selected properties that they currently own. MCP is in the cemetery business and should not shy away from new development if it can help sustain the existing pioneer cemeteries and continue the commitment to area families needing burial and cremation services. Development considerations are much like the previous section G. Development of Additional Offerings, 1. Development on existing Metro Cemetery Properties.

Metro owns a number of developed and undeveloped properties around the greater Portland area that could support selective new cemetery development. Existing park properties that could be selectively developed for additional cemetery use include Blue Lake Regional Park, Glendoveer Golf Course, and Howell Territorial Park. Many undeveloped properties exist around the region, many

of which may have appropriate natural conditions and geographic advantages necessary for cemetery development.

Many Federal, State and Municipal agencies have or are in the midst of establishing criteria and policies in and around the interment/inurnment right for Natural Burial and Cremation scattering on its natural areas. At the time of this report the State of Texas Parks and Wildlife Department's Land Conservation Division, who manages some 1.4million acres across the State from salt marshes to desert mountain ranges is working through this process in a positive proactive manner. By working with the Green Burial Council and the funeral industry in Texas they are examining policies around final disposition of human remains and habitat protection. They are considering memorialization infrastructure, such as picnic benches or observation decks, to further leverage death care services into tangible conservation and recreation assets while incorporating the public's interest in "Green" or "Natural" interment right options.

Any consideration of development for new cemeteries should take careful account of regional market and demographic information, geographic distribution, and abilities of potential properties to support various types of burial and cremation options.

## **VIII. SALES AND MARKETING RECOMMENDATIONS**

The fourteen MCP properties hold a unique place in the cemetery marketplace of the greater Portland area. Many are among the oldest cemeteries in the region, with a history unsurpassed by most cemeteries founded later. The oldest was founded in 1848, and the newest began operating in 1914.

This pioneer "heritage" offers great potential from a marketing standpoint. The histories of these cemeteries, and those of the lives of those interred within them, can provide a significant connection between past and present for residents of the three counties served by Metro. Territorial governors, legislators, business tycoons, local colorful characters, and their families from the settlement and early growth of the region can be found in the various MCP cemeteries.

While the infrastructure in some of the cemeteries is suffering due to its age, the grounds are generally well-groomed and attractive. The ability to allow the public the opportunity to utilize these cemeteries for burials is a significant opportunity in terms of burial options available in the region. With an effective development plan and focused marketing strategy, the MCP properties could become premier places for burials in the foreseeable future.

As stated in the beginning of this report an important aspect of cemeteries is the important role they play in the community's access to open space and recreation experiences. The MCP is a prime example of how sacred space can be a keystone of biodiversity and allow passive recreation. Because MCP lets nature be present the cemeteries provide access for nature and to nature in dense urban areas.

Other competitive strengths of the MCP properties include sustainable maintenance policies in place that should appeal to many in the Portland metro area, and the numerous locations throughout the three county area to serve a diverse client base.



## A. Target market

The primary market for MCP services is residents age fifty and older in Clackamas, Multnomah and Washington Counties. This market is generally identified by the term “Seniors,” those born prior to 1946, and “Baby Boomers,” those born between 1946 and 1964. There are approximately 100 million persons in these two age groups in the U.S., and as of 2010, this group includes 608,892 residents in the three counties served by Metro. As a single demographic, Baby Boomers make up 26% of the U.S. population and are responsible for 47% of all spending. Forbes Magazine says of this group:

*“At more than 100 million strong, baby boomers and older customers (born before 1946) are the single largest consumer group in America, and they are the wealthiest, best educated and most sophisticated of purchasers. With more disposable income than any population in America, they are, in fact, the New Customer Majority.”*

During the next 20 years, the sheer size of the Baby Boomer generation will place great strain on the death care industry to meet the demand for funerals, interment spaces, merchandise, and services. The need for cemetery property, services and merchandise will increase dramatically in the next 20 to 30 years. This timely increase in demand, and associated sales, should provide MCP the unique opportunity to move closer to financial sustainability as it meets the needs of the community.

Recent studies have also identified the increased interest of Baby Boomers to select additional personalization, individualism, and originality when it comes to death care merchandise and funeral service purchases offerings. If MCP is to be successful, it will need to offer more choices than the traditional interment options.

## B. Marketing strategy

**Opportunity:** In the short term however, because many Seniors continue to be served, MCP should continue to market traditional ground burial, urn burial, graveside services, upright granite memorial products. In order to tap the growing Baby Boomer market in the near future, MCP should add additional urn burials, niche columbaria, and scattering garden options in their cemeteries. These new merchandise choices require smaller areas for development than traditional ground burial plots per burial and can produce tremendous rates of return on investment with a minimal allocation of space and resources. Some of these options are listed in Section VII, G.

MCP should consider these types of cremation options because of the high cremation rate in Oregon at 69.24% and the limited space required for long term sales of traditional burials within the existing MCP properties.

**Strategy** MCP should capitalize on the attractive natural settings and unique historic characteristics associated with the fourteen cemeteries, building upon the uniqueness of the individual properties. It should offer a range of new cremation merchandise appropriate to each location, including a wide variety of different types of merchandise, price points, and settings in which to place them.

**Plan** MCP should consider the following steps to marketing the cemeteries:

- **Maximize the arrangement conference.** When there has been a death, MCP staff schedules an arrangement conference to make burial arrangements. It is important that staff provide families with the full range of options for interment and memorialization. Because family members may often desire to purchase adjacent burial sites while they are still available, this option should be discussed with them.
- **Consider appropriate signage** as simple as “Plots Available” at each location where plots are still in inventory. This has proved to be a lead generator. For instance, Metro should combine “plots available” with “your family can be a part of history” as their theme.
- **Promote sales through the Metro communication channels** such as their website, “Opt In” –type business email services, community communications, and other social media-type options. Recent studies show that Baby Boomers spend more time online than any other demographic. Consideration should also be given to brochure, print advertising, mailings, and banners/billboards as necessary to direct messages to MCP’s target market.
- **Promote sales at cemetery events**, especially during the holidays. For instance. Memorial Day Weekend should be staffed and burial/memorial options advertised.
- **Present to community groups**, churches, funeral homes, fraternal organizations, and senior groups. This will involve the staff actively seeking speaking engagements with which to promote MCP options. The presentations should include the history of the Pioneer Cemeteries and burial/memorial options available.
- **Market to the families of current property owners.** Among the people most interested in utilizing the MCP may be those with family already buried in one of the cemeteries.
- **Regular presentations to Metro staff.** Inform and educate them about the history and the options offered, so that they can communicate them to friends and family as a need may arise. At about 1,600 people, this network of individuals and families should be engaged as it offers a significant outlet that the competition doesn’t have.
- **Consider Salmon-Safe Certification joint marketing slogans.** Founded by Pacific Rivers Council, Salmon-Safe is an independent 501(c)3 nonprofit based in Portland, Oregon. Their mission is to transform land management practices so Pacific salmon can thrive in West Coast watersheds. By seeking certification through Salmon-Safe’s park and natural area certification will allow MCP to participate in their system-wide approach that relies on a comprehensive evaluation of overall management policies and planning related to habitat and water quality protection. Certification generally coincides with promotional and marketing tools that MCP may consider to expand its marketing potential with possible slogans such as “Metro| Protecting water. Protecting Salmon. Honoring Heritage.” Or “Metro Pioneer Cemeteries the Sustainable Option for burial”.

### C. Marketing Messages

As part of a new effort to better inform the public of the services and cemeteries that MCP has to offer and help form the basis of a new positive public relations effort, MCP should give thought to



delivering the most effective and beneficial messages. While public perceptions of the existing cemeteries and services may be somewhat limited at present, but favorable overall, additional points can be made and informative messages disseminated to help brand the overall Metro Cemeteries Program. Some of the key messages could include:

- Our Properties are Historic
- Join Those Who Helped Settle Oregon
- We Value Your Nature
- We Preserve Your History and Your Story
- We Practice Sustainability and are Salmon-Safe
- We Have New Burial and Cremation Options
- We Have a Caring, Committed Staff
- Our Management is Efficient and Cost Effective
- Metro Cemeteries are Publicly Owned and Operated
- Metro's current slogan "Honor Reflect Discover"

Improvements related to historic interpretation could include interpretive signage and art installations featuring historical maps, photographs, and other historical accounts of the families buried in each of the fourteen properties. These elements could be programmed to tell the stories of the fourteen properties within the collection of Metro Pioneer Cemeteries, identify other pioneer cemeteries in the region, and correlate with various history museums and public history agencies in the greater Portland area.

#### **D. Marketing Methods**

MCP should consider expanding its message about the pioneer cemeteries using a wide range of media types. Contracted sales and marketing professionals can determine whether this is done initially through available staff resources within Metro, in the interim with a combination of in-house staff and limited contractor services, or ultimately accomplished through a comprehensive plan put in place. They could use additional media to inform the public of MCP and its available services and facilities including:

- Metro Website
- Metro Brochures
- Print Advertising
- Mailings
- Banners/Billboards
- Focused Marketing (churches, retirement homes, etc.)

- Networking with Funeral Service Providers
- “Opt In” – Type Business Emailing and Surveying Services

## E. Sales

### 1. Sales Team

While the Metro Pioneer Cemeteries have an opportunity for growth in sales, the current Metro staffing situation is not sufficient to support a significant increase. The current staff is being fully utilized and any type of significant increase in case load could possibly overload the current staff, therefore it will be necessary to consider, analyze, and discuss various staffing options in order to increase sales through a measured (and Metro appropriate) approach.

Should MCP and Metro Council desire to grow the Program through increased sales, the following three options are offered in order from conservative to aggressive.

- Option 1 “In House Staff”**- This conservative option suggests increasing cemetery coordinators to 2.0 FTE or more as needed to handle current and future at-need caseload.

Metro should consider the addition of an administrative staff support person. This action would be needed since currently the Cemetery Coordinators work consists of 50% managing records and genealogical requests while the remaining 50% of their time is spent reacting to walk in/phone in customers for sales and service arrangements.

This additional employee will allow the two cemetery coordinators to focus on pre-purchase sales. Increasing one of the cemetery coordinators from 0.75 FTE to 1.0 FTE and setting new quotas for sales, this pro forma assumes pre-purchase sales penetration of 5 sales per coordinator a month, or an additional 120 in pre-purchase sales.

Any further increases to sales Metro would then add positions or limited duration positions with the option to be budgeted completely should the program demonstrate increased sales. Metro would recruit, hire and train the employees who are licensed or who can become licensed to sell pre-need sales and services for MCP. They also could possibly augment staffing levels for increased at-need interments/inurnments as they occur. It is our understanding that limited duration employment is a standard practice for Metro when expanding new programs which allows Metro the opportunity to have direct management and oversight of the work being performed and to also give the departments an opportunity to right size its future organizational needs. The advantage of this option is it allows Metro to actively manage and monitor its sales team. The challenge is that Metro will be responsible for all administrative functions involving sales and employees.

- Option 2 “In House and Contracted Services”** – This moderate option allows Metro to continue with its current sales structure for at-need (walk in) sales and considers soliciting outside marketing service through its formal procurement process which could be utilized to spread the word, prospect, and set appointments for MCP coordinators who would then close the sale.



Past procurement methods used by the agency could be beneficial by encouraging earnings incentives through increased sales and for the contractor to demonstrate a progressive quality of work life for its employees that include and not limited to wages, healthcare, disability insurance, educational opportunities and community service. This could also allow Metro to require the contractor also demonstrate its commitment to workforce and contracting diversity.

It should be noted that with increased pre-need sales of graves and niches that the amount of at-need interments and inurnments will rise and Metro should be cognizant of the need to increase its 1.75 FTE cemetery coordinators to 2.0 FTE cemetery coordinators or more depending upon the amount of increased at-need services.

- c. **Option 3 “Contracted Service and Insurance for Pre-need Sales”** – This most aggressive option suggests Metro consider contracting with a third party sales and marketing organization to provide both at-need and pre-need/ advanced planning sales. Cemetery property, ground burial spaces, niches, urn gardens and scattering gardens can be sold without a license. For items that are not delivered until the time of death such as memorial markers, grave liners and burial vaults, they can be pre arranged by selling an insurance product. The consumer pays the premium and the cemetery is the beneficiary. The consumer agrees to pay the premium, the cemetery agrees to provide the service and merchandise at the original price and the insurance company agrees to pay the cemetery the face amount of the policy plus, in some cases, a dividend.

In this scenario, a third party marketing organization will establish a sales agreement with an insurance company and Metro. They then will recruit, hire, train, compensate and manage the sales team which would be employees of the marketing organization. The marketing organization then makes their money from the commissions generated by the sale of the insurance policy. Similar procurement and incentive methodology should be employed here as was noted in Option Two above. The advantages of this option are:

- Metro does not recruit, hire, train, compensate or manage the sales team. Metro can and perhaps should reserve the right to do a final interview and approve or disapprove of the potential sales person(s) that will be hired by the third party provider
- For pre-need sales, there is no pre-need paperwork for Metro. The insurance company processes the applications and produces the policy
- Metro does not handle any pre-need funds. Metro will only be responsible for producing the at-need paperwork required to file the claim.
- Metro controls the pricing and can negotiate pricing with suppliers and vendors of cemetery services and merchandise

Some possible disadvantages or challenges to this option are:

- Pricing must be at a level that produces the necessary funds to provide the services and merchandise at a profit 10 years down the road. This will entail some actuarial

work and probably require that terms for premium period be kept to 60 months or less.

- While it is not Metro's problem, the sales people would be required to have an insurance license.
- Metro will not have direct oversight of the sales team.
- Daily coordination would be necessary between the at-need cemetery arrangers and Metro staff for scheduling.

## IX. Financial Recommendations

In an effort to make MCP operations more sustainable in the short and long-run, CPRA recommends looking at a variety of ways to increase revenues, reduce expenses, and increase the endowment care fund.

### A. Increase Revenues

While there are numerous ways to increasing revenues, MCP should consider the following logical and practical alternatives for improving Metro's bottom line. These options include:

**Increase Prices:** As noted, Metro's pricing is at the low-end of the market. With all the assets and history these properties offer, Metro needs to raise their pricing to be competitive with the market and in-line with today's development costs. The prices are currently much too low. The entry level burial plot with the major players in the market is:

- River View (at \$1,395)
- Finley-Sunset (at \$1,700)
- Valley Memorial (at \$1,600)
- Lincoln/Skyview (at \$2,629)

In most cemeteries, these burial plots are for the most undesirable plot locations (wet, on a steep hill, etc.). Only the Catholic Cemeteries, Mt. Calvary/Gethsemane, are less at \$1,000 and this is for an undesirable plot as well. The average price for a desirable plot is from \$2,295-\$3,300. Of course some of the small outlying cemeteries are around \$1,000, but CPRA believes there needs to be a shift in the way Metro views their cemeteries. Because of their Pioneer Heritage and limited amount of space, they should be marketed as a premium product. This may call for some graduated pricing by cemetery location and plot location within the cemetery. It's proven that most people are willing to pay for value. Pricing all the plots in a cemetery at the same price only works when they are all priced in the middle of set price points. A couple scenarios might be:

Price the less desirable grave at \$1,695 for less desirable plots, (wet, steep, next to a commercial building, etc.), moderately desirable graves priced at \$2,695, and set the highly desirable graves at \$3,395 (next to a monument or special feature, near a tree, or proximate to the cemetery roads). This increase would bring the average sales price to \$2,595 which is \$1,370 more than the current average price of \$1,225. This increase of \$1,370 per grave sale at a conservative 200 sales a year

would yield approx. \$274,000 annually in additional gross revenue and approx. \$41,100 in Perpetual Care funds.

By setting the price for everything at \$2,695 and it becomes first come/first serve on plot selection. This works in the short term but the least desirable plots will likely sell last. A review of Metro's "greening maps" is a clear indication of this sales dynamic. This increase of \$1,470 per grave sale at a conservative 200 sales a year would yield approx. \$294,000 annually in additional gross revenue and approx. \$44,100 in Perpetual Care funds.

In addition to burial space price increases, merchandise pricing and opening/closing prices should also be adjusted.

### **1. Merchandise Pricing**

Minimum concrete adult grave liners for the competition are:

- River View (at \$795)
- Finley-Sunset (at \$700)
- Lincoln/Skyview (at \$750)
- Rose City (at \$700)
- Catholic cemeteries (at \$800)

Of course this represents entry-level pricing as these competitors will all try to upgrade families to a lined vault. Regardless, Metro should increase their price from \$450 to be \$750 (note that Metro currently pays \$195/each through their vendor). Metro may also want to consider selling lined vaults as this could be a simple additional income stream at no added service expense to Metro. Metro can order a vault just like they order a grave liner. This increase of \$300 per liner sale at a conservative 40 sales a year would yield approx. \$12,000 annually in additional gross revenue.

### **2. Opening and Closing (O/C)**

Charges for O/C of a traditional adult grave for the competition are:

- Riverview (at \$1,125)
- Lincoln/Skyview (at \$1,395)
- Rose City (at \$1,120)
- Catholic cemeteries (at \$895)

Metro should consider raising the price from \$650 to \$1,050. This increase of \$400 per burial O/C at a conservative 100 burials a year would yield approx. \$40,000 annually in additional gross revenue.

The above noted pricing increases come with certain pros and cons which should be considered by Metro.

#### **Pros**

- Brings in more revenue to the fund.



- More competitive with the market.

## Cons

- Initial perception of increase may be perceived as negative to the public. However, this can be addressed with a strong public outreach and awareness campaign along with a solid mission statement that supports sustainability and perpetual obligations for these cemeteries.

Revenues can also be increased as follows:

- With add-on product sales such as Memory Medallions, Cameos, and Vases.
- New developments offering a broader mix of products and price points.
- New developments that have built in memorialization.
- Form partnerships with monument dealers that would allow Metro to sell markers and monuments at-need.

These are just a few of many ideas that MCP could consider in more detail for additional revenue potential as Metro Cemeteries expand their program offerings.

### **3. Increasing the Number of Sales:** As noted in the sales recommendations, Metro has two options which they should consider for increasing sales.

- i. The first option is to better utilize current staff by freeing them from records research, training them, giving them the tools to sell, transitioning both to full-time, and setting some realistic goals for them. On average over the last 4-5 years, pre-purchased and at need grave sales totaled about +/-130 and could possibly reach +/-200 with the noted changes. An increase of +/-70 sales a year at current pricing would yield approx. \$91,000 annually in additional gross revenue and approx. \$13,650 in Perpetual Care Funds. There would be expense in reallocating their current records work and genealogy requests to an administrative staff person.
- ii. The second option is to hire additional staff to perform prepurchase grave sales and services. Metro would recruit, hire and train limited duration employees who are licensed or who can become licensed to sell pre-need sales and services for MCP. They also could possibly augment staffing levels for increased at-need interments/inurnments as they occur.
- iii. The third option is to hire a third-party sales and marketing company to market pre-purchased burial and merchandise options. As an addition to the option noted above, this sales team could increase sales from +/-200 to +/-600 annually. With an increase of +/-400 pre-purchased burial spaces and associated merchandise at current pricing, this would yield approx. \$619,000 annually in additional gross revenue and approx. \$78,000 in Perpetual Care funds.

## B. Increase Merchandise and Return on Investment

Metro will want to consider the addition and integration of additional merchandise in their properties, specifically focusing on cremation merchandise. CPRA offers the following list of cremation memorialization products that have proven successful in other developments around the county. In addition, CPRA has developed pro forma metrics for these products for reference. While general, these metrics can be used to determine cost/benefit of various merchandise development projects and guide Metro with ongoing development decisions. Know that these are averages and based on moderately priced granites.

1. **Niches (prefab)** – the following pro forma is based upon 100 Niche spaces (single), selling at \$3,000, with O/C at \$695 (conducted by MCP staff), a Metro supplied capsule for the cremains at \$345, and Metro supplied inscription at \$110 (via bronze plate or contracted through a local engraver)

Revenue Type	Fee Revenue	Niche Costs
Inurnment Right	\$300,000	\$55,000
Opening /Closing Service	\$69,500	\$0
Cremation Capsule	\$34,500	\$6,500
Plaque Inscription	\$11,000	\$3,000
PC Fund Contribution (at 25%)	\$90,000	
Gross ROI	6.4:1	
Gross Revenue per Square Foot (at +/- 225 sf)	\$1,844/sf	
Gross PC Fund Contribution per Square Foot	\$400/sf	
Estimated time to sell out (at 24 sales/year)	approx. 4 years	

Consideration should be given to sizing niches to accommodate for companion memorialization as this will allow you to increase your revenues with limited cost increases. If we take the same scenario above and offer as companion, the revenue model changes as follows, assuming 60% of buyers will choose companion.

Revenue Type	Fee Revenue	Niche Costs
Inurnment Right	\$300,000	\$55,000
Opening /Closing Service	\$111,200	\$0
Cremation Capsule	\$55,200	\$10,400
Plaque Inscription	\$17,600	\$4,800
PC Fund Contribution (at 25%)	\$90,000	
Gross ROI	6.9:1	
Gross Revenue per Square Foot (at +/- 225 sf)	\$2,151/sf	
Gross PC Fund Contribution per Square Foot	\$400/sf	

Estimated time to sell out (at 24 sales/year)	approx. 4 years	
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- 2. Memorial Coping** – These are decorative border placements on the perimeter of cemetery sections and gardens, the customer purchases the inurnment right underneath the coping stone. The following pro forma is based upon 50 Memorial Coping spaces (companion), selling at \$2,500, with opening/closing at \$695 (conducted by MCP staff), a Metro supplied capsule for the cremains at \$345, and Metro supplied inscription at \$110 (via bronze plate or contracted through a local engraver).



Revenue Type	Fee Revenue	Memorial Coping Costs
Inurnment Right	\$125,000	\$14,000
Opening /Closing Service	\$69,500	\$0
Cremation Capsule	\$34,500	\$6,500
Plaque Inscription	\$11,000	\$3,000
PC Fund Contribution (at 25%)	\$31,250	
Gross ROI	10.2:1	
Gross Revenue per Linear Foot (at +/- 755 lf)	\$3,200/sf	
Gross PC Fund Contribution per Linear Foot	\$416/lf	
Estimated time to sell out (at 24 sales/year)	approx. 2 years	

- 3. Memorial Pavers** –Much like the Memorial coping listed above the pavers provide an innovative and space saving way for the customer to purchase inurnment rights. The following pro forma is based upon 100 Paver Spaces (single), selling at \$1,500, with Opening/Closing Services at \$695 (conducted by MCP staff), a Metro supplied capsule for the cremains at \$345, and Metro supplied inscription at \$110 (contracted through a local engraver)





Revenue Type	Fee Revenue	Pavers Costs
Inurnment Right	\$150,000	\$10,000
Opening /Closing Service	\$69,500	\$0
Cremation Capsule	\$34,500	\$6,500
Plaque Inscription	\$11,000	\$3,000
PC Fund Contribution (at 25%)	\$37,500	
Gross ROI	13.5:1	
Gross Revenue per Linear Foot (at +/- 100 lf)	\$2,650/sf	
Gross PC Fund Contribution per Linear Foot	\$375/lf	
Estimated time to sell out (at 24 sales/year)	approx. 4 years	

4. **Cored Upright or Boulder Memorial** – the following pro forma is based upon 1 Cored Upright or Boulder memorial (companion), selling at \$5,000, with opening/closing at \$695 (conducted by MCP staff), a Metro supplied capsule for the cremains at \$345, and Metro supplied inscription at \$180 (contracted through a local engraver).



Revenue Type	Fee Revenue	Cored Boulder Costs
Inurnment Right	\$5,000	\$850
Opening /Closing Service	\$1,390	\$0
Cremation Capsule	\$690	\$130
Plaque Inscription	\$360	\$120
PC Fund Contribution (at 25%)	\$1,250	
Gross ROI	6.8:1	
Gross Revenue each	\$7,440/ea	
Gross PC Fund Contribution each	\$1,250/lf	
Estimated time to sell unit	approx. one every 2 months	

5. **Ossuary/Cenotaph (prefab)** – the following pro forma is based upon installing an ossuary (to accommodate 300 cremains with associated panel and paver cenotaph options. More specifically, the selling price will be \$995 (opening/closing included) and Metro supplied inscription at \$110 (via bronze plate or contracted through a local engraver).



Revenue Type	Fee Revenue	Ossuary Costs
Inurnment Right	\$298,500	\$10,200
Opening /Closing Service	\$0	\$0
Cremation Capsule	\$0	\$0
Plaque Inscription	\$33,000	\$9,000
PC Fund Contribution (at 25%)	\$74,625	
Gross ROI	17.3:1	
Gross Revenue per Square Foot (at +/- 225 sf)	\$1,473/sf	
Gross PC Fund Contribution	\$332/sf	

per Square Foot		
Estimated time to sell out (at 48 sales/year)	approx. 6 years	

In addition to these cremation offerings, CPRA offers the following pro forma for casketed ground burial as a point of reference. While gross ROI is healthy, this option consumes a great deal of land for diminishing the gross revenue per square foot considerably below that of cremation.

- 6. Casketed Ground Burial** – the following pro forma is based upon developing one (1) acre of ground burial plots where site development is limited to landscape plantings, signage, and lot pins (similar to expanding in Area 1 at Douglass – refer back to Map Exhibit 2). More specifically, this acre is projected to accommodate 1,000 single spaces at an average selling price of \$2,695 with OPENING / CLOSING SERVICES at \$1,050 (contracted out to SI). This model assumes no revenue from grave liners or memorial inscriptions.



Revenue Type	Fee Revenue	Costs	Type
Interment Right	\$2,695,000	\$100,000	Professional Svs.
Opening/Closing Services	\$1,050,000	\$325,000	In House Staff
PC Fund Contribution (at 25%)	\$673,750		
Gross ROI	8.8:1		
Gross Revenue per Square Foot (at +/- 43,560 sf)	\$86/sf		
Gross PC Fund Contribution per Square Foot	\$15/sf		
Estimated time to sell out (at 48 sales/year)	approx. 21 years		

CPRA would also like to offer a general pro forma based upon a small to mid-sized cremation garden type development so that Metro can better understand metrics for a garden with a varied mix of products.



7. **Cremation Garden** – the following pro forma is based upon a small cremation garden with a mix of cremation products at different price points. More specifically this garden is an 1/8<sup>th</sup> of an acre (or 5,445 sf), product density is at 1 inurnment per 10 square feet or 544 units, of these units assume 50% will sell as companion spaces, average selling price is \$2,695, with Opening / Closing Services at \$695 (conducted by MCP staff), a Metro supplied capsule for the cremains at \$345, and Metro supplied inscription at \$110 (via bronze plate or contracted through a local engraver)



Revenue Type	Fee Revenue	Costs	Type
Inurnment Right	\$1,466,080	\$217,600	Goods / Professional Services
Opening /Closing Service	\$567,120	\$0	
Cremation Capsule	\$281,520	\$53,040	Goods
Plaque Inscription	\$89,760	\$24,480	Goods & Services
PC Fund Contribution (at 25%)	\$366,112		
Gross ROI	8.2:1		
Gross Revenue per Square Foot (at +/- 225 sf)	\$442/sf		
Gross PC Fund Contribution per Square Foot	\$67/sf		
Estimated time to sell out (at 48 sales/year)	approx. 11 years		

As MCP staff becomes more comfortable selling cremation garden merchandise and as the public gains acceptance, Metro will want to consider developing more comprehensive garden developments with added product lines and price points. The following cremation garden examples are offered to Metro staff for reference as these larger development projects are considered in the future. Each of these projects creates a unique style and product mix that compliments its context. These three examples are noted below in more detail.

**Cremation Garden 1**– this garden, with its southwestern flavor, is part of a larger road infill project within a small 5-acre cemetery in New Mexico. The garden offers a variety of single, companion, and estate products (15 total) priced from \$845 to \$28,000 and are intended to cater to the diverse buying choices demanded by the families in the area. The garden utilizes 1,600 sf and has a total of 2,356 inurnment and memorialization spaces for a gross density of 1 space per 1.5 sf. This project is unique in that it will also be offering families the option to lease niche spaces until such time they are ready to make a commitment. This garden’s pro forma follows:



Revenue Type	Fee Revenue	Costs	Cremation garden 1 - type
Inurnment Right	\$2,983,510	\$520,349	Goods / Professional Services
Opening /Closing Service	\$247,200	\$0	Incl in overall program costs
Cremation Capsule	\$363,000	\$111,564	Goods
Plaque Inscription	\$458,370	\$141,990	Goods & Services
Commission		\$409,751	
PC Fund Contribution (at 10-25%)	\$275,342		
Gross ROI	3.4:1		
Gross Revenue per Square Foot (at +/- 225 sf)	\$2,532/sf		
Gross PC Fund Contribution per Square Foot	\$172/sf		
Estimated time to sell out (at 240 sales/year)	approx. 10 years		

**Cremation Garden 2**– this garden, with its traditional character, is the first phase of a larger development and is located next to an active burial section at this 274-acre historic Colorado cemetery. The garden offers a variety of single, companion, and estate products (14 total) priced from \$975 to \$42,000 and are intended to offer diverse buying choices for families served in the area. The garden utilizes 2,400 sf and has a total of 901 inurnment and memorialization spaces for a gross density of 1 space per 2.7 sf. This garden’s pro forma follows:

Revenue Type	Fee Revenue	Costs	Cremation Garden 2- Type
Inurnment Right	\$2,075,725	\$335,575	Goods / Professional Services
Opening /Closing Service	\$488,100	\$0	Incl in overall program costs
Cremation Capsule	\$205,150	\$25,500	Goods
Inscription	\$182,160	\$22,995	Goods & Services
Commission		\$249,087	
PC Fund Contribution (at 15%)	\$311,359		
Gross ROI	4.7:1		
Gross Revenue per Square Foot (at +/- 225 sf)	\$1,229/sf		
Gross PC Fund Contribution per Square Foot	\$129/sf		
Estimated time to sell out (at 240 sales/year)	approx. 4 years		



**Cremation Garden 2**

**Cremation Garden 3**– this garden, with its formal character, is the second phase of a larger, cremation only cemetery development and is located next to a funeral home in Colorado. The garden offers a variety of single, companion, and estate products (14 total) priced from \$570 to \$18,500. The garden utilizes 1,530 sf and has a total of 858 inurnment and memorialization spaces for a gross density of 1 space per 1.8 sf. This garden’s pro forma follows:



Revenue Type	Fee Revenue	Costs	Cremation Garden 3 - Type
Inurnment Right	\$1,441,887	\$293,372	Goods / Professional Services
Opening /Closing Service	\$302,325	\$114,045	Incl in overall program costs
Cremation Capsule	\$150,075	\$57,022	Goods
Plaque Inscription	\$63,980	\$25,561	Goods & Services
Commission		\$162,516	
PC Fund Contribution (at 25 -30%)	\$523,630		
Gross ROI	3:1		
Gross Revenue per Square Foot (at +/- 225 sf)	\$1,280/sf		
Gross PC Fund Contribution per Square Foot	\$342/sf		
Estimated time to sell out (at 100 sales/year)	approx. 8 years		



**Cremation garden 3**

### **C. Increase Perpetual Care Fund**

While Metro is obligated to maintain these cemeteries in perpetuity by State statute, Metro is not required to create an Endowed Care Fund, nor is it required to create a “Perpetual Care Fund” as per the state law. However, Metro established a “special care fund” in 2003 to set aside 15% for ground burial and 5% for niches. Today this fund is valued at approximately \$345,565,000.

Consider the following:

As stated on Page 28, when the grave inventory is exhausted in 2044 (approx. 4,300 spaces/130 sales per year), the annual income is reinvested and the corpus of the fund is never spent, this fund

would be approximately \$1,107,000. Unfortunately, this will be well short of the necessary fund balance to provide services in perpetuity

For today's operation this fund would need to be at approximately \$8,000,000 to generate enough interest (at a conservative 2.5%) to offset annual and ongoing deferred maintenance obligations which are estimated at about \$200,000.

CPRA recommends that Metro raise all PCF minimums to the same amount (i.e.: the minimum invested for ground burial should be the same for cremation niches and the like).

Pros and Cons are:

### **Pros**

- This will simplify accounting.
- This will bring in more for cremation merchandise.

### **Cons**

- None anticipated.

CPRA recommends Metro raise the minimum investment up to 25% as this will have a significant influence on the total PC fund. Utilizing the average sales price of \$2,450, noted above, through 2020 the fund balance would grow by approximately \$844,490 for a total fund balance of approximately \$1,190,055.

### **Pros**

- Brings in significantly more revenue to fund.
- It's forward thinking relative to the business economics and becomes a more sustainable model.

### **Cons**

- Initial perception of increase may be perceived as negative to the public. However, this can be addressed with a strong public outreach and awareness campaign along with a solid mission statement that supports sustainability and perpetual obligations for these cemeteries.

## **D. Expense Oversight**

Similar to any business, MCP should take a close look at expenses for increased revenues. Metro should consider further analysis of the following items to determine if immediate and/or long-term savings can occur:

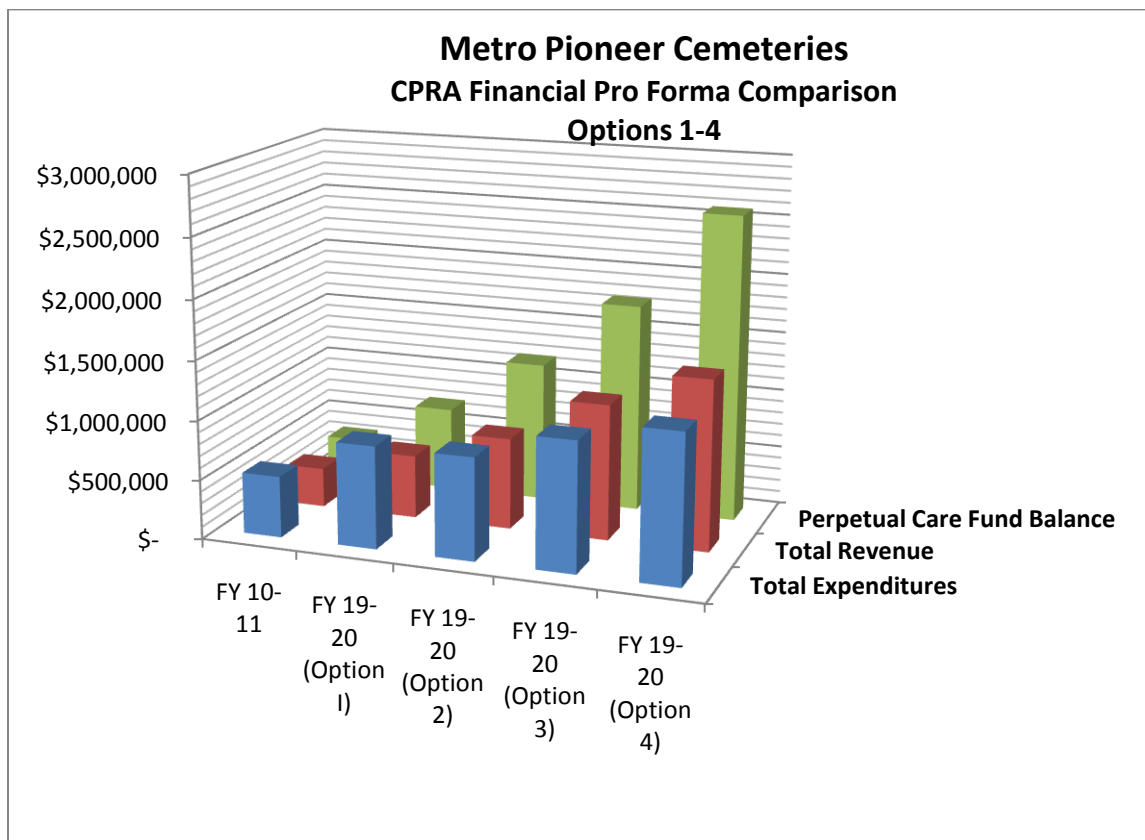
- Metro should determine the cost/benefit of in-house vs. contracted services for its mowing operations.

- Metro should determine the cost/benefit of in-house vs. contracted services for its burial openings and closings.
- Metro should take a close look at their maintenance program to see if there can be any savings regarding day-to-day, weekly, bi-weekly, and monthly duties (i.e. mowing schedules).

In addition to managing these primary expenses, Metro will want to make sure they mitigate their exposure to current and future liabilities which have been noted previously in this report.

## E. Pro Formas

Based upon some of the above noted options, CPRA has prepared four pro formas for Metro to consider. These pro formas clearly show that there is a significant opportunity to transition the operation from being subsidized to being profitable over time. While it will take money to make money, Metro has the ability to turn this into a sustainable enterprise. These pro formas and detailed descriptions/assumptions are summarized below for quick reference:



- **Option 1 – Baseline with Existing Conditions:** This set of pro forma financials is based upon Metro continuing to operate its pioneer cemetery program in a fashion very similar to what they have done the last several years. That is, to just sell about 130 spaces per year in the current 14 pioneer cemeteries until they are exhausted. During these sales, the perpetual care fund will continue to receive 5% of inurnment right sales and 15% of



interment right sales. Maintenance and outside contractors would be used as they have been utilized in the past. This option, projected out to 2020, defines “Revenue over Expenditures” at <1,980,000> and a Perpetual Care Fund balance at \$705,406 with earnings accumulated. Pro Forma on following page.

Metro Pioneer Cemeteries  
Financial Statement Pro Forma  
Option 1 - Baseline without any changes  
FY 2011 to 2020

	FISCAL YEAR							TOTALS	
	FY 07-08	FY 08-09	FY 09-10	2010-2011	2011-2012	2012-2013	2013-2014	2014-2020	2011-2020
<b>Cemeteries - Revenue</b>									
Grave space sales and merchandise sales									
<b>Total Revenue</b>	<u>302,511</u>	<u>287,820</u>	<u>337,194</u>	<u>330,544</u>	<u>329,000</u>	<u>329,000</u>	<u>329,000</u>	<u>2,208,000</u>	<u>3,195,000</u>
<b>Cemeteries - Expense</b>									
Personal services expenses - salaries & benefits									
*Sales & administrative 2.75 FTE starting FY 2010-1	127,374	204,281	170,504	230,526	233,000	233,000	233,000	1,398,000	2,097,000
Maintenance: 1 FTE and 3 Seasonals	70,216	92,486	96,527	104,862	107,000	107,000	107,000	642,000	963,000
<b>Total personal services expenses</b>	<b>197,590</b>	<b>296,767</b>	<b>267,031</b>	<b>335,388</b>	<b>340,000</b>	<b>340,000</b>	<b>340,000</b>	<b>2,040,000</b>	<b>3,060,000</b>
Materials & Services									
Sales & administrative	61,154	70,783	87,220	53,693	54,000	54,000	54,000	324,000	486,000
Maintenance	55,315	27,667	55,575	17,424	21,000	21,000	21,000	126,000	189,000
<b>Total materials &amp; services</b>	<b>116,469</b>	<b>98,450</b>	<b>142,795</b>	<b>71,117</b>	<b>75,000</b>	<b>75,000</b>	<b>75,000</b>	<b>450,000</b>	<b>675,000</b>
<b>Contracted services - grave opening/closing</b>	<b>100,293</b>	<b>93,198</b>	<b>102,909</b>	<b>109,259</b>	<b>110,000</b>	<b>110,000</b>	<b>110,000</b>	<b>660,000</b>	<b>990,000</b>
Capital Outlay									
** Liabilities					50,000	50,000	50,000	300,000	450,000
<b>Total Expenditures</b>	<u>414,352</u>	<u>488,415</u>	<u>512,735</u>	<u>515,764</u>	<u>575,000</u>	<u>575,000</u>	<u>575,000</u>	<u>3,450,000</u>	<u>5,175,000</u>
<b>Revenue Over Expenditures</b>	<u>-111,841</u>	<u>-200,595</u>	<u>-175,541</u>	<u>-185,220</u>	<u>-246,000</u>	<u>-246,000</u>	<u>-246,000</u>	<u>-1,242,000</u>	<u>-1,980,000</u>
<b>Perpetual Care Fund Balance</b>									
With 15% deposits and earnings accumulated				<u>345,565</u>	<u>380,188</u>	<u>415,676</u>	<u>452,052</u>	<u>705,406</u>	<u>705,406</u>
Avg. annual fund contributions including earnings									<u>39,982</u>

Assumptions:  
\* Prior to FY 2010-11 the full salaryfor the Program Manager was not included in the budget. For the purposes of this report and to show the full cost to manage the program the manager's salary was adjusted to be 100% so that there would be a baseline projection through 2020.  
\*\* Captial Outlay - Liabilities: Beginning in FY 2011-12 it is recommended that Metro set aside \$50,000 a year for future renewal and replacement for the cemeteries.

- **Option 2 – Baseline with Price and Perpetual Care Fund Increase:** This set of pro forma financials is based upon Metro continuing to operate its pioneer cemetery program in a fashion very similar to what they have done the last several years. That is, to just sell about 130 spaces per year in the current 14 pioneer cemeteries until they are exhausted. The difference from Option 1 is that the revenue includes a price increase of burial spaces, services, and merchandise as follows:
  - Burial Spaces (casketed or cremation) – increase from the current average of interment right sale \$1,300 per grave space to a three tiered rate structure. This structure is an approximation dependent upon each individual cemetery and location interest from customers.
    - Less desirable locations is set at 35% of the inventory priced at \$1,695 per grave.
    - Moderately desirable locations set at 50% of the inventory priced at \$2,695 per grave.
    - Highly desirable locations set at 15% of the inventory priced at \$3,395 per grave.
  - Opening and Closing Service – increases from the current \$650 to \$1,050.
  - Concrete Liners – increase from the current \$450 to \$750.

Expenses are based upon the fact that the pricing changes are administrative; therefore there are no changes to expenses. During these sales, the Perpetual Care Fund will receive an increase from 5% to 25% of inurnment right sales and an increase from 15% to 25% for interment right sales. This option, projected out to 2020, defines “Revenue over Expenditures” at <563,403> and a Perpetual Care Fund balance at \$1,180,101 with earnings accumulated. Pro Forma is on the following page.



Metro Pioneer Cemeteries  
Financial Statement Pro Forma  
Option 2 - Baseline with Price and PC Fund Increase  
FY 2011 to 2020

	FISCAL YEAR							TOTALS	
	FY 07-08	FY 08-09	FY 09-10	2010-2011	2011-2012	2012-2013	2013-2014	2014-2020	2011-2020
<b>Cemeteries - Revenue</b>									
Grave space sales and merchandise sales									
<b>Total Revenue</b>	<b><u>302,511</u></b>	<b><u>287,820</u></b>	<b><u>337,194</u></b>	<b><u>330,544</u></b>	<b><u>390,398</u></b>	<b><u>527,650</u></b>	<b><u>527,650</u></b>	<b><u>3,165,900</u></b>	<b><u>4,611,598</u></b>
With 6 months of increase in FY 2011-12									
<b>Cemeteries - Expense</b>									
Personal services expenses - salaries & benefits									
*Sales & administrative 2.75 FTE starting FY 2010-11	127,374	204,281	170,504	230,526	233,000	233,000	233,000	1,398,000	2,097,000
Maintenance: 1 FTE and 3 Seasonals	70,216	92,486	96,527	104,862	107,000	107,000	107,000	642,000	963,000
<b>Total personal services expenses</b>	<b>197,590</b>	<b>296,767</b>	<b>267,031</b>	<b>335,388</b>	<b>340,000</b>	<b>340,000</b>	<b>340,000</b>	<b>2,040,000</b>	<b>3,060,000</b>
Materials & Services									
Sales & administrative	61,154	70,783	87,220	53,693	54,000	54,000	54,000	324,000	486,000
Maintenance	55,315	27,667	55,575	17,424	21,000	21,000	21,000	126,000	189,000
<b>Total materials &amp; services</b>	<b>116,469</b>	<b>98,450</b>	<b>142,795</b>	<b>71,117</b>	<b>75,000</b>	<b>75,000</b>	<b>75,000</b>	<b>450,000</b>	<b>675,000</b>
<b>Contracted services - grave opening/closing</b>	<b>100,293</b>	<b>93,198</b>	<b>102,909</b>	<b>109,259</b>	<b>110,000</b>	<b>110,000</b>	<b>110,000</b>	<b>660,000</b>	<b>990,000</b>
Debt Service									
Capital Outlay									
** Liabilities					50,000	50,000	50,000	300,000	450,000
<b>Total Expenditures</b>	<b><u>414,352</u></b>	<b><u>488,415</u></b>	<b><u>512,735</u></b>	<b><u>515,764</u></b>	<b><u>575,000</u></b>	<b><u>575,000</u></b>	<b><u>575,000</u></b>	<b><u>3,450,000</u></b>	<b><u>5,175,000</u></b>
<b>Revenue Over Expenditures</b>	<b><u>-111,841</u></b>	<b><u>-200,595</u></b>	<b><u>-175,541</u></b>	<b><u>-185,220</u></b>	<b><u>-184,603</u></b>	<b><u>-47,350</u></b>	<b><u>-47,350</u></b>	<b><u>-284,100</u></b>	<b><u>-563,403</u></b>
<b>Perpetual Care Fund Balance</b>									
With 25% deposits and earnings accumulated				<u>345,565</u>	<u>427,337</u>	<u>519,418</u>	<u>613,802</u>	<u>1,180,101</u>	<u>1,180,101</u>
Avg. annual fund contributions including earnings									<u>92,726</u>

Assumptions:

\* Prior to FY 2010-11 the full salaryfor the Program Manager was not included in the budget. For the purposes of this report and to show the full cost to manage the program the manager's salary was adjusted to be 100% so that there would be a baseline projection through 2020.

\*\* Captial Outlay - Liabilities: Beginning in FY 2011-12 it is recommended that Metro set aside \$50,000 a year for future renewal and replacement for the cemeteries.



- **Option 3 – Expands upon Option 2 by adding one FTE, increase in sales and developing cremation merchandise:** This pro forma builds on Option 2 and is based upon the following additional conditions: Increase interment right prices, service prices and Perpetual Care Fund contributions as well as increase sales.

The current staff is being fully utilized and any type of significant increase in case load could possibly overload them, therefore it will be necessary to consider, analyze, and discuss various staffing options in order to increase sales through a measured (and Metro appropriate) approach. In addition to the price increases in Option 2, this Option proposes the addition of an administrative staff support person. This action would be needed because the Cemetery Coordinators work consists of 50% managing records and genealogical requests while the remaining 50% of their time is spent reacting to walk in/phone in customers for sales and service arrangements.

Additional revenue in this Option provides for additional expenses for the FTE support person at \$73,500 (base with overhead), while also increasing an existing .75 Cemetery Coordinator to 1.0 FTE (or \$18,375), new sales quotas will be set and are reflected in this pro forma which assumes pre-purchase sales penetration of 5 sales per coordinator a month, or an additional 120 in pre-purchase sales.

Note for the purposes of the report all salary projected for additional FTE in the Sales and Administration is set at the current rate being earned by one Full Time Cemetery Coordinator plus overhead and benefits.

This Option also provides for Capital Outlay that seeds a mix of new cremation merchandise at 2-3 cemeteries allocating a total of \$360,000 over a two year period. Logical locations for seeding would be Douglass, Lone Fir, Multnomah, and/or Jones cemeteries. The proposed Return on Investment for this Option is on the following table. For the purposes of this report all 3 cremation merchandise options have been included together on this table:

\$360K with development costs of \$700/inurnment for a total of approximately 515 spaces			
% of Space Sales	Number of Space Sales	Price Point	Gross Revenue
35%	180	\$1695	\$305,100
50%	257	\$2695	\$692,615
15%	78	\$3395	\$264,810
<b>Total</b>			<b>\$1,262,525</b>
Gross ROI		3.5:1	

There will need to be consideration to the addition of \$15,000 for support at the 2-3 new areas to receive cremation merchandise. In addition to these increases in personal services expenses, this Option allows for some additional funding for materials and services (\$4,000 annually for sales and administrative expenses and \$2,000 in maintenance expenses).

This option, projected out to 2020, defines “Revenue over Expenditures” at +\$309,143 and the Perpetual Care increase commensurating as in Option 2, with a balance at \$1,759,153 with earnings accumulated. Pro Forma is on the following page.



Metro Pioneer Cemeteries  
Financial Statement Pro Forma  
Option 3 - Expands upon success of Option 2 by  
adding one new admin. Staff, increasing pre-purchase sales, and  
seeding new cremation merchandise in 2-3 properties.  
FY 2011 to 2020

	FISCAL YEAR								TOTALS
	FY 07-08	FY 08-09	FY 09-10	2010-2011	2011-2012	2012-2013	2013-2014	2014-2020	2011-2020
<b>Cemeteries - Revenue</b>									
Grave space sales and merchandise sales									
<b>Total Revenue</b>	<b><u>302,511</u></b>	<b><u>287,820</u></b>	<b><u>337,194</u></b>	<b><u>330,544</u></b>	<b><u>390,398</u></b>	<b><u>699,320</u></b>	<b><u>821,650</u></b>	<b><u>4,929,900</u></b>	<b><u>6,841,268</u></b>
<b>Cemeteries - Expense</b>									
Personal services expenses - salaries & benefits									
Sales & administrative 4 FTE starting FY 2010-12	127,374	204,281	170,504	230,526	285,125	321,875	321,875	1,931,250	2,860,125
Maintenance: 1 FTE and 4 Seaonals	70,216	92,486	96,527	104,862	107,000	122,000	122,000	732,000	1,083,000
<b>Total personal services expenses</b>	<b>197,590</b>	<b>296,767</b>	<b>267,031</b>	<b>335,388</b>	<b>392,125</b>	<b>443,875</b>	<b>443,875</b>	<b>2,663,250</b>	<b>3,943,125</b>
Materials & Services									
Sales & administrative	61,154	70,783	87,220	53,693	73,000	58,000	58,000	348,000	537,000
Maintenance	55,315	27,667	55,575	17,424	23,000	23,000	23,000	138,000	207,000
<b>Total materials &amp; services</b>	<b>116,469</b>	<b>98,450</b>	<b>142,795</b>	<b>71,117</b>	<b>96,000</b>	<b>81,000</b>	<b>81,000</b>	<b>486,000</b>	<b>744,000</b>
<b>Contracted services - grave opening/closing</b>	<b>100,293</b>	<b>93,198</b>	<b>102,909</b>	<b>109,259</b>	<b>115,000</b>	<b>115,000</b>	<b>115,000</b>	<b>690,000</b>	<b>1,035,000</b>
Capital Outlay									
Liabilities					50,000	50,000	50,000	300,000	450,000
Seeding new cremation merchandise at 2-3 locations						180,000	180,000		360,000
<b>Total Expenditures</b>	<b><u>414,352</u></b>	<b><u>488,415</u></b>	<b><u>512,735</u></b>	<b><u>515,764</u></b>	<b><u>833,125</u></b>	<b><u>869,875</u></b>	<b><u>689,875</u></b>	<b><u>4,139,250</u></b>	<b><u>6,532,125</u></b>
<b>Revenue Over Expenditures</b>	<b><u>-111,841</u></b>	<b><u>-200,595</u></b>	<b><u>-175,541</u></b>	<b><u>-185,220</u></b>	<b><u>-442,728</u></b>	<b><u>-170,555</u></b>	<b><u>131,775</u></b>	<b><u>790,650</u></b>	<b><u>309,143</u></b>
<b>Perpetual Care Fund Balance</b>									
With 25% deposits and earnings accumulated				<u>345,565</u>	<u>427,337</u>	<u>563,409</u>	<u>734,229</u>	<u>1,759,153</u>	<u>1,759,153</u>
Avg. annual fund contributions including earnings									<u>157,065</u>

Assumptions:  
The assumptions are the same as in Option 2 with the additional investments and expenses as outlined above.



- **Option 4 – Expands on Option 3 with , Added Sales and Sales force, , and Additional Burial/Cremation Products:** This pro forma builds on Option 3 is based upon the following additional conditions:

Revenue –Assumptions as in Option 2. This option accelerates sales from the current +/- 130 per year to 508 graves per year by 2018. To accomplish this there needs to be an increase of three new sales/cemetery coordinators who are estimated to sell an additional 86 pre-purchase and at-need sales per year.

Expense - As in Option 3 this Option proposes to increase the .75 Cemetery Coordinator to 1.0 FTE and to add a 1.0 FTE for Administrative support while also adding three additional FTE Sales/Cemetery Coordinators at \$73,500 (base plus overhead) and two additional seasonal employees at \$35,000 each. In addition to these increases in personal services expenses, this Option allows for a significant increase in materials and services, over the first three years of \$50,000 annually for sales and marketing expenses. There is an additional \$5,000 in maintenance expenses.

Capital Outlay – in addition to the seeding noted in Option 3, this Option also provides for Capital Outlay for developing additional three new cremation gardens – one at Douglass, one at Lone Fir, and one at Multnomah or Jones cemeteries - allocating \$500,000 each for a total of \$1,860,000 over the ten-year period. The proposed Return on Investment for this Option is on the following table. For the purposes of this report we are representing return for one of the \$500,000 garden developments in the following table:

\$500K with development costs of \$600/inurnment for a total of approx. 830 spaces			
% of Space Sales	Number of Space Sales	Price Point	Gross Revenue
35%	290	\$1695	\$491,550
50%	415	\$2695	\$1,118,425
15%	125	\$3395	\$424,375
<b>Total</b>			<b>\$2,034,350</b>
Gross ROI		4:1	

This option, projected out to 2020, defines “Revenue over Expenditures” at +\$744,848 and a Perpetual Care Fund balance at \$2,579,405 with earnings accumulated. The Pro Forma is on the following page.

**Metro Pioneer Cemeteries**  
**Financial Statement Pro Forma**  
**Option 4 - Expands upon success of Option 3 by**  
**adding three new sales staff/cemetery coordinators, increasing**  
**pre-purchase sales, adding two new seasonal maint. staff, and**  
**developing three major cremation gardens.**  
**FY 2011 to 2020**

	FISCAL YEAR								TOTALS
	FY 07-08	FY 08-09	FY 09-10	2010-2011	2011-2012	2012-2013	2013-2014	2014-2020	2011-2020
Grave space sales and merchandise sales									
<b>Total Revenue</b>	<u>302,511</u>	<u>287,820</u>	<u>337,194</u>	<u>330,544</u>	<u>390,398</u>	<u>799,700</u>	<u>1,087,200</u>	<u>8,586,800</u>	<u>10,864,098</u>
Personal services expenses - salaries & benefits									
Sales & administrative 4 FTE starting FY 2011-12	127,374	204,281	170,504	230,526	266,750	303,500	377,000	2,850,000	3,797,250
Maintenance: 1 FTE and 4 Seasonals	70,216	92,486	96,527	104,862	107,000	122,000	157,000	1,082,000	1,468,000
<b>Total personal services expenses</b>	<b>197,590</b>	<b>296,767</b>	<b>267,031</b>	<b>335,388</b>	<b>373,750</b>	<b>425,500</b>	<b>534,000</b>	<b>3,932,000</b>	<b>5,265,250</b>
Materials & Services									
Sales & administrative	61,154	70,783	87,220	53,693	108,000	113,000	118,000	513,000	852,000
Maintenance	55,315	27,667	55,575	17,424	23,000	28,000	33,000	303,000	387,000
<b>Total materials &amp; services</b>	<b>116,469</b>	<b>98,450</b>	<b>142,795</b>	<b>71,117</b>	<b>131,000</b>	<b>141,000</b>	<b>151,000</b>	<b>816,000</b>	<b>1,239,000</b>
<b>Contracted services - grave opening/closing</b>	<b>100,293</b>	<b>93,198</b>	<b>102,909</b>	<b>109,259</b>	<b>121,000</b>	<b>127,000</b>	<b>133,000</b>	<b>924,000</b>	<b>1,305,000</b>
Capital Outlay									
Liabilities					50,000	50,000	50,000	300,000	450,000
Seeding new cremation merchandise at 2-3 locations and 3 new major garden developments						180,000	180,000	1,500,000	1,860,000
<b>Total Expenditures</b>	<u><b>414,352</b></u>	<u><b>488,415</b></u>	<u><b>512,735</b></u>	<u><b>515,764</b></u>	<u><b>855,750</b></u>	<u><b>923,500</b></u>	<u><b>868,000</b></u>	<u><b>7,472,000</b></u>	<u><b>10,119,250</b></u>
<b>Revenue Over Expenditures</b>	<u><b>-111,841</b></u>	<u><b>-200,595</b></u>	<u><b>-175,541</b></u>	<u><b>-185,220</b></u>	<u><b>-465,353</b></u>	<u><b>-123,800</b></u>	<u><b>219,200</b></u>	<u><b>1,114,800</b></u>	<u><b>744,848</b></u>
<b>Perpetual Care Fund Balance</b>									
With 25% deposits and earnings accumulated				<u>345,565</u>	<u>427,337</u>	<u>579,906</u>	<u>805,349</u>	<u>2,579,405</u>	<u>2,579,405</u>
Avg. annual fund contributions including earnings									<u>248,204</u>

Assumptions: the assumptions are the same as in Option 3 and with investments as outlined above.



## F. Deferred Maintenance Fund

If Metro chooses to progress with Option 4 or a variation thereof, CPRA recommends establishing a separate fund that can accept profits from the operations and be utilized for deferred and one-time maintenance expenses that arise. This fund could be established in such a way to allow more flexibility than the Endowment Care Fund and may afford investment vehicles that can yield a more aggressive return than the projected 2.5% interest on the Perpetual Care Fund.

## G. Other Funding Sources

Pending Metro's aggressiveness to act upon the recommendations presented herein, various project funding sources may be considered:

- Seek capital improvement funds from Metro.
- Investigate State Statute 97.987 regarding the Department of Transportation (ODOT) ability to use federal money for cemetery care. It may be possible to receive some financial assistance here.
- Investigate State Statute 97.774 regarding the Oregon Commission on Historic Cemeteries and State Statute 97.780 regarding the duties of this Commission. Part of those duties applies to obtaining grant funding for historic properties. It may be possible to receive some financial assistance here.
- Charitable Donations
- Metro may consider regional scenarios for Cemetery District Formation as stated in section III. Similar Operations, e. Separate Cemetery Maintenance District on pages 43 and 44. The primary state laws governing the formation and powers of a Cemetery Maintenance District (CMD) are found in ORS Chapters 198 "Special Districts Generally," 255 "Special District Elections," and 265 "Cemetery Maintenance Districts." In addition to purchasing, owning, managing and operating land for cemetery purposes, a CMD's powers include:
  1. Reserve and invest money as an irreducible maintenance fund (not to exceed 50% of money received from sale or leasing activities). Gifts may also be deposited in this fund; and
  2. Levy taxes, for purposes of defraying operating expenses and for purchasing of necessary property (computed as per ORS 308.207).

All funds collected though tax levy or by other means are deposited with the county treasurer. At the request of the district, all funds held by county treasurer can be paid over to the district. As mentioned, a CMD is authorized to reserve and invest money as an irreducible maintenance fund (not to exceed 50% of money received from sale or leasing activities), and may also deposit any gifts received into this fund.

Forming a CMD located entirely within Multnomah County is the simplest scenario, particularly since Metro now owns and manages the historic public cemeteries formerly owned by the

county. The on-going deterioration of cultural and historical resources found in the region's historical cemeteries could provide a basis for a Metro Council finding of metropolitan concern, should Metro Council choose to do so. Given the more complex situation of forming a multi-county district, Metro may choose to pursue creation of a single-county CMD in Multnomah County as a first phase to see if district formation could be successful. A well-defined first step could make Metro Council approval easier, would be less expensive to undertake and one outcome could be a direct fiscal benefit to Metro's historic cemeteries. An early success could garner broader political and grassroots support and provide momentum for further success.

Clackamas and Washington counties are larger in size and from initial research appear to have more abandoned or otherwise unrecognized cemeteries compared to Multnomah County. These cemeteries also tend to be smaller and are more widely distributed across rural areas. These facts could impact the economic analysis of providing services via a district, depending upon the district's territory. Given the location of the historic Oregon Trail and subsequent early settlement patterns, it is not surprising that more of these smaller, older cemeteries are located in Clackamas County. Preliminary research has identified one cemetery district in the region: the Estacada Cemetery District in Clackamas County. Of the three counties, Clackamas County could be found to have the oldest cemeteries in the region.

Metro should consider internal discussions to clarify objectives, initial project scope and desired outcomes should it desire to pursue this scenario. Any identified questions would need to be addressed. These may include:

1. What are the pros and cons of forming a CMD?
2. Would it be best to try again for the regional park maintenance district in the legislature?
3. What, if any, kind of leadership (or other) role does Council want to take on this issue / project?
4. Assuming formation of a CMD moves forward, why should Metro choose to do this, and why now?
5. What kind of package or options could Council be comfortable supporting?
6. Are there any functions, roles or other abilities that a CMD could do that Metro doesn't now do or prefers not to do?
7. Who are the key stakeholders?
8. What are the policy and political impacts to the region?
9. Should a proposed CMD's extent be limited to Multnomah County or be bigger?  
What are the policy, economic, political and other factors that need to be scoped to help reach a preliminary assessment on this question?
10. Are non-Metro public cemeteries in the region interested in having their cemeteries become a part of a district?
11. Should any policy or other questions be given to an ad hoc committee, in the role of advising Council?

After internal discussions are complete, informal coordination with key elected officials and staff from local governments, with agencies, other key stakeholders and any existing cemetery districts within a proposed district area to gauge support for the concept could occur at the early scoping stage. External consultation can also help to identify other stakeholders and to distill key messages and communication strategies to address various issues.

## **X. ACTION PLAN**

CPRA has worked closely with MCP over the last several months to understand this Program and identify major opportunities and liabilities which have been listed herein. CPRA believes these recommendations should be implemented in a “measured” step-by-step approach and suggests the following key goals that should be requested by the Program Manager:

- Lay foundation for responsible growth.
- Increase revenues within the Program.
- Grow the Program by ongoing staff education/training, additional sales, new merchandise, marketing, increased program efficiencies, and increased perpetual care funds.
- Provide results oriented concepts for growth and provide continued dialogue with Council seeking input and guidance at every step.

By using this guide MCP can increase its core competencies as it relates to the Metro Compass. This guide is for both the Program Manager and for Council. CPRA has outlined the following Action Plan (Step 1 through 8). This Action Plan should be considered only as a framework and is assumed to be flexible pending ongoing growth results, budgeted cash flow, and Program needs. The following Stages are recommended by CPRA:

Step 1 – Develop a plan to mitigate major liabilities, including the closure of both Mt. View Stark and Powell Grove Cemeteries due to life safety issues in accessing the sites.

Step 2 – Finalize core Best Management Practices in policies and procedures, soil management and code of conduct.

Step 3 – Increase Prices as noted in the Financial Section of this Report and begin to establish the criteria tiered pricing for merchandise that reflects low, medium, high, and premium offerings.

Step 4 – Increase Perpetual Care Fund contributions to 25% as noted in the Financial Section of this Report.

Step 5 – Create a Public Advisory Committee to assist with the oversight and direction of this Program as defined under Section VII. Operational Recommendations, D. Partnerships and Affiliations.

Step 6 – Continue to progress with the signage improvements at each cemetery so vital information can be communicated to the public with a consistent brand and message as noted in the Renewal and Replacement schedule for FY 2012 and 2014 as noted in Existing Operations Section of this Report.



Step 7 – Increases staffing to stabilize records management and allowing the Cemetery Coordinators to be more proactive in sales.

Step 8 - Increase Cremation Inventory Offerings that provide both price and style diversity for the consumer as noted in the Recommendations and Financial Sections of this Report. CPRA recommends initial inventory be considered for Douglass, Multnomah, and Lone Fir. Although the latter two are currently closed, it has been noted that there is a waiting list of families for these desirable properties.

Step 9 – Increase Sales Pace by trying to grow the pre-purchased sales side of the business through the tactics and methodologies presented in the Sales/ Marketing Section of this Report.

Step 10 – Progress public engagement and research regarding natural and pet burial options within the pioneer cemeteries.

In Conclusion, CPRA believes that Metro has the ability to be a leader in municipal cemetery operations. While some municipalities today are beginning to try new business practices and product lines to increase their revenues their organizations do not compare to Metro Regional Government. With Metro's current infrastructure of talent in urban planning, public outreach, mapping, running world class facilities like the Oregon Zoo, Portland Center for the Performing Arts and the Oregon Convention Center the cemeteries fit well in Metro's brand and are well supported.

Metro is competing in the death care industry and losing. But with these properties aligned with Metro they can go toe to toe with other cemeteries in the region but in order to do that something needs to change.

*"We can't solve problems by using the same kind of thinking we used when we created them."*

**--Albert Einstein**

## **XI. REFERENCES**

As part of its research to learn about and gain a thorough understanding of the full scope of the Metro Cemetery Program (MCP), the CPRA Team reviewed a number of studies, reports, plans, photos, and other documentation to supplement its field research and discussions with staff. The following list of information summarizes the depth and breadth of that documentation, both in general topic categories, and in some case, the name of specific document titles.

### **METRO INFORMATION & METRO COUNCIL ACTIONS**

- Community Investment Strategy
- Declaration of a Grave Plot Abandonment in Lone Fir Cemetery
- Various MCP Program Updates, Work Sessions, Executive Sessions

### **MCP BUDGET AND FINANCIAL INFORMATION**

- Budgets for last five FY years
- Financial Analysis Summaries
- Grave Opening and Closing Public Contract
- Payments for Contracted Services
- Replacement and Renewal Lists
- Perpetual Care Fund Projections
- Summary of Potential Infrastructure Funding Sources

### **MCP PROPERTY AND STAFF INFORMATION**

- Cemetery Records Improvements
- Cemetery Rules, Regulations, and Policies
- Greening (Burial) Maps
- List of Metro Cemeteries
- List of Historic Cemeteries
- Lone Fir Cemetery - Archaeology Report
- Lone Fir Cemetery - Block 14 Studies, Plans, and Reports
- Lone Fir Cemetery - Capital Campaign Situation Analysis
- Lone Fir Cemetery – Existing Site Conditions Report
- Lone Fir Cemetery – Friends Organization
- Lone Fir Cemetery – Fund Raising Discussion Documents
- Lone Fir Cemetery – Partner Building Notes
- Lone Fir Cemetery – Proposed
- Maps/Plans, Recorded Plats, and Tax Maps
- Master Plans for Selected Metro Properties (Canemah Bluffs, Howell Territorial Park, Graham Oaks, Glendoveer Golf Course)
- MCP Administrative Policies
- MCP Property Photos
- Summary of Potential Infrastructure Funding Sources
- Sustainable Landscape Management and Salmon-Safe Documents

- Staff Position Descriptions and Staff Hours
- Training Sessions

#### **MCP SALES & MARKETING INFORMATION**

- Accounts Receivable Department Procedures
- Cemetery Business Plan Support Documents
- Cemetery Sales Summaries
- Certificate of Interment Rights
- Grave Transfer and Disinterment Documents
- Interments by Cemetery
- Marketing Outlook SWOT Analysis
- Ordinance for the Purpose of Increasing Grave Prices, Procuring a Niche Wall, and Establishing a Cemetery Surcharge
- Payment Procedures
- Pricing and Services
- Sales to Jewish Congregations
- Service Contracts
- Staff Report – Business Case for Columbarium

#### **MCP CEMETERY EVENTS**

- General List of Events
- Media and Arts Events
- Tree Tour Information

#### **OREGON MORTUARY BOARD**

- List of Portland Cemeteries

#### **OREGON LEGISLATURE INFORMATION**

- ORS Chapter 97
- SB 981 Disposition of Unused and Abandoned Grave Plots

#### **CEMETERY MAINTENANCE DISTRICT INFORMATION**

- District Formation white paper, Metro
- Oregon and Washington Examples

#### **NATURAL/"GREEN" BURIAL INFORMATION**

- Green Burial Council Information





- Green Burial Research

## MISCELLANEOUS REFERENCES

- United States Census Bureau, <http://www.census.gov/>
- Cemetery Association of Oregon, <http://www.cemeteryassociationoforegon.com/>
- Cremation Association of North America, <http://www.cremationassociation.org/>
- International Cemetery, Cremation and Funeral Association, <http://www.iccfa.com/>
- State of Oregon, <http://oregon.gov/>

## CEMETERY REFERENCES

- Metro, Portland, OR, <http://www.oregonmetro.gov/index.cfm/go/by.web/id=159>
- Lincoln Memorial Park Cemetery, Portland, OR, [http://www.lincolnmemorialpk.com/dm20/en\\_US/locations/42/4209/index.page](http://www.lincolnmemorialpk.com/dm20/en_US/locations/42/4209/index.page)
- Mount Calvary Catholic Cemetery and Gethsemane Catholic Cemetery, Portland, OR, <http://ccpdxor.com/>
- Rose City Cemetery, Portland, OR, <http://rosecitycemetery.com/>
- River View Cemetery, Portland, OR, <http://www.riverviewcemetery.org/>
- Finley-Sunset Hills Memorial Park, Portland, OR <http://www.finleysunsethills.com/>
- Forest Lawn Cemetery and Mausoleum, Gresham, OR, <http://aftercareplanning.com/forest-lawn-cemetery-mausoleum/>
- Salt Lake City Cemetery, City of Salt Lake City, UT, <http://www.slcgov.com/publicservices/parks/cemetery.htm>
- Olathe Memorial Cemetery, City of Olathe, KS, <http://www.olatheks.org/parksrec/cemetery>
- Linn Grove Cemetery, City of Greeley, CO, <http://greeleygov.com/LinnGroveCemetery/default.aspx>
- Evergreen Cemetery, City of Colorado Springs, CO, <http://www.springsgov.com/SectionIndex.aspx?SectionID=70>
- Six Cemeteries, City of Quincy, MA, <http://www.quincyma.gov/government/CEMETERY/>
- Prairie Home Cemetery, City of Waukesha, WI, <http://prairiehomecemetery.com/>

## XII. APPENDICES





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## FINANCES

Whether you call it a "perpetual care" fund or an "endowment" fund, it's supposed to generate enough income to maintain your cemetery after all the inventory is sold. But will it?

# 'Perpetual' funds: Guaranteed to fail

**B**y my estimate, more than 90 percent of all cemeteries not owned by a municipality are going to fail. This is not hyperbole, it is simple math. Allow me to explain my math, the conclusion and the solution, before it is too late.

Historically, cemeteries have gravitated from being the responsibility of the city or a religious entity to being solid operating businesses. As little as 50 years ago, cemeteries were not seen as businesses. Those few that were, were held up to public ridicule or jokes.

Today, many cemeteries are professionally run and managed businesses and career managers are seen as professionals and not glorified grave-diggers. The industry has gained a professional credit status with lenders and has numerous professional representatives overseeing legislation at the state and national levels, including ICCFA's staff of professionals and volunteers.

It is time for us to recognize the industry's greatest secret, fix it, and not be embarrassed by it in the future. In my opinion, this is the underfunding of the perpetual care/endowment care funds ("PC funds").

Before you get too self-righteous and proclaim in that little voice in your head, "My PC fund is properly funded," understand what I mean by "underfunded." You might be properly funded according to state law, but regulatory compliance does not prove your PC trusts are properly funded.

### Endowment care math

Allow me to introduce the mathematics of my contention.

A cemetery has two lives, the active interment lifetime and the dormancy period. During the interment lifetime, you are developing the property, selling the interment rights and marketing the property at need and preneed.

Of course, you are also maintaining the cemetery during this period—mowing, repairing, insuring and helping people find the graves of their loved ones. Just as there is a cost involved in the marketing and selling of these interment options, there is a maintenance cost. During the dormancy period, the cemetery is fully subscribed and someone is maintaining that property in perpetuity.

I do not want to belittle the reader's IQ, but I must point out the common use of the word "perpetual" in talking about how long funds have to cover maintenance

in the dormancy period. ("Endowment" might be a better term to start using, if you haven't already.) Perpetual is defined as, "that which is everlasting and continuous; without a limitation as to its time span; eternal as opposed to having a finite period."

Whether you use the term "endowment care" or "perpetual care," your trust fund must be prepared to provide for the care and maintenance of your cemetery in perpetuity. When it ceases to provide for these expenses, your cemetery is going to bankrupt.

As you sell interment rights, you have state laws that prescribe how much of the purchase price should be deposited into a PC trust. State laws vary in amount and computation. In some cases, the mandated amount is going to be a percentage of the sale price (10 percent or 20 percent) and in some cases it might be a flat dollar amount based on the grave size (\$10/square foot).

In either case, some dollar amount gets deposited into a trust which is intended to provide sufficient earnings so that when the cemetery is fully subscribed, the caretaker/manager will have access to sufficient interest earnings to cover the cost of annual maintenance.

Who came up with these computations? Why don't all states have the same requirements? How do you test whether or not what your state requires (or what you choose to set aside, if it's more than the minimum required) is enough?

Frankly, I think states don't want to know if their regulations will result in the proper conclusion, nor do I think this industry wants to comprehend the problem. If I am right, it could mean 90 percent of all cemeteries have an unfunded liability on their books. That is not going to make your lenders happy, and it is going to wreak havoc with your personal balance sheets.

In more than 500 valuations, I have seen only one profit-oriented cemetery that has set aside more money than is required by the state. I know there are more than 8,000 profit-oriented cemeteries, and I have seen about 6.5 percent of the total. It might be that the other 7,500 are over-funded, but I think we can agree that it is rare for a cemetery to put more into its PC fund than the state requires.

If you are trying to buy a cemetery, and that cemetery has less than 30 years of inventory, you must look at the amount in the trust fund. Do not focus on whether the cemetery is complying with state regula-



tions; focus on whether that trust will carry the cemetery in its dormancy period.

You might not be able to sell the cemetery to someone else when there are only a few years of inventory left—you might wind up holding onto it into the advent of this dormancy period. If that is the case, you'd better be a good manager of overhead expenses, because the amount of principal in the trust is never going to be greater than it is on the first day of the dormancy period.

There are several public companies that own cemeteries as part of their business plans. Are their executives aware of this problem? I think they are, and either do not want to recognize it or have plans to extend their inventories so that their properties will not be full during their corporate tenures.

But since public companies are presumably going to operate in perpetuity, they should tell their shareholders how they will manage their cemetery properties when they are fully subscribed and the trusts don't generate enough interest to cover the costs of maintenance.

In most states, during the interment lifetime the manager can use the interest being earned by the PC trust to cover the cost of property maintenance. During the interment lifetime, the PC trust spins off enough money to placate the property owner/manager, who therefore perceives all as being well.

When a cemetery is sold, the new owner compares the PC trust balances to the PC trust filings and computes that the trust is adequate—adequate being defined as compliant with state regulations. My contention is that this definition of adequacy is not going to suffice in the long term.

Most PC trusts are written to provide for interest earnings to be available to the cemetery operator for maintenance, with principal off limit. The people who made these rules understood that the invasion of principal, if allowed, would cause these trusts to fail.

### Calculating what the cemetery will need

So, what is the proper mathematical equation? This involves a three-step computation.

1. In your business today, what dollar amount does it take to fully maintain your property? Add all staffing costs, including the cost of the property servicing staff, someone to answer the phone or take consumer questions and someone to oversee all operations. This staffing cost must be marked up to cover payroll and income taxes and all common benefits. You must also assume the property will continue to be subject to its insurance costs, as well as equipment to maintain the property and all expenses for routine maintenance.

Since this is an annual computation, add something for the annual allocation for long-term capital improvements such as water lines, utilities and fencing, which need to be replaced routinely. Utilities are a big variable, as some cemeteries don't water, some water from their own wells and some use water from the local water utility. Last, add a small amount for miscellaneous annual expenses, including filing the tax returns and other compliance annual reports.

2. If you had to assume an interest rate that your money would earn, year in and year out, what interest rate would you assume? The interest rate would have to be

conservative and entail no risk of principal.

3. Based on No. 2, what is the resulting amount of money you would need to have in the trust now to generate enough money to cover the figure you came up with in No. 1? How will the answer to No. 1 change when the property is fully subscribed? What will change? Will you need more maintenance people and expenditures? How much more?

For example, look at "Long Rest Cemetery" in "Maintown." This is a 40-acre cemetery with nothing but graves (no mausoleums, columbariums, etc.). When fully subscribed, there will have been 32,000 interments over an 80-year period.

Long Rest's management perceives it would take three people year-round to fully maintain the property, one secretary and one property manager.

If you have three property workers at about \$30,000 per year, that is \$90,000. A secretary is about \$40,000 and the property manager, depending on the market, will run \$90,000 to \$110,000. Keep in mind that just because sales have stopped doesn't mean interments have. It is not unusual to have interments for 20 years or more after the final sale takes place in most cemeteries.

In fact, as the dormancy period begins, the groundskeeping staff doesn't drop down to a bare bones crew but is often eased down. So if it takes six people to run the cemetery today, it could be at that level for about five to 10 years, then drop down by one person for the next five years and by one more person until interments are finished.

The care of a 40-acre cemetery will usually require at least three people. One of them might be a supervisor, paid slightly

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Patent Pending Jewelry Box Digital Photo Frame Urn (non-digital model also available)

#1-DD001DC (other finishes available)  
The "Hardwood" Memory Vault



Patent Pending Hardwood Digital Photo Frame Urn (multiple finishes available)

#1-DD300-ND and #1-DD400-DP  
Heart-Shaped Urns



Patent Pending Heart Shaped Digital Photo Frame Urn (non-digital model also available)

more than the others. The combined costs are going to be, in today's dollars, about \$240,000 in payroll.

That is going to be grossed up for taxes and benefits by 35 percent, which is about \$85,000, so total salary, benefits and taxes are estimated in today's dollars to be about \$325,000. Insurance is about \$15,000 and routine maintenance costs are about \$25,000. Water and electric to the property is about \$60,000. They estimate about \$5,000 a year would cover the estimated long-term capital replacement costs, and another \$10,000 would cover miscellaneous items. When all is computed in today's dollars, Long Rest needs about \$440,000 a year.

If they are being conservative, Long Rest managers assume they could get a 2 percent return on investments, on average, year in and year out. How much money do you need to have in a trust, assuming 2 percent interest earnings, to generate \$440,000 of interest earnings each year? That would take \$22 million in today's dollars.

On a per grave basis, that would require a deposit of \$687.50 per grave as a contribution into the PC trust. That is high now, but it was probably four times what graves sold for 80 years ago!

Furthermore, we're talking here about present value. Maintenance is not just for the first year, it is for every year in perpetuity. Salaries, benefits, taxes, insurance and other items will cost more every year.

In fact, if you were to look at the present value of this overhead rising at only 2 percent per year for the next 100 years, maintenance costs are going to be \$3,125,000 per year. In order to have enough money for principal and interest to amortize my operating costs for the next 100 years, I would need to have more than \$43 million in trust when the property begins its dependency period.

Of course, that is assuming you use up both principal and interest in 100 years. If you're going to draw out only interest, the trust would need to have \$58 million in it at the beginning of the dormancy period. There is one more cost to consider then: income taxes. In the years the trust would have more earnings than expenses, there would be an income tax on the profit.

If a cemetery that's put aside \$687.50 per grave for the past 80 years is impossible to imagine, how about one that's trusted nearly three times that amount per grave?

The reason this is not talked about is simple: No one envisions operating their cemetery when it is fully subscribed. But someone is going to be the owner at that point, and we are going to see hundreds of these self-subscribing cemeteries facing this dilemma each year, beginning in the near future. This is not an inconsequential problem in light of the growth of for-profit cemeteries since the 1950s.

States don't want to talk about it. When a cemetery falls into disrepair and has to be taken over by a state or municipality, it is major news. There are accusations from all sides. The reality is, there are two times a government winds up taking over a cemetery—when the operator has stolen funds and when the operator has not stolen funds.

Theft makes the front pages, but anyone who can do the math can conceive that there are going to be a large number of cemeteries, properly operated, properly trusted, properly regulated by the government overseers, that will wind up with inadequate interest earnings to provide for the cemetery's care.

Governments do not do a good job of operating a cemetery in the dormancy period. Some might even say that some governments don't operate cemeteries well during the interment period, when they lack creativity and the panache of an operator looking to create a location with a distinctive identity.

However, the government is the failsafe for this industry, just as we are seeing it is the failsafe for banks. The umbrage the press is sensing from people for the government bailout of banks is going to be modest compared to the pushback if governments end up being the permanent caretaker for thousands of cemeteries. The good news is most of us will be dead. The bad news is you might not want to be buried in your own cemetery, since people may not respect your final resting place in the future.

Of course, I am only talking about for-profit cemeteries. I use that phrase so as to not confuse these cemeteries with the non-profit status of many properties. To further complicate the mix, how many cemeteries are exempt from the endowment care funding requirements of their states due to being owned by a religious institution? These laws were passed when we envisioned "church yard cemeteries" being the domain and responsibility of churches.

Today, we have seen former synagogues becoming churches, former Catholic

churches becoming Protestant properties and even churches becoming pizza restaurants. What happens when one of these properties has a cemetery adjacent to it?

Do we mandate that church cemeteries create perpetual care trusts now, due to their portability? That would be a fun bit of legislation to get passed! Do we get consumers who purchased interment rights in church cemeteries to sign a statement that they are aware of the lack of a perpetual care fund? Of course, if you want to promote that legislation, get ready to start by recognizing that the aforementioned cemeteries that are going to run out of money during the dormancy period should also disclose their lack of adequate funds.

I think we need to realize that the saving grace to the cemetery business is the welfare system. We know if a cemetery runs out of money to maintain itself, it will become a ward of the state. In that case, you are relying on the government to be ready to take over your once proud business.

Instead, how about if we start funding PC trusts realistically, not just to meet state minimums?

How trust money is invested is also a potential problem. This year we have learned that government-backed mortgages can lose principal value as much as any corporate bond. When an investment-rated corporate bond suffers a reduced rating, it is called a "fallen angel." We don't want to label it as a junk bond that got junkier. So we give it this label, implying it once had a good rating but now doesn't.

Investing for a PC trust is not easy. If you look for higher interest, you might also get more principal value changes than you bargained for. I am not writing about investment options in this article, only noting that the investments you choose during the interment lifetime will impact your trust's future. If you make an assumption, make certain it is one you can live with, as if you were personally underwriting the investment.

I hope I am wrong. I hope that years from now, you can all mock me. Maybe the ICCFA can have a dunk tank as a fundraiser, and my penance for worrying you will be my time in the chair as you sling insults and balls to prove me all wet.

However, math is my shepherd. It protects me. It leadest me to my conclusions. And as I prepare a computer table in the presence of my colleagues, it shelters me. Only time will tell. □

# **International Cemetery, Cremation and Funeral Association (ICCFA) Glossary Of Terms**

*Developed in 1998 by the Government and Legal Affairs Task Force of the International Cemetery and Funeral Association*

**ALTERNATIVE CONTAINER:** A non-metal receptacle or enclosure, without ornamentation or a fixed interior lining, which is designed for the encasement of human remains and which is made of cardboard, pressed-wood, composition materials (with or without an outside covering), or pouches of canvas or other materials.

**ARRANGEMENT CONFERENCE:** The meeting occurring either at need or preneed between the seller and the purchaser during which funeral and cemetery merchandise and services are discussed.

**ARRANGEMENT CONFERENCE FEE:** The charge to the purchaser in conjunction with the arrangement conference.

**AT NEED:** At the time of, or immediately following, death.

**AUTHORIZING AGENT:** One who is lawfully authorized to control the final disposition of the human remains.

**BELOW-GROUND CRYPT:** A pre-placed enclosed chamber, which is usually constructed of reinforced concrete, poured in place or pre-cast unit installed in quantity, either side by side or multiple depth, and covered by earth or sod and known also as a lawn crypt, turf-top crypt, etc.

**BENEFICIARY:** One who benefits from an act, such as one for whom a prepaid contract is entered into or the successor-in-interest of a life insurance policy.

**BURIAL:** The placement of human remains in a grave space.

**BURIAL PERMIT:** A legal document issued by a local regulatory authority authorizing final disposition of human remains.

**CASH ADVANCE:** Any item of service or merchandise described to a purchaser as a "cash advance", "accommodation", "cash disbursement", or similar term. A cash advance item is also any item obtained from a third party and paid for by the seller on the purchaser's behalf. Cash advance items may include, but are not limited to, cemetery or crematory services; pallbearers; public transportation; clergy honoraria, flowers; musicians or singers; nurses; obituary notices; gratuities; and death certificates.



**CASKET:** A rigid container which is designed for the encasement of human remains and which is usually constructed of wood, metal, or like material, and ornamented and lined with fabric.

**CEMETERY:** A place that is established, maintained, managed, operated, or improved and which is dedicated to and used or intended to be used for the final disposition of human remains and their memorialization.

**CEMETERY AUTHORITY:** Any person (as defined) that owns or controls a cemetery or conducts cemetery business.

**CEMETERY PURPOSES:** Any and all business and activities requisite to, necessary for, or incident to establishing, maintaining, operating, or improving a cemetery, interring human remains, and the care, preservation, and embellishment of a cemetery.

**COLUMBARIUM:** A structure or room or space in a building or structure used or intended to be used for the inurnment of cremated remains.

**COMMINGLING:** The mixing of cremated remains of more than one decedent.

**CREMATED REMAINS:** The bone fragments remaining after the cremation process, which may include the residue of any foreign materials that were cremated with the human remains.

**CREMATED REMAINS CONTAINER:** A receptacle in which cremated remains are placed awaiting final disposition.

**CREMATION:** The irreversible process of reducing human remains to bone fragments through intense heat and evaporation, in a specifically designed furnace or retort, which may include any other mechanical or thermal process whereby the bone fragments are pulverized, or otherwise further reduced in size or quantity. Cremation is a process and is not a method of final disposition.

**CREMATION CHAMBER:** The enclosed space in which the cremation of human remains is performed.

**CREMATION CONTAINER:** An enclosed receptacle, which is combustible, rigid, and leak-resistant, that is designed for the encasement of human remains prior to and during cremation.

**CREMATION PERMIT:** A legal document issued by a local regulatory authority giving permission for cremation of the deceased.

**CREMATORY:**A structure containing a furnace or retort used or intended to be used for the cremation of human remains.

**CREMATORY AUTHORITY:** Any person (as defined) that owns or controls a crematory.

**CREMATORY OPERATOR:** Any person (as defined) who conducts or performs a cremation.

**DEATH CERTIFICATE:** A legal document containing vital statistics pertaining to the life and death of the deceased.

**DECEASED/DECEDENT:** One who is no longer living.

**DEDICATION:** The process by which a legal description of a cemetery site is filed with a declaration that the property is to be used exclusively for cemetery purposes.

**DIRECT DISPOSITION:** Any final disposition of human remains, without formal viewing, visitation, or ceremony with the body present.

**DIRECT DISPOSER:** A person (as defined) authorized by law to practice direct disposition.

**DISINTERMENT:** The act of removing human remains that have been interred.

**EMBALMER:** One authorized by law to engage in embalming.

**EMBALMING:** A procedure whereby human remains are chemically treated by injection for temporary preservation including, but not limited to, the act of disinfecting, preserving, and restoring the human remains to a natural life-like appearance.

**ENCASEMENT:** The placement of the human remains in a rigid container, including but not limited to, a casket or urn.

**ENDOWMENT CARE:**The maintenance and repair of all places in the cemetery, subject to the rules and regulations of the cemetery authority; may be known also as endowed care, perpetual care, improvement care, permanent care, etc.

**ENDOWMENT CARE TRUST FUND:** An irrevocable trust fund set aside by law with a trustee, with the income therefrom to provide for the endowment care of the cemetery.

**ENTOMBMENT:** The act of placing human remains in a mausoleum crypt.

**FINAL DISPOSITION:** The lawful disposal of human remains whether by interment, burial at sea, scattering, etc.

**FUNERAL:** The rites held commemorating the deceased with the human remains present.

**FUNERAL DIRECTING:** The act of conducting funerals and counseling with survivors and preparing human remains, other than by embalming, for the interment or other means of disposition, and may include the management and supervision of all operations in a funeral establishment, which may or may not include the practice of embalming.

**FUNERAL DIRECTOR:** One authorized by law to engage in funeral directing.

**FUNERAL ESTABLISHMENT:** A place of business used in the care, planning, and preparation for final disposition or transportation of human remains, or any place where one or more are engaged and represent themselves to be engaged in the business of embalming or funeral directing.

**GRAVE SPACE:** A space of ground in a cemetery that is used or intended to be used for in ground burial.

**GUARANTEED PRICE PREPAID CONTRACT:** A prepaid contract whereby the seller agrees to receive from the purchaser a definite purchase price as payment in full.

**HOLDING FACILITY:** An area within or adjacent to the crematory, which is a facility designated for the temporary retention of human remains prior to the cremation.

**HUMAN REMAINS:** The body of a decedent and includes the body in any stage of decomposition and cremated remains.

**INTERMENT:** The final disposition of human remains by burial, entombment, or inurnment.

**INTERMENT RIGHT:** The right to inter human remains in a particular interment space in the cemetery.

**INTERMENT RIGHT OWNER:** The person (as defined) who lawfully possess an interment right.

**INTERMENT SPACE:** A space intended for the final disposition of human remains including, but not limited to, a grave space, mausoleum crypt, niche, and below-ground crypt.

**INURNMENT:** The act of placing cremated remains in a receptacle including, but not limited to, an urn and depositing it in a niche.

**MAUSOLEUM:** A chamber or structure used or intended to be used for entombment.



**MAUSOLEUM CRYPT:** A chamber of a mausoleum of sufficient size for entombment of human remains.

**MEMORIAL:** Any product, other than a mausoleum or columbarium, used for identifying an interment space or for commemoration of the life, deeds, or career of some decedent including, but not limited to, a monument, marker, niche plate, urn garden plaque, crypt plate, cenotaph, marker bench, and vase.

**MEMORIAL CARE:** Any care provided or to be provided for the general maintenance of memorials including, but not limited to, resetting or repairing or replacing damaged memorials.

**MEMORIAL RETAILER:** Any person (as defined) offering or selling memorials retail to the public; may also be known as a memorial retailer.

**MEMORIAL SERVICE:** A ceremony commemorating the deceased without the human remains present.

**MEMORIALIZATION:** Any permanent system designed to mark or record the names and other data pertaining to a decedent.

**MERCHANDISE:** Any personal property offered or sold by any seller for use in connection with the funeral, final disposition, memorialization, or interment of human remains, but which is exclusive of interment rights.

**NICHE:** A space usually within a columbarium used or intended to be used for inurnment of cremated remains.

**NON-GUARANTEED PRICE PREPAID CONTRACT:** A prepaid contract whereby the seller reserves the right to assess additional fees in the future over and above the purchase price stated in the prepaid contract.

**OPENING AND CLOSING:** The process of making an interment including, but not limited to, administrative, clerical, legal, and mechanical services performed by the cemetery authority in conjunction with the opening of an interment space, in preparation for the interment of human remains, and the subsequent closing of the interment space after the interment has been performed.

**OUTER BURIAL CONTAINER:** A container which is designed for placement in the grave space around the casket or the urn including, but not limited to, containers commonly known as burial vaults, grave boxes, and grave liners.

**PERSON:** Any individual, firm, corporation, partnership, joint venture, limited liability company, association, trustee, government or governmental subdivision, agency, or other entity, or combinations thereof.

**PREARRANGEMENT:** The term applied to completing the details for selection of merchandise or services on a preneed basis, which may or may not include provisions for pre-funding or prepayment.

**PREDEVELOPED:** Designated areas or buildings within a cemetery that have been mapped and planned for future construction but are not yet completed.

**PREDEVELOPED INTERMENT SPACE:** An interment space that is planned for future construction but is not yet completed.

**PREDEVELOPED INTERMENT SPACE TRUST FUND:** The funds required by law to be held in trust until the predeveloped interment spaces are completed.

**PRE-FUND:** The term applied to completing the financial details of a prearrangement, which include provisions for funding or prepayment.

**PRENEED:** Any time prior to death.

**PREPAID CONTRACT:** A written contract to purchase merchandise or services from the seller on a preneed basis.

**PREPAID CONTRACT TRUST FUND:** The funds received pursuant to a prepaid contract which are required by law to be held in trust until the merchandise or services purchased pursuant to such contract are delivered or provided or until otherwise lawfully withdrawn.

**PRE-PLAN:** The term applied to prearrangements that do not include provisions for funding or prepayment.

**PROVIDER:** A person (as defined), who may or may not be the seller, who will actually provide the merchandise and services under the terms of a pre-funded prearrangement.

**PURCHASE PRICE:** The amount paid by the purchaser for merchandise and services purchased under a prepaid contract, exclusive of finance charges, sales tax, charges relating to interment rights, arrangement conference fees, or charges for credit life insurance.

**PURCHASER:** The person (as defined) who purchases a prepaid contract either on its behalf or on behalf of a third party beneficiary.

**REGULATORY AUTHORITY:** The person (as defined) empowered by law with statutory oversight.

**REINTERMENT:** The act of interring human remains that have been disinterred.

**RESIDUE:** Cremated remains, which are imbedded in cracks and uneven spaces of the cremation chamber or in the cremated remains container, that cannot be removed through reasonable manual contact with sweeping or scraping equipment. Materials left in the cremation chamber after completion of the cremation or in the cremated remains container that can be reasonably removed should be considered in excess of residue.

**SCATTERING:** The final disposition of cremated remains by lawful dispersion.

**SELLER:** Any person (as defined) offering or selling merchandise or services on a preneed basis including, but not limited to, funeral establishments, cemetery authorities, crematory authorities, memorial retailers, direct disposers, etc.

**SERVICES:** Any services which may be used to care for and prepare human remains for burial, cremation, or other final disposition; and arrange, supervise, or conduct the funeral ceremony or the final disposition of human remains.

**SOLICITATION:** Contact by a seller to a prospective purchaser for the purpose of selling merchandise or services on a preneed basis.

**SPECIAL CARE:** Any care provided or to be provided, that is supplemental to or in excess of endowment care, in accordance with the specific directions of any donor of funds for such purposes.

**SUCCESSOR-IN-INTEREST:** A person (as defined) who lawfully follows another in ownership or control of property or rights.

**TRUSTEE:** Any person (as defined), state or national bank, trust company, or federally insured savings and loan lawfully appointed as fiduciary over funds deposited by one or more purchasers of a prepaid contract or deposited pursuant to an endowment care trust fund; not be confused with a board of trustees.

**UNCLAIMED CREMATED REMAINS:** Cremated remains which are unclaimed for a prescribed period of time from the cemetery authority, crematory authority, direct disposer, or funeral establishment.

**URN:** A receptacle for the encasement of cremated remains.

**NOTE:** Where terms used herein have been defined by the Federal Trade Commission, under the Funeral Industry Practices Trade Regulation Rule (16 CFR 453), those



definitions are contained in the "Glossary of Terms" and have been adapted where applicable.



October 27

Lone Fir Pioneer Cemetery –  
Existing Site Conditions Report

2010

As a part of the 2008 Lone Fir Pioneer Cemetery Master Plan this document has been updated from the original document that was compiled by Historic Research Associates and Lango Hansen Landscape Architects.

Existing conditions and proposed treatment to stabilize or restore site elements of Lone Fir Pioneer Cemetery – listed on the National Register for Historic Places

Lone Fir Pioneer Cemetery – Preservation Plan

Street: SE 26<sup>th</sup> and SE Stark Street City: Portland, OR County: Multnomah

Date: July 2010

The following pages describe maintenance and preservation identified in the cemetery. It clarifies both existing conditions and plans to address the maintenance needed.

Each project is assigned a priority rating for each project 1-4 by the following criteria:

- 1 High Risk Safety/political
- 2 Low Expense/easily repaired
- 3 High Cost >\$50,000
- 4 Long Term phased project/other agency involved

The following is a list of projects identified, costs associated if known and priority rating:

Project	Cost	Rating
North retaining wall	TBD	3
P2 Mile Marker	Unknown	2
Perimeter chain link fence	TBD	3
Basalt Columns rebuild/repaint	\$20,000	2
Exterior Basalt Wall	TBD	2
Trolley Tracks	Unknown	4
SE Morrison bank enhancement	TBD	3
Trolley Wall Remnant	Unknown	4
Landscaping Morrison & 21 <sup>st</sup> street	TBD	2
Entrance SE 20 <sup>th</sup>	Blk 14	4
Basalt Wall – Block 7	TBD	2
Henry Law Grave Block 1	TBD	2
Stone steps Block 1	TBD	2
Western Elm plaque	TBD	2
Fireman's Lot	TBD	2
Daniel Wright Grave	TBD	2
Soldiers Monument and Benches	TBD	2
MacLeay Mausoleum	\$380,000	1 & 4
Pioneer Rose Garden	FLFC	2
Moran Mausoleum	TBD	2
Burn's Crypt	TBD	2
Bottler's Mausoleum	\$80,000	1

Cost rating as follows:

TBD – research and bids need to be obtained work will commensurate with the update to the Renewal and Replacement Plan by FRS in Fiscal Year 2011-12.

Unknown – It is unclear if it is the responsibility of Metro and further research is needed.



Blk 14 – project funding is identified as a part of the Block 14 memorial project.

FLFC – Friends of Lone Fir Cemetery are funding the project.



1	Architectural feature: <u>North Retaining Wall</u>	Proposed treatment and impact on existing feature:  <b>Remove ivy and other shrubs using hand and power tools, follow up with herbicide treatment then final removal of ivy root system.</b>  <b>Identify ground cover (low maintenance vegetation) to limit erosion and drainage through the wall. Possibly wild strawberries. Work with Metro's Native Plant Center for advice.</b>  Because the wall is directly adjacent to graves monitoring by an archaeologist may be necessary.  <b>Use gunite/shotcrete to stabilize wall</b>  <b>Potential risk of graffiti once ivy is removed.</b>  The existing perimeter fencing should be replaced with a 6' high powder-coated metal fence in the same style as the Macleay Mausoleum fencing. New perimeter fencing should coincide with the cemetery property line, if feasible.
	Approximate date of feature: <u>1928-1940</u>  <b>Priority Rating:</b> 3 * note high cost but high priority	
<p>Describe existing feature and its condition:</p> <p>Along the north boundary of the cemetery, a concrete retaining wall separates the raised cemetery grade from the adjacent sidewalk by several feet. The wall height varies from 2' high on the lower eastern half to approximately 8' high on the western corner. Even though the western half of the wall is higher, it does not meet the existing grade of the cemetery at that location. The higher cemetery ground slopes significantly down to meet the wall in this area. Ivy is growing along this high bank along with a number of big leaf maple seedlings. The ivy is an invasive plant species, and it is causing significant pitting and cracking in the concrete wall. Additionally, a deteriorating cyclone fence runs along the top of the wall.</p> <p><b>Ivy and no drainage are causing cracking. Wall is made of concrete with a skim coat sealer application and some headstones. At least one headstone is a Chinese marker can be seen in wall across from 2115 SE Stark St. No other agency is needed to do improvements.</b></p>		



2	<p>Architectural feature: <u>P2 Mile Marker</u></p> <p>Approximate date of feature: <u>1870</u></p> <p><b>Priority Rating:</b> 2</p>	<p>Proposed treatment and impact on existing feature:</p> <p>As one of the oldest monuments on the site, this mileage marker should be preserved, and protected if any future wall repair work is done around it.</p>
	<p>Describe existing feature and its condition:</p> <p>An original Baseline Road mileage marker (milestone) exists in the concrete retaining wall at the north edge of the cemetery. The characters "P2" were inscribed in the face of this marker to indicate that the city of Portland was 2 miles further along the old Baseline Road. It is believed to have been moved slightly from its original location when Stark Street was widened. The concrete retaining wall around it is cracked vertically.</p> <p>The original Base Line survey was performed by William Ives in 1851. An east-west road was built adjacent to this survey line shortly after this. The road was called "Baseline Road" and was opened to the public on November 24, 1854. Sometime after this (probably during the 1870's), large stone markers carved from basalt rock were placed along this thoroughfare at every mile from the Multnomah County Courthouse (originally built in 1866) out to the Sandy River. There were 15 original stone markers. Nine stones remain while six have been lost. Each stone is approximately 6-feet long and weighs a hefty 500 pounds. The stones are tall, four-sided shafts of carved rock that taper towards the tip. Each is buried with only the top 2 to 3 feet above ground.</p>	<p><b>Leave as is. Wall surrounding the monument should be evaluated and precautions used when repairing the north retaining wall.</b></p>  

3	<p>Architectural feature: <u>Chain link fence</u></p> <p>Approximate date of feature: <u>1950s – 1960s</u></p> <p>Priority Rating: 3</p>	<p>Proposed treatment and impact on existing feature:</p> <p><b>Install black, powder-coated, bar type fence similar to the one surrounding MacCleay Mausoleum. Or like the one at the corner of 20<sup>th</sup> &amp; Morrison</b></p> <p><b>Try to reuse existing posts.</b></p>
	<p>Describe existing feature and its condition:</p> <p><b>Cyclone construction chain link fence. Fence has holes around the bottom from people gaining illegal entry into the cemetery.</b></p>	





4	<p>Architectural feature: <u>Basalt columns (x4)</u></p> <p>Approximate date of feature: _____</p> <p><b>Priority Rating:</b> 2</p>	<p>Proposed treatment and impact on existing feature:</p> <p>It is recommended that new basalt columns be installed similar in material and appearance to the basalt columns on SE 20th Ave. The existing perimeter fencing and gateways should be removed and replaced with a 6' high powder-coated metal fence in the same style as the Macleay Mausoleum fencing. New perimeter fencing should coincide with the cemetery property line, if feasible. It is recommended that the gates be of the same style as the fencing, power-operated and timed to open during the day and close at night. The driveways should also be repaved. Additionally, tactile warning needs to be added to the curb ramps at the corner of SE Morrison Street and SE 26th Avenue, and the corner of SE 26th Avenue and SE Stark Street.</p> <p><b>Rebuild columns with new materials = \$5K each. Research and confirm if basalt in the western wall at the property line is from the original columns. Contact adjoining property owners and discuss reclaiming basalt for column rebuilds.</b></p>
<p>Describe existing feature and its condition:</p> <p>Two cemetery entrance gateways are located on the north side of SE 26th Avenue. These gateways were most likely also flanked with basalt columns similar to the ones that exist at the west gateway on SE 20<sup>th</sup> Avenue, because two remaining basalt bases flank each entrance along SE 26th Ave. The driveway is cracked and crumbling in places. <b>All 4 columns are missing except for the bases. It's possible that the Basalt was used to form the rubble wall now acting as the west side boundary.</b></p>		



base

Missing columns north side Stark St.



Columns should match the columns at SE 20<sup>th</sup> Entrance

5	<p>Architectural feature: <u>Basalt Wall</u></p> <p>Approximate date of feature: 1928-1935</p> <p>Priority Rating: 2</p>	<p>Proposed treatment and impact on existing feature:</p> <p>It is recommended that the basalt wall be preserved in this location. 26th Avenue at this location appears to be overly wide</p> <p><b>Carefully and gently clean basalt wall. Plant wild strawberries or other native groundcover at the top to prevent erosion. Have a mason repoint where needed and evaluate the large crack.</b></p> <p><b>Sidewalk belongs to the City of Portland. Street trees are also under the city's jurisdiction.</b></p>
<p>Describe existing feature and its condition:</p> <p>The basalt wall at the eastern edge of the cemetery tapers from 10' high to flush with the right of way grade. The top of the wall is fairly level. The sidewalk along this edge is only 4' wide, and periodically contains utility poles that may impede pedestrian traffic. The slope of the sidewalk is estimated to be 10% in this area. At the southeast corner of the basalt wall, a significant crack has formed in the jointing of the stone.</p> <p><b>Most likely built when SE Morrison widened to accommodate trolley cars. Across from 2518 SE Morrison the wall was lower at one point and more was added onto the height. Drainage issues. A crack exists across from 2536 SE Morrison.</b></p>		



Wall & sidewalk



Crack SE Corner of wall



2518 SE Morrison addition

6	<p>Architectural feature: <u>Trolley Tracks &amp; Embankment</u></p> <p>Approximate date of feature: _____</p> <p><b>Priority Rating: 4</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p>The trolley embankment should be preserved and identified through signage, because it is a character-defining component of the history of the cemetery.</p>
<p>Describe existing feature and its condition:</p> <p>The original trolley tracks are evident in the street pavement at the intersection of SE 26th Avenue and SE Washington Street. The embankment of the trolley line is evident at the base of the basalt wall.</p> <p><b>Trolley tracks are not part of the cemetery.</b></p>		<p><b>Trolley tracks are on City of Portland property – this is not a Metro Cost.</b></p>





7	<p>Architectural feature: <u>Landscaping SE Morrison Hillside</u></p> <p>Approximate date of feature: _____</p> <p><b>Priority Rating: 3</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p>Because of the detrimental effect that the addition of a retaining wall would have on existing graves and trees, it is not recommended that a retaining wall be added in this location. It is also not recommended that a sidewalk be added because it would increase the degree of slope. It is recommended that a bank-stabilizing native ground cover be planted on this bank to stabilize the slope and keep further erosion from happening. The existing perimeter fencing should be replaced with a 6' high powder-coated metal fence in the same style as the Macleay Mausoleum or SE 20th &amp; Morrison fencing. New perimeter fencing should coincide with the cemetery property line, if feasible.</p> <p><b>Create a nativescape. Remove grass between SE 20<sup>th</sup> &amp; SE 26<sup>th</sup>.</b></p> <p><b>Ask SHPO to advise on marble monument remnant in the embankment.</b></p>
	<p>Describe existing feature and its condition:</p> <p>Directly west of the end of the basalt wall on the southwest corner of the cemetery, a bank of soil slopes fairly steeply from the higher cemetery grade to the curb. There is no sidewalk in this area. The exact right-of-way boundary in this location is not known, although it is presumed to be at the fence line. In the last century Morrison St. was widened, displacing a number of graves along this edge. There are existing graves that are directly adjacent to the top of the bank. Installing a retaining wall at this location would likely disturb more graves and the row of mature trees.</p> <p><b>At SE Morrison &amp; SE 25<sup>th</sup> there is a marble monument laying on its side about 2 feet deep protruding from the slope.</b></p>	



embankment in the fall

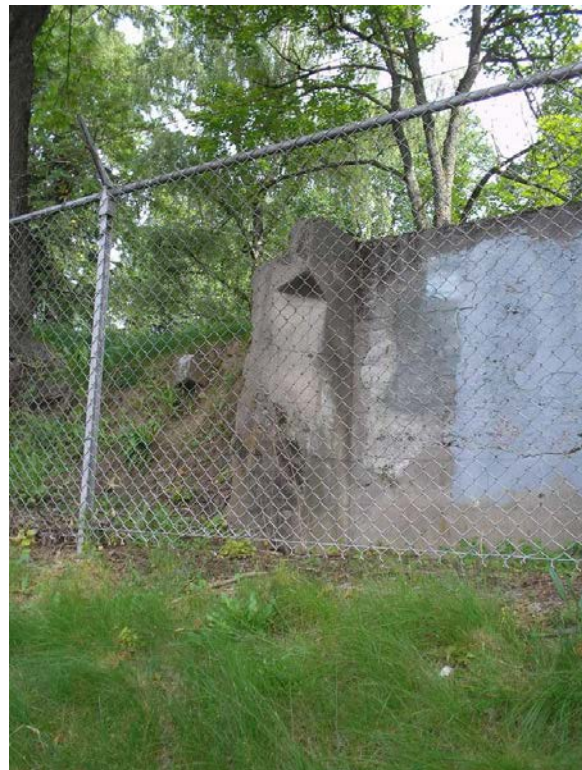


Monument protruding from embankment



embankment in the spring

8	<p>Architectural feature: <u>Trolley Wall Remnant</u></p> <p>Approximate date of feature: <u>1880</u></p> <p>Priority Rating: 4</p>	<p>Proposed treatment and impact on existing feature:</p> <p>Because this wall is a remnant of a structure from the cemetery's historic period, 1854-1957, it is recommended that further research be done to assess the structure's historic use. It is also recommended that the structure be preserved as a stable ruin. Some rehabilitation work will be required to stabilize the cracking that has occurred, and it is recommended that the wall be evaluated for structural integrity. The trees have been evaluated by an arborist, and are considered stable. However, additional canopy pruning is recommended. A property survey of the south cemetery boundary should be implemented to ascertain ownership and liability. The existing perimeter fencing should be replaced with a 6' high powder-coated metal fence in the same style as the Macleay Mausoleum or SE 20<sup>th</sup> &amp; Morrison fencing. New perimeter fencing should coincide with the cemetery property line, if feasible.</p> <p><b>Stabilize cracks. Research ownership rights, liability issues, and history of the structure.</b></p>
<p>Describe existing feature and its condition:</p> <p>Along the south side of the cemetery, at the intersection of SE 23rd Ave. and SE Morrison St., there is a remnant wall of a concrete structure believed to be part of an old trolley station. The concrete is badly cracked. Approximately five trees on either side of the concrete remnant have significantly exposed roots due to soil erosion.</p>		



<p>9</p>	<p>Architectural feature: <u>Landscaping at SE Morrison &amp; 21st</u></p> <hr/> <p>Approximate date of feature: _____</p> <p>Priority Rating:           <b>2</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p><b>Regrade and plant create a naturescape.</b></p> <p><b>Probe grave across from SE 2121 Belmont. Also, confirm graves in the area near the cemetery property line.</b></p>
<p>Describe existing feature and its condition:</p> <p><b>Steep slope, exposed tree roots. Mostly weeds.</b></p>		





10	<p>Architectural feature: <u>Entrance at SE Morrison &amp; SE 20th</u></p> <p>Approximate date of feature: _____</p> <p><b>Priority Rating: 2&amp;3</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p>As part of the Morrison Property improvements, the sidewalk adjacent to cemetery property at SE Morrison and SE 20th will need to be brought up to current City code requirements. Improvements to this sidewalk should include the removal of three driveway curb cuts, extension of the sidewalk to a 6' width, the addition of street trees at regular intervals, and the addition of tactile warning on the curb ramp at the intersection. The existing perimeter fencing should be replaced with a 6' high powder-coated metal fence in the same style as the Macleay Mausoleum fencing. New perimeter fencing should coincide with the cemetery property line, if feasible.</p> <p><b>Metro has installed black powder coated chain link fencing in this area as of 2008.</b></p> <p><b>Make sidewalk and driveway a part of Block 14 project. Priority 3</b></p> <p><b>Basalt columns may need retooling. Include in bid request for basalt wall repairs. Priority 2</b></p>
	<p>Describe existing feature and its condition:</p> <p>The sidewalk at SE Morrison and SE 20th is cracked and does not meet City code requirements. There are very few street trees along the Morrison Street property edge, and they are in poor condition. There are no street trees along the 20th Avenue property edge. The curb ramp at the corner of SE Morrison and SE 20<sup>th</sup> does not have required tactile warning.</p> <p><b>On SE 20<sup>th</sup> Street side there are two intact basalt columns.</b></p>	



Old entrance near block 14 off of SE Morrison & 20th




Entrance at SE 20<sup>th</sup>

11	<p>Architectural feature: <u>Basalt Wall/Block 7</u></p> <p>Approximate date of feature: _____</p> <p><b>Priority Rating: 2</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p>Leave the stone rubble wall intact.</p>
<p>Describe existing feature and its condition:</p> <p>Describe existing feature and its condition:</p> <p>A low stone rubble retaining wall exists along the western boundary of the cemetery, adjacent to residential properties along SE 20th Avenue. The rubble stones in the wall appear to be mixed with old headstone bases. The wall appears to be in a stable condition.</p> <p><b>Basalt rubble wall demarcates neighbors' property from Lone Fir. May be composed of material from original basalt columns from SE 26<sup>th</sup> St entrance.</b></p>		<p>In the northwest corner of the cemetery, near the earliest graves, low stone rubble walls make up the grade difference between plots and road/pathways. Mixed in with the rubble stones are more rectangular pieces of stone; these pieces appear to be old headstone bases. In some locations the rubble walls appear stable, in other locations the stone is loose or has been removed.</p> <p>It is recommended that the unstable stonework be realigned and set securely, and the gaps in the stone wall be filled in with similar stone material to match the appearance of the existing wall.</p>

Rubble Wall from neighboring property



12	<p>Architectural feature: <u>Henry Law grave</u></p> <p>Approximate date of feature: <u>1865</u></p> <p>Priority Rating: <b>2</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p>Remove the CMU block and remainder of deteriorated concrete wall. Replace it with a rubble stone wall that closely matches the appearance of the adjacent rubble wall. Ensure that neither the grave nor the stone marker at the base of the grave are disturbed. Restore and reinstall the headstone in its original vertical position.</p> <p>Leave these interior concrete walls intact. Clean the moss as necessary to prevent deterioration of the concrete. Take out the adjacent steps and properly reset them, the current steps pose a safety hazard. Probe area around grave to confirm if movement is just the headstone slab or the grave.</p> 
<p>Describe existing feature and its condition:</p> <p>One section of rubble wall in the northwest corner of the cemetery has been removed and replaced at some point with a concrete wall. Very little of the replacement wall remains. There is a newer patch of concrete masonry units (CMU) block in one portion of the wall. Additionally, the side of a grave is exposed where there currently is no wall. Near the exposed grave, there is a marker stone at the base of the old wall. It is not known if this marker stone is indicating an actual grave, or was previously moved from another location. However the <b>grave is spilling into the roadway</b>.</p>		



Henry Law Grave



Steps



13	<p>Architectural feature: <u>Stone Steps Block 1</u></p> <p>Approximate date of feature: _____</p> <p>Priority Rating: <b>2</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p><b>Pull out the steps and re-set nudging them over to the right/east of the tree. Current condition of the steps pose a safety hazard.</b></p>
	<p>Describe existing feature and its condition:</p> <p>In a number of places within the cemetery there are low concrete retaining walls with steps that lead to the cemetery plats. This one is <b>near the Fuller grave, cir. 1854.</b></p>	



14	Architectural feature: <u>Western Elm Plaque</u> Approximate date of feature: _____ <b>Priority Rating: 2</b>	Proposed treatment and impact on existing feature:  It is recommended that the Washington elm tree plaque remain in this location as a commemoration of the journey of that tree, even though the tree is no longer there. The plaque is attached to a piece of basalt that is not secured to anything. The basalt with the plaque should be secured better, perhaps set into the ground or made as part of a larger memorial.
Describe existing feature and its condition:  Early in the cemetery's history, Colburn Barrell planted a Washington elm tree that was brought to Portland from Boston. The tree became quite a large and famous tree. While the tree no longer exists, the plaque describing the tree still exists in the northwest corner of the cemetery.		



15	Architectural feature: <u>Fireman's Memorial</u> Approximate date of feature: _____ <b>Priority Rating: 2</b>	Proposed treatment and impact on existing feature:  The current post and panel sign looks temporary and should be upgraded with a re-interpreted sign and/or one made of more permanent materials such as bronze and/or stone to create a dignified structure. The planting bed is bare in spots and should be refurbished with new plantings. Paving paths and plant bed edging should be replaced with more permanent materials such as concrete or stone. The existing concrete curb should be removed and replaced with a new stone rubble wall similar to the adjacent block's rubble wall. Additionally, the Portland Firemen's Association has redesigned the area around the flagpole to include a new paved circular pathway, lawn/planting area, and mow band. It is recommended that the Firemen's Association submit their design to SHPO for review through METRO. Once approved, this design should be included with the master plan site improvements.
	Describe existing feature and its condition:  Many of the headstones in the Firemen's Section, 1862, are laid horizontally at grade rather than vertically, which gives this section a different character than other sections of the cemetery. It feels more open. In the center, a small wood sign with a flagpole, small pathways, circular shrub and perennial bed identify this part of the cemetery. A small concrete curb was recently poured at the northwest corner of this block. It is not characteristically similar to the adjacent block's historic rubble walls.  <b>Cracks exist due to absence of expansion joints.</b>  <b>Current signage is unstable.</b>	<b>Install expansion joints. Possibly tint concrete to match the "look" of other stone features in the cemetery.</b>  <b>Notes: Explore an IGA Portland Fire &amp; Rescue</b>  <b>Look at changing sign and securing with mortar.</b>





16	<p>Architectural feature: <u>Block 4 Daniel Wright Grave</u></p> <p>Approximate date of feature: _____</p> <p>Priority Rating:        2</p>	<p>Proposed treatment and impact on existing feature:</p> <p><b>Look into stabilizing the monuments in between the trees.</b></p> <p><b>Ask SHPO about most appropriate treatment.</b></p>
<p>Describe existing feature and its condition:</p> <p><b>4 giant sequoias.</b></p> <p><b>Headstones leaning on each other inside "sequoia grave".</b></p>		



17	<p>Architectural feature: <u>Soldier's Monument</u></p> <p>Approximate date of feature: _____</p> <p><b>Priority Rating: 2</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p>Remove the existing concrete paving and plant material. Regrade the area around the memorial so that the new paving will hide the exposed base of the memorial. Add a new concrete paving skirt and infill the current planting areas with sand-set granite pavers in a color complimentary to the memorial.</p> <p>Carefully clean the memorial structure in a matter approved by a materials conservator. <b>Re-grade area around monument. Keep bed. Ask SHPO for suggestions.</b></p> <p><b>Leave concrete pad (near road). Do not install any new feature there. Paint benches so they all match. Benches should be period appropriate and standardized.</b></p> <p><b>Install more attractive garbage cans and recycling area near concrete pad.</b></p>
<p>Describe existing feature and its condition:</p> <p>The cemetery's 1944 amended plat map designates the area around the Soldiers Memorial as a public park. The existing area of this delineated park contains the classic single monolith Soldier's Memorial, three donor benches, and a later addition concrete slab that is currently being used for funeral services. The Soldier's Memorial is made of granite with a bronze statue and bronze plaques. It is in stable condition, although the soil appears to have eroded away at the base, exposing some of the foundation in places.</p> <p>The photo indicates the bareness of the plant beds, and the extent of cracking in the concrete pavement at the base of Soldiers Memorial. Additionally, the ground around the base of the memorial has subsided, so that a gap between the memorial and ground exists in some areas.</p>		











18	Architectural feature: <u>MacLeay Mausoleum</u> Approximate date of feature: _____ <b>Priority Rating: 1 &amp; 4</b>	Proposed treatment and impact on existing feature:  The cost of the restoration of this mausoleum has been previously documented by others. The structure's owners/stewards have been in contact with the Friends of Lone Fir Cemetery to say that they would like to facilitate the restoration of the mausoleum by matching grant funds that are acquired. The owner contact is Andrew Kerr.  <b>Immediately remove trees.</b>  <b>NE column is 1<sup>st</sup> priority.</b>  <b>2002 Cost Estimate for full restoration</b> <b>\$378,857</b>
Describe existing feature and its condition:  The mausoleum's façade appears to be comprised of a fine grade sandstone veneer over a coarser sandstone material. A significant number of veneer stone panels have fallen off the structure. Further deterioration and failure of the veneer and backing stone and the raised letters of the MacLeay name is occurring. At the northeast corner, plants are growing in the structure and a finial is about to tip over. A rolled-seam metal roof appears to be covering another roof structure and is in a deteriorated state. Stained and leaded glass windows have been removed and replaced with a painted faux stained and leaded glass covering. A newer black powder-coated metal fence with a gate on the west elevation surrounds the mausoleum. There appears to be a missing stone structure of some kind, because a portion of the base still exists.		



19	Architectural feature: <u>Rose Garden</u> Approximate date of feature: <u>1936</u> <b>Priority Rating: 2</b>	Proposed treatment and impact on existing feature:  Continued efforts should be made to cultivate pioneer rose species. Efforts should include growing cuttings off-site for future use. While some of the features in the garden appear newer, their removal is not recommended as they have become part of the history of the garden. The Royal Rosarians should be consulted to obtain their long term intent for the operation and maintenance of the garden.
Describe existing feature and its condition:  The Pioneer Rose Garden is a narrow lot perpendicular to the main entry road on the east. The rose garden is filled with species of roses brought to Portland by early Oregon pioneers. While none of the original plants exist in the garden, an active attempt has been made to cultivate the original pioneer rose species. There are also a couple of more modern varieties planted in the garden. The Friends of Lone Fir Cemetery is currently maintaining the rose garden. Other elements of the garden include a bronze plaque, rose-shaped stepping stones made from old head stones, a bird bath, two wood trellises, and a stone bench.		<b>Seek advice from SHPO about a trellis more appropriate for the period. Remove irises. Trim/thin trees to create more light on area. Work with Metro landscape architect for improvements.</b>





20	<p>Architectural feature: <u>Moran Mausoleum</u></p> <p>Approximate date of feature: _____</p> <p>Priority Rating: <b>2</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p>Remove the moss and carefully clean the structure. Metro is in contact of the structure's owners/stewards for their long-term intent for its operation and maintenance.</p> <p><b>Gently clean roof. Get staff training - cleaning, washing.</b></p>
<p>Describe existing feature and its condition:</p> <p>This poured-in-place concrete mausoleum structure appears to be in stable condition even though some horizontal cracking in the walls is evident. Moss growth is causing deterioration on the north wall face. A wrought iron gate is missing.</p> <p><b>Drainage poor due to scuppers (NE corner). Splash back causing erosion of façade.</b></p>		<p><b>Keep scuppers clear. Design change. Splash block. Install a copper spout at drain hole near roof to draw rain water away from structure.</b></p>



drain hole issue


<p>21</p>	<p>Architectural feature: <u>Burns Crypt</u></p> <p>Approximate date of feature: _____</p> <p>Priority Rating: <b>2</b></p>	<p>Proposed treatment and impact on existing feature:</p> <p>Further evaluation is required by a structural engineer and architectural historian to determine the integrity of the building from the inside and the cost estimate of rehabilitation. Contact of the structure's owner/stewards should be made to obtain their intent for its long-term operation and maintenance. It is recommended that the existing vegetation be removed from the structure before further damage is caused.</p> <p><b>Remove ivy. Replace or stabilize roof. Repair hole in the roof. Seek advice from SHPO on stabilization of the roof.</b></p> <p><b>Possible master's degree work project for U of O students.</b></p>
<p>Describe existing feature and its condition:</p> <p>This brick structure is covered with a faux stone cementitious (possibly ceramic) pattern over brick. The north wall is separating from the rest of the structure and roof, due to vegetation growing through it.</p> <p>Vegetation is also growing through other parts of the structure including the base on the east side and through the vent on the roof.</p>		





Burn's Crypt



21	Architectural feature: <u>Bottlers Mausoleum</u>	<p>Proposed treatment and impact on existing feature:</p> <p>Project description:\$80,000</p> <p>Materials to be brick with possible cast stone decoration and surrounds and miscellaneous items composed of cast iron, sheet metal and plaster. Metro has indicated a desire to prioritize an analysis of the building envelope and that repair will follow at a future date.</p>
	Approximate date of feature: <u>1867</u>	
	Priority Rating: <b>1</b>	
<p>Describe existing feature and its condition:</p> <p>The Bottler's Mausoleum is on the list for existing conditions for improvement. The mausoleum causes a public safety concern for the cemetery. This is a brick structure with partially stuccoed exterior walls and is in a very fragile state. A number of bricks have fallen off the parapet area of the walls. There is significant cracking and separation of wall material on all four sides. Additionally, it appears that portions of the roof are missing. There are no caskets inside this structure.</p>		



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Agenda Item Number 4.0

**GREATER PORTLAND PULSE –  
WEB DEMO AND NEXT STEPS**

Metro Council Meeting  
Tuesday, Sept. 13, 2011  
Metro Council Chamber

## **METRO COUNCIL** **Work Session Worksheet**

Presentation Date: 9/13/11 Time: 3:20 Length: 45 min

Presentation Title: Greater Portland Pulse (formerly GPVI)

Service, Office, or Center: Research Center

Presenters (include phone number/extension and alternative contact):

Mike Hoglund, x1743; Rita Conrad, x7572

### **ISSUE & BACKGROUND**

#### **Issue:**

The initial Greater Portland Pulse (GPP) report was released and the GPP website was launched in late July by the Project Advisory Team. Project staff from both Metro and PSU's Institute of Metropolitan studies (IMS) will update the Metro Council on the project and are looking for the Council's assistance to help establish a permanent home and funding for Greater Portland Pulse. The project update was scheduled for the work session at the request of the Metro Council. Councilor Burkholder is the lead Council liaison for the project.

#### **Background: start-up and beyond**

Since early 2010, Metro and PSU's IMS have collaborated with 200 volunteer experts on a mission to create regional indicators for the greater Portland region. Metro and PSU invested about \$600,000, including occasional donations from other partners.

- PSU paid for data, [website](#) development, the bulk of big event costs, and team staffing and support - about \$275,000. The effort is consistent with the IMS's program objectives to let data serve the region through consistent and rigorous regional indicators.
- Metro paid for project management, some event costs, and development and production of the [business plan](#) (then called GPVI) and first indicator report, [\*The Path to Economic Prosperity: Equity and the Education Imperative\*](#) - about \$325,000. The GPP allows Metro to meet state requirements for performance metrics as part of Periodic Review, measures success in implementing Metro's Future Vision, and in addressing the Metro Council's six regional outcomes.

With the launch of [portlandpulse.org](http://portlandpulse.org) and release of the first report this summer, staff is now

- Focused on finding a permanent home and funding partners for the operational phase beginning calendar year 2012.
- Welcoming feedback on the website and report for refinement in the operational phase

## **OPTIONS AVAILABLE**

### **Funding options**

The business plan outlines a collaborative funding plan for the approximately \$521,000 for three to five years. We have organized implementation efforts and staff contacts as follows:

- 50 percent from public sector - Mike Hoglund and Andy Cotugno
- 20 percent from foundations – Rita Conrad
- 15 percent from businesses – Sheila Martin
- 15 percent from universities – Sheila Martin

### **Organizational options**

The dialogue/engagement side will connect the data to regional users and maintain the brand of the project. The data side will serve as a “data commons” to greater Portland area users, organizations contracting for specialized data services, and potentially to statewide interests (at an additional cost and with state agency partnerships).

The Project Advisory Team articulated the following guidance to staff:

- With coordination with Washington State University at Vancouver where possible, the data side should reside at PSU’s Institute of Portland Metropolitan Studies, which established the rigorous data infrastructure and online presence during the start-up phase.
- The dialogue/engagement work should reside at an existing, non-profit or university entity with compatible mission and service area. Message: do not form a new non-profit.
- Criteria for the organizational home:
  1. **Governance:** willing and able to serve as fiduciary agent and governing body for the GPP advisory board and program.
  2. **Neutrality:** willing and able to honor the need for the GPP advisory board to be able to independently choose, measure, grade and report data without bias – good news and bad – taking into consideration input from stakeholders and the community.
  3. **Convener role:** willing and able to help bring together various groups in the community around the indicators and data
  4. **Equity:** commitment to equity and other values in the project
  5. **Geography:** geographic scope compatible with the project (Washington, Multnomah, Clackamas and Clark counties)
  6. **Rigor:** willing and able to leverage existing data, infrastructure and research capacity at PSU’s Institute of Portland Metropolitan Studies

Staff is reviewing a number of options for the dialogue/engagement piece of GPP and will discuss those options at the work session.

## **IMPLICATIONS AND SUGGESTIONS**

Establishing funding and a permanent home for the engagement side will increase the chances that the \$600,000 already invested by PSU and Metro will have a long-term payoff for the region. The payoff would be building engagement and encouraging coordinated action around key data trends of particular concern to the region’s partners and stakeholders.

## **QUESTION(S) PRESENTED FOR CONSIDERATION**

1. Does Metro want to help maintain this work?
2. If so, how can Metro Council members help fundraise and establish an organizational home?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION** \_\_Yes \_\_x\_No

**DRAFT IS ATTACHED** \_\_Yes \_\_x\_No



Materials following this page were distributed at the meeting.

# Metro Council Work Session – September 13, 2011

Metro Pioneer Cemeteries - Operations and market assessment and business plan



Presented by:



 Metro | Making a great place



 Metro | Making a great place

Can we be the best  
at it?

Does it drive our  
resource engine?

Are we passionate  
about it?

## Metro Pioneer Cemeteries Program

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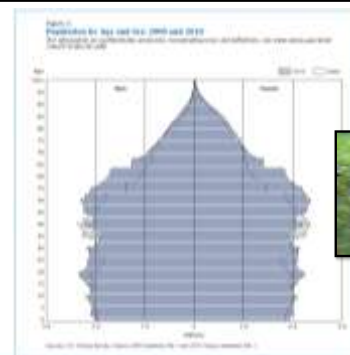
### Outline

- Industry big picture
- Demographics
- Trends
- Sales & marketing
- Finance
- New investments
- Action items and next steps

Metro's cemeteries were once simple, unplanned burial grounds that have evolved into park-like spaces reflecting the character of the region today.

Today, much like in the mid-19th century, city dwellers find respite in the unlikely confines of cemeteries.

## Industry Overview

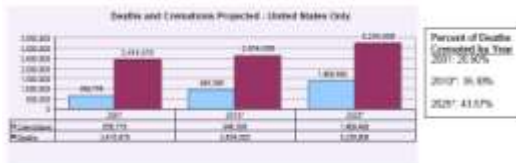


Industry  
Market



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## Demographics and Market Trends



"The Oregon cremation rate projected to rise to 77.73% by 2015."  
 Source: Cremation Association of North America

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Industry Cremation Trends

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Industry Trends

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## Sales and Marketing



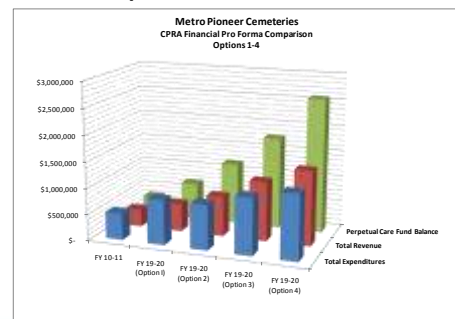
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Public Use

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## Financial Options



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Currently Metro Offers Ground Burial Only



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Ossuary /  
Cenotaph



Investment:	(\$10,200)
Interment Right Fee:	\$298,500
Perpetual Care Fund Contribution:	\$74,625



Memorial Coping

Investment:	(\$14,000)
Interment Right Fee:	\$125,000
Perpetual Care Fund Contribution:	\$31,250

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Cored  
Upright or  
Boulder  
Memorial



Investment:	(\$850/ea)
Interment Right Fee:	\$5,000/ea
Perpetual Care Fund Contribution:	\$1,250/ea



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Investment: (\$335,575)  
 Inurnment Right Fee: \$2,075,725  
 Perpetual Care Fund Contribution: \$311,359



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Investment: (\$293,372)  
 Inurnment Right Fee: \$1,441,887  
 Perpetual Care Fund Contribution: \$423,630



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Investment: (\$520,349)  
 Inurnment Right Fee: \$2,983,510  
 Perpetual Care Fund Contribution: \$275,342



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#### Action Items

- Year 1 –**
  - \* Fee Increase
  - \* Best Mgt Practices
  - \* Mitigate safety issues
  - \* Finalize signage
  - \* Advisory Committee
- Year 2 –**
  - \* Review budget to actual
  - \* Integrate feedback from Advisory Committee
  - \* Increase staffing
  - \* Scope Option 3
  - \* Report to Council
- Year 3 –**
  - \* Implement Option 3
  - \* Review budget to actual
  - \* Assess need to increase sales staff
  - \* Report to Council

#### Questions for Council



#### Natural Burial



Vaulted grave: 3 ½ x 9

Natural burial grave: 5 x 10

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**ADVISORY TEAM**  
 Co-chairs  
 Wim Wiewel  
 Gale Castillo  
**Current Members**  
 Gail Achterman  
 Sam Adams  
 Thomas Aschenbrener  
 Rex Burkholder  
 Jeff Cogen  
 Denny Doyle  
 John Fuhrer  
 Jack Hoffman  
 Mike Houck  
 Nichole Maher  
 Pamela Morgan  
 Marcus Mundy  
 Joseph Santos-Lyons  
 Bill Scott  
 Steve Stuart  
 Lynn Valenter  
 Bill Wyatt  
 David Wynde

**GREATER PORTLAND PULSE**

## Moving beyond start-up

Metro Council Work Session  
 September 13, 2011

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Winter 2010 to Fall 2011

## Startup, a brief review

**Purpose** • To measure results

**Process** • To inspire action

**Products**

GREATER PORTLAND PULSE

Winter 2010 to Fall 2011

## Startup, a brief review

**Purpose**

**Process**

**Products**

- 1 Advisory Team
- 1 Equity Panel
- 9 Results Teams (9 topics)
- 100 organizations
- 200 people

 Economic Development	 Education	 Healthy People
 Safe People	 Social Capital	 Transportation Choices
 Vibrant Communities	 Clean Air & Water	 Climate Leadership

Winter 2010 to Fall 2011

## Startup, a brief review

**Purpose**

**Process** • Indicators

**Products**

- Online data
- First report
- Support Documents
  - Equity Proceedings
  - Business Plan

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72 total  
58 with data  
(at present)

## The indicators

**PROSPERITY**  
 Economy: wage per job, wage distribution, income, unemployment, self-sufficiency, child poverty, land for business, job growth, business loans, government efficiency

**HUMAN CAPITAL**  
 Educated people: Head Start access, student achievement, high school graduation, public schooling, sufficient opportunity, adult education levels  
 Healthy people: obesity and overweight rates, healthy eating, tobacco use, teen birth rates, prenatal care, tooth decay in children, immunization, mental health, health insurance, ER visits, preventive clinical care  
 Safe people: crime rates, recidivism, arrests, charges, perceived safety, parity, perceived trust

**SOCIAL CAPITAL**  
 Arts and culture: school arts specialists, youth participants, funding for arts providers, earned income of arts providers, culturally specific arts events, funding for diverse arts providers, diverse arts providers  
 Civic engagement: Internet access, library use, volunteering, group participation, charitable giving, voting, activism

**NATURAL CAPITAL**  
 Healthy, natural environment: land cover, ecologically healthy waterways, unhealthy air days, protected lands, proximity to nature and parks, proximity to compromised environments, functional ecological corridors, native vertebrate terrestrial species

**PHYSICAL CAPITAL**  
 Quality housing and communities: ownership gap, racial segregation, transportation + housing costs, high interest rate loans, homelessness rates, housing cost burden, housing-wage gap  
 Access and mobility: access (to travel options and nutritious food), travel delay and congestion, vehicle miles traveled, emissions, environmentally friendly travel modes, transportation costs

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## GPP Aligned with Metro's Desired Outcomes

 <b>Vibrant communities</b>	 <b>Equity</b>	 <b>Economic prosperity</b>
 <b>Transportation choices</b>	 <b>Clean air &amp; water</b>	 <b>Climate leadership</b>

6

## The online data (demo!)



portlandpulse.org

## The report – a brief overview

Makes sense of a lot of data.

Draws a conclusion.

Can help to build a regional civic agenda over time.

### *The Path to Economic Prosperity: Equity and the Education Imperative*

- The importance of human capital
- Who is our human capital?
- The challenges they face
- An upstream approach

GREATER PORTLAND PULSE

A taste of what's in the report

## Who is our human capital?

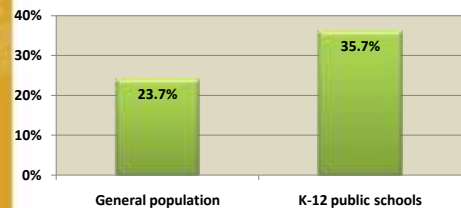
- Hispanic and Asian populations grew 4-5 times faster than the general population.
- In the greater Portland region, about
  - 1 in 5 were non-white in 2000
  - 1 in 4 were non-white in 2010

GREATER PORTLAND PULSE

A taste of what's in the report

## Children of color are our citizens & leaders of tomorrow.

Percent non-white in general population vs. K-12 schools, 2010



Sources: Oregon Department of Education; Washington Office of Superintendent of Public Instruction; U.S. Census Bureau, 2010 Census, Public Law 94-171 Summary File.

A taste of what's in the report



- Poverty rates
- Education
- Criminal supervision
- Housing cost burden
- Homeownership
- Transportation costs

The report demonstrates these inequities with data.

**Yet these children and their families face serious inequities in our region.**

GREATER PORTLAND PULSE

A taste of what's in the report

## An upstream approach

- It is all about people – our human capital.
- Education is the lever.



**When you include more people in your education system, when you include more people in your job training system, when you exclude more people from the criminal justice system, and make sure that you are not criminalizing young people, you are creating a base for economic success.**

Manuel Pastor, interview with Angela Glover Blackwell, June 16, 2011

GREATER PORTLAND PULSE

Who funded  
start-up?

2010 to  
present

## Metro and PSU have each invested over \$300,000 so far

- Metro
  - Project management
  - Business plan
  - First report
- Institute of Portland Metropolitan Studies (IMS at PSU)
  - Data gathering and research
  - Website development
  - Team staffing and support

CREATED PORTLAND  
PULSE

Beyond  
start-up

## Annual cost estimate

	Data	Engagement	Total
Personnel	81,555	225,000	306,555
Services and supplies	23,000	55,000	78,000
Travel	2,400	2,000	4,400
Implementation costs (space, equipment, etc.)	34,233	73,320	107,553
Graduate tuition remission	24,710	--	24,710
<b>Total</b>	<b>166,000</b>	<b>355,000</b>	<b>521,000</b>

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PULSE

Beyond  
start-up

## Fundraising targets

Seeking funding for three to five years:

- 50% public sector (Mike and Andy C)
- 20% foundations (Rita)
- 15% colleges and universities (Sheila)
- 15% businesses (Sheila)

Committed so far (FY 11-12):

- \$20,000 from PSU
- \$45,000 from Metro Council

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PULSE

Beyond  
start-up

## Host agency criteria

- **Governance** - provide administrative and fiduciary oversight
- **Neutrality** - allow programmatic independence
- **Convene** - help convene partners
- **Equity** - commit to equity and other project values
- **Geography** - work in four-county region
- **Rigor** - leverage PSU's data and research capacity

United Way

Oregon  
Community  
Foundation

Ecotrust

Oregon  
Solutions

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PULSE

## Questions for Council

- Does Metro want to help maintain this work?
- If so, how can Metro Council help fundraise and establish an organizational home?
- Does Metro Council agree to Metro as "placeholder" grant applicant until host agency is established?
  - Meyer Memorial Trust

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## Start up advisory team

### CO-CHAIRS

**Wim Wiewel**, President, Portland State University

**Gale Castillo**, President, Hispanic Metropolitan Chamber

### MEMBERS

**Gail Achterman**, Chair, Oregon Transportation Commission

**Sam Adams**, Mayor, City of Portland

**Thomas Aschenbrener**, President, Northwest Health Foundation

**Jeff Cogen**, Chair, Multnomah County Commission

**Lynn Valenter**, Acting Chancellor, Washington State University-Vancouver

**Paul Dennis**, Mayor, City of Camas

**Denny Doyle**, Mayor, City of Beaverton

**Josh Fuhrer**, Councilor, City of Gresham

**Jack Hoffman**, Mayor, City of Lake Oswego

**Mike Houck**, Executive Director, Urban Greenspaces Institute

**Marc Levy**, Executive Director, United Way of the Columbia-Willamette

**Nichole Maher**, Executive Director, Native American Youth and Family Center

**Pamela Morgan**, President, Graceful Systems

**Marcus Mundy**, President and CEO, Urban League of Portland

**Joseph Santos-Lyons**, Board Member, Asian Pacific American Network of Oregon

**Bill Scott**, General Manager, Zipcar Portland

**Steve Stuart**, Chair, Clark County Commission

**Bill Wyatt**, Executive Director, Port of Portland

**David Wynde**, Director, US Bank Community Relations

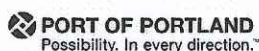


**Portland State**  
UNIVERSITY

**NORTHWEST HEALTH**  
**FOUNDATION**



**Metro** | *Making a great place*



# GREATER PORTLAND PULSE

MEASURING RESULTS,  
INSPIRING ACTION



## What is Greater Portland Pulse?

Greater Portland Pulse is a growing partnership between Portland State University, Metro and more than 100 organizations that uses both data and dialogue to encourage coordinated action for better results across the region.

Greater Portland Pulse data show where the region is successful and where it's lagging behind; where there's progress and where there's work to be done. Beyond measurement, indicators provide a road map for public and private action and a way to track progress to achieving desired outcomes for equitable, prosperous and sustainable communities.

## The well-being of the region

For the first time, anyone can "check the pulse" of the greater Portland region. At [portlandpulse.org](http://portlandpulse.org), 72 inter-connected indicators in nine topics reveal how the region is doing economically, socially and environmentally.



economic  
opportunity



education



healthy people



safe people



arts and  
culture



civic  
engagement



healthy natural  
environment



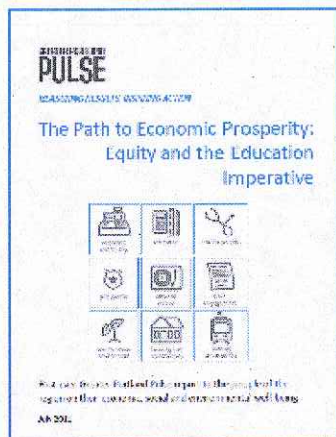
housing and  
communities



access  
and mobility

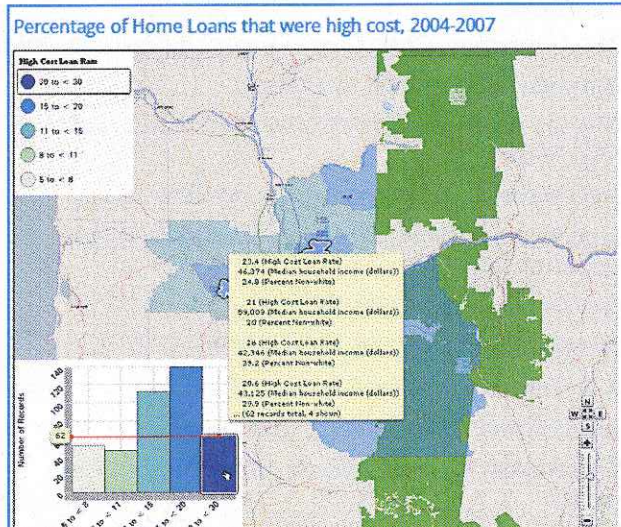
## The Road to Economic Prosperity: Equity and the Education Imperative

Based on data and stakeholder dialogues, Greater Portland Pulse's first report highlights equity as an issue that cuts across all topic areas, and education as a critical upstream lever to do something about it. Download the report at [portlandpulse.org](http://portlandpulse.org).



## Data and maps

At [portlandpulse.org](http://portlandpulse.org), you can view and play with the data. For example, you can see the prevalence of high-cost loans, income and race/ethnicity data for each mapped area at a single view.



## People involved

At [portlandpulse.org](http://portlandpulse.org), see the nearly 200 volunteer experts who helped to choose and measure these indicators during the start-up phase of the project.

## Contact

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## Endorse Greater Portland Pulse!

The next phases of the project will involve keeping the indicators and data current, inspiring coordinated action for better results, tracking progress and educating the public about how their region is doing.

Indicate that you think this work is important! At [portlandpulse.org](http://portlandpulse.org), click "Endorse Us."