

City of Portsmouth



City Cemeteries Perpetual Care Fund 10-Year Master Plan

**Department of Parks, Recreation
and Leisure Services**

November, 2006

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Section 1 – Introduction

Purpose

The purpose of this Cemetery Master Plan is to delineate a prioritized list of Capital Improvements within City Cemeteries. The City Cemeteries include Cedar Grove Cemetery, Oak Grove Cemetery, Mount Olive-Mount Calvary-Fisher’s Hill Cemetery and Olive Branch Cemetery. Improvements at City-owned Cemeteries have been extremely limited in the past due to the lack of resources available to make significant improvements.

On November 22, 2005, the Portsmouth City Council approved an ordinance that establishes a burial fee at city-owned cemeteries. With the implementation of these fees, funding will now be available to make needed improvements at cemeteries. It is anticipated that \$50,000 will be received per year due to these newly established fees.

In addition a long-establish cemetery escrow account reached its \$1,000,000.00 endowment in fiscal year 2006. Thus the interest on this account can now be used toward capital improvements. The estimated available balance on this escrow account at the time of this Master Plan is approximately \$185,000. It is estimated that the account will generate \$50,000 annually in interest.

In total, it is estimated that approximately \$100,000 will be generated annually for perpetual care programming. It is estimated that over the 10-year term of this plan that \$1,000,000 will be generated for this use. When added with the current balance of \$185,000.00, the total available for implementation of this Cemetery Capital Improvement Master Plan is \$1,185,000.

With these sources of funding available for use, a course of action is needed to formally establish the prioritized use of the accumulated funding. Therefore, this plan will lay a framework for the use of such funds and the prospective projects to be completed over the term of the next 10 years.

Process

Development of this Master Plan has been under the direction of the Department of Parks, Recreation and Leisure Services. The following City staff participated in various levels of contributions to the development of this Master Plan

:

Michael Morris, Director of Parks, Recreation and Leisure Services
Meg Pittenger, Manager of Parks (Parks, Recreation & Leisure Services)
Mary Smith, Management Analyst (Parks, Recreation & Leisure Services)
Bill McGlaughon, Director of General Services
Joe Grillo, Management Analyst (General Services)
Youssef Khalil, Senior Civil Engineer (Engineering)

The committee visited each cemetery and made cumulative lists of needed improvements. The lists of projects was delineated and prioritized for each cemetery. Costs were estimated for each capital improvement project and a final prioritized list for all projects was created by year based upon the estimated funding expected to be available in the cemetery perpetual care account. Some projects were identified as needed, but were outside the responsibility of the City. Other

projects were so extensive that they could not be addressed by Perpetual Care Funding. The responsible party for each project was identified and listed as the source of funding for the respective projects.

Guidelines for perpetual care improvements and issues related to cemeteries were developed to assist in future decision making on cemetery maintenance and improvement issues. These guidelines are attached to this Master Plan as Appendix A. These guidelines were generated after researching policies, procedures and guidelines of other municipalities across the state and nation. In addition, the Portsmouth City Code clearly gives information on policies for maintenance of cemeteries. The guidelines were established based upon this information. City Code sections dealing with perpetual care of cemeteries are attached to this Master Plan as Appendix B.

Section 2 – Cedar Grove Cemetery

History

The land for the Cedar Grove Cemetery was acquired on November 4, 1829. A four-acre parcel from the southwest corner of a tract called the “Cottage” was purchased from Capt. E.P. Kennedy for \$400.00. This location is currently bounded by Effingham Street to the east and Fort Lane to the west. Town Trustees, believing that burials were injurious to the health of inhabitants, petitioned the state legislature for permission to prohibit burial within the city limits. The act of 13 March 1832 authorized the town to purchase, and sell lots in a city burying ground. The property chosen was a four-acre (now five 1/4 acre) piece of land situated on the NW extremity of town on Effingham. The first burial was in 1832 during a cholera epidemic. This area was annexed in 1894. Now known as *Cedar Grove*, a Victorian cemetery. The Civil War Roundtable and other interested citizens were instrumental in the placing of the cemetery on the Virginia Register of Historical Places on 19 June 1991 and the National Register of Historical Places on 15 October 1992. This group under Bill Blake initiated “A Walk in Time” tour in the late 1980s. There are mass graves from the Yellow Fever epidemic of 1855. There were a few plats set aside for “strangers,” but the vast majority of those resting here left their imprint on the city.

Among the historic personages resting here are: Thomas Williamson (1791-1859) convinced Congress to establish the Portsmouth Naval Hospital; John H. Wingfield (1821-1871) rector of Trinity Church; George W. Grice (1824-1875) Portsmouth first Mayor; John L. Porter (1813-1893) converted the USS Merrimack to the ironclad CSS Virginia. 368 identified veterans of the Civil War from both sides are interred here.

Today, Cedar Grove Cemetery is listed on the Virginia and National registers of historic sites, the cemetery is noted for its funerary art and the civic, business, maritime, religious and military leaders who are buried there. Historical markers placed throughout the cemetery allow for self-guided tours.

Projects

2.1 Grave Cave-ins

Grave cave-ins are an ongoing problem in cemeteries, particularly older cemeteries. They present a safety hazard to visitors of the Cemetery and thus the Parks Division will make every effort to fill in any cave-ins within a week of notification. The Parks Division will fill all cave-ins with dirt. Any reconstruction of grave surrounds or tops will be the responsibility of the grave owner or the Cedar Grove Cemetery Foundation.

Cost:	Minimal
Funding Source:	General Fund Operating Budget – Parks Division
Proposed Completion Date:	Ongoing – As Needed

2.2 Removal of Saplings and Unwanted Plants

The emergence of saplings from seeds blown from nearby trees is a continuous problem within cemeteries. The Parks Division will develop a yearly maintenance program to address this issue.

Cost: Minimal
Funding Source: General Fund Operating Budget – Parks Division
Proposed Completion Date: Ongoing – As Needed

2.3 Obelisk – Ogg

An Obelisk was blown over during the hurricane in September of 2003. Money was requested from FEMA to repair this monument. The monument was repaired in November of 2005. The wrought iron fencing surrounding the monument was damaged by the fall. This is still in need of repair.

Cost: \$2,500
Funding Source: FEMA Reimbursement
Proposed Completion Date: September 2005 - **COMPLETED**

2.4 Mausoleum

The Murdaugh mausoleum is in disrepair and is a safety hazard due to its location along the main thoroughfare through the Cemetery. Due to the safety risk the mausoleum is recommended to be repaired with Perpetual Care Funds.

Cost: \$29,880
Funding Source: Perpetual Care Fund
Proposed Completion Date: May 2006 - **COMPLETED**

2.5 Wrought Iron Fencing – Damaged or Stolen

There are currently numerous grave plots throughout the cemetery that have wrought iron fencing surrounding them. The wrought iron fencing placed around grave plots will be considered the property of the grave plot owner. The City will not make repairs to wrought iron surrounding gravesites. The City reserves the right to remove any wrought iron fencing around grave sites that has fallen into considerable disrepair or is considered a safety hazard to visitors. The cost of repair or restoration will fall upon the plot owner or the Foundation.

Cost: Undetermined
Funding Source: Grave Plot Owners or Foundation
Proposed Completion Date: As Feasible

2.6 Headstones/Markers/Monuments (Missing or Damaged)

There are currently over 100 of such within the Cemetery that are in disrepair. The Portsmouth Cedar Grove Cemetery Foundation will create a list of these items and will develop a priority listing of between 10-15 per year for restoration based upon fund raising efforts. The City is responsible to upright any markers that are leaning or fallen over. Any such markers that are a safety hazard or deemed beyond repair will be removed. The grave owners are responsible for any repair or replacement to markers.

Cost: Undetermined
Funding Source: Grave Site Owners or Foundation
Proposed Completion Date: Ongoing – As Needed

2.7 Historical Signage

Funding for any and all historic signage within Cedar Grove Cemetery will be raised by community groups interested in the history contained within the cemetery. Approved City specification standards for historical signage must be used for any such signs. The Department of Museums and the History Commission have identified and created a standard sign for use in areas of historic significance (i.e. – Path of History). Cedar Grove Cemetery is listed as an adjacent attraction to the Path of History and as such, all future historic signage shall match the standard set forth by the Path of History. Pricing of signage varies based on size and location.

Cost: Varies – \$500 to \$1,500 each
Funding Source: Community Groups or Foundation
Proposed Completion Date: To Be Determined

2.8 Grave Site Surrounds (Brick or Other)

There are currently numerous gravesite surrounds within the cemetery made of brick or other materials. All gravesite surrounds are the property of the grave plot owner. The City will not make repairs to such, unless they are deemed a safety hazard. Should the disrepair constitute a safety hazard, the City will remove the cause of such hazard and fill the area with dirt to alleviate any unsafe conditions. The Cedar Grove Cemetery Foundation will undertake making needed repairs to these items over time through a prioritized list of these grave-site projects.

Cost: Varies – Dependent upon size and condition
Funding Source: Grave Site Owner or Foundation
Proposed Completion Date: Ongoing – As Needed

2.9 Perimeter Fencing

The existing fencing along the Effingham Street side of the cemetery is in need of repair. The brick wall is in need of cement stuccowork and the chain link fencing on top of the brickwork should be replaced with a more aesthetically pleasing fence. Structural stability of the perimeter fence needs to be examined to determine if the over coating can be removed to show the original brick fence. It is recommended that the chain link on the Effingham Street side be replaced sections of black cast aluminum pickets in between brick pillars.

Cost: Recoating - \$10,000
Fencing - \$25,000
Funding Source: Perpetual Care Fund
Proposed Completion Date: FY2007

2.10 Trash Cans

It is recommended that up to date trash cans be placed within the cemetery. It is estimated that five (5) trash cans would be appropriate. The trashcans will be similar in construction and aesthetics to those on City sidewalks.

Cost: \$4,000

Funding Source: General Operating Budget or Perpetual Care Fund
Proposed Completion Date: **May 2006 – COMPLETED**
The Foundation requested and received decorative trashcans, which had been removed from downtown during the recent replacement of street furniture.

2.11 Entrance Signage

It is recommended that new signage be placed at entrances to the cemetery for identification purposes. These would require the installation of two signs. These should be decorative signs that are appropriate in look and durability for a cemetery application. (For Type of Sign – see guidelines – Appendix A).

Cost: \$4,000
Funding Source: Perpetual Care Fund
Proposed Completion Date: FY2009

2.12 Entrance Beautification and Landscaping

Entrance beautification shall be a joint partnership with the community garden clubs or other community groups and the City. The Parkview Garden Club has come forward and indicated a willingness to beautify and maintain the entrances of Cedar Grove Cemetery. A maintenance agreement will be developed to address this issue.

Cost: Varies
Funding Source: Community Organization
Proposed Completion Date: Ongoing

2.13 Roadways

At this time the roadways within the cemetery are in reasonably good condition. There does not appear to be a need for enhancement at this time. Based on a 30-year replacement cycle, the roadways should be re-surfaced in 2025. That time frame is beyond the scope of this plan.

Cost: \$20,000
Funding Source: Perpetual Care Fund
Proposed Completion Date: 2025

2.14 Scatter Garden (Cremains)

The Portsmouth Cedar Grove Cemetery Foundation desires to create a Scatter Garden for the spreading of cremain ashes. An area of approximately 10 feet by 15 feet would be needed to accommodate this amenity. The Foundation wishes to raise funding to construct this amenity. An agreement shall be developed between the City and the Cedar Grove Foundation for the operation of the Scatter Garden. Engineering has agreed to make granite curbing stones and cobblestones available from the current stockpile, if desired.

Cost: \$3,500 – \$5,000
Funding Source: Portsmouth Cedar Grove Cemetery Foundation

Proposed Completion Date: FY2007

2.15 Drainage

At this time there does not appear to be any drainage issues that need corrected.

2.16 Entrance Gates

The entrance gates are in need of scraping and painting. The Sheriff has agreed to complete this project with the inmate work crew on an as needed basis. Interest has risen in re-working the entrances and gates. The Cedar Grove Cemetery Foundation is developing potential plans for future consideration of this project.

Cost: Undetermined
Funding Source:
Proposed Completion Date: To Be Determined

2.17 Water Access

There are currently three water nozzles located within the cemetery. Leaks occurred in the plumbing system some years ago and the water has not been operational since that time. The Department of General Services will make one nozzle functional and cap off the other two that caused the leak. This nozzle will be near the rear entrance of the cemetery. The cost to fix the other two lines is cost prohibitive for the amount of water usage in the cemetery.

Cost: \$500
Funding Source: Operating Budget
Proposed Completion Date: FY2007

Other Information

The Portsmouth Cedar Grove Cemetery Foundation has been formed (November, 2005) to assist in the restoration of the Cedar Grove Cemetery. The Foundation became incorporated in March of 2006. The purpose of the Foundation is to raise funds to help restore markers, headstone and monuments; to make long lasting beautification improvements; and to help raise the awareness of Cedar Grove as a historical site, in particular a Civil War Historical site. The Cemetery is listed on the National Registry of Historic Places and has the potential to become a destination for tourist interested in Civil War History.

Maintenance is currently done by the Sheriff's Office to include: mowing, picking up of trash and general assistance on special beautification projects. The City of Portsmouth Police Department opens the cemetery gates at approximately 7:00am each morning and closes them at dusk each night.

Summary of Projects

Project	Name	Cost	Funding Source	Fiscal Year
2.1	Cave-ins	?	Operating Budget	Ongoing
2.2	Saplings	?	Operating Budget	Ongoing
2.3	Obelisk	\$2,500	Perpetual Care	FY2006-completed
2.4	Mausoleum	\$29,880	Perpetual Care	FY2006-completed
2.5	Wrought Iron Fencing	?	Owner/Foundation	Ongoing
2.6	Headstones/Markers	?	Owner/Foundation	Ongoing
2.7	Historical Signage	?	Foundation	Ongoing
2.8	Grave Surrounds	?	Owner/Foundation	Ongoing
2.9	Perimeter Fencing	\$35,000	Perpetual Care	FY2007
2.10	Trash Cans	\$4,000	Operating Budget	FY2006-completed
2.11	Entrance Signage	\$4,000	Perpetual Care	FY2009
2.12	Entrance Beautification	?	Community	Ongoing
2.13	Roadways	None	None	FY2025
2.14	Scatter Garden	\$3,500	Foundation	FY2007
2.15	Drainage	None	None	-----
2.16	Entrance Gates	?	Foundation	TBD
2.17	Water Access	\$500	Operating Budget	FY2006

Aerial Photograph



Section 3 – Oak Grove Cemetery

History

The earliest legible inscription in *Oak Grove* Cemetery is that of Dr. Grothon Morton, 23 July 1833. Oak Grove consists of an older section known as *Oak Grove/Portlock* and a newer, larger section know simply as Oak Grove for a total of 27 acres. Portlock Cemetery was the property of the Portlock family. William Portlock conveyed the land to Trustees of the town of Portsmouth prior to his death on 2 March 1851. Oak Grove is the expansion section at Peninsula Avenue and London Boulevard. This area had previously been a horse park racetrack called Oak Grove.

Among the historical personages resting here are: Norman Roud Hamilton (1977-1964) US Congressman 1937-1939, publisher Portsmouth Star newspaper; Harry L. Maynard (1861-1922) US Congressman 1901-1911; 322 identified Civil War veterans are interred here. Other wars are also represented.

Projects

3.1 Grave Cave-ins

Grave cave-ins are an ongoing problem in cemeteries, particularly older cemeteries. They present a safety hazard to visitors of the Cemetery and thus the Parks Division will make every effort to fill in any cave-ins within a week of notification. The Parks Division will fill all cave-ins with dirt. Any reconstruction of grave surrounds or tops (granite, brick, concrete) will be the responsibility of the grave owner or a community group.

Cost: Minimal
Funding Source: General Fund Operating Budget – Parks Division
Proposed Completion Date: Ongoing – As Needed

3.2 Removal of Saplings and Unwanted Plants

The emergence of saplings from seeds blown from nearby trees is a continuous problem within cemeteries. The Parks Division will develop a yearly maintenance program to address this issue.

Cost: Minimal
Funding Source: General Fund Operating Budget – Parks Division
Proposed Completion Date: Ongoing – As Needed

3.3 Wrought Iron Fencing – Damaged or Stolen

There are currently numerous grave plots throughout the cemetery that have wrought iron fencing surrounding them. The wrought iron fencing placed around grave plots will be considered the property of the grave plot owner. The City will not make repairs to wrought iron surrounding gravesites. The City reserves the right to remove any wrought iron fencing around grave sites that has fallen into considerable disrepair or is considered a safety hazard to visitors. The cost of repair or restoration will fall upon the plot owner or the Foundation.

Cost: Undetermined

Funding Source: Grave Plot Owners or Foundation
Proposed Completion Date: Ongoing – As Needed

3.4 Headstones/Markers/Monuments (Missing or Damaged)

The City is responsible to upright any markers that are leaning or fallen over. Any such that are a safety hazard or deemed beyond repair will be removed. The grave owners are responsible for any repair or replacement to markers.

Cost: Undetermined
Funding Source: Grave Site Owners or Community Group
Proposed Completion Date: Ongoing – As Needed

3.5 Historical Signage

Funding for any and all historic signage within Oak Grove Cemetery will be raised by community groups interested in the history contained within the cemetery. Approved City specification standards for historical signage must be used for any such signs. The Department of Museums and the History Commission have identified and created a standard sign for use in areas of historic significance (i.e. – Path of History). These standard signs should be used. Pricing for signage varies based on size and location.

Cost: Varies - \$500 to \$1,500 each
Funding Source: Community Groups
Proposed Completion Date: To Be Determined

3.6 Grave Site Surrounds (Brick or Other)

There are several gravesite surrounds within the cemetery made of brick or other materials. There are some in poor condition. These are all located in the oldest section of the cemetery. All gravesite surrounds are the property of the grave plot owner. The City will not make repairs to such, unless they are deemed a safety hazard. Should the disrepair constitute a safety hazard, the City will remove the cause of such hazard and fill the area with dirt or other material as needed to alleviate any unsafe conditions.

Cost: Undetermined
Funding Source: Grave Site Owner or Community Groups
Proposed Completion Date: Ongoing – As Needed

3.7 Perimeter Fencing

The brick perimeter fencing on three sides of the cemetery are in good condition. No apparent improvements are needed at this time. The fence to the rear of the cemetery is chain link and should be considered for replacement. This area is seldom visible due to its location and the buffer created by evergreens along the back of the cemetery. This is not view as a high priority item, but something to be considered in future years.

Cost: \$10,000
Funding Source: Perpetual Care Fund

Proposed Completion Date: FY2010

3.8 Trash Cans

It is recommended that up to date trash cans be placed within the cemetery. It is estimated that sixteen (16) trash cans would be appropriate. The trashcans will be similar in construction and aesthetics to those on City sidewalks.

Cost: \$12,800
Funding Source: General Operating Budget or Perpetual Care Fund
Proposed Completion Date: FY2009

3.9 Entrance Signage

It is recommended that new signage be placed at entrances to the cemetery for identification purposes. Two signs would be required to complete this project. These should be decorative signs that are appropriate in look and durability for a cemetery application. (For Type of Sign – see guidelines – Appendix A).

Cost: \$4,000
Funding Source: Perpetual Care Fund
Proposed Completion Date: FY2009

3.10 Entrance Beautification and Landscaping

Entrance beatification shall be a joint partnership with the community garden clubs or other community groups and the City. The West Parkview Civic League has agreed to beautify and maintain the entrance at Peninsula and London through the adopt-a-spot program.

Cost: To Be Determined
Funding Source: Community Organization
Proposed Completion Date: Ongoing

3.11 Roadways

Minor repairs are needed in some spots. A full resurfacing should be scheduled for 2015. A 30-year resurfacing cycle should be implemented after that time.

Cost: \$150,000
Funding Source: Perpetual Care Fund
Proposed Completion Date: 2015

3.12 Drainage

A need for drainage improvements exists in throughout the cemetery. Easily recognizable low areas near the middle of the cemetery collect water and create a problem at times for visitation and funeral arrangements.

Cost: \$272,000
Funding Source: Perpetual Care Fund
Proposed Completion Date: FY2015

Summary of Projects

Project	Name	Cost	Funding Source	Fiscal Year
3.1	Cave-ins	?	Operating Budget	Ongoing
3.2	Saplings	?	Operating Budget	Ongoing
3.3	Wrought Iron Fencing	?	Owner	As Needed
3.4	Headstones/Markers	?	Owner	As Needed
3.5	Historical Signage	?	Community	As Requested
3.6	Grave Surrounds	?	Owner	As Needed
3.7	Perimeter Fencing	\$10,000	Perpetual Care	FY2010
3.8	Trash Cans	\$12,800	Operating Budget	FY2009
3.9	Entrance Signage	\$4,000	Perpetual Care	FY2009
3.10	Entrance Beautification	?	Community	As Requested
3.11	Roadways	\$150,000	Perpetual Care	FY2015
3.12	Drainage	\$272,000	Perpetual Care	FY2015

Aerial Photograph



Other Information

Maintenance in Oak Grove Cemetery is currently contracted. The Parks Division oversees this contract. The contract includes: mowing, weed eating and picking up of trash. All other maintenance and/or beautification projects are performed by the Parks Division. The City of Portsmouth Police Department opens the cemetery gates at approximately 7:00am each morning and closes them at dusk each night.

Section 4 –Mt. Calvary/Mt. Olive/ Fisher’s Hill Cemetery

History

Fisher’s Hill, Mount Calvary, and Mount Olive cemeteries are adjoining burying grounds for African-Americans since blacks were not to be buried in other city cemeteries. The oldest identifiable burial was Isaac Davis on 30 October 1856. Mount Olive was established on 5 May 1879 by a group of trustees that included a driver, several laborers, a pastor, a shoemaker, and an undertaker. Fisher Hill was closed for burial in 1938 except for lot owners, and the other cemeteries were closed in 1964 by order of the city health department.

Potters Field was purchased by the city to provide for burial of indigent victims of the Yellow Fever. Whites and blacks were buried in mass graves in separate sections of this plat. Records are non-existent. This field is behind Mount Olive cemetery.

Among the historical personages resting here are: Ida B. Barbour (1857-1925) teacher; Frank Cyrus Campbell (1863-1918) minister; John T. Fisher (-1950) undertaker; Dr. Joseph J. France (1865-1926); Israel Charles Norcom (1856-1916) educator; John Riddick () city councilman; Hiram Simmons (-1938) composer; Jeffrey T. Wilson (1843-1929) journalist. (See Inscription in Triumph, Mae Haywood & Dinah Walters)

Projects

4.1 Drainage

Serious drainage issues are persistent at this cemetery. It appears that drainage from the surrounding neighborhood also collects in the cemetery. Extensive work needs to be done at this location. A complete drainage plan should be done for this area. The amount of work to be done is far beyond what the Perpetual Care Fund will ever be able to address. It is recommended that the City Engineering Department assist in creating a drainage plan for this location and add this to the future Capital Improvement Program.

Cost:	To Be Determined
Funding Source:	Capital Improvement Program
Proposed Completion Date:	To Be Determined

4.2 Sunken Graves

Due to the age of the cemetery and the poor drainage, many gravesites are sunken or are caving in. This presents a safety hazard for those visiting the cemetery. There is no way this project could be handled within the Perpetual Care Fund or General Operating Budget. This will be a large project and will take numerous years to complete. A separate complete plan should be done for this project, seeing the magnitude of the work to be done and the expense that will be required to complete the project.

Cost:	To Be Determined
Funding Source:	Capital Improvement Program

Proposed Completion Date: To Be Determined

4.3 Roadways

Roadways are very poor to nonexistent throughout the cemetery. A complete road reworking is needed. The City Engineering Department will be consulted for a complete roadway plan for this cemetery. This would be well beyond the scope of possibility for the Perpetual Care Fund. Future Capital Improvement Program funds would have to address this issue.

Cost: To Be Determined
Funding Source: Capital Improvement Program
Proposed Completion Date: To Be Determined

4.4 Headstones

Due to the age of the cemetery and the drainage problems, numerous headstones are leaning or are pointing in all sorts of unusual angles. This issue cannot be addressed until the drainage problems are remedied. Normally, headstones are the responsibility of the owner or a community group willing to adopt the project. The City is responsible to upright any markers that are leaning or fallen over. Any such markers that are a safety hazard or deemed beyond repair will be removed. The grave owners are responsible for any repair or replacement to markers. In 1998 a "Letter of Intent" was entered into for the Minority Police Officers Association of Portsmouth to begin a systematic restoration of gravesites, to include repair of monuments, stones and other appurtenances. This agreement further states that the MPOAP will develop a fund raising campaign for the restoration of the afore mentioned items.

Cost: To Be Determined
Funding Source: MPOAP
Proposed Completion Date: To Be Determined

4.5 Trash Cans

Due to the very limited visitation at this cemetery it is recommended that no trash cans be placed within the cemetery. Should a need exist for trashcans in the future, the standard model will be used.

4.6 Entrance Signage

Signage was incorporated into the entrance feature of this cemetery when the gates were installed in 2000. It is not recommended to add any additional signage at this time.

Summary of Projects

Project	Name	Cost	Funding Source	Fiscal Year
4.1	Drainage	?	Future CIP	?
4.2	Sunken Graves	?	Future CIP	?
4.3	Roadways	?	Future CIP	?
4.4	Headstones/Markers	?	Owners/MPOAP	?
4.5	Trash Cans	None	-----	-----
4.6	Entrance Signage	None	-----	2000-completed

Aerial Photograph



Other Information

Maintenance in Mount Calvary/Mount Olive Cemetery is currently handled by the Sheriff's Inmate Work Crew. This maintenance includes: mowing, weed eating and picking up of trash. The cemetery gates are left open.

Section 5 – Olive Branch Cemetery

History

Olive Branch cemetery consists of 40 acres of the Bunting Tract that became City Park. In 1922 the first burial was made in this tract on land. The area is part of the City Park Lands that have been city property since 1935. There were to be no mounds in this cemetery, but turfed and level.

Among the historical personages resting here are: V. C. Andrews (1928-1986) author; Robert Thomas Shea Jr. (1927-1953) 1st Lt., West Point class of 1952, and Medal of Honor.

Projects

5.1 Perimeter Fencing

Olive Branch Cemetery currently has no fencing along one-half of the road frontage. The other half has a split rail fence surrounding it. A decorative perimeter fence is recommended that would include brick pillars with sections of black cast aluminum pickets in between. It is likely that this project would be divided into four phases to include the front to the west (\$112,500/FY), front to the east (\$120,000/FY), right side of the west portion (\$60,000/FY) and left side of the east portion (\$75,000/FY).

Cost:	\$367,500 Total
Funding Source:	Perpetual Care Fund
Proposed Completion Date	Phase I – FY2007 Phase II – FY2008 Phase III – FY2010 Phase IV – FY2010

5.2 Tree Removal

There are numerous trees growing within the cemetery, whose root systems are impacting headstones and grave markers. It is recommended that these trees be removed in a systematic long-term plan to be developed by the City Arborist and Tree Crew within the Parks Division.

Cost:	TBD
Funding Source:	General Operating Budget
Proposed Completion Date	Ongoing – as needed

5.3 Roadways

The roadways within the cemetery are in very good condition at present. A 30-year cyclical replacement plan should be established to addresses roadway repair needs in the future. Roads in Olive Branch were repaved in 2000, meaning resurfacing will be needed in 2030. That time frame is beyond the scope of this plan.

Cost:	\$160,000
Funding Source:	Perpetual Care Funding
Proposed Completion Date	2030

5.4 Trash Cans

It is recommended that up to date trash cans be placed within the cemetery. It is estimated that 35 trash cans would be appropriate. The trashcans will be similar in construction and aesthetics to those on City sidewalks.

Cost: \$28,000
Funding Source: General Operating Budget
Proposed Completion Date: FY2009

5.5 Entrance Signs

It is recommended that new signage be placed at entrances to the cemetery for identification purposes. Two signs are recommended at this cemetery. These should be decorative signs that are appropriate in look and durability for a cemetery application.

Cost: \$4,000
Funding Source: Perpetual Care
Proposed Completion Date: FY2009

Summary of Projects

Project	Name	Cost	Funding Source	Fiscal Year
5.1.1	Perimeter Fencing–Phase I	\$112,500	Perpetual Care	FY2007
5.1.2	Phase II	\$120,000	Perpetual Care	FY2008
5.1.3	Phase III	\$60,000	Perpetual Care	FY2010
5.1.4	Phase IV	\$75,000	Perpetual Care	FY2010
5.2	Tree Removal	TBD	Operating Budget	As Needed
5.3	Roadways	\$160,000	Perpetual Care	FY2030
5.4	Trash Cans	\$28,000	Operating Budget	FY2009
5.5	Entrance Signage	\$4,000	Perpetual Care	FY2009

Other Information

Maintenance in Olive Branch Cemetery is currently contracted. The Parks Division oversees this contract. The contract includes: mowing, weed eating and picking up of trash. All other maintenance and/or beautification projects are performed by the Parks Division. The cemetery has no gates and is open to traffic. The Police Department provides security to the cemetery area as part of their duties for security at City Park. Nighttime security is contracted through the Department of General Services.

The cemetery office is located in Olive Branch Cemetery. The operation of this office is contracted with Wimbrough and Sons. This company is responsible for the sale of lots, record keeping and coordination of burials at all City owned cemeteries.

Aerial Photograph



Section 6 – Recommendations

The recommendations contained within this section address the Perpetual Care Fund. This section will give an overall view of all the projects at all City owned cemeteries that are planned to be funded through the Perpetual Care Fund. There are other projects identified in the individual cemetery sections that will be completed by other funding mechanisms, whether Operating Budget, CIP or by community organizations. Those individual sections address those areas and are not repeated here. This is a compilation and prioritization of the projects to be funded through the Perpetual Care Fund.

The Chart below indicates a prioritized list of recommended projects by fiscal year. The chart details the project, the estimated cost and the fiscal year for starting the project. The column at the far right is an indicator of the estimated balance available in the perpetual fund after each project. This prioritized list is based upon the estimated funding to be available over the next 10-years in the Perpetual Care Fund.

Project	Name	Amount	Fiscal Year	Balance
	Perpetual Care Balance		2006	\$140,468
2.4	Cedar Grove - Murdaugh Mausoleum	\$29,880	2006	\$110,588
	Revenue – Interest and Burial Fees	\$74,809	2006	\$185,397
2.9	Cedar Grove Fencing	\$35,000	2007	\$150,397
5.1.1	Olive Branch – Fencing – Phase I	\$112,000	2007	\$37,897
	Revenue – Interest and Burial Fees	\$100,000	2007	\$137,897
5.1.2	Olive Branch – Fencing – Phase II	\$120,000	2008	\$17,897
	Revenue – Interest and Burial Fees	\$100,000	2008	\$117,897
2.11	Cedar Grove – Entrance Signage	\$4,000	2009	\$113,897
3.9	Oak Grove – Entrance Signage	\$4,000	2009	\$109,897
5.5	Olive Branch – Entrance Signage	\$4,000	2009	\$105,897
3.8	Oak Grove – Trash Cans	\$12,800	2009	\$93,097
5.4	Olive Branch – Trash Cans	\$35,000	2009	\$58,097
	Revenue – Interest and Burial Fees	\$100,000	2009	\$158,097
5.1.3	Olive Branch – Fencing – Phase III	\$60,000	2010	\$98,097
5.1.4	Olive Branch – Fencing – Phase IV	\$75,000	2010	\$23,097
3.7	Oak Grove – Fencing – Back Portion	\$10,000	2010	\$13,097
	Revenue – Interest and Burial Fees	\$100,000	2010	\$113,097
	Revenue – Interest and Burial Fees	\$100,000	2011	\$213,097
	Revenue – Interest and Burial Fees	\$100,000	2012	\$313,097
	Revenue – Interest and Burial Fees	\$100,000	2013	\$413,097
	Revenue – Interest and Burial Fees	\$100,000	2014	\$513,097
3.12	Oak Grove Drainage	\$272,000	2015	\$241,097
3.11	Oak Grove Roadways	\$150,000	2015	\$91,097
	Revenue – Interest and Burial Fees	\$100,000	2015	\$191,097
	Revenue – Interest and Burial Fees	\$100,000	2016	\$291,097

All of the projects within this plan were examined and estimated based on current (2006) costs. Actual costs at the time of the project could be higher, due to inflation or changes in construction material costs. Thus, for the purposes of this study, only 2006 price estimates could be used.

APPENDIX A –

Cemetery Perpetual Care Guidelines

1. Mowing
Perpetual Care Funding has not been available for use to fund mowing of cemeteries. Mowing has been handled within the Park Division Operating Budget for numerous years. However, the Sheriff's Office does assist in Cedar Grove Cemetery with the inmate work crew. In light of the necessary capital improvements needed at City cemeteries it does not appear that perpetual care funding can address mowing anytime in the near future. The approval of burial fees by City Council in November of 2005 indicated that the proceeds from these fees would be used for capital improvements, thus mowing will likely be done through the operating budget well into the future.
2. Removal of plants (saplings, trees, vines, etc)
The Parks Division has established a cyclical program to remove saplings and vines within and around the cemeteries. These will be addressed in the spring and fall of each year, tentatively May and September. Full-grown trees will be addressed, as time and funding are available for removal within the Parks Division Operating Budget.
3. Cave-ins
Grave cave-ins are an ongoing problem in cemeteries, particularly older cemeteries. They present a safety hazard to visitors of the Cemetery and thus the Parks Division will make every effort to fill in any cave-ins within a week of notification.
4. Wrought Iron Fencing (Damaged or Stolen)
The wrought iron fencing placed around grave plots is the property of the grave plot owner. The City will not make repairs to wrought iron surrounding gravesites. The City will make reasonable effort to contact the immediate family of the gravesite affected to give notification of disrepair. If no communication or action is apparent by the owner, the City reserves the right to remove any wrought iron fencing around grave sites that has fallen into considerable disrepair or is considered a safety hazard to visitors. The cost of repair or restoration will fall upon the plot owner or any community groups willing to raise funding for the repair or restoration (ex: Portsmouth Cedar Grove Cemetery Foundation). Should the disrepair be caused by vandalism or by vehicular accident, restoration will be sought from the responsible party.
5. Headstones/Markers (Damaged or Missing)
All headstones and markers of any nature are the property of the grave plot owner. The City will not make repairs to these at any gravesites. The City will put back in place any markers that are knocked over, as long as they are intact and able to be up righted. The City will make reasonable effort to contact the immediate family of the any maker in disrepair to give notification of such. If no communication or action is apparent by the owner, the City reserves the right to remove any of these afore mentioned items around gravesites that has fallen into considerable disrepair or is considered a safety hazard to visitors. The cost of repair or restoration will fall upon the plot owner or any community

groups willing to raise funding for the repair or restoration (ex: Portsmouth Cedar Grove Cemetery Foundation). Should the disrepair be caused by vandalism or by vehicular accident, restoration will be sought from the responsible party.

6. Historical Signage

Standardized specifications have been established by the History Commission and the City Department of Museums. These specifications must be followed on any historical markers or signs within the cemetery. A copy of these specifications is attached to this Appendix (Attachment #1).

7. Grave Site Surrounds (Brick, Granite or Other)

The grave site surrounds placed around grave plots is the property of the grave plot owner. The City will not make repairs to these surrounds. The City will make reasonable effort to contact the immediate family of the gravesite affected to give notification of disrepair. If no communication or action is apparent by the owner, the City reserves the right to remove any surrounds around gravesites that has fallen into considerable disrepair or is considered a safety hazard to visitors. The cost of repair or restoration will fall upon the plot owner or any community groups willing to raise funding for the repair or restoration (ex: Portsmouth Cedar Grove Cemetery Foundation). Should the disrepair be caused by vandalism or by vehicular accident, restoration will be sought from the responsible party.

8. Perimeter Fencing

The recommended perimeter fencing includes brick pillars with sections of black cast aluminum pickets in between. This will be the standard form of fencing to identify the cemetery. Perimeter fencing will be a capital improvement and thus an item to be addressed with perpetual care funding.

9. Trash Cans

A standard model trashcan has been specified for use in parks and public spaces. The Parks Division will develop a cyclical replacement program to replace the trashcans in the cemeteries with a more modern and aesthetically pleasing model. (Model – Belson I#5-TC55). Specifications for these trashcans are attached at the end of this Appendix section (Attachment#2)

10. Monuments

The various monuments among City owned cemeteries are treated in like manner to headstones. These monuments were purchased by private owners and reside on plots that are privately owned. Responsibility for these monuments lies upon the owners or family members. The City will make reasonable effort to contact the immediate family of the any monument in disrepair to give notification of such. If no communication or action is apparent by the owner, the City reserves the right to remove any of these afore mentioned items that have fallen into considerable disrepair or is considered a safety hazard to visitors. The cost of repair or restoration will fall upon the plot owner or any community groups willing to raise funding for the repair or restoration

11. Mausoleums

Any mausoleums among City owned cemeteries are treated in like manner to headstones or monuments. These mausoleums were purchased by private owners and reside on plots that are privately owned. Responsibility for these lies upon the owners or family members. The City will make reasonable effort to contact the immediate family of the any mausoleum in disrepair to give notification of such. The cost of repair or restoration will fall upon the plot owner or any community groups willing to raise funding for the repair or restoration. If no communication or action is apparent by the owner, the City reserves the right to remove any of these afore mentioned items that have fallen into considerable disrepair where feasible. Since these are building structures and house human remains, the City may choose to repair a mausoleum if it is considered a safety hazard to visitors and/or poses a significant hardship to remove. In which case Perpetual Care Funding could be used for this purpose.

12. Security Lighting

Lighting is generally not provided within City cemeteries. Should vandalism become a problem within a cemetery, security lighting may be considered on a case-by-case basis. This is incumbent upon access to electrical power and determination of need.

13. Roadways/Parking

The City shall be responsible for roadways within City owned cemeteries. The primary objective is to have road or passageways that are stable and drivable. The types of surface may vary (grass, gravel, concrete, asphalt) depending upon the determined need and funding available through the perpetual care fund. A planned cyclical program of maintenance and restoration will be implemented. The plan calls for a 30-year replacement cycle on all asphalt roadways. Roadways of dirt, grass or stone will be replenished as the need arises.

14. Walkways

The City will keep all walkways, no matter what the surface (grass, gravel, concrete, asphalt), in safe and usable condition. Regular routine maintenance will be conducted through the operating budget of the Parks Division. Any significant reconstruction or repair will be considered a perpetual care fund project or a capital improvement.

15. Drainage

The City will make every effort to correct drainage issues within City owned cemeteries. However, some very serious drainage problems currently exist, which cannot be corrected without significant funding. Should available perpetual care funds be sufficient to handle these projects, they will be addressed in that manner. Considering the high cost of drainage improvements in is doubtful that drainage issues will be able to be addressed with perpetual care funding. Other sources, capital improvement budget, may be required to address these projects.

16. Benches or Other Furniture

Where appropriate as deemed by the City, benches or other outdoor furniture will be placed within City owned cemeteries. The placement of such is at the discretion of the Department of Parks, Recreation and Leisure Services. Benches and other furniture are generally not used in a frequent manner in a cemetery setting. As such, the City will refrain from placement of benches or other furniture unless the circumstances or usage

dictate the necessity for such. Specifications for benches are attached to this Appendix section (Attachment #3)

17. Entrance beautification

The Parks Division cannot adequately fund or maintain beautification projects and/or landscaping projects at the entrances to City owned cemeteries. Much like neighborhood entrances, the City will rely upon contractual agreements with community groups for the beautification and landscaping of entrances to cemeteries.

18. Signage – entrance and directional

The City will address entrance signage as part of perpetual care funding. Where needed, directional signage could also be installed. Directional signage is seldom necessitated due to the size and openness of cemeteries. However, should directional signage be deemed appropriate, the Department of Parks, Recreation and Leisure Services shall at its discretion determine the most appropriate application of signage. Should directional signage be needed within cemeteries, a consistent or standardized sign shall be developed. Directional signage along City streets, pointing to cemeteries, shall be at the discretion of Traffic Engineering and subject to the criteria therewith.

APPENDIX B – City Code Sections Relating to Perpetual Care of City Owned Cemeteries

Sec. 9-34. Right to use lot; reverter for nonuse.

The person to whom a receipt of purchase has been issued with reference to a lot, half lot, space or section in a city cemetery, or his assignee shall be entitled to the lot, half lot, space or section so paid for, as a burying place for himself or for any person who is a member of his family or one (1) of his descendants or friends. When a lot, half lot or space shall remain without any interment therein for fifty (50) years, and the purchaser or his assignee shall have died or relocated from the city, and no relative is known to reside in the city, the city council may give notice thereof once a week for four (4) weeks in a newspaper of general circulation in the city. If no relative of the purchaser or his assignees appears within thirty (30) days from the last day of such publication, then the lot, half lot or space, as the case may be, shall revert to the city. Whether there is such reverter or not, the city council may, at any and all times, regulate the interments in the cemetery, or any part thereof, as may seem to it proper.

(Code 1973, § 7-23; Ord. No. 1995-33, § 1, 4-11-95)

Sec. 9-35. Devolution of rights upon death of lot owner.

In case of death of the purchaser of any portion of a city cemetery, the purchaser's spouse shall be recognized as the owner thereof if they were living together at the time of the purchaser's death. At the death of the spouse, the heirs at law of the purchaser shall be so recognized.

(Code 1973, § 7-24)

Sec. 9-43. Removal of dirt, rubbish upon completion of work.

All dirt, bricks or rubbish used or accumulated in doing any work in a city cemetery shall be removed therefrom by the contractor under whose supervision the work was done immediately after the completion thereof.

(Code 1973, § 7-32; Ord. No. 1995-33, § 1, 4-11-95)

Sec. 9-51. Enclosures around lots, graves.

No enclosure, flower bed, hedge or border of any kind will be permitted around, or alongside of, any lot or grave in any city cemetery.

(Code 1973, § 7-39)

Sec. 9-52. Decorations.

No ornament or decoration other than cut or artificial flowers shall be placed on any grave in any city cemetery, except that on Decoration Day and Memorial Day, established by law, flags may be placed on graves, subject to the right of the keeper to remove the same after the expiration of five (5) days. Floral designs may be used at burials in city cemeteries, but shall be removed from lots within ten (10) days thereafter.

(Code 1973, § 7-40)

Sec. 9-53. Signs, notices.

No sign, notice or advertisement of any kind shall be permitted upon any part of the grounds of any city cemetery. The keeper shall cause the immediate removal of all such signs, notices or advertisements.

(Code 1973, § 7-41)

Sec. 9-54. Seating accommodations in lots.

No chair or other seating accommodation may be placed in any lot in any city cemetery.

(Code 1973, § 7-42)

Sec. 9-81. Perpetual care.

(a) The owner of a lot or section in Cedar Grove Cemetery or Oak Grove Cemetery desiring to place his lot or section under the perpetual care of the city may pay into the treasury of the city, a sum equal to fifty cents (\$0.50) for each square foot of area contained in such lot or section, but in no case shall such payment be less than the sum of two hundred dollars (\$200.00) for a whole lot or one hundred dollars (\$100.00) for a half lot, or less. In consideration of such payment, the city shall assume the perpetual care of the lot or section of such owner and be obliged perpetually to keep the lot or section of such owner and be obliged perpetually to keep the lot or section in good order, free from weeds and undergrowth and properly turfed, and the monuments or stones upright so long as the same continue intact. The person in charge of the cemetery shall, in a suitable book to be provided and kept for such purpose, make a comprehensive record of all sections in his cemetery, which are placed under the perpetual care of the city. Payments shall be made to the city treasurer in the following manner: Application for placing a section in perpetual care shall first be made in writing to the person in charge. The person in charge shall fill out blanks to be furnished by the city manager containing notices to the chief financial officer and the city treasurer and a form of receipt on each of which the person in charge shall show the name of party in which the lot or section stands and the location of same. The receipt furnished shall be signed by the city treasurer, and the city treasurer shall, upon a form prescribed by the city manager, notify the person in charge of the cemetery that payment has been received for the perpetual care of the lot or section mentioned. Each of such forms shall bear the same index number. All sums so paid into the treasury shall be segregated from other revenues of the city, and invested as provided in section 9-29.

(b) Owners of sections in Cedar Grove Cemetery or Oak Grove Cemetery who desire to avail themselves of the provisions of this section shall first notify the person in charge thereof in writing, and the person in charge shall see that the lots and monuments or stones therein are in good condition, and, only upon finding such to be the case, shall notify the city treasurer who, only when he has received such notice, shall issue the certificate therein mentioned.

(Code 1973, § 7-56; Ord. No. 1995-81, § 1, 6-27-95; Ord. No. 2001-07, § 1, 2-13-01)

State law references: Authority of city to provide perpetual care, Code of Virginia, § 15.1-883.

Secs. 9-82--9-100. Reserved.

Sec. 9-103. Perpetual care by city.

The city hereby covenants and agrees to keep and maintain perpetually in a neat and proper condition each lot in the Olive Branch Cemetery, and to keep the same in good order, free from weeds and undergrowth, and properly turfed, and the monuments and stones upright so long as the same continue intact, and the purchasers of such lots shall not be required to pay to the city any further sum for the upkeep of the lots.

(Code 1973, § 7-66)

Sec. 9-126. Perpetual care.

No person shall bury or cause to be buried the remains of any person in any lot or section of Olive Branch Annex Cemetery unless and until the owner thereof shall pay into the treasury of the city a sum equal to thirty cents (\$0.30) for each square foot of area contained in such lot or section, which payment will provide for perpetual care for such lot or section. In consideration of such payment, the city shall assume the perpetual care of the lot or section of such owner and be obliged perpetually to keep the lot or section in good order, free from weeds and undergrowth and properly turfed and the monuments or stones upright so long as the same continue intact. The person in charge of perpetual care for city cemeteries shall, in a suitable book to be provided and kept for the purpose, make a comprehensive record of all sections in such cemetery, which are placed under the perpetual care of the city. Payments shall be made to the city treasurer in the following manner: Application for placing a section in perpetual care shall first be made in writing to the person in charge. The person in charge shall fill out blanks to be furnished by the city manager containing notices to the chief financial officer and the city treasurer on a form of receipt on each of which the person in charge shall show the name of party in which the lot or section stands and the location of same. The receipt furnished shall be signed by the city treasurer, and the city treasurer shall, upon a form prescribed by the city manager, notify the person in charge of the cemetery and the chief financial officer that payment has been received for the perpetual care of the lot or section mentioned. Each of such forms shall bear the same index number. All sums so paid into the treasury shall be segregated from other revenues of the city and invested as provided in section 9-29.