



SACRAMENTO  
HISTORIC CITY CEMETERY

OPERATIONS AND ASSESSMENT

May 2019

Prepared for the  
**CITY OF SACRAMENTO**

Prepared by  
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and

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## Introduction

One of Sacramento's historic highlights, the Sacramento Historic City Cemetery (Cemetery) was created in 1849. Falling into neglect in the mid-twentieth century, the Cemetery saw revival in the 1980s through the efforts of concerned citizens who organized the Old City Cemetery Committee (OCCC) – a task force to guide the Cemetery's vision for the future. Through their volunteer efforts the Cemetery was transformed into a historic and horticultural attraction. The City of Sacramento (City) followed their lead and contributed significant capital investments and staffing to assist with the Cemetery's transformation and in 2016, maintenance responsibility for the Cemetery was transferred to the City's Department of Youth, Parks, & Community Enrichment (YPCE).

Under the existing City Code (chapter 12.68) the responsibility for maintenance and management of the Cemetery falls to the City staff person designated as the Cemetery manager. YPCE provides a park supervisor and dedicated maintenance workers for daily tasks. In addition, through the City's volunteer program, cooperative arrangements with several volunteer organizations maintain garden areas in the Cemetery. The Sacramento County Sheriff's Work Release program additionally provides a significant part of the labor force for YPCE's maintenance activities.

In recent years, relationships between the City and the volunteer organizations have become strained. The reasons for this stem primarily from the lack of a full-time Cemetery manager, and the lack of formal relationships between the City and the volunteer organizations in the form of memoranda of understanding (MOU's). A full-time Cemetery manager would be responsible for all aspects of the Cemetery operations between City staff, volunteers, and the Sheriff's department work crews. A key responsibility would be to provide coordination and maintain positive working relationships with the volunteers. A memorandum of understanding between the City and the volunteer groups is needed to codify roles and responsibilities of all parties.

The City, with participation of the Old City Cemetery Committee and other interested parties, prepared the Sacramento Historic City Cemetery Master Plan (Master Plan), that was adopted by the City Council in 2007. Though the 2008 economic downturn delayed the implementation of the Plan's recommendations, this report finds the guidance provided by the Master Plan to still be valid. In 2017, the City issued a request for proposals with the following statement of purpose:

“The Scope of Work is to contract with a person or company with knowledge and experience operating a cemetery in compliance with applicable laws and regulations and best industry practices. The selected consultant is to (i) conduct a full analysis of the City's historic Old Cemetery and (ii) to make recommendations on current and future operations, creating standards for proper policies and procedures and ensuring compliance with applicable cemetery and historic preservation laws and regulations.”

The team of RHAA Landscape Architects and L.F. Sloane Consulting Group was awarded the contract. RHAA Landscape Architects is the firm that prepared the 2007 cemetery master plan, and L.F. Sloane Consulting Group is uniquely qualified as cemetery consultants. They specialize in working with municipal, religious, and not-for-profit cemeteries, both domestic and abroad, and have extensive experience in the issues facing the Cemetery.

Work began with a thorough assessment of current operations at the cemetery, including extensive discussions with City staff and other cemetery stakeholders. A meeting with the Historic City Cemetery Technical Advisory Committee (TAC) was held on April 17, 2018 and included a discussion with the Committee and City staff. Issues facing the Cemetery were discussed, and the scope and goals for this study were presented.



Issues facing the Cemetery include the following:

- City staff responsible for managing the Cemetery have limited time to devote to the Cemetery given their overall responsibilities.
- There is no full-time Cemetery manager responsible for, and devoted to, all aspects of Cemetery operations.
- The original adopt-a-plot program was previously managed by OCCC and was largely responsible for the Cemetery's revitalization as a cultural attraction. The adopt-a-plot program was taken over by the City and has lost focus and is not managing volunteers well or recruiting new volunteers.
- The lack of a formal relationship between the volunteer organizations and the City has resulted in numerous issues, uncoordinated efforts, and miscommunication.
- The volunteer organizations lack coordination of effort between groups.
- While volunteer organizations have increased their fund-raising, additional steps are needed for further fund-raising and a larger role in the Cemetery management.
- Insufficient capital funding from City and private sources has resulted in delayed maintenance, a backlog of necessary conservation work, and deferred infrastructure improvements such as an improved irrigation system.

## **Executive Summary**

It is our conclusion that the overarching issue facing the Sacramento Historic City Cemetery is a lack of centralized control. While each department within the City of Sacramento has done good work, executing on the overriding vision would enable the Cemetery to be financially stable with an elevated level of maintenance. Having a centralized point of contact will enable stakeholders to be more consistently engaged and the site to be more regularly maintained. Central processes and associated programming also afford the best opportunity to secure funding for needed restoration and repair throughout the site.

In addition, we have concluded that the most beneficial way to create this system is to have a full-time Cemetery Manager at the center of the organizational chart. This position should reside in the Parks Maintenance Division as a direct report to the Parks Maintenance Manager. The City Youth, Parks & Community Enrichment Department will continue to be responsible for all the grounds care and preservation, in full coordination with the Cemetery Manager. The Convention and Cultural Services Center for Sacramento History will continue to be responsible for the Cemetery records and maps, and the City's Historic Preservation Manager will continue to provide consultation on historic preservation issues. The Cemetery Manager will serve as the full-time point of contact on site and facilitate information flow while being responsible for implementation of City policies and management decisions. In addition, volunteer maintenance activities, tours and events, and all fundraising efforts, including coordinating all non-gardening volunteer activity, will be the responsibility of the Cemetery Manager.

In this report we will address the management of records and maps, implementation of a work order process, and clarification of task responsibilities by City staff, professional contractors and volunteers for gardening, tours and events and other projects. In addition, a prioritized project plan with budgets to pursue public/private financing will be discussed.

### *Key Recommendations:*

- o Have a full-time Cemetery Manager responsible for all aspects of the Cemetery management.
- o Formalize the relationships, roles, and responsibilities between the City and volunteer groups through formal memoranda of understanding (MOU's).

- Provide agreed-upon guidelines for planting, pruning, and preservation of the cemetery's monuments and cultural resources.
- Continue progress on digitizing the Cemetery records and acquire a cemetery software system for web-based cemetery records that can be used on-site via cell phone for wayfinding and navigation in the Cemetery.
- Re-establish the adopt-a-plot program that was successful in the Cemetery's revival.
- Consider establishing an endowment fund, through a not-for-profit organization, to eventually assist in funding the Cemetery operational, capital, and maintenance needs.
- A new automatic irrigation system to conserve water, protect stone monuments from damage, and reduce maintenance. Continue planning for the irrigation upgrade and budget for a phased installation.

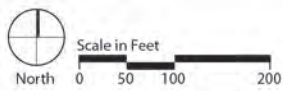
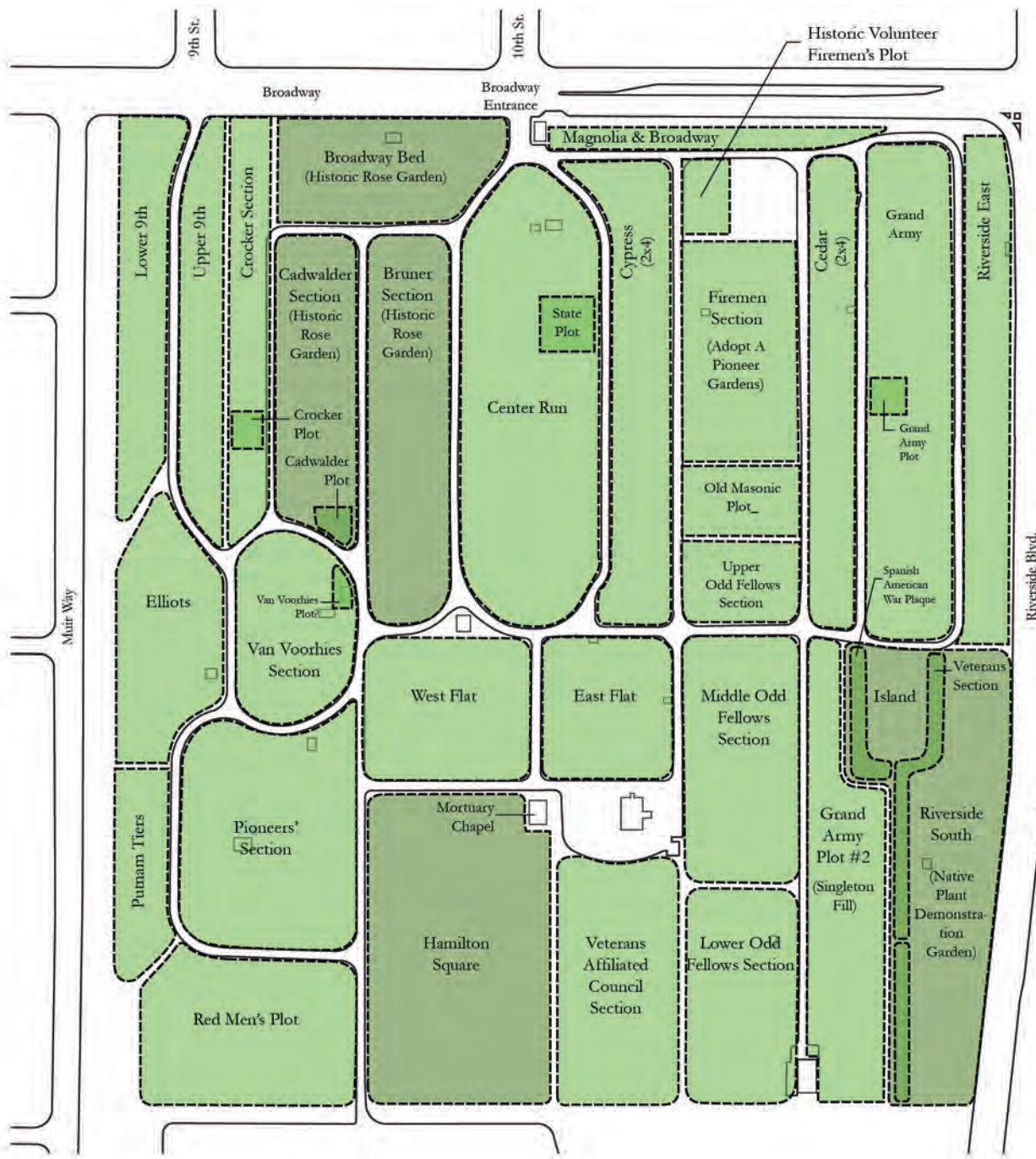


VIEW OF SACRAMENTO CEMETERY.

Engraving of the cemetery published in the Sacramento Weekly Union, May 1, 1852. *California State Library.*



One of the only early photographs of the cemetery published in 1866. *Library of Congress.*



Cemetery Sections



## Historical Cemetery Records

The City is very fortunate to have experienced staff within the Convention and Cultural Services Department to maintain and update the historical records of the cemetery. As is the case with many cemeteries founded in the 1800s, the records were handwritten in large ledger books some of which are over 100 years old.

When an interment occurred at the Cemetery, City staff would record the date, name of the deceased, location of burial and often some additional information in the interment book. There are five historical interment books that house approximately 40,000 records. City staff would also mark the burial in the Plot Book, which shows where the burial occurred within each plot. Several years ago the City moved the records from the Cemetery to the Center for Sacramento History for proper maintenance of the documents.

*Cemetery records when they were housed at the cemetery*



*Existing Archives and Record Keeping*

The City has also undertaken an effort to digitize the records. This is a very common step that historical cemeteries are pursuing and an important way to ensure that this historical data is accessible for future generations. This effort started several years ago when the Convention and Cultural Services Department invested time to transfer the written records into an electronic database. More recently Marcia Eymann, the City Historian, has engaged with City staff to create an ArcGIS based system that can correspond to the interment information with a map showing the plots in the Cemetery. Currently there are 32,940 individual records in the system. This system is available online for the public through the City's website: <http://www.centerforsacramentohistory.org/collections/city-cemetery-plot-map>



## Online Records Search Results

Page and Lot	Prefix	First Name	Middle Name	Last Name	Suffix	Race	Gender	Birthdate	Birth Place	Age Year	Age Month	Age Day	Day of Death	Month of Death
100		George	A	Smith		NOT ENTERED	M		BAVARIA, GERMANY, TO CA 1884	78	11	7	16	FEB
116		George	Boardman	Smith		NOT ENTERED	M		VERMONT	40			9	APR
		George	Burn	Smith		NOT ENTERED	M		VERMONT	30			14	MAY
120 330		George	C	Smith		NOT ENTERED	M		CALIFORNIA	12			19	DEC
		George	F	Smith		NOT ENTERED	M		MAINE	42			14	MAY
17 1327		George	Frederick	Smith		ENGLISH	M		ENGLAND	69	8	13	13	NOV
47 786		George	H	Smith		NOT ENTERED	M			22	10		4	MAR
108		George	N	Smith		ENGLISH	M		ENGLAND	60	4		10	OCT
162		George	F	Smith		NOT ENTERED	M			24			19	JUN
109 77		George	S	Smith		NOT ENTERED	M		CALIFORNIA	18	3	18	29	OCT
		George	W	Smith		NOT ENTERED	M		VERMONT	70	10		14	DEC
93 31		George	W	Smith		NOT ENTERED	M	2/22/1856		68	9		22	NOV
		Godfrey		Smith		ENGLISH	M		GERMANY	22			27	SEP
93 31		Grace	Elizabeth	Smith		NOT ENTERED	F	3/21/1885	NEW YORK	77	1	23	14	MAY
92 31		Halsey	Gilbert	Smith		NOT ENTERED	F	1/17/1822	ITHACA, NY	78	8	17	3	AUG
93 31		Halsey	Gilbert	Smith		NOT ENTERED	M	7/11/1878	NEW YORK	59	6	23	3	FEB
		Harrie		Smith		NOT ENTERED	M		CALIFORNIA	2			17	MAY
138		Harry		Smith		NOT ENTERED	M			56	7	14	30	NOV
82 317		Harvey		Smith		NOT ENTERED	M		NEW YORK	78	1		22	NOV

Internally the City is exploring innovative ways to use the system, e.g., utilizing the plot map as the basis to identify the condition of each plot in the cemetery. This could be expanded to look at trees and other defining features of the site. The City is also exploring the software as a place to create tours or to group notable people buried.

When reviewing the current state of the records it is important to understand the history of the Cemetery. Sales of new plots stopped in approximately 1964 and since then the City has primarily been fulfilling burials on family-owned plots. The number of burials annually has declined from over 400 in the late 1800s into the early 1900s to less than 20 over the last thirty years.<sup>1</sup> Given that the Cemetery is not expected to revive the sales program, we anticipate that the number of interments annually will continue at the current rate for many years. This burial rate suggests that the records challenges facing the City are largely historical and not driven by the velocity of sales or the need to input data for sales analysis.

In our opinion the ArcGIS system is a significant step forward for the Cemetery's records, providing a back-up for paper records and allowing users to correspond data to physical locations. Additionally, users can research locations when visiting and learn more about the historic individuals buried in the Cemetery. This could have a two-fold impact; boosting visitation to the site and reducing staff time spent on genealogical or visitation questions.

<sup>1</sup> Our analysis of the larger trends in the records relies on the records which have been inputted electronically. The data inputted, while voluminous, is not fully consistent and in some cases does not include important information like year of interment. As a result, we have relied on the date of death when doing annual interment analysis. Additionally, there are currently 1,599 records which don't have a year of death, so those are not recognized in the analysis

## *Individual Records Result*

**Cemetery Internees: Smith**

Page and Lot	103
Prefix	
First Name	George
Middle Name	A
Last Name	Smith
Suffix	
Race	NOT ENTERED
Gender	M
Birthdate	
Birth Place	BAVARIA, GERMANY; TO CA 1854
Age Year	78
Age Month	11
Age Day	7
Day of Death	16
Month of Death	FEB
Year of Death	1910
Day of Burial	18
Month of Burial	FEB
Year of Burial	1910
Day of Reinternment	13
Month of Reinternment	MAY
Year of Reinternment	1914
General Causes of Death	DISEASE
Cause of Death	NEPHRITIS
Volume	B
Tier	77
Grave	

However, the system was not designed specifically for this use and can be challenging to utilize, especially on a mobile device. Currently, the system is not able to provide wayfinding tools for users. Though the data is available, it is often difficult to find the grave itself. We recommend that the City provide resources to refine the ArcGIS database. The City should also invest time to check the records that have been inputted and add recent burials into the system. As the base records are increasingly complete, City staff should find a more user-friendly online system that can be accessible to the public. If the City is willing to pay a monthly fee (or if a not-for-profit group would directly contract for this as a public service), there are several cemetery-specific software programs that we recommend. These programs will more easily display the information, provide greater accessibility for those using mobile devices, and have integrated features for tours. An example of the burial search at Graceland Cemetery in Chicago is shown in the Appendix. If the City is able to implement cemetery-specific software, the new Cemetery Manager would be well positioned to facilitate this project in coordination with other City staff.

### *Recommendations:*

- Review current paper records to ensure all the records from the previous 20 years are present at the Center for Sacramento History.
- Update ArcGIS database with burials over the last 20 years.
- Spot check the data in the ArcGIS system, specifically look at the period from 1960-2000.

- Explore cemetery-specific software that would integrate the current database and provide on-site access to records, wayfinding, and navigation through cell phones.
- The Cemetery Manager should coordinate the implementation of any cemetery software programs.

## **Records Processes**

As there are less than 20 burials annually, the records processes currently in place are adequate going forward. The interment forms are straightforward and allow either the funeral home or family to easily submit their information. Once that information is submitted to the City Youth, Parks and Community Enrichment Department staff, it is then acted on. When the service is complete the information is given to the Convention and Cultural Services to be recorded.

A Cemetery Manager would serve as the point of contact for this information. From the first contact to the service itself, everything could be overseen by this position ensuring the best level of service for any family that chooses the Historic City Cemetery. The Cemetery Manager would also streamline interactions with the grounds staff (especially if the work order process detailed later in the report is adopted) and the funeral home. With the Cemetery Manager often being on-site, they can be responsive to any issues or challenges that occur. With a historic cemetery, there are many unique situations that will arise and given the sensitive nature of funeral services it is vital to address them as efficiently as possible.

The Cemetery Manager could also directly input the records information into the new ArcGIS system, ensuring that records are maintained and up to date. Once the data is entered and the interment order scanned, the City would not need to maintain paper records. Additionally, the Cemetery Manager can efficiently update record errors as they arise, and alleviate communication issues that may occur when multiple individuals handle the records.

### *Recommendations:*

- Utilize the Cemetery Manager to enter new records into the system and update records when errors are identified.



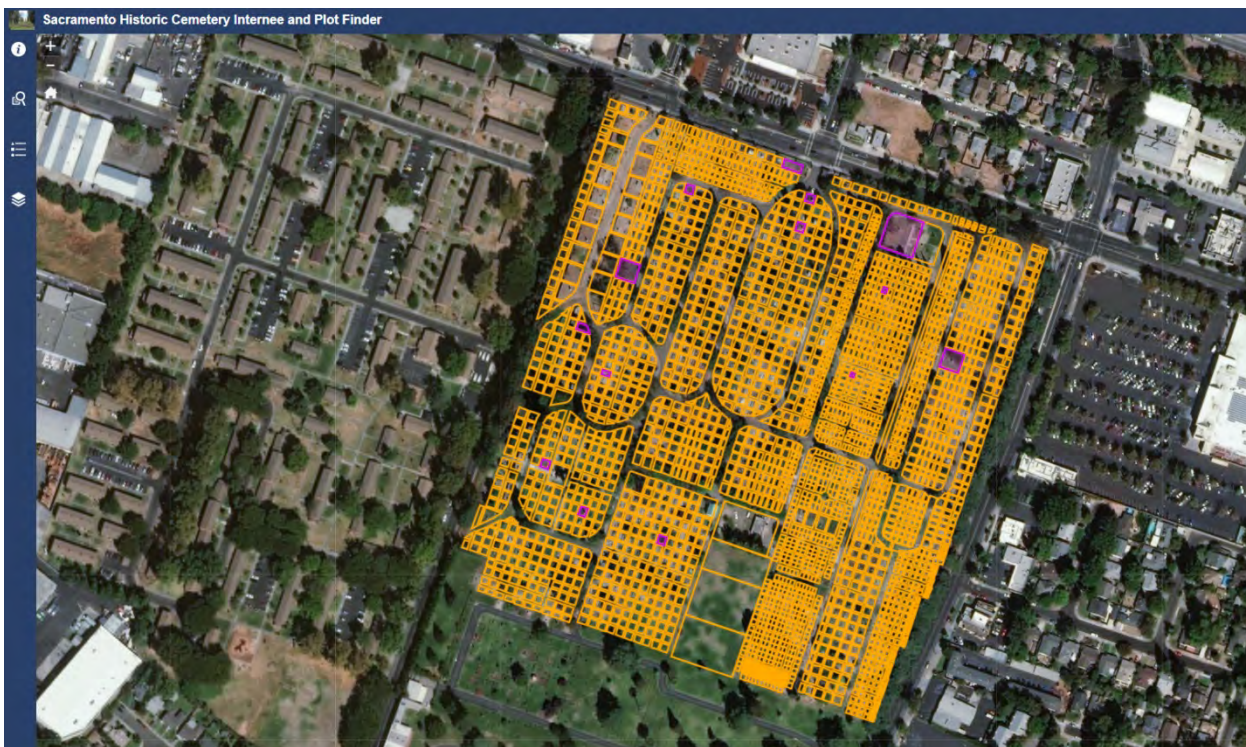
## Cemetery Maps

Like many historic cemeteries, Sacramento's Historic City Cemetery has several historic maps of various sections as well as an overall site map. Housed at the Cemetery for many years, these documents are now located at the Center for Sacramento History.

The maps are not available online, with the exception for an over an overall site map. However, as discussed in the records section, the City has invested in an ArcGIS system that is digitally available. This map has an AutoCAD base with all the plots in the cemetery,<sup>2</sup> is searchable by multiple criteria (last name, first name, gender, race as examples), and allows users to interact with the site. It has been noted that there may be some inaccuracies in the GIS system. A searchable cemetery map can also be found at [www.citycem.org](http://www.citycem.org).

This mapping system has several advantages; it is managed internally and does not require an outside contractor to maintain, it can be updated with tours or other types of groupings, and it is a robust tool that has great capabilities. On the other hand, the system's design is not user-friendly and does not provide wayfinding capabilities to locate users to specific locations in the Cemetery.

### *ArcGIS Plot Map*



We recommend that the City engage with an outside vendor to provide a cemetery-specific software program that can display the site in a more user-friendly manner. In the interim, the City should finish the review of the plots, in tandem with the records entry, to ensure that the most accurate and complete set of information is available online. Ideally, this updated map will serve as base for any new online display and will limit the implementation cost of new software.

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<sup>2</sup> This is assumed at this point, but once the plot review and evaluation is complete any additional plots can be added

*Recommendations:*

- Work to make the mapping system as user-friendly as possible.
- Explore cemetery-specific software that could integrate the current base map and provide a clearer way for the public to interact with the site.
- Have a group of users try the new system and provide feedback to further refine appearance.
- Complete the review of all Cemetery plots and utilize the information to categorize their needs by urgency.

## **Existing Policy Documents**

The following are existing policy documents related to Cemetery management:

### **2019 Historic City Cemetery Plant Maintenance and Pruning Guidelines for the Protection of Historic Resources** (see appendix 1)

These guidelines were developed to establish horticultural guidelines and the protection of cemetery monuments. The guidelines were developed by the Technical Advisory Committee Sub-Committee and approved by the full Cemetery Technical Advisory Committee on April 8, 2019.

### **Sacramento City Code – Chapter 12.68** (see appendix 3)

This municipal code ordinance covers rules and regulations in the cemetery and defines the Cemetery Manager as “the manager of the history and science division of the city of Sacramento or any other city employee who may be designated as the Cemetery Manager by the City Manager or the director of the convention, culture & leisure department.”

### **City Cemetery Burial Inquiry Procedures** (see appendix 4)

This undated document covers burial guidelines, burial contractors, and grave digging.

### **2015 Old City Cemetery Volunteer Handbook** (see appendix 5)

Handbook given to all volunteers outlining rules and responsibilities.

### **2001 Adopt-A-Plot Guidelines** (see appendix 6)

These guidelines were used to guide volunteers of the Adopt-A-Plot program.

### **Sacramento Register of Historic and Cultural Resources – 2.2.20 Historic City Cemetery** (see appendix 7)

In 2012 the cemetery was added to the City’s Register of Historic and Cultural Resources as the Historic City Cemetery Historic District by City Ordinance #2012-038.

### **City Council Resolution No. 2008-436 Agreement with County Sheriff’s Department** (see appendix 8)

This agreement between the City and County Sheriff’s Department was for a one year term for continuing assignment of deputy sheriffs to the Department of Parks and Recreation Alternative Sentencing Program. It is unclear if there have been subsequent agreements.

## **Cemetery Historic Status**

The Cemetery is listed on the National Register of Historic Places (listed November 2014).

The Cemetery is also a California Historical Landmark, #566 (listed in 1957).

The Cemetery is a City of Sacramento historic resource as the Historic City Cemetery Historic District, designated by City ordinance in September 2012.



## Cemetery Maintenance

Maintaining the grounds of the Historic City Cemetery is a full-time effort that is accomplished by City staff and volunteer groups. The City's maintenance team includes two full-time grounds staff managed by a Supervisor from the Parks Maintenance Division of the Youth, Parks and Community Enrichment Department. City staff is supplemented by weekend crews from the Sacramento County Sheriff's Department work release program. The City staff and Sheriff's crews focus on common areas and Cemetery areas not otherwise maintained by volunteers. Significant parts of the Cemetery, including the Historic Rose Garden, Hamilton Square, the Native Plants Demonstration Garden, and various adopted plots, are maintained by volunteers. The Sacramento Pioneer Association maintains the Pioneer's Section, the Old Masonic Plot is maintained by the Masonic Lawn Cemetery staff, and the Odd Fellows Lawn Cemetery staff maintains the Upper, Middle, and Lower Odd Fellow sections.

A Sheriff's crew is at the site each weekend to perform regular tasks such as weeding and mowing. The Sheriff's crew consists of 50-120 people who come to the Cemetery every Saturday and Sunday. They are supervised and closely monitored by several Sheriff's deputies, while City staff direct the work tasks. City staff divide the Sheriff's work crew into smaller task-based crews; one group mows the Cemetery, another trims the pathways, and a more experienced crew does maintenance within the plots. This use of the Sheriff's crews is based on an agreement between the City and the County and could be subject to change in the future.

The City staff is responsible for performing the minimal number of burials that occur annually. Full body burials are not common, with an average of only one or two each year. The City staff on-site does not have the capability to perform a full body burial. The staff of the adjacent Masonic Lawn Cemetery assist to facilitate these burials. The remainder of burials are of cremated remains and City staff are able to perform the work.

Overall, the City maintenance crew does a good job at their core competencies. However, there are many challenges for them at the site. Due to the historic designation of the site and the inability to encroach on volunteers' plots, the maintenance crew is often limited in what they can do. As a result, areas where volunteers have not been consistently present are often unattended and many structural issues at the site are left uncorrected for long periods.

The most pressing issue regarding maintenance is the lack of agreed upon horticultural guidelines. The absence of clear guidelines has left both City staff and volunteers frustrated. The first step to remedy this issue is to sit down with key stakeholders and develop a basic set of horticultural guidelines. A sub-committee of the TAC has been working on revised horticultural guidelines (currently in a draft form).

We recommend that the City implement a standardized work order process for all non-recurring tasks at the Cemetery. The Cemetery Manager will be responsible for generating work orders, originating from requests by office staff, maintenance crew members, lot holders or volunteers. These work orders can be checked by the appropriate historic preservation staff when necessary and then distributed to the maintenance staff for execution. When completed the work orders would be signed by the City staff and given back to the Cemetery Manager. This will provide the Cemetery Manager the ability to update stakeholders on the progress of projects and when the staff takes actions to remedy issues. This will be especially helpful when the City interacts with volunteers and volunteer groups maintaining plots.

It will also be important to create a replacement schedule for all necessary maintenance equipment to ensure that those needs are addressed in budgets.

The existing arrangement of contracting for on-site security should be reviewed to determine if this is necessary and an effective use of funds. If determined un-necessary, funding could be directed towards equipment or capital costs.

*Recommendations:*

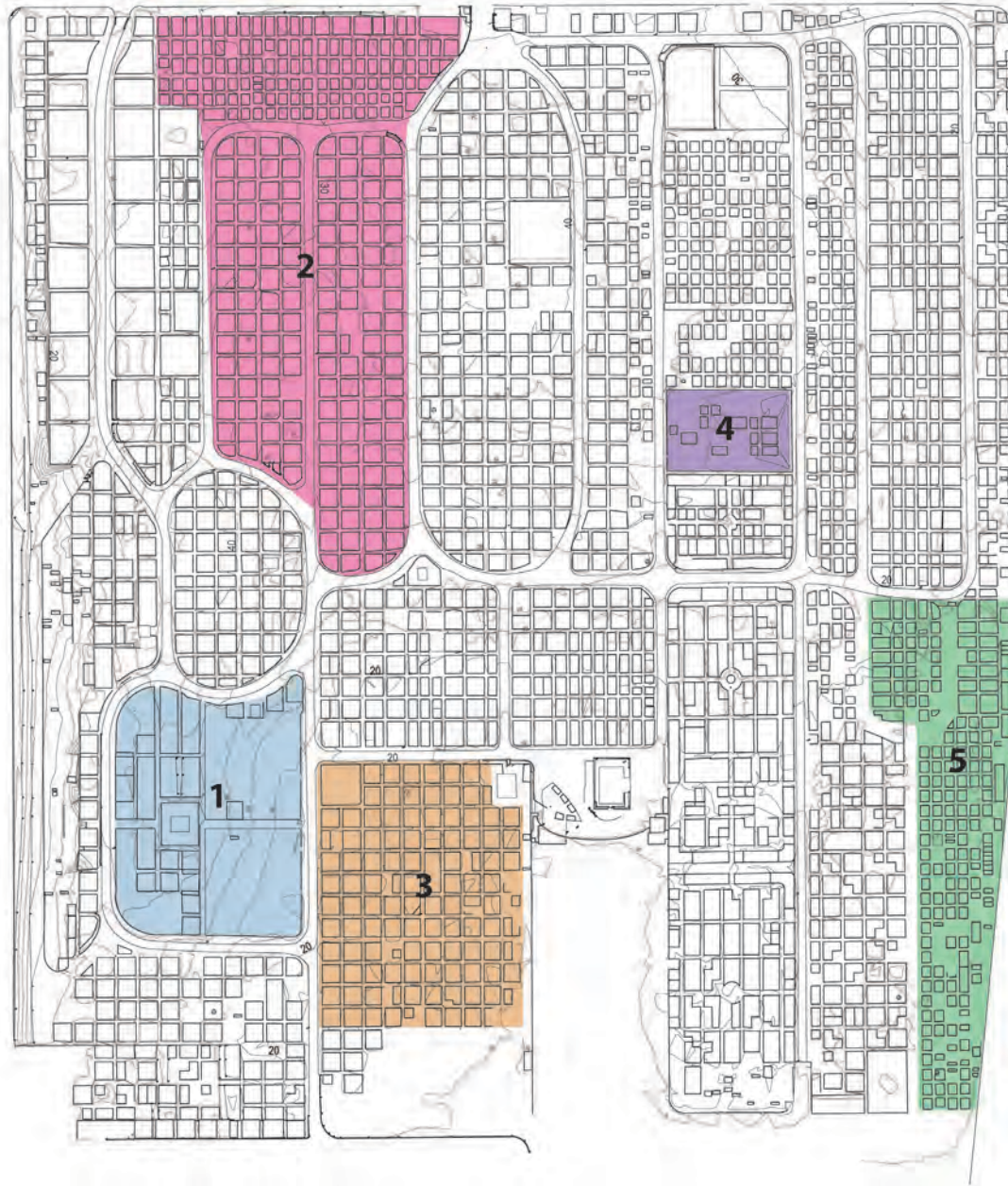
- Develop horticultural guidelines for planting, pruning, and preservation of the cemetery monuments (in progress).
- Establish a more standardized work order system that can be used to facilitate and track all non-recurring work.
- When applicable use the work orders to coordinate with preservation resources to ensure that the site is being maintained, while still completing projects.
- Keep work orders on file to facilitate discussions with lot owners, volunteer groups and other stakeholders.
- Determine a replacement schedule for all necessary equipment on-site and integrate this information into the budget.
- Review security to see if cost savings could be used towards equipment or capital projects.
- Update the burial procedure document, which is currently outdated.



Tools used by City staff and the Sheriff's crew.

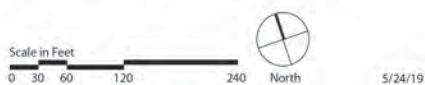


BROADWAY



- 1** **Pioneers' Section**  
- plots, turf, and paths maintained by the Sacramento Pioneer Association  
- trees maintained by City
- 2** **Historic Rose Garden**  
- plots maintained by Historic Rose Garden group, a committee of the Old City Cemetery Committee  
- turf, paths, and trees maintained by City
- 3** **Hamilton Square**  
- plots maintained by Old City Cemetery Committee and the Sacramento Perennial Plant Club  
- turf, paths, and trees maintained by City
- 4** **Old Masonic Plot**  
- plots, turf, and paths maintained by the Masonic Cemetery  
- trees maintained by City
- 5** **Native Plant Demonstration Gardens**  
- plots maintained by the California Native Plant Society  
- turf, paths, and trees maintained by City
- All Other Cemetery Areas**  
- plots maintained by city or Adopt-A-Plot volunteers  
- turf, paths, and trees maintained by City  
- with assistance from Sheriff's program

- Monuments, Walls, and Fences**  
- maintained by City  
- monument repair is funded by Old City Cemetery Committee
- Roads and Pathways**  
- maintained by City
- Irrigation System**  
- maintained by City  
- irrigation in Rose Garden is maintained by volunteers, in coordination with City
- Cemetery Records System**  
- maintained by City



Sacramento Old City Cemetery  
Maintenance Responsibilities



## Organizational Structure

Pursuant to City Code, the responsibility for maintenance and management of the Cemetery falls to the City staff person designated as the City Cemetery Manager. This position is currently filled by Marcia Eymann, the City Historian. However, like many municipal cemeteries, there are multiple departments who have responsibility for aspects of the operation and preservation of the Historic City Cemetery. This provides a great benefit to the cemetery as there are many skilled individuals who bring expertise to the site. The Youth, Parks and Community Enrichment Department has a wealth of knowledge maintaining outdoor public spaces and they are best positioned to take care of the day-to-day maintenance. Convention and Cultural Services has a deep historic preservation skillset as well as experience leveraging historic preservation techniques with both the records and site itself. Additionally, the experience working with historic sites that can be engaging to the public is important as the cemetery attempts to stay relevant to the larger community.

We believe that the presence of these two City departments is positive for the cemetery, however this structure does create challenges. By having multiple layers of decision makers, the Cemetery lacks a central path forward. The site is striving to be a historic relic, minimally active cemetery, greenspace and engaging place for the community to come and learn about its history and landscape. These goals often are in-line however it is challenging to completely achieve them with such a small staff and diverse leadership group.

As we have stated in this report, we recommend that the City hire a full-time Cemetery Manager who would be responsible for all aspects of Cemetery operation. This would enable the City to have an advocate who is solely responsible for the Cemetery and would coordinate all the different groups who influence it. This would not change the role of either of the City departments, but rather provide them with an on-site point of contact. This is particularly helpful as activity at the Cemetery continues to increase.

The Cemetery Manager would be an employee of the Youth, Parks and Community Enrichment Department and would report to the director. This position would be housed at the Cemetery office and would primarily oversee YPCE staff on-site and coordinate with department experts to ensure the physical maintenance. As structural challenges emerge, the Cemetery Manager will create work orders and consult with Convention and Cultural Services to ensure that the site is being preserved in a consistent manner. The Cemetery Manger would prioritize and oversee this work and report back to the necessary City staff on progress.

The Cemetery Manager would also maintain the records of the site and, in coordination with the Convention and Cultural Services Department, continue to help develop the online database. All requests for burials would go through the manager and allow for seamless service from the family and funeral home's perspective. The work orders associated with the burial and the burials forms can be filed with Convention and Cultural Services staff and then entered into the database to remain current.

This position and associated structure will help the City in both the short and long-term. By providing a dedicated advocate the City will alleviate some of the communication issues that occur and support the vision of the Master Plan to be implemented.

### *Recommendations:*

- Install a full-time Cemetery Manager to oversee all activity at the Cemetery who works in the YPCE department for the director.

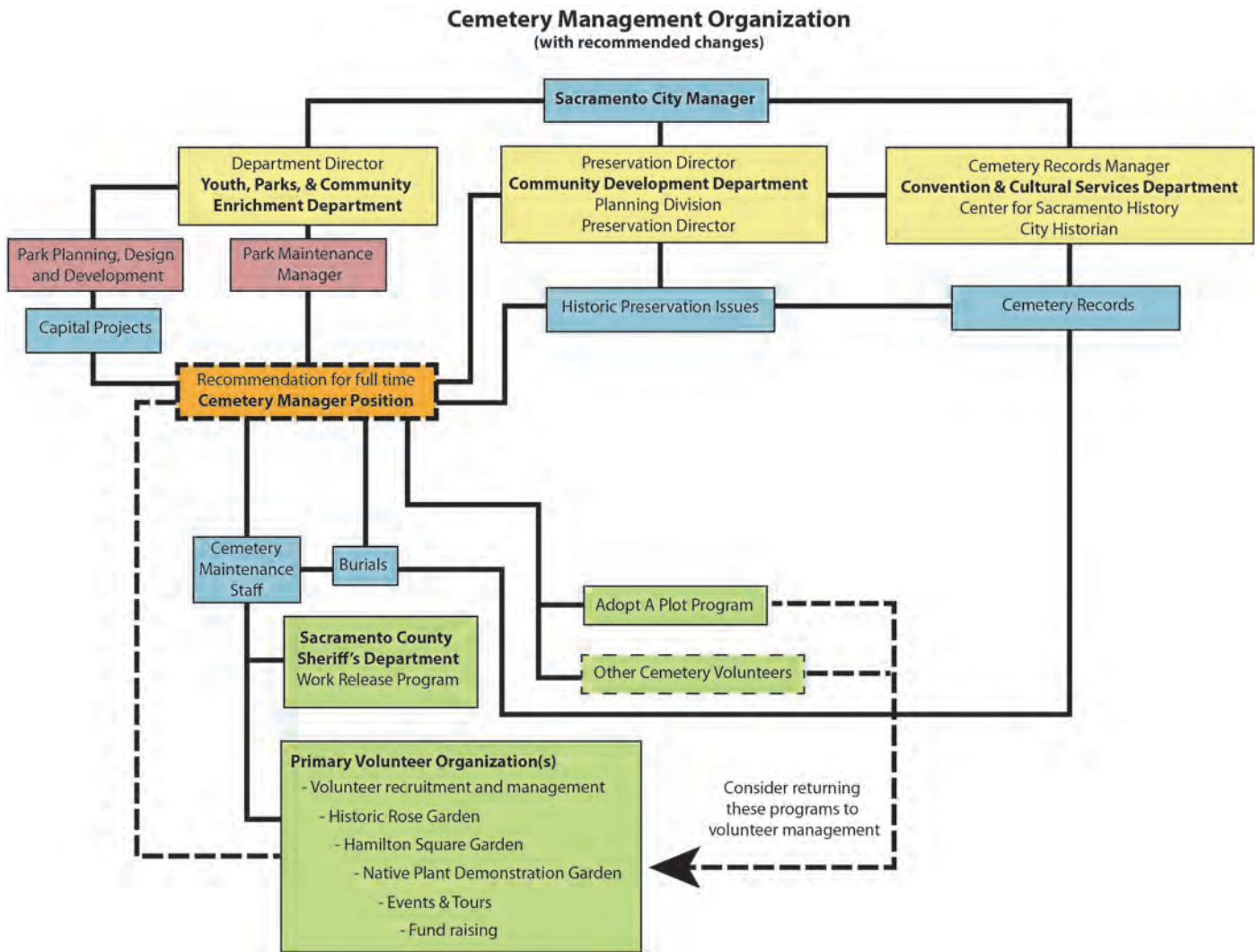
- Youth, Parks and Community Enrichment staff should continue to maintain the grounds, with oversight from the Cemetery Manager.
- Convention and Cultural Services staff should continue to be responsible for the physical records and the preservation of the site, in coordination with the Cemetery Manager.
- Utilize the Cemetery Manager’s presence on-site to facilitate projects identified in the Master Plan.

### **Proposed Cemetery Manager Position Description**

The Cemetery Manager will be responsible for managing all aspects of the Cemetery’s operation and maintenance. This position will be expected to direct, lead and participate with other City staff to ensure that the grounds are maintained at a high standard, records are efficiently managed, historic preservation issues are addressed, volunteer programs run smoothly, and that all families who choose the cemetery have a respectful and positive experience. It is important that a candidate be able to work with a diverse set of stakeholders to ensure that Cemetery operations are professional and efficient while helping the Cemetery become relevant to the larger community. Specific responsibilities include, but are not limited to:

- Serve families in the Sacramento community by helping them make their cemetery arrangements at the time of need. Resolve issues arising from cemetery operations that affect families and coordinate funeral activities.
- Under direction of the YPCE Parks Maintenance Manager, oversee the maintenance staff assigned to the Cemetery.
- Ensure both a productive and safe work environment.
- Utilize a robust work order process to track work done throughout the grounds.
- Set goals and strategic priorities for the Cemetery and coordinate with key stakeholders to realize those goals.
- Assist with maintenance of the records of the Cemetery utilizing the historic preservation knowledge of the Convention and Cultural Services Department.
- Work with City staff to determine appropriate long-term recording-keeping processes and lead the entry and future development of this process improvement.
- Assist the City’s Historic Preservation Manager in resolving preservation issues.
- Develop key relationships with external stakeholders, including volunteers and interested community groups.
- Coordinate volunteer efforts on-site and work with outside groups to ensure they are participating at the site in a safe and constructive manner.
- Expand awareness and visibility of the Cemetery in the community.
- Work with City staff to establish an annual budget.
- Determine a replacement schedule for all necessary equipment on-site and integrate this information into the budget.
- Oversee future capital maintenance projects throughout the site.

# CEMETERY MANAGEMENT ORGANIZATION CHART



## Volunteer Group Coordination

The rebirth of the Cemetery as a cultural attraction is largely due to the efforts of volunteer groups. These groups, which are primarily focused on the horticultural aspects of the cemetery and events, are resources that the Cemetery needs if it is to continue to maintain all the diverse burial areas with limited staff. Additionally, these groups provide opportunities for long-term fundraising that is vital to the Cemetery from a capital improvements and maintenance operations standpoint.

It is becoming increasingly common in the cemetery industry for historic not-for-profit cemeteries to have associated 501(c)(3) organizations that fundraise on their behalf. This arrangement allows the cemetery staff to focus on the core competencies of the organization, while a separate organization plans for the long-term. In the case of the Historic City Cemetery, the Old City Cemetery Committee (OCCC) is a 501(c)(3) non-profit, volunteer organization. The OCCC has raised some funding for the cemetery, however, the organization is best suited to focus on the horticultural aspects of the site. This is its core competency and an area that has a significant positive impact at the Cemetery. The Historic Rose Garden is maintained by a standing committee of the OCCC.

The relationship between the City and the Cemetery volunteers has existed without a formalized relationship other than individual volunteers signing waiver forms for legal purposes. It is a standard practice for cities and volunteer organizations to have a formalized agreement, typically in the form of a memorandum of understanding (MOU). An MOU between the City and Cemetery volunteer organizations would codify roles and responsibilities of all parties. The parties have discussed a draft MOU, but an agreement was never reached. Further effort should be made to achieve a mutually beneficial MOU.

The City is exploring a role for the Cemetery in the Sacramento History Alliance. As a community-based historical organization, this group could leverage their knowledge of fundraising in Sacramento to help the Cemetery. Additionally, this organization conducts tours and could supplement the tours currently offered at the Cemetery. This is vitally important as the Cemetery needs to develop consistent additional revenue streams to help offset the future capital and operational costs previously discussed.

Any organization that is a stakeholder at the Cemetery should be coordinating with the Cemetery Manager. As the on-site point of contact, this position can help groups as they implement new programs, need additional access, or any other issues that may arise. The Cemetery Manager can also facilitate work completed within the volunteer-maintained areas of the site. As capital projects are addressed, or areas become unkempt, the grounds staff can complete work orders that would otherwise be deferred. This will also ensure that the grounds staff feel empowered to complete work in these volunteer-maintained areas.

### *Recommendations:*

- Enter into a memorandum of understanding with the Old City Cemetery Committee and other volunteer groups to formalize relationships.
- Pursue opportunities with the Sacramento History Alliance to become the primary volunteer organization for fundraising and programming.
- Utilize the Cemetery Manager to coordinate volunteer efforts and facilitate work completed in the volunteer areas when requested by either the City or volunteers.
- Re-establish the adopt-a-plot program that was successful in the Cemetery's revival.
- Identify existing adopt-a-plot program sponsors, determine if they are active, and ensure that volunteers have signed volunteer agreements.
- Recruit new adopt-a-plot sponsors and provide training.
- Consider returning the adopt-a-plot program to management by the volunteer organization.



## Master Plan Review

The Sacramento Historic City Cemetery Master Plan, prepared by the City of Sacramento in collaboration with Royston, Hanamoto, Alley and Abey, was approved by the City Council in 2007. The background and historical information provided in the Master Plan provides important context for the report's recommendations.

In Section 3 of the Master Plan, the physical issues facing the stakeholders are identified along with proposed action plans. The Appendix provides information on the planning process, background on City codes, assessment reports on the site's trees, preservation issues, and a detailed infrastructure report.

The Master Plan acknowledges that the Cemetery remains active with burials in modest numbers, and supports that this will continue for some time. However, there is no plan to add cemetery service options or to increase the activity of the site as a cemetery. The consensus is for the site to be a community resource as a historic place as well as a place for horticulture. The principal goals of the Master Plan are to restore and preserve the elements in the Cemetery and to create space and/or facilities for public access and use for purposes other than burial.

The Master Plan provides details on how to:

- Preserve and make the historic records more accessible
- Repair and preserve family mausoleums on the grounds
- Repair, reset, and restore markers and monuments
- Save and repair, or rebuild, walls
- Identify, repair or replace damaged metal work

For maintenance purposes, the Master Plan calls for improvements to the water supply and irrigation system, as well as improvements to the storm and sanitary drainage systems and the electrical system. New facilities are proposed to meet each of the stakeholder groups' and organizations' needs. The alternatives for such facilities are fully discussed and action plans envisioned. Accessibility, circulation, and parking are thoughtfully analyzed in the Master Plan along with signage and site furnishings.

The Master Plan provides thoughtful content regarding horticulture at the Cemetery and acknowledges that the gardens are a high priority for many stakeholders and serve as a focal point of the site today. The Master Plan also provides a discussion on programming, uses, and recreation. The concept of the Cemetery as an outdoor museum and garden is a key part of the future of the Cemetery, especially once it reaches burial dormancy. Additionally, the Master Plan provides appropriate steps to address vandalism and security.

Though the Master Plan provides clear direction for the site, in the form of physical goals and objectives, it lacks strategies to implement the Plan's proposed vision for the Cemetery. The issues of cemetery management and operation, relationships with stakeholders, and staffing should be additionally addressed to guide the direct implementation of the Master Plan's recommendations.

## Long Term Considerations

The recommendations in this report provide the City's various departments and managers with a framework to more successfully administer, operate and maintain the Cemetery now and into the future.

However, questions about the long term remain.

- Will volunteers continue to step forward to maintain the extensive perennial gardens in Hamilton Square, or the native plants and tree gardens?
- Can the Pioneer Association fund the costs of maintenance by an outside lawn care company in the long term?
- Will the Old City Cemetery Committee add to its membership and be sustainable? Can the Committee direct the Rose Garden events and sales as well as maintain the extensive rose collection?
- How will the City find revenue sources to implement restoration projects beyond the capabilities of the current volunteer groups?
- If the Sheriff's Department worker program stopped at the Historic Cemetery, how would the City replace that resource and continue to improve its level of maintenance?

It appears that the arrangements above are informal and lack certainty going forward. As discussed earlier in the report, establishing a memorandum of understanding is an important step in solidifying relationships with each of these organizations.

The Master Plan, which has been in place since 2007, is very much a consensus document. Our recommendations are rooted in, and respectful of, the Master Plan. The Master Plan recommends restoring and preserving the Cemetery as it is. There are no plans to remove walls, monumental art, copings, curbing, paths or roads; these are to be restored and preserved. The historic buildings are to remain. The trees, shrubs and floral plantings will be expanded and protected. We endorse this approach but support the creation of formalized procedures and partnerships.

We feel the best answer for the issue of the long-term planning, is to tie as closely as possible the historic and horticulturally rich Historic City Cemetery to other assets and programs in the Sacramento History Alliance. This organization can help sustain, and increase, the relevance of, and number of people attracted to, the Cemetery. This will support restoration at the Cemetery through the increased capacity to garner donations and grants.

In our opinion, the approach to work with this organization should also include forming an endowment fund or trust for the perpetual care of the Historic City Cemetery. This should include discussion of a management structure most beneficial to the Cemetery. The purposes, governance and investment policy for such a fund should be discussed and clearly outlined.

It is recommended the current Cemetery operation costs be quantified and that a worst-case scenario analysis be prepared if it were all at City expense. This can lead to establishing the scale of the endowment in principal value to generate the annual income needed to meet the costs. It may seem unrealistic to expect to assemble a fund large enough, however, any fund amount will help reduce a financial burden on the City and its tax payers.

The Cemetery must increase its role as an attraction to grow tour, event, and donation revenues. It must be in a position to compete for grant requests for projects large and small. A long-range financial plan is needed to accomplish these goals.

*Recommendations:*

- Explore ways to codify the City’s relationship with outside groups who are stakeholders in the Cemetery.

*Consider an Endowment Care Fund*

An endowment care fund for the Cemetery would be a way to have options for these long-term concerns. The City has many worthwhile programs on which to spend its revenue. As the City may not be able to utilize the kind of investment vehicles that would be necessary to grow a fund like this, perhaps the City could partner with an outside not-for-profit organization. If the City could provide a relatively modest subsidy each year to place in a care fund there could be significant long-term benefits.

As an example, the City could invest \$250,000 each year for the next ten years into an endowment care fund for the Sacramento City Cemetery. The income and appreciation from investment activity would be reinvested in the fund each year during this ten-year period. If the fund earned 5% per year, each year, on average, the compounding would be as follows:

<b>Year</b>	<b>Contribution</b>	<b>Return</b>	<b>Balance</b>
<b>1</b>	\$250,000	+5%	\$ 262,500
<b>2</b>	\$250,000	+5%	\$ 538,125
<b>3</b>	\$250,000	+5%	\$ 827,531
<b>4</b>	\$250,000	+5%	\$ 1,131,408
<b>5</b>	\$250,000	+5%	\$ 1,450,478
<b>6</b>	\$250,000	+5%	\$ 1,785,502
<b>7</b>	\$250,000	+5%	\$ 2,137,277
<b>8</b>	\$250,000	+5%	\$ 2,506,641
<b>9</b>	\$250,000	+5%	\$ 2,894,473
<b>10</b>	\$250,000	+5%	\$ 3,301,697

In year eleven, the contribution would stop. The Cemetery Manager would have access to income from the fund for operating expenses and capital maintenance projects, in coordination with the not-for-profit organization. The distributions from the fund would be set to not exceed 4% of the principal market value at the close of the prior fiscal year. Ideally, the fund, on average, would return more than 4%, allowing the fund to grow further.

The return of \$130,000+/- per year would help mitigate changes in the current operating processes and participants. Further, once established, the Cemetery's endowment care fund can seek contributions from individuals, other governmental agencies, foundations and corporations as a part of a fundraising program.

### *Recommendations:*

- Consider establishing an endowment fund, through a not-for-profit organization, to eventually assist in funding the Cemetery operational, capital, and maintenance needs.
- As budgets allow, explore the feasibility of increasing the City's financial contribution to the Cemetery over a defined period to offset future costs.

## **Irrigation System**

Irrigation is a vital requirement for a horticultural attraction such as the Cemetery. The existing irrigation system is aging and marginally functional. The last major upgrade occurred in 1992 when a booster pump was added. The system is composed of a looping main line with most areas of the Cemetery having manually operated impact heads on risers. The historic rose garden and Hamilton Square have an automatic drip system in most of the plots. There are significant issues with the existing system that include the following:

- Irrigation is not targeted by vegetation type.
- Overspray on roadways, paved pathways, and concrete plots wastes water.
- Water from impact heads is damaging stone monuments and plants.
- Lack of water volume and pressure limits how many areas can be watered at one time.
- Lack of automatic control results in labor-intensive operation of the system.

An assessment of the existing irrigation system has recently been performed. The City has budgeted funds for irrigation improvements and the assessment will assist in determining the best use of the available funding.

The existing irrigation system consists of a 3" looping mainline. Pressure is provided by a booster pump, however there is an observed pressure loss that is problematic. The system is manually operated by opening and closing valves (except in the Historic Rose Garden and Hamilton Square where volunteers have installed an automatically controlled bubbler system). The vast majority of irrigation heads are large impact rotors that indiscriminately water plots, paths, and concrete covered plots. In addition, the strong streams of water from the impact heads are damaging stone monuments.

### **Irrigation Design Concept**

An irrigation concept design provides for separate watering of turf borders and pathways using strip-pattern spray heads. The concept also provides for an irrigation connection in each plot that can be adapted to best water the plants including drip, micro sprays, bubblers, or another irrigation type. The new system can also have a programmable controller that can respond to weather conditions.





Most of the cemetery is watered with manually-operated large impact heads.



Water is wasted on paved areas and concrete plots.



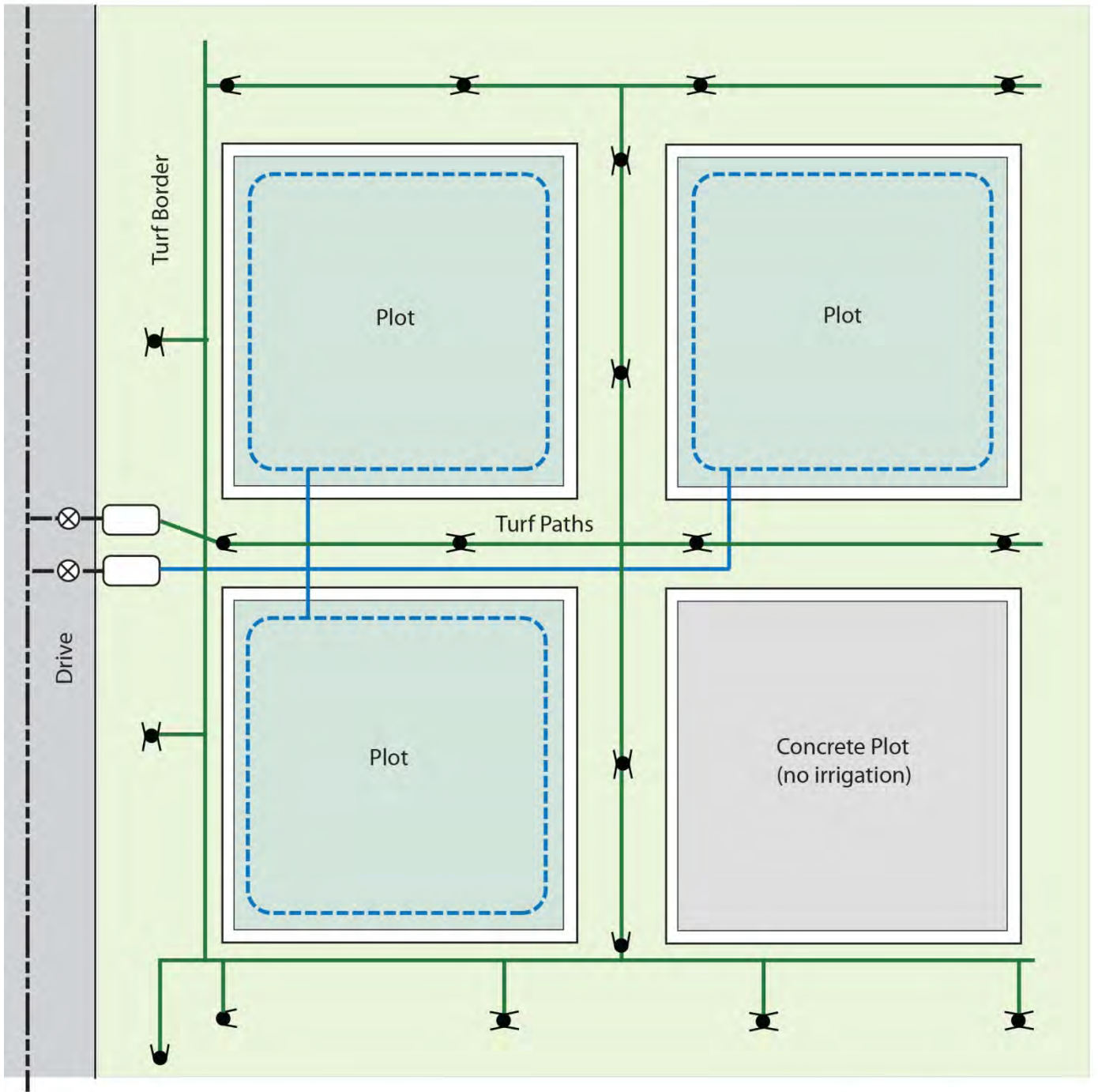









Sprays from impact heads cause damage to stone monuments.



Turf paths have different water needs from plots and should be on separate valves.





-  Existing irrigation main line
-  Lateral lines - turf paths
-  Lateral lines - plots
-  Poly line inside plots - adaptable for drip, sprays, or other irrigation
-  Valve boxes
-  Isolation valve
-  Strip turf spray

0 2 4 8 scale in feet

Old City Cemetery  
**Typical Irrigation Concept**

# Appendices

1. 2019 Historic City Cemetery Plant Maintenance and Pruning Guidelines for the Protection of Historic Resources
2. Online Burial Search Example
3. Sacramento City Code – Chapter 12.68 Cemeteries
4. Cemetery Burial Inquiry Procedures
5. City Cemetery Volunteer Agreement and Orientation Handbook (Revised May 2019)
6. 2001 Adopt-A-Plot Guidelines
7. Sacramento Register of Historic and Cultural Resources – 2.2.20 Historic City Cemetery
8. Sacramento City Council Resolution No. 2008-436 Agreement with County Sheriff’s Department



## Appendix 1:

### Sacramento Historic City Cemetery

# Plant Maintenance and Pruning Guidelines for the Protection of Historic Resources

FINAL 4/8/19

Developed by the Cemetery Technical Advisory Committee Sub-Committee, October 25, 2108.

Approved by full Cemetery Technical Advisory Committee, April 8, 2019.

## Background

The Sacramento's Historic City Cemetery is owned and operated by the City of Sacramento. Established in 1849, the Cemetery is a 31.8-acre site located to the south of the city's downtown. The primary entrance to the Cemetery is located on Broadway at 10<sup>th</sup> Street. The Cemetery is located on a sand hill which provided a flood free and well drained site.<sup>3</sup> The design consists of rectilinear configuration of asphalt drives as well as pedestrian paths. Brick and stone retaining walls are used to create level burial plots. The Cemetery has a diverse vegetation and plant life that helps to create a park-like atmosphere.<sup>4</sup>

Citing it as the resting place of California pioneers, victims of the 1850 cholera epidemic, and several illustrious Californians, on February 25, 1957 the Sacramento City Cemetery was designated an Historical Landmark by the California Office of Historic Preservation.

Due to limited City resources during the period from the 1960's to the mid-1980's the Cemetery grounds maintenance fell below desired standards. This was exacerbated by significant acts of vandalism to some of the monuments. During this time a group of concerned citizens created a non-profit organization called the Old City Cemetery Committee, Inc. (OCCC), to assist the City in preserving and maintaining the Cemetery records and grounds. This important public/private partnership generated among other things, three garden areas within the Cemetery that have become an important public resource in and of themselves. However, there are some inherent issues between garden plantings and the Cemetery structures and monuments. Some of the issues are physical, and some are functional, and some are esthetic. Therefore, to maximize the positive relationship between the Cemetery as an historical and cultural resource and the gardens as a cultural and esthetic attraction, guidelines for garden planting and pruning are needed.

## Purpose for the Guidelines

The extraordinary gardens created by volunteers have transformed the cemetery into a cultural attraction. The purpose of the guidelines is to ensure that the gardens can continue to thrive while preserving and protecting the cemetery monuments and other historic resources for future generations. These guidelines are just that, guidelines to be applied with discretion. Individual situations should be evaluated to determine how best to apply the guidelines.

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<sup>3</sup> Sacramento Historic City Cemetery Master Plan

<sup>4</sup> Sacramento City Cemetery National Register of Historic Places Continuation sheet, Section 7

Without proper pruning and maintenance, the garden plants can have unintended negative impacts to the cemetery's structures and monuments. Stone, particularly marble, and metal historic features are susceptible to visual and physical impacts:

- Plants rubbing and abrading monument surfaces can lead to damage and erosion of stone material.
- Plants too close to monuments can trap moisture and cause shade which can lead to growth of lichen and other organic growth that can damage monuments.
- Supports for climbing plants should be structurally sound and able to support the weight of plants.
- Plants should not create hiding places that result in security issues and undesirable uses.
- Plants should be pruned and maintained to ensure that visitors are able to view and read all monument inscriptions.
- Plants should be pruned to avoid conflicts with visitors walking on cemetery paths.

### **Cemetery Historic Status**

Sacramento City Cemetery is an historic property with the following designations:

- Listed on the National Register of Historic Places (listed November 2014).
- City of Sacramento historic resource: Historic City Cemetery Historic District, designated by city ordinance September 2012.
- Listed as a historical landmark by the State of California in 1957 (State Historical Landmark #566).

As an historic property, existing historic features should be preserved for future generations. The significant features and characteristics of the Historic City Cemetery include the following:

- Site plan, including the layout and organization of drives, paths, and plot areas;
- The site's topography and its resulting retaining walls and terraced, raised plots;
- The plots' variety of surrounding walls, curbs and often metalwork fencing, and curbs and walls in a variety of materials and designs;
- The collection of mausoleums, monuments, tombs and headstones;
- The Mortuary Chapel;
- Brick, stone, concrete, turf and mulch paths/walkways, with a variety of original layout, edging, and scoring patterns;
- Historic vegetation (from Master Plan 1953 aerial photo) and historic locations of elms and other canopy trees and shrubs, including heritage roses and other garden areas identified in the Cemetery Master Plan.
- Individuals buried in the cemetery include people significant to California and U.S. history including Crocker, Hopkins, and Hamilton.

### **Cemetery Landscape Character**

The cemetery plan was created in the 1850s as a "city of the dead" consisting of raised rectangular plots within a grid of paths and drives. Planting within the cemetery was an important part of the cemetery environment for the enjoyment of visiting families and as a statement of care for departed family members. The landscape character of Historic City Cemetery can be best described as eclectic, in part because a variety of plants were installed by both the city and various plot-owners over time. A canopy of trees may have been planted by the cemetery managers, but most planting within individual plots was traditionally done by the families, resulting in a wide variety of ornamental plant types. It is also important to view the cemetery plantings as part of a continuum. The plantings will be ever-changing and evolve over time, reinforcing the eclectic nature.

Roses were a common choice throughout the history of the cemetery. The current pioneer roses featured in the Historic Rose Garden were sourced from historic cemeteries, parks, and home sites around California. These roses were often planted in naturalizing forms in the picturesque landscape style that emphasized wildness and naturalistic design. Some

roses and other plants in the cemetery were planted by plot owners date from the 19<sup>th</sup> century. At least a dozen of these plants remain and should be preserved.

## **Guidelines:**

### **Trees:**

- All tree planting, trimming and removals are determined by City Parks Staff, in consultation with the City's Urban Forest Division of Public Works, or private certified arborists, and with the City Historian and Preservation Director.
- To the extent feasible, prevent tree roots damage to plot walls, mausoleums, and other cemetery resources.
- New large trees should not be planted within plots.
- Large shrubs that can outgrow the intended spaces should be kept pruned to size as appropriate per species.

### **Upright Monuments and Headstones:**

- All sides, including bases, of the headstone or monument with inscriptions must be exposed.
- There can be no plants of any type growing directly on the headstone or base.
- Plants should not trap moisture on stone monuments. Individual monuments should be evaluated and monitored for organic growth and other potential damage to stone materials.
- New woody plants should be located a minimum of 12" away from monuments to allow for seasonal growth. Some plants, depending on habit, should be planted further away.
- Monuments with existing plants within 12" should be monitored for potential damage.
- Monuments and headstones cannot be moved without the approval of the City Historian and the Preservation Director.
- To avoid problems, new plants should be located according to their expected size at maturity to not cover or grow over monuments, plaques, and other historic features.

### **Flat Stone Markers:**

- Flat stone markers cannot be covered by plants.
- Flat stone markers cannot be raised above grade without approval of the City Historian and Preservation Director.
- New woody plants should be located a minimum of 12" away from stone markers.

### **Plots, Surrounds and Pathways**

- Plantings shall be kept trimmed back so that plants do not grow to obstruct aisles and paths.
- Any removal of cement covers on plots must be approved by City Parks Staff, the City Historian and Preservation Director. A landscape replacement plan should be submitted and approved prior to removal of concrete.
- Pathways are maintained by City Parks Staff. Any alteration to pathways must be approved by City Staff.

### **Climbing Plants on Arbors**

By nature, climbing roses need support structures to grow properly. There are a number of existing climbing roses on arbor structures of three main types: welded steel fence sections, steel rebar arches, and corral structures. The corral structures are not arbors but they do support the plants.

- Existing support arbors within plots can remain if the City determines they have structural integrity and do not cause damage to monuments or plot enclosures.
- Correct any structural deficiencies. Arbors that cannot be remediated should be removed or replaced.
- Replacement arbors should be designed to be appropriate to the historic cemetery setting and installed without negatively impacting historic resources.

- Arbors that span from one plot to another are not historically appropriate and will be removed.
- Additional arbors and other landscape structures shall not be installed without prior approval from the City.

### **Historic Plants**

- Trees and shrubs planted during the National Register period of significance (1849 to 1962) should be preserved as historic resources as feasible.
- Per the Secretary of the Interior's Standard for the Treatment of Historic Properties, historic trees and shrubs that die or require removal for disease or safety reasons should be replaced in-kind, or with a compatible plant of similar habit, form, color and texture.
- Efforts should be made to maintain and restore the cemetery's historic tree canopy by providing multiple generations of trees (see cemetery master plan).

### **General Maintenance**

- Pruning of plants should be done at the appropriate time and season for each species, generally when plants are dormant.
- Use of herbicides, fertilizers and other chemical applications should be limited and in accordance with City regulations.
- Ensure that chemicals do not come in contact with monuments, stone or brick enclosures, and other historic resources.
- When using mechanical equipment such as mowers and trimmers, care must be taken to not damage cemetery historic resources.
- The use of overhead irrigation sprays should be phased out to eliminate damage to monuments and trees.
- Encourage the use of water-efficient plants.

### **Responsibilities**

All gardeners and groundskeepers working in the cemetery will follow these guidelines. Sacramento city staff is responsible for the management and maintenance of the cemetery, assisted by Sheriff's Work Project, volunteers and plot owners. Staff will identify areas of concern to volunteers and plot owners. Plants in plots cared for by owners, individual volunteers, or by volunteers in designated gardens will not be trimmed or removed by City staff or Sheriff's Work Project unless their assistance is requested or in case of a documented emergency. Volunteers will log their hours, and notify city staff if they will be absent for an extended period or can no longer care for their plot(s). If the City determines that a plot has been abandoned, they will seek another volunteer or take over maintenance.

A Garden Committee will be formed to oversee horticultural aspects of the cemetery. It will include City staff, garden coordinators, OCCC representatives and other interested volunteers and plot owners. The Garden Committee will strive to identify and discuss issues early so resources can be used efficiently. It will meet regularly to improve communications, identify areas of concern, and develop recommendations.



## Appendix 2: Online Burial Search Example

### Graceland Cemetery Burials Search for 'Smith'

#### Burial Search

smith

Birth Year: [ ] Death Year: [ ]

Tour Information <

Search Results >

Showing 100 of a possible 835 search results.

- A. B. Smith  
Died: 07/24/1875
- Abby L. Smith  
Died: 12/01/1884
- Abraham Smith  
Died: 12/14/1880
- Abraham Smith  
Died: 05/31/1876
- Ada F. Smith  
Died: 09/24/1833
- Adam Smith  
Died: 01/12/1894

<https://www.gracelandcemetery.org/burial-search/>  
Interface created by webCemeteries

## Woodlawn Cemetery Work Order

Graceland Cemetery Burials Search for 'Smith'

## **Appendix 3: Sacramento City Code – Chapter 12.68 Cemeteries**

### **Chapter 12.68 CEMETERIES**

#### **Note:**

\* Prior code history: 11.01.010—11.01.050

#### **12.68.010 Designation of city cemetery.**

The tract of land bounded by Riverside Boulevard, Broadway, Muir Way, and the Masonic Cemetery, having heretofore been set apart and dedicated solely for burial purposes, is hereby designated the Historic City Cemetery of the city of Sacramento. (Ord. 2002-020 § 1 (part), 2002)

#### **12.68.020 Definitions.**

As used in this chapter, the following words and phrases shall have the meaning given them in this section unless the context clearly requires otherwise:

“City” means the city of Sacramento.

“City cemetery” means the Historic City Cemetery of the city of Sacramento designated in Section 12.68.010.

“Cemetery manager” means the manager of the history and science division of the city of Sacramento or any other city employee who may be designated as the cemetery manager by the city manager or the director of the convention, culture & leisure department. “Cemetery manager” also includes the cemetery manager’s designee.

“City employee” means an employee of the city of Sacramento or a person who is authorized by the cemetery manager to provide volunteer services at the city cemetery. (Ord. 2002-020 § 1 (part))

#### **12.68.030 City cemetery use—Restrictions.**

No person, except an authorized city employee in the course and scope of his or her assigned duties, shall:

A. Plant any tree, shrub, plant, or flower on the grounds of the city cemetery without prior approval from the cemetery manager. This subsection does not prohibit the placement of cut, artificial, or potted flowers upon a grave;

B. Cut, break, pluck, remove, or in any manner destroy or injure any tree, shrub, plant, or flower within the city cemetery grounds without prior approval from the cemetery manager. This section does not prohibit the removal of weeds and dead vegetation by an authorized city employee, a person or business entity that has received approval as provided in paragraph (F) of this section, or an owner of a private plot, in the course of providing care and upkeep of plots;

C. Enter the city cemetery grounds between 5:00 p.m. and 8:00 a.m. of the following day during the months of October, November, December, January, February and March or between 7:00 p.m. and 8:00 a.m. of the following day during all other months, unless specifically authorized to do so by the cemetery manager;

D. Loiter on the grounds of the city cemetery. As used in this section, loitering means and includes entering and remaining on the grounds of the city cemetery without lawful business thereon and under such

circumstances that a reasonable person would conclude that the person who has entered and remains on the grounds of the city cemetery does not have a purpose connected with the lawful and ordinary use of the city cemetery, does not have a bona fide intent to exercise a constitutional right, and is causing public inconvenience and annoyance;

E. Deposit rubbish, grass clippings, shrub clippings or other similar materials or substances on the grounds of the city cemetery, without prior written permission of the cemetery manager. This subsection does not prohibit the placement of cut, artificial, or potted flowers upon a grave;

F. Provide contract services for the care and upkeep of private plots in the city cemetery without registering with the cemetery manager and providing a list, to be updated monthly, designating the plots for which the contract services shall be provided and the name and address of the party or parties authorizing the provision of contract services to each designated plot;

G. Operate or use on the grounds of the city cemetery any motorized vehicle as defined in the California Vehicle Code in the following ways:

1. Driving faster than the speed limit posted by the cemetery manager;

2. Sounding the horn of any vehicle or leaving engines running in a parked car that in any way interferes or causes any disturbance or noise during funerals;

3. Operating or parking any vehicle, except upon areas designated for such use, unless expressly permitted in writing by the cemetery manager. The cemetery manager is authorized to tow vehicles that violate this subsection. This subsection shall not apply to city employees on official business;

4. Operating a motorcycle on the grounds of the city cemetery in a malicious or disruptive manner;

H. Bring any domesticated pet or animal to the city cemetery unless it is leashed. Pet owners shall remove any and all pet droppings from the city cemetery grounds;

I. Smoke while on the grounds of the city cemetery, unless in a smoking area designated by the cemetery manager;

J. Fail to supervise children who accompany that person to the city cemetery. No children shall be admitted unless accompanied by an adult who shall be responsible for their conduct;

K. Possess any open alcoholic beverage container or consume any alcoholic beverage on the grounds of the city cemetery, except at an organized event that has received prior written approval for the possession of alcoholic beverages from the cemetery manager; and further provided that the organizers of the event are in compliance with all state alcohol licensing requirements;

L. Intentionally remove, break, injure, deface, alter, damage or disturb any structure or item on city cemetery grounds, including but not limited to a tombstone, gravestone, monument, stake, marker, fence, post rail, curb, or wall;

M. Dispose of, within the city cemetery, trash or garbage accumulated outside of the city cemetery. Further, no person shall dispose of trash accumulated within the city cemetery other than in designated areas or receptacles provided for that purpose;

N. Engage in stone rubbing without prior written approval from the cemetery manager. For purposes of this section, the term "stone rubbing" means the act of obtaining an impression on a piece of paper or other material by sliding a pencil or other object against it while it is placed upon a monument, tombstone, or gravestone;

O. Engage in the sale of food or beverages within the city cemetery without prior written approval from the cemetery manager. (Ord. 2002-020 § 1 (part))

#### **12.68.040 Roadways on city cemetery property.**

In the reasonable exercise of his or her discretion, the cemetery manager may modify the use of the roadways on the grounds of the city cemetery as necessary for the safety and operation of the city cemetery, including but not limited to, closing particular roadways or altering the designated use of the roadways. The cemetery manager is also authorized to regulate parking on the grounds of the city cemetery as required to accommodate events occurring at the city cemetery. (Ord. 2002-020 § 1 (part))

#### **12.68.050 Closure of city cemetery grounds.**

At the closing time designated in section 12.68.030(C), all persons other than city employees shall leave the city cemetery grounds. The cemetery manager is authorized to close the city cemetery when reasonably warranted for special events or projects and emergencies. (Ord. 2002-020 § 1 (part))

#### **12.68.060 Public notification of restricted conduct.**

The cemetery manager shall prepare a list summarizing the rules set forth in this chapter and make it available on the grounds of the city cemetery for public access and review. At the discretion of the cemetery manager, a sign or signs listing some or all of the rules may be posted. (Ord. 2002-020 § 1 (part))

#### **12.68.070 Maintenance by city cemetery staff.**

The cemetery manager is authorized to clear weeds, debris, old flowers or floral pieces, or other items from any privately owned plot on the grounds of the city cemetery that, in the Manager's opinion, is not being maintained or otherwise properly cleared. In addition, the cemetery manager is authorized to abate safety concerns by repairing or removing monuments, tombstones, retaining walls and other structures that, in the manager's opinion, are not being maintained or have been abandoned. (Ord. 2002-020 § 1 (part))

#### **12.68.080 Administrative service fee.**

An administrative service fee shall be charged for each burial in the city cemetery. The amount of the fee shall be established by resolution of the city council. (Ord. 2002-020 § 1 (part))

#### **12.68.090 Violation a misdemeanor.**

Any person who violates any provision of this chapter is guilty of a misdemeanor. (Ord. 2002-020 § 1 (part))



## Appendix 4: Cemetery Burial Procedures

### CITY CEMETERY

#### BURIAL INQUIRY PROCEDURES

Each burial is done with extreme care and concern so that the family and friends of the deceased can feel comfortable and secure in the way their loved one is being looked after.

#### Burial Guidelines:

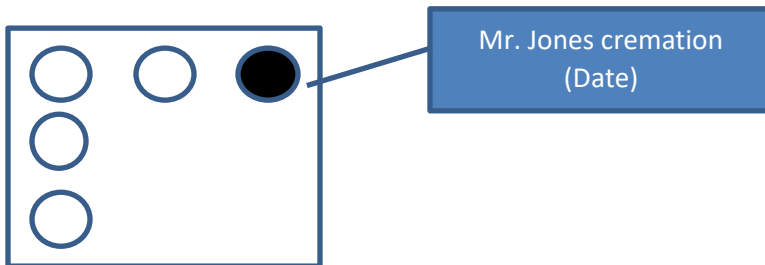
- Typically, most burial requests start with a phone call to the Cemetery office at (916) 264-5621. Using Burial Information Sheet (see sample) obtain the necessary information by completing the questions on the sheet.
- Discuss fees at this time and ask caller if they have an email or fax number and send them the procedure and fee sheet.
  - Burial Fee (only paperwork & research grave site= \$450 Weekday; \$600 for Weekend
  - Cremation Fee (includes opening & closing) = \$350 Weekday; \$500 for Weekend
  - Administrative Service Fee= \$50 per service

#### Research records for location of burial:

- A. **Private Burial:** Check records and with family for valid authorization of person to be buried. (i.e. proof of ownership of the plot). Proof of ownership can be any official documentation, and all the leg work is up to the family to do/prove. Deed to plot, death certificate, birth certificate, marriage certificate, or from census bureau. Must show proof (paperwork) if there was a legal name change or marriage to prove relationship. If owner is someone other than a family member, must have a notarized letter authorizing from family. Copies are placed in a book titled “pre-approved” burials.
- B. **Veteran burial:** Must have permission to be buried in Veteran Plot. For permission call:
  - Post 67 – Phone: (916) 456-2650
  - Post 1660 – Phone: (916) 395-0837
  - Administrator for Affiliated Counsel of Veterans – Phone: (916) 440-6713
  - Veterans provide fee for headstone
  - Veterans office gives approval; Tom signs off on it and keeps copy

### Location of Burial:

- Confirm location of the burial site and check conditions of the site for special problems (i.e., plot cemented over, large monument in the way, large tree or shrub). Look up plot # on deed, look at plot whether there is concrete, dirt, tree, etc. Charge to cut down if necessary. Check index for name, location, and map. Go to map to verify with names. Take photos. Indicate in burial book the person, location of burial, and where they are buried in the plot (see diagram below).



### Confirm burial details:

- Contact family and funeral director to:
  - A. Schedule to meet and confirm burial location and discuss any existing problems at the site that need to be addressed prior to opening and closing;
  - B. Confirm special requests- (i.e., deeper hole, personal items, double, historic headstones, etc.)
  - C. Discuss use of cement liner- can request it, but not required
  - D. Receive final payment for services
    - check for City services
    - check payable to contractor for opening and closing

### Coordination of burial with contractors:

- Make arrangements for opening and closing of the grave site. Inform family that they will pay the contractor directly.
- Burial contractors (no contracts involved):
  - Manuel Valdez- opening & closing (dig holes (approx. \$800-\$1200) & close)
  - Randy- provides chairs, tents, lowering device
  - City- Burial fee (paperwork associated)
- Preferred method: funeral home will coordinate everything with our contractors. Most of the time, they write checks to the City and Manuel, and the funeral home pays Randy. Funeral home provides burial permit by day of burial.
- If not this method, 3 separate checks are written to each contractor for services.

## Grave digging:

- Grave measurements under staff supervision:
  - Four to six feet deep
  - Single grave 28" to 30" wide – 4' deep
  - Double grave 28" to 30" wide – 6' deep

After hole is dug, Tom inspects first thing in the morning to remove any debris, rats, etc. by hand. Calls Manuel if the hole caves in.

- Timeline: Finished in at least 1 day, up to 4 days to dig hole sometimes depending on location
  - East side – Manuel digs 3 days before the burial
  - West side day before
- If the family wants a tent and/or chairs, refer them to Randy. They can set up a tent, chairs, lowering device, cement liner, etc.
- Cover open grave with wooden boards until time of burial. Tom removes the boards next morning when he checks on it.
- On the day of the burial, have one of the staff meet the family and funeral director at the entrance gate and direct them to the burial location.
- Take a picture of the actual burial and staple photo to the funeral information sheet. Give copy of sheet to Archives staff to input into OCC burial database.
- Do not lower the casket until the family leaves. If the family members stay at the site too long, ask for their permission to lower the casket.
- Supervise closing of the grave by person in charge of the interment. Tom needs to stay to supervise.
- Notify Archivist, Marcia Eymann's office
- Post entries in Plot Books A, B, C, D, F, G (alpha & year). File under year in the file.
- Sign- Permit of Disposition in box 11B. Mail permit to:  
Sacramento County Health Dept.  
Vital Statistics  
3701 Branch Center Road  
Sacramento, CA 95827  
(Phone: 916-366-2145)



*City Cemetery*  
*Volunteer Agreement*  
*and*  
*Orientation Handbook*

*February 2019 Revised May 2019*



## **INTRODUCTION**

Congratulations, we have reviewed your application and invite you to be a long-term City Cemetery volunteer. Please review the enclosed handbook, sign the volunteer agreement and return the handbook with the signed agreement for our records. This document is in a fillable PDF format, which will allow you to complete and sign the agreement electronically using Adobe Reader. Please contact us if you require assistance.

The purpose of the City Cemetery Volunteer Handbook is to provide information specific to the City Cemetery, which is located at 1000 Broadway. It includes information about the City of Sacramento and the historic City Cemetery to help answer some of the questions you may have.

All volunteers must complete the agreement form. If you are a volunteer under the age of eighteen, you will need your parent or legal guardian permission to volunteer.

Volunteers may also go through some additional screening depending on the type of volunteer opportunity you choose and the number of applicants. Volunteers may also undergo extensive screening such as fingerprinting or a background check.

You can expect a general orientation (including this handbook) as well as training specific to your assignment – often on-the-job training. Once we receive your signed agreement we will contact you with available dates for your volunteer orientation. Attendance of an initial volunteer orientation is the last step in the volunteer process.

You are part of a team of volunteers who provide tens of thousands of hours of service to the City and its non-profit partners each year. We appreciate your service!

Sincerely,

*C. Gary Hyden, Acting City Cemetery Manager*

C. Gary Hyden  
Acting Cemetery Manager  
Department of Youth, Parks & Community Enrichment

City Cemetery Volunteer Services  
City of Sacramento  
Department of Youth, Parks & Community Enrichment  
915 I Street, 3rd Floor  
Sacramento, CA 95814  
Phone: (916) 808-5200

## **BRIEF HISTORY AND OVERVIEW OF THE CITY CEMETERY**

When James Marshall discovered gold in the American River in January 1848, the world rushed in, and the City of Sacramento was born. Founders established the city in 1849 and incorporated it in 1850.

The Gold Rush brought a large influx of people to Sacramento throughout the 1850s, and the city developed into a major transportation and trading hub for miners and merchants. Its establishment as the State Capitol in 1854 and as the terminus for the transcontinental railroad in 1863 ensured Sacramento's future as one of the West's most important cities.

The City Cemetery is sometimes referred to as the "Old City Cemetery," because it is the oldest public cemetery west of the Mississippi River. It is one of the most historically significant properties in the City of Sacramento. The Cemetery derives its primary significance from its association with the historic transformation of Sacramento from a Gold Rush-era boomtown to a well-established political and economic hub for the region.

The Cemetery contains the graves of a number of persons of outstanding importance, whose lives and activities determined the course of events in local, state and national history. The Cemetery offer a history of the importance historic association from Sacramento's and California's early period of settlement. The City Cemetery has been placed on the National Register of Historic Places.

The City Cemetery also contains extensive landscaping with native plants and roses. The rose garden was planted in the early 1990's and has been recognized as a "public garden" by the American Rose Society. There are three established gardens at the Cemetery, the rose garden located throughout the Cemetery, the native plant garden, and Hamilton Square. Each plot or grave site is landscaped, and those plants require regular weed removal and plant pruning. There are also arbors that were erected which have climbing roses which also need regular maintenance.

Although historic, the Cemetery is an active graveyard governed by state laws and City regulations. There are still plots that may be used for burials and internments. Relatives of persons buried at the Cemetery still visit the graves. The grave markers in the Cemetery are also historic that must be preserved and protected from damage. All volunteers must respect the need for preservation of the grave markers as well as the rights of relatives and the general public to visit the graves. Any person owning a plot or who has a relative interned at the Cemetery cannot maintain that plot without first becoming a City volunteer by applying for a position and signing the agreement forms as set forth in this Handbook.

The City, in association with volunteers, sponsors guided tours of the Cemetery and hosts

*City Cemetery Volunteer Agreement and Orientation Handbook*

special events. Self-guided tours are also available to the public. The annual Lantern Tour in October is one of the most popular tours where costumed docents tell stories of the historical and notable cemetery residents.

The City has undertaken improvements to the Cemetery to protect the granite grave markers, as well as to improve irrigation for the plants. The City also hired experts and created a technical advisory committee to develop a Master Plan to guide the operations and maintenance of the Cemetery. The Master Plan sets forth the policies and principles which should be reviewed by all volunteers.

All volunteers are required to comply with the enclosed City policies and City Cemetery Volunteer Agreement Terms.

# *City and Cemetery Policies*

*These policies apply to all volunteers.*



## **SECTION 1– CITY-WIDE POLICIES**

“Volunteer” means a non-compensated individual who offers services to a City and is registered with the City of Sacramento. Volunteers may serve in short term or on-going over a long period.

### **DRUG-FREE WORKPLACE POLICY**

In accordance with the federal grant requirements established by the Drug-Free Workplace Act of 1988, the City of Sacramento has a drug-free workplace policy:

Unless legally authorized to do so, employees and volunteers are prohibited from manufacturing, distributing, dispensing, using, consuming, injecting, possessing, being under the influence of, selling or offering for sale any controlled substance as the latter is defined in the California Health and Safety Code.

An employee or volunteer shall notify his/her immediate supervisor of any criminal drug statute conviction he/she received for a violation occurring in the workplace or while on duty no later than five calendar days after such conviction.

### **ZERO TOLERANCE POLICY**

The City has a zero tolerance policy on drugs and alcohol in the workplace. Zero tolerance means that all employees and volunteers are prohibited from possessing, using, or being under the influence of prohibited drugs or alcohol while on duty, on city property, while operating or in city equipment, in the employee or volunteer’s vehicle used during city business, on their person, or in the work place. Employees and volunteers subject to testing pursuant to the federal Department of Transportation drug testing requirements are also precluded from using alcohol within eight hours of starting their shift.

For detailed information regarding the policy, please refer to the Drugs/Alcohol in the Workplace Policy on the city’s website located at <http://www.cityofsacramento.org/HR/Document-Library>; or contact the Department of Human Resources, Labor Relations Division.

### **SMOKE-FREE WORKPLACE POLICY**

Individuals (employees, volunteers, contractors, vendors, visitors or guests) are not permitted to smoke in the workplace. The workplace includes, but is not limited to city buildings, vehicles, equipment (including light and heavy duty trucks, cargo and

passenger vans, buses, and any other mobile equipment with an enclosed driver/passenger compartment), or other areas where work activities are being performed. Smoking is not prohibited in designated smoking areas. Where a smoking area is not officially designated, employees who wish to smoke may do so at a minimum distance of 20 feet from the entrance or air intake of the workplace as defined above. For outside workplaces, such as construction sites, individuals (as defined above) must be 20 feet from work and/or break areas when smoking.

For detailed information regarding the policy, please refer to the Smoke- Free Workplace Policy on the city's website located at <http://www.cityofsacramento.org/HR/Document-Library>; or contact the Department of Human Resources, Administration Division.

#### **WORKPLACE VIOLENCE POLICY**

The City of Sacramento is committed to providing a safe workplace free from violence, and threats of violence. The workplace includes any place where city business is conducted, including city buildings and property, city vehicles, private vehicles while used on city business, other assigned work locations, and off-site training.

For detailed information on the Violence in the Workplace policy, please refer to the Violence in the Workplace policy on the city's website located at <http://www.cityofsacramento.org/HR/Document-Library>; or contact the Department of Human Resources, Labor Relations Division.

#### **HOLIDAYS**

Generally no volunteer work is to occur on a City holiday unless there is a scheduled special event. At the Cemetery events have been held on Memorial Day and Veterans Day. City holidays are as follows:

<b><u>Holiday</u></b>	<b><u>Date</u></b>
New Year's Day	January 1
Martin Luther King, Jr., Day	Third Monday in January
Presidents' Day	Third Monday in February
Cesar Chavez Day	Last Monday in March
Memorial Day	Last Monday in May
Independence Day	July 4
Labor Day	First Monday in September
Veterans' Day	November 11

Thanksgiving Day	Fourth Thursday in November
Day after Thanksgiving	Friday after Thanksgiving Day
Christmas Eve (4 hours)	December 24
Christmas Day	December 25
New Year's Eve (4 hours)	December 31

## **SECTION 2 – CIVIL RIGHTS**

### **DISCRIMINATION AND HARASSMENT**

It is the policy of the City of Sacramento to afford equal opportunity to all persons and to prohibit discrimination or harassment based on ancestry, age, color, disability (physical and mental, including HIV and AIDS), genetic information, gender (gender identity and gender expression), marital status, medical condition, military and veteran status, national origin (includes language use restrictions), race, religion creed, sex (includes pregnancy, childbirth, breastfeeding and/or related medical conditions) or sexual orientation. Our commitment to equal opportunity and non-discrimination extends to all job applicants and employees, and to all aspects of employment, including but not limited to recruitment, hiring, training, assignment, promotion, compensation, transfer, layoff, reinstatement, benefits, education, and termination, as well as providing reasonable accommodation to qualified persons with disabilities.

The Office of Civil Rights Manager is the City Manager's designee to direct, coordinate, and supervise activities associated with the City's Equal Employment Opportunity (EEO) Policy prohibiting discrimination, harassment, and retaliation.

For detailed information regarding the policy, please refer to the EEO Policy on the City's website located at <http://www.cityofsacramento.org/HR/Document-Library>.

### **SEXUAL HARASSMENT**

It is the policy of the City of Sacramento that all employees should enjoy a working environment free from all forms of discrimination, including sexual harassment. No employee, (regardless of sex or gender), should be subjected to unsolicited, unwelcomed, and unwanted sexual overtures or conduct of a sexual nature. To this end, the City will not condone any form of sexual harassment in the workplace. Such conduct by a City employee or non-employees who conduct business with the City will not be tolerated. Corrective or disciplinary action, up to and including termination,



shall be taken against employees engaging in behavior or conduct prohibited by the Equal Employment Opportunity policy.

For detailed information regarding the policy, please refer to the EEO Policy on the City's website located at <http://www.cityofsacramento.org/HR/Document-Library>.

### **DISABILITY DISCRIMINATION**

Discrimination on the basis of disability against any applicant or employee who is a qualified individual with a disability, by a management employee or coworker is not condoned and will not be tolerated. The policy applies to the job application process and all terms and conditions of employment including, but not limited to: recruitment, hiring, training, assignment, promotion, compensation, transfer, layoff, reinstatement, benefits, education, termination, and also in the provision of city programs and services.

For detailed information regarding the policy, please refer to the EEO Policy on the City's website located at <http://www.cityofsacramento.org/HR/Document-Library>.

### **REASONABLE ACCOMMODATION**

All decisions relating to employment including, but not limited to recruitment, selection, training, assignment, promotion, reinstatement, compensation, transfer, benefits, and education, will be determined by the applicant's or employee's ability with consideration of any requested reasonable accommodation. The Reasonable Accommodation policy is applicable to all employment policies and practices.

For more detailed information about the reasonable accommodation process, please refer to the Reasonable Accommodation Policy on the City's website located at <http://www.cityofsacramento.org/HR/Document-Library>.

Please acknowledge that you are able to perform the essential functions associated with your volunteer position, either with or without reasonable accommodation. If you need reasonable accommodation, please contact the City's Reasonable Accommodation coordinator at (916) 808-8795.

## **SECTION 3 – SAFETY**

One of the most important safety practices is for a volunteer to report every injury, accident, or exposure to a hazardous substance to the City supervisor immediately.



## **WORK ENVIRONMENT**

The City of Sacramento strives to maintain a work environment that protects volunteer health and prevents accidental injury to volunteers. The Illness and Injury Prevention Program (IIPP) integrates all of the policies and procedures intended to identify and control occupational hazards.

For detailed information regarding the IIPP policy, please contact the Department of Human Resources, Risk Management Division, Loss Prevention Office or the policy on the city's website located at <http://www.cityofsacramento.org/HR/Document-Library>

## **ACCIDENTS TO VISITORS ON CITY PROPERTY**

If a volunteer sees an accident or injury to a member of the public who is visiting a city facility or is on city property, give him or her any assistance necessary. Please first discuss the accident only with official representatives of the City of Sacramento and the law enforcement officials who are investigating the case. Non-employee injuries must be reported. For further instructions, please contact the Department of Human Resources, Risk Management Division.

## **SECTION 4 – WORKERS' COMPENSATION**

### **WORKERS' COMPENSATION**

Workers' compensation covers any injury or illness caused by a volunteer's assignment, ranging from simple first aid to major injury or death. Workers' Compensation provides medical treatment and salary replacement benefits for City employees and volunteers who are injured on the job.

If volunteers are injured or become physically or mentally ill because of their job, including injuries resulting from a workplace crime, they may be entitled to workers' compensation benefits. Volunteers should immediately notify their City supervisor of any injury or illness. The supervisor will notify the Worker's Compensation Unit. Volunteers will receive a Division of Workers' Compensation Claim Form for them to complete, sign and return to the Workers' Compensation Unit.

The City administers workers' compensation benefits in accordance with the California Labor Code. Volunteers can obtain free information from a State of California Division of Workers' Compensation Information and Assistance Officer by calling (916) 263-2741, or they can hear recorded information and a list of local offices by calling (800) 736-7401.

Volunteers may access the State of California, Division of Workers' Compensation web site at <http://www.dwc.ca.gov> or see the City's intranet site at <http://citynet> and select: Human Resources/Risk Management/Workers' Compensation.

#### **WORKERS' COMPENSATION FRAUD IS PROHIBITED**

Workers' compensation fraud may be punished by imprisonment and/or a fine not exceeding \$150,000 or double the amount of the fraud, whichever is greater. Volunteers who would like to obtain more information about the issue of workers' compensation fraud, or would like to report an occurrence of suspected workers' compensation fraud, should call the city's workers' compensation Fraud Line. You may also contact the Department of Insurance Fraud Division's hotline number: (800) 927-4357 or access the Fraud Division's website at: <http://www.insurance.ca.gov/0300-fraud/0100-fraud-division-overview/>

### **SECTION 5 – CITY-WIDE VOLUNTEER PROGRAM**

#### **POLICIES**

**AUTHORITY:** Volunteers do not have the authority to direct City employees, contractors or the public.

**COMPENSATION:** The City will not pay any compensation to volunteers.

**TERMINATION:** Volunteers will not be considered employees of the City of Sacramento. All volunteers serve the City of Sacramento at will, and either the City of Sacramento or the volunteer may terminate the arrangement anytime without notice or consideration.

# *Volunteer Information and Agreement*

*All volunteers must complete this section, including volunteers under 18 years of age.*

## City of Sacramento Volunteer Information and Agreement

Name: \_\_\_\_\_

Address: \_\_\_\_\_

City: \_\_\_\_\_ Zip: \_\_\_\_\_

Home Phone: \_\_\_\_\_ Work/Cell Phone: \_\_\_\_\_

E-mail Address: \_\_\_\_\_

Emergency Contact: \_\_\_\_\_ Phone: \_\_\_\_\_

Relationship to Volunteer: \_\_\_\_\_

Medical Insurance Provider: \_\_\_\_\_

Insurance ID Number: \_\_\_\_\_

### Volunteer Agreement – No Compensation

I choose to participate in the City Cemetery Maintenance program as a volunteer and understand that my services are donated to the City of Sacramento (City) without contemplation of compensation or future employment, and given for humanitarian, religious, or charitable reasons. I understand that I am covered under the City's workers' compensation insurance in the event of an injury from rendering a volunteer service. I will report any injury or incident to my supervisor immediately. I agree to abide by any rules and directions provided by those City officials helping to administer or who oversee this program. I consent to the use of photos or videos by the City of Sacramento for public relations purposes.

In addition, I acknowledge receipt of a copy of the City Cemetery Volunteer Handbook that



*City Cemetery Volunteer Agreement and Orientation Handbook*

outlines the rules, policies and procedures of the City of Sacramento that were in effect at the date of publication. I have read and understand the information in it and agree to abide by the rules, policies and procedures during my volunteering. This Handbook does not constitute a contractual arrangement or agreement of any kind between the City of Sacramento and its volunteers, including, but not limited to, the terms and conditions of volunteering.

I understand that I may request information from my City supervisor if I have any questions or concerns about any of the information outlined in this Handbook.

I understand that these rules, policies and procedures are evaluated on a continual basis and may be modified, amended or cancelled at any time at the sole option of the City with or without notice.

Signature of Participant: \_\_\_\_\_ Date: \_\_\_\_\_

# *Consent of Parent or Legal Guardian*

*All volunteers under 18 years of age must have a parent or legal guardian complete this section.*

**Consent of Parent or Legal Guardian for Minor’s Participation as a Volunteer**

I, \_\_\_\_\_, the parent or legal guardian of \_\_\_\_\_ (“Child”) a minor, who was born on \_\_\_\_\_, choose to permit my Child to participate in the City Cemetery Maintenance program as a volunteer. I understand that my Child’s services are being offered on a voluntary basis without anticipation of any financial remuneration. I agree that he/she will abide by any rules and directions provided by those City officials helping to administer or who oversee this program. I understand that my Child is covered under the City’s workers’ compensation insurance in the event of an injury from rendering a volunteer service. He/She will report any injury or incident to his/her supervisor immediately. Furthermore, Photos, videos of myself or my Child may be used by the City of Sacramento for public relations purposes.

**Consent to Medical, Dental, or Hospital Care of Minor Volunteer**

In addition, I authorize medical, dental, surgical or hospital care, treatment, or diagnosis of said minor and I agree to pay for any medical, dental, surgical, or hospital diagnosis, treatment, or care rendered to or for said minor for a non-industrial injury.

Signature of Parent or Legal Guardian: \_\_\_\_\_ Date: \_\_\_\_\_

# *Volunteer Agreement Terms*

*These volunteer agreement terms apply to all volunteers.*



## CITY CEMETERY VOLUNTEER AGREEMENT TERMS

I agree to comply with the following rules, I understand that I my services may be immediately terminated by the City supervisor if I violate any of these rules, and that I do not have any recourse against the City or any City employee or other volunteer if my services are terminated for any reason.

### General Rules and Volunteer Code of Conduct

1. I understand that I will begin service on a reciprocal trial basis. I agree to participate in orientation and training. I understand that a law enforcement clearance may be obtained and that references may be contacted. I am authorizing the City of Sacramento to contact my references.<sup>1</sup>
2. I understand my volunteer schedule and realize the City is depending on my services. If, for a serious reason, I cannot keep my commitments I will notify the City Cemetery Manager or his/her designee.<sup>2</sup>
3. I agree and understand that any work I perform within the scope of this agreement will be provided on a voluntary basis, and that I do not expect payment or other compensation for performing such work. I also understand that a volunteer position does not constitute an employee-employer relationship with the City of Sacramento, and that I serve at the discretion of the City Cemetery Manager or designee.<sup>3</sup>
4. If I am currently a City employee I know that any volunteer work to be performed is outside of my regular job classification and is separate from any paid work responsibility.<sup>4</sup>
5. I agree not to divulge any personal information regarding other persons which I may have access to as part of my volunteer services. I recognize that unauthorized release of such confidential information may make me subject to a criminal action.<sup>5</sup>
6. I understand that I am fully responsible for maintaining my own personal records of time volunteered to the City for the purposes of internships or community service, subject to my supervisor's verification. At the end of my volunteer service I can have my supervisor sign a letter documenting hours donated, and I understand that the City will maintain no permanent record of this time. I understand that I may be required to sign in and out.<sup>6</sup>
7. I understand that I am covered under the City's workers' compensation insurance in the event of an injury from rendering a volunteer service. I will report any injury or incident to my supervisor immediately.<sup>7</sup>
8. I understand that the City has a zero-tolerance policy against any type of harassment or

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<sup>1</sup> Language from Citywide standard volunteer agreement

<sup>2</sup> Language from Citywide standard volunteer agreement

<sup>3</sup> Language from Citywide standard volunteer agreement

<sup>4</sup> Language from Citywide standard volunteer agreement

<sup>5</sup> Language from Citywide standard volunteer agreement

<sup>6</sup> Language from Citywide standard volunteer agreement (Note: the term will was changed to may)

<sup>7</sup> Language from Citywide standard volunteer agreement

- discrimination. I agree to comply with this policy.<sup>8</sup>
9. I understand that the City has a zero-tolerance policy against any type of violence, threat or intimidation, implied or actual, in the workplace. I understand that I am prohibited from bringing any firearms or other dangerous weapons onto City property. I agree to comply with this policy.<sup>9</sup>
  10. I understand that the City has a zero-tolerance policy against any use of, or being under the influence of, illegal drugs or alcohol in the workplace. I agree to comply with this policy.<sup>10</sup>
  11. I understand that the Cemetery is a smoke-free zone and that no smoking or vaping of any type of material (e.g., tobacco or cannabis) is permitted.<sup>11</sup>
  12. I understand that the City is not responsible for loss or damage to my personal belongings.<sup>12</sup>
  13. I understand that I may not use profane or abusive language at any time while on City property.<sup>13</sup>
  14. I understand that causing, creating, or participating in a disruption of any kind on City property is prohibited.<sup>14</sup>
  15. I understand that I must comply with the City's Park Use regulations found at section 12.72.060 of the City Code (available online) and that I cannot bring my pets while working as a volunteer.<sup>15</sup>

Cemetery Rules and Volunteer Code of Conduct

16. I understand that the Cemetery is an active graveyard and a historic district, and the activities related to relatives visiting graveyards and preservation of grave markers and other historic features is of primary importance and must be respected at all times. I understand that City code provides for prosecution as a misdemeanor the deliberate damage or destruction or removal of any property, such as grave markers and signs, or any plants within the Cemetery.<sup>16</sup>
17. I understand and agree that the existing plantings, including rose bushes, may not cover any grave markers, grave stones, or monuments. I understand and agree that if I am assigned to undertake landscape maintenance work, I will trim plants and rose bushes so that they do not cover any grave markers, grave stones, or monuments, or any retaining walls, fences, stonework, brickwork, or paths.<sup>17</sup>
18. I understand that I am not permitted to place any items on any grave, post any signage, plant any plant, apply any paint, stain or adhesive to any existing structures, dig anywhere other than weed removal, or make any repairs or physical changes to the existing improvements, including arbors.

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<sup>8</sup> Language from Citywide standard volunteer agreement

<sup>9</sup> Language from Citywide standard volunteer agreement

<sup>10</sup> Language from Citywide standard volunteer agreement

<sup>11</sup> Language from Citywide standard volunteer agreement

<sup>12</sup> Language from Citywide standard volunteer agreement

<sup>13</sup> Language from Citywide standard volunteer agreement

<sup>14</sup> Language from Citywide standard volunteer agreement

<sup>15</sup> Language from Citywide standard volunteer agreement

<sup>16</sup> City Code Chapter 12.68 Cemeteries

<sup>17</sup> YPCE procedure developed in coordination with City Historian, and City Preservation Director



Any such work requires prior approval of the City Cemetery Manager who shall as appropriate, consult with the City Historian, the City Preservation Director.<sup>18</sup>

19. I understand that I may use my own non-powered hand tools, e.g. pruning shears, rakes, shovels, etc. to undertake landscape maintenance or pruning or authorized repairs. I understand that if power tools, and or power equipment is required the City will provide the necessary tools and equipment perform my assignment. I also understand that use of any other City equipment and materials is subject to the prior approval of the City Cemetery Manager or his/her designated supervisor.<sup>19</sup>
20. I understand that I am a volunteer and do not have any authority over the Cemetery operations or maintenance of the graves, grounds, or landscaping, including the special gardens and rose bushes. In particular, I will follow the orders and instructions of the City Cemetery Manager or his/her designated supervisor and will not independently direct the work of any other volunteers, interns, consultants, City staff, Sheriff's work crews, or other individuals or companies working at the Cemetery. I understand that I cannot invite others to help me with my work, unless a temporary or permanent volunteer agreement is executed by that person. I understand that I cannot invite consultants to evaluate the Cemetery operations or maintenance without written permission from the Cemetery Manager.<sup>20</sup>
21. I understand that I am not a City spokesperson and that I will not represent myself as a City historic expert, a City garden curator, or any position of authority in the City. I agree to abide by the City's Social Media Policy by not contacting the news media or posting on social media concerning any Cemetery activities or City Cemetery policies and procedures without written authorization from the City Cemetery Manager, the Parks Maintenance Manager, or the Director of Youth, Parks & Community Enrichment.<sup>21</sup>
22. I understand that I do not have the right to organize or host any public or private social or training functions or events at the Cemetery without first obtaining approval of the City Cemetery Manager and a Park Use Permit or a Special Event Permit and paying the permit fees in advance. This prohibition includes publicizing a function or event on social media before securing the City's approval.<sup>22</sup>
23. I understand that if I have any issues, concerns, complaints, or proposals about the Cemetery operations or maintenance, or the actions of other volunteers, City staff, other individuals or companies working at the Cemetery; I will contact the City Cemetery Manager, the Parks Maintenance Manager, or the Director of Youth, Parks & Community Enrichment. I understand that even though I may not agree with their response, I will respect and abide by their decision and directives.<sup>23</sup>

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<sup>18</sup> City Code Chapter 12.68 Cemeteries. Language was modified to require that the City Cemetery Manager coordinate with City Historian, and Preservation Director as appropriate.

<sup>19</sup> Original language was modified to allow use of personal hand tools. Personal power tools and equipment are not allowed based on YPCE procedure and Risk Management recommendations.

<sup>20</sup> Page 16 of the City of Sacramento Volunteer Program Manual; City AP-4101 Non-Professional Services

<sup>21</sup> The phrase "in the City" was added to the to the first sentence. YPCE procedure instituted to clarify volunteer status in the organization

<sup>22</sup> City Code Chapter 12.48 Special Events, City Code Chapter 12.72 Parks, Park Buildings, and Recreation Facilities

<sup>23</sup> City standard operating procedure for City employees. See definition of Volunteer In City Code Chapter 12.68

## Appendix 6: 2001 Adopt-A-Plot Guidelines

CITY OF SACRAMENTO  
HISTORIC CITY CEMETERY  
ADOPT-A-PLOT PROGRAM

### I. GENERAL GUIDELINES FOR WORKING IN THE CEMETERY.

- A. All work beyond routine maintenance to be undertaken in your adopted plot must be reported to the City staff.
- B. Report to the City staff, with a copy to the Old City Cemetery Committee, any deterioration or damage to existing markers or monuments found in the plot. Damaged markers will be put on a stone repair list and addressed as time and restoration funds permit.
- C. Report to the City staff any deterioration to the plot's brick or granite enclosure. These enclosures will be restored when brick crews are available and according to priority needs.
- D. Given the fragile nature of some of these old monuments, special care should be taken in the choice of mechanical equipment and the way it is used.
- E. Granite chips, decomposed granite, pea gravel or concrete are not acceptable as ground covers in plots.
- F. Any plans for cleaning of monuments or headstones must be reported to the City staff to ensure the proper equipment and materials are used.
- G. Plans for reconstruction, repairs or any structural changes must be approved in advance by the City Office. Removal of concrete plot covers is not allowed without permission of the Manager.
- H. Gas powered trimmers, pruners, weed eaters and similar tools are not to be used within the plots.
- I. No chemicals, herbicides, insecticides or other sprays are to be used.

### II. SPECIFIC ADOPT-A-PLOT GUIDELINES

- A. Once you have selected your plots, prepare and submit a plan to the City staff for approval.
- B. Use only the approved and recommended plants materials. See the appendices for the list of approved plant materials.
- C. Should you wish to use any other plant material not shown on the provided list, please obtain approval from the City staff or the Adopt-A-Plot coordinator before listing it on your plot plan.
- D. Proper plot maintenance includes the following:
  - 1. Weeding
  - 2. Watering
  - 3. Fertilizing
  - 4. PruningNOTE: The turning of the soil is the responsibility of the adopter.
- E. The proper plant materials must be used.
  - See the appendices for the list of approved and forbidden plant materials.
  - If there is a choice of plant materials, use the dwarf variety.
  - If you wish to use anything other than what is listed in the appendices, please indicate whatever it is that you have chosen on the back the contract/application.
  - The adopter will not plant any trees.
- F. Work Orders: requests for work by City personnel or Work Release workers must be filled out and submitted to the City staff for action by the weekend City Staff Site Supervisor. As there are many volunteers and requests, it could be several weeks before your project is attended to. If you feel you have an emergency/priority request, please explain.



- G. Adopter Shed: The building along Broadway on the north side of the cemetery contains supplies for the Adopters, including extra hoses, shovels, etc. Please sign out each item on the sign-out sheet and return them the same day so others can use them. If you have ideas for additional equipment needed, please leave a note on the bulletin board. If you have contacts with hardware stores or nurseries who might donate needed items, please let us know.
- H. Work Release Project: Each weekend in the cemetery there are 50-100 workers from the Sheriff's Work Project Program (a jail alternative program). There are usually two Deputies supervising them. At times an additional bus load of workers may arrive. Volunteers are not to give orders directly to these persons. Be pleasant and courteous, but any orders, requests, etc. should be through the City staff, unless you are assigned specific workers. In this case, please clarify with the Deputies your responsibilities and limitations.
- I. Parking: Parking in the lot across the street is preferred, but parking in the cemetery near your plot is allowed. However, your vehicle must be entirely off the road, and not parked directly across the road from poles, trees, etc. which would further compromise large vehicles such as the dump truck from passing safely. If you park in the cemetery, make sure your parking pass is on the dashboard. If you park across the street, park on the 10th Street side of the parking lot. The use of this lot is a courtesy extended to us by the owners, so please respect this privilege.
- J. Plant sources: Several nurseries (Target, Fair Oaks Blvd. Big Oaks) intermittently donate many plants which are available to all adopters. Look for such plants near the brick building on the west side located near the Archives.
- K. ID badges and parking passes: you will be furnished with a City ID badge to wear when working your plot and a parking pass to put on your dash.

Final Guidelines/ Adopt a Plot/OCCC/Version 1/Rev. 6.23.01

## **Appendix 7:**

### **Sacramento Register of Historic and Cultural Resources – 2.2.20 Historic City Cemetery**

#### **SACRAMENTO REGISTER OF HISTORIC AND CULTURAL RESOURCES**

## **2.2.20 Historic City Cemetery**

Ordinance # 2012-038

September 4, 2012

Updated May 2014

### **Historic City Cemetery**

Established in 1849, the Sacramento's Historic City Cemetery is a 31.8-acre site located to the south of the city's downtown, with its entrance on Broadway at 10<sup>th</sup> Street. The district's topography has tempered and determined the Cemetery's growth and design. Today, the City Cemetery is characterized by this topography, as well as the site's layout and organization of drives and pathways, terrace retaining walls, arrangement of plots, plot walls, vegetation, the Mortuary Chapel, and an array of monuments and mausoleums. The district is bound to the north by Broadway, to the east by Riverside Boulevard, to the west by Muir Way, and by the southern boundaries of various cemetery plots, including the Red Men's Plot, Hamilton Square, the Veterans Affiliated Sections, Lower Odd Fellows Sections, Grand Army Plot #2, and Riverside South. These boundaries represent that area which has historically been the City Cemetery, as owned and operated by the City of Sacramento.

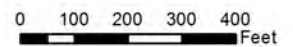
# City of Sacramento Historic Resources



Geographic Information System

## Historic City Cemetery Historic District

Ordinance # 2012-038 September 4th, 2012



- Parcels
- Historic City Cemetery
- Other Historic Districts

**Appendix 8:  
Sacramento City Council Resolution No. 2008-436 Agreement with County Sheriff's Department**

**RESOLUTION NO. 2008-436**

Adopted by the Sacramento City Council

June 24, 2008

**APPROVING A ONE-YEAR AGREEMENT WITH THE COUNTY OF SACRAMENTO FOR THE  
ASSIGNMENT OF DEPUTY SHERIFFS TO THE DEPARTMENT OF PARKS AND  
RECREATION'S ALTERNATIVE SENTENCING PROGRAM**

**BACKGROUND**

- A. For approximately 20 years, the City's Park Operations Division and the Sacramento County Sheriff's Department have worked jointly on community clean-up of vacant lots, commercial corridors, alleys, creeks and open space utilizing labor from individuals who were convicted of misdemeanor crimes and sentenced to County jail.
- B. City Agreement Number 2005-0100 was a three-year agreement between the City and the County of Sacramento for the assignment of deputy sheriffs to the Department of Parks and Recreation's Alternative Sentencing Program, with a one-year term and renewal options for a second and third year. The City and County executed a renewal FY2006/07; however, the County indicated it wanted to renew the agreement under different terms for the final year FY2007/08, resulting in the need to execute a new agreement. Due to City staff oversight and delays in the negotiation process, City Agreement 2005-0100 was not renewed for FY2007/08, nor was a new agreement executed.
- C. The County of Sacramento Sheriff's Department has assigned deputy sheriffs to the Department of Parks and Recreation Alternative Sentencing Program in good faith without an agreement during FY2007/08 while the parties have negotiated the terms of a new agreement. To continue the good relationship with the County, and to continue to provide the County's valuable services to the City of Sacramento, the County is owed compensation for peace officer services rendered to the City's Alternative Sentencing Program in FY2007/08, the cost of which will not exceed \$128,062.

**BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL  
RESOLVES AS FOLLOWS:**

- Section 1. The City Manager or City Manager's designee is authorized to execute an agreement with the County of Sacramento retroactive to July 1, 2007, for an amount not to exceed \$128,062 for the assignment of deputy sheriffs to the Department of Parks and Recreation's Alternative Sentencing Program during FY2007/08.

Resolution 2008-436

June 24, 2008

1



**Table of Contents**

Exhibit A: Agreement for peace officer assignment for supervision of work project program inmate crew cleaning and landscaping maintenance – 10 pages

Adopted by the City of Sacramento City Council on June 24, 2008 by the following vote:

Ayes: Councilmembers Cohn, Fong, Hammond, McCarty, Pannell, Sheedy, Waters, and Mayor Fargo.

Noes: None.

Abstain: None.

Absent: Councilmember Tretheway.

  
\_\_\_\_\_  
Mayor Heather Fargo

Attest:

  
\_\_\_\_\_  
Shirley Condolino, City Clerk