



APPROVED
BY THE CITY COUNCIL

MAR 9 1999

OFFICE OF THE
CITY CLERK

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March 1, 1999

City Council
Sacramento, California

Honorable Members in Session:

SUBJECT: Historic City Cemetery Vandalism Report, 1999

LOCATION AND COUNCIL DISTRICT: Historic City Cemetery, Broadway and
Riverside Boulevard, District Four

RECOMMENDATION:

Staff recommends that Council, by Resolution, authorize the City Manager to implement the following measures to repair the damage sustained in the January 1999 vandalism at the Historic City Cemetery, and to improve security against a recurrence of vandalism: (1) repair damaged headstones; (2) purchase and install additional security lighting; and (3) purchase and install wrought-iron security fencing to enclose the entire cemetery. It is recommended that these measures be financed by amending CIP CD81 (City Cemetery Security Improvements) by a transfer of \$141,000 from the Risk Management Fund (Fund 421).

CONTACT PERSON: Jim Henley, Manager, History & Science Division, 264-7072
Barbara Bonebrake, Manager, DARE

FOR COUNCIL MEETING OF: March 9, 1999

SUMMARY:

This report describes the vandalism which occurred on January 24 and 25, 1999 to the Historic City Cemetery, and recommends measures to repair damage and secure the facility to prevent its recurrence. A budget amendment from the Risk Management Fund to the City Cemetery CIP is recommended.

BACKGROUND:

The City Cemetery is operated by the Downtown and Regional Enterprise Department. Roads, paths and buildings are maintained by the City whereas plots are owned individually, but for the most part have been abandoned. The City Cemetery is maintained by two Park Maintenance Workers, the Sheriff's Alternative Sentencing program and many volunteers. The Old City Cemetery Committee, a volunteer organization, provides interpretive tours and supports the Cemetery through fundraising events. Volunteers also provide assistance to the public within the Cemetery archives and maintain archival records.

The Old City Cemetery has endured many incidents of vandalism over decades as shown on Exhibit A. In November of 1995, more than 100 headstones were damaged or destroyed. In those attacks, entry was made through the West side fence facing Muir Way with damage ranging from headstones tipped over, to headstones so badly fragmented, that, even with repair, most are unable to stand vertically again. The most recent Health and Safety Code provides that Cemetery vandalism can be either a felony or a misdemeanor, punishable by a term of up to 1 year in either State prison or County jail.

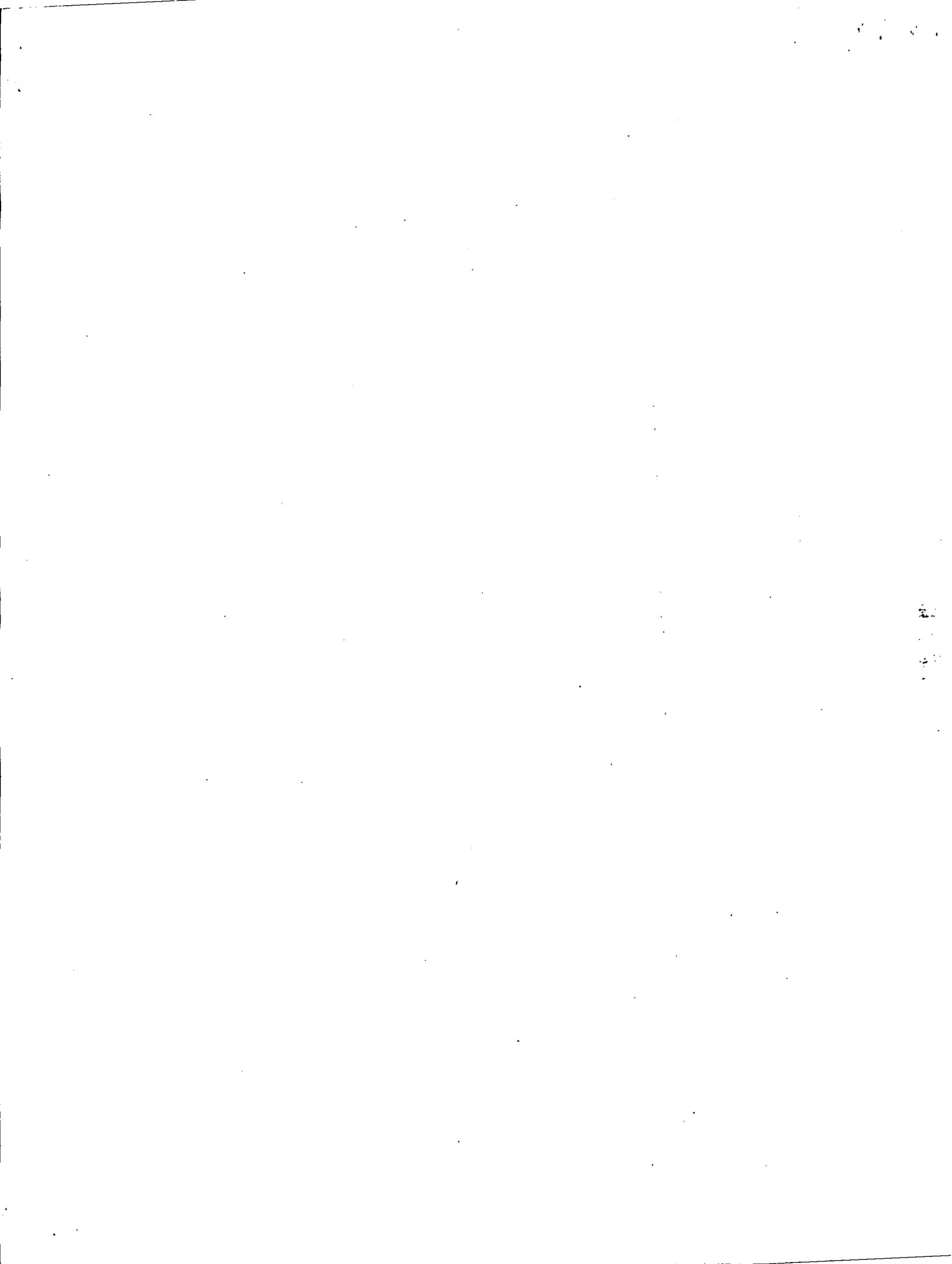
In response to the vandalism, the following measures were implemented in 1996 to repair the damage as much as was possible, and to improve security to attempt to curb the attacks. In the interim, the following measures were implemented:

- Approximately 200 headstones were repaired and reinstalled.
- Numerous damaged retaining walls were repaired.
- An ornamental steel fence was installed along Muir Way.
- Locks were improved on several buildings and crypts.
- Several trees which impeded the view along Muir Way were removed.
- The woven wire fence has been repaired where numerous cuts and crawl spaces previously existed.

Unfortunately, however, these measures have not curbed the vandalism. On January 24, 1999, City staff and sheriff work crew members discovered more vandalized headstones in the Old City Cemetery. By Monday, January 25, the number of damaged headstones discovered totaled 53 and damage was also discovered to headstones in the Odd Fellows Cemetery and the Masonic Cemetery both of which adjoin the City Cemetery to the south. From the footprints and evidence left behind, it is believed that the vandals entered by way of the Odd Fellows Cemetery fence at the extreme south end of the property and then followed a generally circular path through all three cemeteries and exited through the same hole made in the Odd Fellow's fence. There is no evidence of any attempt to enter the City Cemetery through the new Muir Way fence.

An inventory is currently being completed of the approximately 24,000 stones and monuments remaining in the cemetery. Even though the inventory is not yet complete, it has been recorded that over 1,000 stones have been vandalized during this century which have not been repaired.

As a temporary measure to discourage vandals, a security guard has been posted during evening and early morning hours (the exact hours have been omitted from this report in the interest of security,



but all evening hours are currently covered). However, several areas of concern remain:

1. There is no staff in the Cemetery from the end of the staff's shift at 4:30 p.m. until the City's security contractor, Burns Security, drives through and locks the gates between 6:00 p.m. and 9:00 p.m.
2. Much of the Cemetery's 27 acres is not visible from the street.
3. There is no fence between the City Cemetery and the cemeteries to the south.
4. The new ornamental security fence is limited to the west side along Muir Way.
5. The older woven wire fence along the north side (Broadway) and the east side (Riverside) has hundreds of repairs where it has been cut. It provides only minimal protection because of numerous sites where people can crawl under the wire or over the fence in places where it is less than five feet high.
6. Lighting is provided by SMUD on a number of poles, but there are still complaints of inadequate lighting.
7. Several times each year, a visitor or volunteer becomes locked in the Cemetery by the Security service. There is no method of exit for these often senior citizens, and no way to call for assistance except to try to persuade someone at the bus stop to telephone for help.
8. Residents in surrounding areas have often seen activity in the Cemetery, but have no way of knowing whether or not it is authorized.

Currently, an intrusion alarm system is in the process of being installed in the Archives/Chapel building as part of the security measures begun in 1996. The following renovations are currently being evaluated:

- Finish the ornamental steel fence on all four sides (Exhibit B).
- Install strobe lights and a detection system.
- Start a reward fund.
- Prepare a Neighborhood Watch brochure.
- Install an emergency telephone in the Cemetery.

Ruhkala Monument Company, which repaired the headstones damaged in the 1995 vandalism has once again offered to undertake repairs necessitated by this latest attack solely for labor costs, estimated at \$12,600. The Manager of the History and Science Division will work with the Police Department to investigate any additional security recommendations. In addition, the Old City Cemetery Committee has secured several thousand dollars as a reward fund and are working with the Police Department to maximize the use of the funds.

FINANCIAL CONSIDERATIONS:

It is recommended that \$141,000 be transferred from the Risk Management Fund to CIP CD81. The transfer, along with the balance in the CIP of \$162,000 will complete the recommended measures. The total cost of the repair and security improvements recommended in this report is estimated at \$303,063 to be allocated as follows:

CEMETERY SECURITY IMPROVEMENTS	
Purchase/installation of security fencing	\$195,571
25% administrative and architectural services	48,892
Repair of 53 damaged headstones	12,600
Neighborhood Watch brochure (design & printing)	4,000
Emergency telephone to City operator	2,000
Temporary night security through September 1999	40,000
TOTAL	303,063

It is recommended that Council authorize the City Manager to effect the transfer of \$141,000 from the Risk Management Fund to CIP CD81 to carry out the repair and security measures requested in this report.

ENVIRONMENTAL CONSIDERATIONS:

The Environmental Services Section has determined that repair to the existing cemetery and additions of fencing are exempt from California Environmental Quality Act, CEQA Guidelines, Section 15302 (Replacement or Reconstruction of Existing Structures) and Section 15301 (Minor Alteration of Public Facilities).

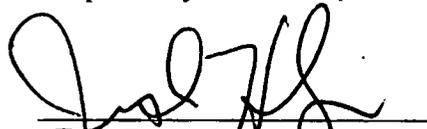
POLICY CONSIDERATIONS:

As the Cemetery is an historical resource, it is in the best interest of the City to make such repairs as are economically feasible.

MBE/WBE:

Rukhala Monument Company, the vendor which has offered to provide the repairs to the headstones is not an MBE/ WBE vendor.

Respectfully Submitted,


James E. Henley,
History and Science Division Manager

APPROVED:



Barbara E. Bonebrake,
Downtown Department Manager

RECOMMENDATION APPROVED:



William H. Edgar
City Manager

APPROVED:



Thomas V. Lee,
Deputy City Manager

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APPROVED
BY THE CITY COUNCIL

MAR 9 1999

OFFICE OF THE
CITY CLERK

RESOLUTION NO. 99-111

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF _____

**RESOLUTION APPROVING REPAIR AND SECURITY
MEASURES FROM VANDALISM AT THE HISTORIC
CITY CEMETERY, 1999**

NOW THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF
SACRAMENTO THAT:

1. The City Manager is hereby authorized to direct the City's Risk Manager to process the claims for the repair of damage and the security mitigation measures resulting from Cemetery vandalism as described in the attached staff report.

2. The City Manager is hereby authorized to amend the budget for CIP CD 81 as follows:

421-500-CD81-4820 (\$141,000) (Risk Management Fund)

3. The City Manager is hereby authorized to amend the Risk Management budget as follows:

421-710-7012-4999 \$141,000 (CIP CD81)

MAYOR

ATTEST:

CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO: _____

DATE ADOPTED: _____ 6

Frequency Of Vandalism
At The
City Cemetery

Vandalism at the City Cemetery is almost as old as the cemetery itself. The Sacramento Bee on June 5, 1865 called it's readers attention to the painful fact that some person or persons unknown had visited the cemetery and desecrated graves.

In addition to the recorded incidents of mass vandalism, the cemetery superintendent reported in recent years that every year on the average at least two stones were vandalized by the numerous individuals or groups who entered the cemetery at night.

The Sacramento Historic Landmarks Commission in the mid 1950's after hearing from the City Parks Department that in one set of incidents approximately 400-600 stones had been toppled, damaged or stolen, adopted a resolution to the City Council advocating a fence around the cemetery. the present chain link fence was completed as a compromise to the commission's request for a more substantial fence. Another incident in the 1960's sparked the Commission to again complain and repairs were made to the existing fence.

The following is a compilation of known vandalism incidents from incomplete cemetery records and an index to the Sacramento Bee and Sacramento Union at SAMCC.

DATE	EXTENT OF VANDALISM OR IMPACT	SOURCE
1-25-1911	City defends self in litigation over grave care	Sac. Bee
10-20-1915	City Cemetery headstone, etc. sold to junk men	Sac. Bee
10-28-1915	Grave robber convicted	Sac. Bee
11-1-1916	Park Board assumes responsibility for cemetery	Sac. Bee
9-16&17-1921	Vandals desecrate tombstones	Sac. Bee
7-29-1927	Graves violated by night prowler	Sac Bee
3-23-1932	City restores headstones after vandalism	Sac Bee
3-2-1935	Vandals damage Masonic Lawn Safe	Sac Bee
12-30-1935	Vandals destroy office of Masonic Lawn (1)	Sac Bee
9-1951	Vandalism noted in remaining cemetery records	Cemetery Records
10-1951	Vandalism noted in remaining cemetery records	Cemetery Records
4-1956	Thirty-two stones toppled	Cemetery Records
10-1966	Thirty-five stones damaged	Cemetery Records
12-1968	Stones damaged	Cemetery Records
4-1977	Stones Damaged	Cemetery Records
1986/87	Numerous vandalism incidents (current volunteer committee established)	Cemetery Records
8-1990	vandalism to "West Broadway Run" section	Cemetery Records
Summer-1992	Vandalism noted	Cemetery Records
Summer-1993	Vandalism noted	Cemetery Records
11-11-1995	Over one hundred stones vandalized (vandals made a serious effort to destroy the stones)	Cemetery Records
11-16-1995	Additional vandalism (2)	Cemetery Records
1997	Several benches stolen and several stones toppled	Cemetery Records

EXHIBIT A

1998	in several incidents	
1-1999	Wrought iron gates on two enclosures stolen	Cemetery Records
	Over sixty stones toppled and damaged	Cemetery Records

NOTES:

(1) Like the Masonic Memorial Lawn office, the City Cemetery office and chapel as well as the major crypts have been subject to forced entry. The City Cemetery office in past years was subject to numerous entries. The Cemetery safe was substantial and apparently was never entered but office records appear to have been disturbed to the point that many early records are missing. They range from early burial records to property deeds to maintenance records and maps.

(2) Through the work of volunteer and sheriff work crews by 1995, significant improvements were made to the grounds. Those improvements in turn have been subject to vandalism. Approximately one hundred "rainbird" type sprinkler heads have been broken or stolen in the last four years.

1,223 feet

1204 feet

1076 feet

1,117 feet

CITY CEMETERY
Sacramento, California

September, 1907
Revised September, 1913

MAP
OF



- = New Fence installed
- = Proposed mass fence
- = Location of gates

EXHIBIT B

