



# STAFF REPORT

## Agenda Item: 5B

**Report To:** Open Space Advisory Committee  
and Parks and Recreation Commission

**Meeting Date:** July 18, 2022

**Staff Contact:** Lyndsey Boyer, Open Space Manager, [lboyer@carson.org](mailto:lboyer@carson.org)  
Jennifer Budge, CPRP, Parks and Recreation Director, [jbudge@carson.org](mailto:jbudge@carson.org)

**Agenda Title:** For Possible Action: Discussion and possible action regarding a recommendation to the Board of Supervisors or staff regarding the draft Memorials Policy. (Jennifer Budge and Lyndsey Boyer)

**Staff Summary:** This item, if approved, would recommend policies and guidelines related to memorials within parks, trails, and open space, for future consideration of by the Board of Supervisors.

**Agenda Action:** Formal Action/Motion

**Time Requested:** 10 minutes

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### **Proposed Motion**

I move to recommend the draft policy as presented to the Board of Supervisors

### **Board's Strategic Goal**

Quality of Life

### **Previous Action**

N/A

### **Background/Issues & Analysis**

This item is a culmination of discussions between the Open Space Advisory Committee ("OSAC"), the Parks and Recreation Commission ("PRC"), along with feedback from the public from 2019-2021. The purpose of this policy is to "establish guidelines for a consistent and equitable process related to the acceptance, placement, management, and long-term maintenance of memorials requested by the public within the City's park system." This includes procedures related to City's acceptance of memorial assets and donations intended for City-owned parks and recreation facilities. This policy is needed to ensure sustainable management of site-appropriate amenities, while being respectful of our citizens. Memorials considered should not detract from the function or visual aesthetics of the surrounding natural environment, pose a safety risk, or place an undue burden on the City.

Based on the feedback received from the two advisory boards, the policy has been updated, and the Department worked with the District Attorney's Office on a draft to be reconsidered for a recommendation to the Board of Supervisors. The revised draft policy addresses procedures related to unauthorized memorials and scattering of cremated remains. The draft policy is attached for reference.

### **Applicable Statute, Code, Policy, Rule or Regulation**

N/A

**Financial Information**

Is there a fiscal impact?  Yes  No

If yes, account name/number:

Is it currently budgeted?  Yes  No

Explanation of Fiscal Impact:

**Alternatives**

**Board Action Taken:**

Motion: \_\_\_\_\_

1) \_\_\_\_\_

2) \_\_\_\_\_

Aye/Nay

\_\_\_\_\_

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\_\_\_\_\_  
(Vote Recorded By)



## Memorials Policy

<b>Title/Topic:</b> Memorials Policy	<b>Number:</b> 2022-2
<b>Authors:</b> Lyndsey Boyer, Open Space Manager Jennifer Budge, Parks and Recreation Director David Navarro, Park Operations Superintendent	<b>Effective Date:</b> TBD
	<b>Revision Date:</b>
<b>Reviewed by:</b> DDA: 7/1/22 Finance: 7/7/22 Risk: 7/5/22 PRC: 10.1.19; 2.22.21; 7/18/22 OSAC: 10.19.19; 2.22.21; 7/18/22	<b>Number of pages:</b> 8
<b>Department Approval:</b> TBD <b>City Manager Approval:</b> TBD	<b>Attachments:</b> <ul style="list-style-type: none"> <li>• Memorial Application</li> <li>• Resolution 1988-R-59</li> <li>• Resolution 2013-R-19</li> </ul>
<b>Applies to:</b> Carson City’s Park System (parks, trails, and open space).	

### 1.0 PURPOSE

**1.1** To establish guidelines for a consistent and equitable process related to the acceptance, placement, management, and long-term maintenance of memorials requested by the public within the City’s Park System. This includes procedures related to City acceptance of memorial assets and donations intended for City-owned parks and recreation facilities. This policy is needed to ensure sustainable management of site-appropriate amenities, while being respectful of our citizens. Memorials considered should not detract from the function or visual aesthetics of the surrounding natural environment, pose a safety risk, or place an undue burden on the City.

### 2.0 SCOPE

**2.1** Standards established by this policy will apply to equipment needed, installation techniques, donation acknowledgements, and long-term care and ownership of assets and infrastructure of memorials.

### 3.0 DEFINITIONS

CCMC - Carson City Municipal Code

Department – Carson City Parks, Recreation and Open Space Department

Director - Director of Carson City Parks, Recreation and Open Space Department (CCMC 13.02.010(3))

Open Space - Undeveloped natural areas managed through the Carson City Parks, Recreation & Open Space Department.

Park - An area of land set aside for recreation or its beauty; includes any area designated by the Board of Supervisors as a public park, playground or recreational facility. (CCMC 13.02.010(4))

Park System – All parks, trails, open space, recreation facilities and properties owned by the City and managed through the Parks, Recreation and Open Space Department or through a third-party contract. Generally, the Park System includes public parks, trailheads, trails, open space, natural areas, wetlands, cemeteries, municipal golf courses, and specialty facilities.

Trail - An off-street path, with either a paved, unpaved, or natural surface, that may be used for recreation or alternative transportation, and may be used as individually designated for various modes of travel including walking, running, riding road bikes, riding mountain bikes, horseback riding, skateboarding, rollerblading and off-highway vehicles.

## **4.0 POLICY**

### **4.1 Types of Memorials and Donations**

**4.1.1 Trees** – Carson City is an established and nationally recognized Tree City USA affiliate. Dedications of memorial trees are the preferred option for remembrance within Carson City’s Park System and shall be encouraged where possible. Trees not only enhance the beauty of the City’s parks and natural environment but also provide many other intrinsic benefits to the community, while contributing to Carson City’s quality of life.

City staff will work cooperatively with citizens to select appropriate tree species and locations. Donated trees will be added to the City’s tree inventory and to a GIS donor map with the individual’s name to be honored, unless otherwise requested by the donor. The donor map will be available for public viewing at [www.carson.org/parksandrec](http://www.carson.org/parksandrec). For the health of the trees and safety of park maintenance staff and equipment, plaques will not be permitted. Any items placed on or around trees will be removed during routine maintenance, as the items could cause a potential safety risk and interfere with park programming, events, or maintenance activities. Donors will be responsible for all costs associated with purchase and installation of the tree, including staking, soil amendments, mulch, and irrigation modifications for the initial planting. The method and scope for tree planting will be dependent on species and location as determined by a City Arborist or Parks Maintenance representative. Planting in areas where irrigation does not previously exist or is not available in the vicinity should be discouraged. Trees should be planted according to standards set by the International Society of Arboriculture (ISA).

Memorial groves are established at the following locations and are considered priorities for further enhancement:

- Mills Park (refer to Mills Park Arboretum Plan)
- Lone Mountain Cemetery

**4.1.2 Adoption Program** – Carson City provides opportunities for volunteers (individuals, families, organizations, and businesses) to assist the City in caring for and enhancing the City’s parks, trails or open spaces. Adopting a park, trail or open space can provide a meaningful opportunity to give back to the community, while honoring the memory of a loved one. In addition to memorials, the adoption program is the City’s other preferred method for remembrances. The City will work cooperatively with volunteers to select the appropriate location for adoption and determine the volunteer scope of work and schedule appropriate for the location. The City will fund the purchase, fabrication, installation, and maintenance of an adoption sign/post in memory of the individual(s) to be honored. This option will require a separate adoption agreement between the City and the donor. Signage shall be consistent with the Carson City Parks, Recreation and Open Space Department Signage Master Plan.

**4.1.3 Park Amenities** – Dedication of park amenities, such as picnic tables, benches, shade structures, dugouts, boulders or other improvements/infrastructure in memory of others can enhance the utility and function of the Park System. City staff will work cooperatively with citizens on their dedication requests and offer guidance on the memorial dedication to ensure placement in an appropriate location. The amenity will have a brass plaque installed on it indicating that it was donated to the City in memory of the person listed on the plaque. The donor will be responsible for all costs associated with the donation, including the plaque, asset or amenity and installation. Unique items that require significant or specialized maintenance may require a separate maintenance agreement between the City and the donor. A maintenance agreement may require hiring a third party to conduct regularly scheduled maintenance tasks at the sole financial responsibility of the donor. For items requiring a building permit, engineering drawings or other professional services, all costs related to these tasks will be the responsibility of the donor and all professionals associated with the project must comply with City requirements, including but not limited to, required licensing, permitting and insurance.

Wide varieties of park amenity memorials exist at the following locations and are considered priority locations for further enhancement.

- Freeway multi-use pathway
- Fuji Park
- Governor’s Field
- Mills Park
- Riverview Park/Korean War Veterans Memorial
- Carson River Park
- Cemeteries (Empire, Fuji, Lone Mountain, Pet, Pioneer)

- JohnD Winters Memorial Park
- V&T Trail

Efforts should be made to refrain from placing memorials at alternative locations throughout the Park System due to the increased maintenance and infrastructure costs and considerations.

**4.1.4 Naming** – Opportunities for naming of parks and/or sites within the Park System will be presented to the Parks and Recreation Commission and/or Open Space Advisory Committee as appropriate for initial consideration and requires ultimate approval of the Board of Supervisors. The requirements and processes for naming are outlined in Resolutions 1988-R-59 and 2013-R-19.

**4.1.5 Monetary donations and endowments** – In addition to the memorial opportunities previously identified, monetary donations may be made directly to Carson City or to the City’s non-profit partner, The Foundation For Carson City Parks and Recreation. Donations to the City shall be placed in a Department Donation Account and be spent in accordance with the direction of the donor. Donations may be applied to future projects, parks, or amenities as requested by the donor. The City will also consider opportunities to receive endowments or similar contributions in remembrance. Undesignated donations will be spent in accordance to priorities identified by the Department in compliance with adopted plans.

**4.1.6 Scattering of cremated remains – To maintain natural and cultural resources and quality visitor experiences, the following guidelines apply for scattering of cremated remains in the City’s Park System:**

- 4.1.6.1** Remains may only be scattered in open space areas. No person shall scatter cremated remains in any City owned park or playground.
- 4.1.6.2** Only human remains may be scattered. The scattering of other remains is prohibited.
- 4.1.6.3** Remains should be reduced to particles no larger than 1/8 of an inch.
- 4.1.6.4** Remains should be scattered at least 100 yards from any trail, road, developed facility or body of water.
- 4.1.6.5** No markers, plaques, memorials or other commemorative items may be placed at the area where cremated remains are scattered.
- 4.1.6.6** No rocks, vegetation or other natural resources may be moved, stacked, cut or disturbed.
- 4.1.6.7** Cremated remains should be spread over an area in a manner that makes them indistinguishable to the public and may not be piled in one location.
- 4.1.6.8** Carson City does not commit to treating any area with scattered remains as sacred, as a burial ground or as a cemetery.

**4.1.6.9** Access to the area must be kept open to the public and the memorialization cannot interfere with normal visitor activity in any manner. Open space uses, operations and programs will continue without regard to the presence of cremated remains.

**4.2 Approval Criteria** – Memorial considerations will be evaluated by Parks, Recreation & Open Space staff according to the following:

**4.2.1** Placement of enhancements in the City’s parks system must be compatible with Carson City adopted plans including, but not limited to, Parks and Recreation Master Plan, Unified Pathways Master Plan, Carson City Open Space Plan, Department Signage Master Plan, and the Management Plan for Carson City Open Space and Parks in the Carson River Area.

**4.2.2** Memorials must be similar to existing park amenities and shall not detract from or overpower the scenic, historic, cultural, or architectural values of the natural environment. Memorials on deed restricted lands may be prohibited and some areas may require consultation by the State Historic Preservation Office or the Carson City Historic Resources Commission before placement.

**4.2.3** All memorials shall be constructed of materials that meet the design and long-term maintenance considerations of the Department.

**4.2.4** Unique memorials that are not similar to existing park amenities or which are large in scale will be presented in advance to the Parks and Recreation Commission and/or Open Space Advisory Committee for consideration and will not get approval or denial within the 20-day compliance period. Large public art installations may require additional consultation by the Carson City Cultural Commission or the City’s Recreation Supervisor-Arts and Culture.

**4.2.5** Final locations will be approved by the Parks Operations Superintendent.

**4.3 Removal or replacement** – In the event that a memorial is damaged from weather, vandalism, or other cause, it may need to be repaired, removed, or relocated. The cost of any repair, removal, or relocation is the responsibility of the donor. The City does not guarantee permanent memorials and reserves the right to remove and/or relocate any memorial. Under such circumstances, City staff will evaluate the situation and make a good faith effort to contact the donor for a thorough review prior to removal or relocation. The City shall not be responsible for replacement or repair costs and may require removal of memorials that are damaged beyond repair or pose a potential safety risk. The City will document all damage, relocations or removals. If a memorial must be removed or relocated, Department staff will attempt to notify the donor in writing at the address shown on the completed Memorial Application.

**4.4 Unauthorized Memorials** – Except as otherwise allowed by this policy, memorials are not permitted within the City’s Park System. Unauthorized memorials include, but are not limited to, religious symbols, signage, flowers/wreaths, ribbons, photographs, personal notes, food/beverages, candles or lights, toys, stuffed animals, flags, artwork or balloons or other items.

- 4.4.1** Removal – Upon discovering or being notified of an unauthorized memorial on City property, Department staff will tag the unauthorized memorial with notice that it must be removed within 72 hours. Any items remaining on City property after this time shall be removed by Department staff and held by the Department.
- 4.4.2** Storage of Removed Memorials – Any unauthorized items removed by Department staff shall be stored by the Department for a period of 30 calendar days. Carson City and its employees are not responsible or liable for damage caused by the removal or storage of unauthorized memorial items. Removed items not claimed within 30 calendar days of removal shall be considered abandoned and are subject to disposal or sale by the City.
- 4.4.3** Unauthorized memorials may be removed immediately and without notice if, in the judgment of the City Manager or Department Director or his/her designee, the memorial presents an unsafe risk to the public/wildlife or obstructs a right-of-way or trail.

## **5.0 PROCEDURE:**

- 5.1** Donors may contact the Department to discuss their vision or submit a completed Memorial Donation Application.

Department staff will review and determine the appropriateness of the proposal as measured by the criteria as outlined in this policy. Department staff will notify the donor, in writing, within 30 calendar days of the review decision and identify any final conditions of approval.

If the proposal receives a positive initial review decision, Department staff will finalize the Memorial Application and submit it to the Parks and Recreation Director for final approval. The Director's approval is required before ordering and installation may proceed.

The total cost for the memorial, installation and replacement is the sole responsibility of the donor, unless it is part of the adoption program.

The Department will perform routine maintenance of the memorial and surrounding areas but takes no responsibility and assumes no financial responsibility to replace stolen, damaged, or vandalized memorials, or the replacement of trees that are not viable. The City will use its best efforts to maintain tree health but replacement may be necessary due to issues related to irrigation systems, watering, disease, pests, or other conditions that are beyond the City's control.

The City shall be responsible for oversight of the installation, maintenance, and protection of the memorial with available staff and financial resources. Hiring of a third party licensed professional is the preferred method for installation. Third parties must comply with Carson City requirements to conduct work on City property, which may include a Carson City Business License and insurance naming Carson City as an



added insured, depending on the scope of work for the project. In the event that the City is able to provide the services needed for installation, the donor will be required to pay the City for the actual time and material costs associated with the scope of work. Once installed, the memorial becomes a City asset.

DRAFT



**MEMORIAL AND DONATION APPLICATION**  
*(Please allow 30 calendar days for review)*

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

Donor Organization (if applicable): \_\_\_\_\_

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

Cell Phone: \_\_\_\_\_ Work Phone: \_\_\_\_\_

Email address: \_\_\_\_\_

Park, Trail, Open Space or Facility for Donation: \_\_\_\_\_

Proposed Location within Park, Trail or Facility: \_\_\_\_\_

Description (Tree, adoption, bench etc.): \_\_\_\_\_

Tree Species Desired (Must meet Department specification): \_\_\_\_\_

Other item description: \_\_\_\_\_

Plaque: \_\_\_\_\_ Yes \_\_\_\_\_ No **(Plaque is only for park amenity option)**

**\*Plaques will be provided by donor and must meet specifications before approval and installation.**

Memorial gifts to the City of Carson City are considered outright and unrestricted donations. The City does not guarantee permanency of the accepted memorial. If a memorial must be removed or relocated, Department staff will attempt to notify the donor in writing at the address shown on this form. Donations may be tax deductible (please consult a tax professional). The donor understands and agrees with the conditions set forth in the Carson City Memorial Policy and agrees to pay the City, or approved third party contractor, all necessary funds for the proposed memorial within one month of notification of approval. Third party contractors must comply with all City requirements including, but not limited to obtaining a Carson City Business License and meeting minimum City insurance requirements. Depending on the scope of work and maintenance required, a separate agreement may be required. Further consultation by a board or commission may be required due to deed restrictions or the historical nature of the project.

I have read and understand the Carson City Memorial Policy.

\_\_\_\_\_  
Signature of Donor

\_\_\_\_\_  
Date

Mail or email completed application to:  
Department Business Manager  
Carson City Parks, Recreation and Open Space Department  
3303 Butti Way, Bldg. 9  
Carson City, NV 89701  
Phone (775) 887-2262 [ccpr@carson.org](mailto:ccpr@carson.org)

**FOR OFFICE USE ONLY**

Accepted By \_\_\_\_\_ Date \_\_\_\_\_

Estimated Cost \$ \_\_\_\_\_ Paid \$ \_\_\_\_\_ Date \_\_\_\_\_

Exact location verified \_\_\_\_\_ Date \_\_\_\_\_

Inscription proof reviewed by donor \_\_\_\_\_ Date \_\_\_\_\_

Director Approved \_\_\_\_\_ Date \_\_\_\_\_

RESOLUTION NO. 1988-R-59

A RESOLUTION ESTABLISHING POLICIES AND PROCEDURES  
FOR THE NAMING OF PARKS AND RECREATION FACILITIES  
WITHIN CARSON CITY.

WHEREAS, Carson City Charter Provision 2.230 empowers the Board of Supervisors to regulate parks and public buildings and grounds within the City; and

WHEREAS, the Board desires to establish policies and procedures for the naming of the parks and recreation facilities within Carson City.

NOW, THEREFORE, this Board hereby resolves to adopt the following:

POLICIES

1. Names, if possible, should have geographic, topographic, historical, or individual significance, generally recognized and known throughout the area.
2. Where consideration for naming involves geographical, topographical, or historical connotations, the Director of Parks and Recreation should solicit help from historical societies, subdividers, or other groups having knowledge of the area.
3. Names submitted for individuals (living or dead), should be those who have contributed greatly to the community or appropriate to the function of the facility to be named.
4. A part of the selection process may include, where desirable, a contest or competition involving the entire City in order to obtain suggestions for names to stimulate public interest.
5. Priority should be given to those names which have been unrecognized previously.
6. Individuals and organizations, etc., should be encouraged to forward proposed names to the Department of Parks and

1 Recreation at any time for inclusion on the master list for  
2 future consideration.

3 PROCEDURES

- 4 1. It will be the responsibility of the City Manager to direct  
5 the Parks and Recreation Department to solicit names as soon  
6 as the City has acquired title to the property or funds  
7 approved by the Board of Supervisors for financing the  
8 project.
- 9 2. To avoid duplication and impropriety, all proposed names must  
10 be submitted in writing to the Department of Parks and  
11 Recreation who will be responsible to keep a current master  
12 list of names submitted.
- 13 3. When a specific facility is being considered for naming,  
14 publicity to this effect will be distributed by the Parks and  
15 Recreation Department and in these cases, deadline dates will  
16 be set and adhered to. All names submitted will then become  
17 a permanent part of the master list.
- 18 4. In order for a name to be considered by the Park and  
19 Recreation Commission, a detailed resume and justification  
20 must be submitted in writing to the Commission in care of the  
21 Parks and Recreation Department.
- 22 5. Once the resume has been received by the Parks and Recreation  
23 Department, their staff shall review and research the name  
24 and forward such data to the Parks and Recreation Commission  
25 for their recommendation to the Board of Supervisors.

26 ADOPTED this 22nd day of September, 1988.

27 AYES: Supervisors Ron Swirczek

28 Tom Fetic

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Marilee Chirila

E. M. "Doc" Scrivner

Dan Flammer, Mayor


NAYES: Supervisors None

ABSENT: Supervisors None



DAN FLAMMER, Mayor

ATTEST:

ALAN GLOVER, Clerk-Recorder

## RESOLUTION NO. 2013-R-19

### A RESOLUTION ESTABLISHING POLICIES AND PROCEDURES FOR THE NAMING OF OPEN SPACE PROPERTIES WITHIN CARSON CITY

WHEREAS, the Open Space Program was created through a voter-approved ballot initiative in 1996, often referred to as Question 18; and

WHEREAS, Carson City Charter Provision 2.230 empowers the Board of Supervisors to regulate public parks, buildings, grounds and rights-of-way within the City; and

WHEREAS, Carson City Charter Provision 8A.030 defines open space as real property that is undeveloped or partially developed natural landscape, including, but not limited to, ridges, stream corridors, natural shorelines, scenic areas, watershed areas, viewsheds, agricultural or other land devoted exclusively to open-space use, conservation easements and easements devoted or connecting to open-space use; and

WHEREAS, the Board of Supervisors desires to establish policies and procedures for the naming of the open space properties within Carson City;

NOW, THEREFORE, this Board hereby resolves to adopt the following:

#### POLICIES

1. Names should provide some form of individual identity to the property or specific part of any owned property.
2. If possible, names should be related to the unique natural landscape, geographic or topographic features, indigenous plants or wildlife, cultural or historical heritage.
3. The naming for individuals and/or families should be reserved as an incentive towards significant donations of land and/or endowments. It is encouraged that any recommended name be designated posthumously.
4. Individuals and organizations should be encouraged to submit nominations to the Parks and Recreation Department.
5. Due to their familiarity with the individual properties, committee members and staff may submit nominations.

PROCEDURES

1. After the City has acquired title to the property, the Parks and Recreation Department is responsible to solicit nominations.
2. The Parks and Recreation Department will publicize the open period including the deadline for nominations.
3. A formal nomination and justification must be submitted, in writing, to the Parks and Recreation Department.
4. The Parks and Recreation Department staff will review and research the nomination(s). Staff will prepare a written summary for the Open Space Advisory Committee (OSAC).
5. The Open Space Advisory Committee will review the nomination(s) for consideration at a regularly scheduled meeting. Upon OSAC recommendation, Parks and Recreation Department staff will forward to the Board of Supervisors for approval.
6. Upon Board of Supervisors' approval, the name shall be identified on open space signage and materials.

Upon motion by Supervisor John McKenna, seconded by Supervisor Brad Bonkowski, the foregoing resolution was passed and adopted this 2<sup>nd</sup> day of May, 2013, by the following vote:

AYES: Supervisor John McKenna  
Supervisor Brad Bonkowski  
Supervisor Karen Abowd  
Supervisor Jim Shirk  
Mayor Robert Crowell

NAYS: None.

ABSENT: None.

ABSTAIN: None.

  
\_\_\_\_\_  
ROBERT L. CROWELL, Mayor

ATTEST:

  
\_\_\_\_\_  
ALAN GLOVER, Clerk - Recorder