

Sampson Veterans Memorial Cemetery
Master Plan Report

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SECTION 1 - EXECUTIVE SUMMARY

HISTORY: Sampson Veterans Memorial Cemetery will be located on one of the most significant military sites in New York's Finger Lakes Region. It is part of 2,600 acres on the eastern shore of Seneca Lake, in Romulus, initially developed as a World War II naval training station and later rededicated as a Korean War era Air Force Basic Training Center. The Cemetery itself will be located on 162 acres in the southern part of the installation, the site of the original Sampson Hospital.

The Sampson Veterans Memorial Cemetery began with the efforts of World War II Navy Veterans and Air Force veterans of the base. Other veterans' service organizations including the New York State Veterans of Foreign Wars, the American Legion, Korean Vets, and New York State Council of Veterans Organizations also offered their help. The veterans received the strong support of the State, who helped secure state funding to establish the Cemetery and legislation that transferred State land to Seneca County. Seneca County then began the master planning effort outlined in this report.

PROPOSED ORGANIZATION AND OPERATION: The Sampson Veterans Memorial Cemetery will be operated as an enterprise activity, designed to be self-funding through operating revenues and other contributions. Seneca County will own the real property to be utilized for the Cemetery, and will establish an enterprise fund for the Cemetery for both capital and operating costs. All income in the form of fees, grants or donations will be deposited in the Sampson enterprise fund.

As part of the master plan, L. F. Sloane Consulting Group, Inc. prepared an operating analysis (Appendix A.) This included preparing an estimate of cemetery revenue and expenses for a typical year of operation. The majority of income will consist of remittances provided by the Department of Veterans Affairs for the burial of each veteran, and interment fees paid for the burial of dependents. L. F. Sloane modeled expenses using two alternative models – providing all cemetery services using Seneca County staff, and providing services through a contractor(s). L. F. Sloane estimates that the contracting model will provide the needed services within the estimated revenues during initial operations. Thus, the County will employ management and administrative staff to operate the Cemetery, but will contract for services such as lawn maintenance and burials.

In addition, further fundraising will be critical to the early growth and continuing success of the cemetery. To assist in this and to advise the County on cemetery operation, a not for profit advisory group, Sampson Veterans Memorial Cemetery Association, has been established with representatives of the veterans community. This organization will advise the County on development of the Cemetery, promoting the use of the Cemetery by Veterans and seeking funds from individuals and corporations for improvements to the Cemetery. The organization will also assist the County with the public events held at the Cemetery and with fundraising.

DESCRIPTION OF CEMETERY SITE: The site is now mostly overgrown with pioneer plant species native to the area. Many of the shrubs planted at the time the site was used as a hospital are now at their mature height. Several 'specimen' species remain that should be retained, if possible, as part of the master plan. The remainder of the pioneer species and overgrown weeds will need to be cleared as the development progresses.

The site is generally level, sloping gradually toward Seneca Lake, to the west. Prevailing winds generally are from the southwest to west but have been known to emanate from the northwest on occasion. The preservation of viewsheds and protection from climate will be taken into account during the design of the Cemetery.

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There are no apparent, overbearing constraints to development of the site, other than the need to bring in new utilities to service the Cemetery. Access to the site is via the one entry road off Route 96A. A secondary service access road may be desired later as the Cemetery expands beyond the initial Phase 1 development.

There are eleven (11) buildings located on the east side of the site around the existing road system. The buildings all originate ca. 1942 and consist of masonry wall construction with timber trusses and joists for the roof. The condition of the buildings varies and there are materials within the envelope of the structures that may contain hazardous material.

All of the buildings are to eventually be demolished except the guard shack, the firehouse, and the brig. Pending further study, each of these remaining buildings will be rehabilitated during the first phase of development to provide needed Cemetery functions as funding allows.

UTILITIES AND GEOTECHNICAL INVESTIGATIONS: Few utilities from the hospital era are still evident or functioning. An existing 145' deep well with its pump at 140' was determined to be sufficient for restroom facilities and filling floral urns, but new water sources will need to be incorporated for any further water requirements such as irrigation. Copper piping will provide water to the restrooms and the yard hydrant at the flower station. There is no sanitary sewer on the site as the original plant was closed years ago, so a holding tank will be provided for restroom facilities.

Stormwater conveyance onsite will continue the current site drainage practices of grassed swales, ditches and culvert crossings and will continue to convey stormwater runoff through existing onsite and offsite drainage paths.

A new electrical service, underground if feasible, will be installed to the temporary maintenance area. A new meter will be installed within the new secure maintenance yard. Electrical power will then be distributed underground to the well water pump, the service shelter, the entrance structure, the American flag locations, and the restrooms.

A preliminary geotechnical investigation was completed which showed deep ground water and extremely high blow counts which is good for structural design. The existing pavement generally is not in good condition, is breaking up, and has vegetation growing up through it. The recommendation is for the removal of the existing material, and construction of a new pavement.

PROPOSED SITE ORGANIZATION: A Veterans cemetery should be a place of visual beauty, tradition and regional context. It should be organized to allow for comfort and ease of funeral attendees, for convenience and quietude of visitors and for efficiency of operations and maintenance. Most traditional plans are based on a strong major entry, clearly located visitor information, looped internal circulation systems leading around burial areas, and discretely located maintenance and operations functions.

Roadways should traverse through the landscape creating a series of spaces and views that highlight memorial features and the site's natural and historic features. The optimal site organization scheme for Sampson will preserve the basic framework of the original road system, but augment it with additional links over time to access new phases of burial areas.

Cemetery organization should also support phased development. Sufficient basic infrastructure, including entrance, roadways and committal service shelter, must be completed in the first phase. Initial burial areas should be accessible from completed roadways. Given development cost constraints, the first phase should be located as close to the main access and available utilities as possible. Maintenance and operations facilities should be convenient to all phases of

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development. The final design should organize completed components to minimize conflicts with later Cemetery construction activities or operations.

The initial phase must address stabilization and possible rehabilitation for useable buildings as the number and state of disrepair of many of the surviving hospital buildings will otherwise detract from the dignity of the overall Cemetery setting. The initial phase must also include demolishing or securing for later removal, those structures with no potential for reuse.

CEMETERY PROGRAM: L. F. Sloane's demographic analysis of the veteran population in the Finger Lakes Region determined that approximately 874 veterans and 437 dependents would be eligible for interment at Sampson in the projected first year of operation (2010), although this annual rate will likely decline over the following twenty years. Allowing for the competition from other veterans cemeteries in the 75-mile market area, L. F. Sloan recommended using an average of 600 burials per year as a basis for planning. Veterans cemeteries are typically developed in ten-year increments, to allow adequate time for planning and construction of each phase as interments fill up burial areas. Ideally, then, Sampson's first phase will accommodate approximately 6,000 interments. Cremated remains are projected to represent over 31% of interments in New York State by 2010. Sampson's first phase construction will include in-ground burial sites for cremains, and also a limited number of columbarium niches.

Typical Veterans cemeteries share a set of common design elements. However, not all components are critical to initial cemetery operations. It is possible to operate a veterans cemetery with a more limited program, provided some maintenance, and administrative activities are contracted for or housed off-site. In its initial phases, the Sampson Veterans Memorial Cemetery program will follow an abbreviated program, aligned, as closely as possible, to currently available funds.

PRELIMINARY ALTERNATIVES EVALUATED: In assessing how the Sampson site could best be developed as a veterans Cemetery, the planning team focused on testing how different alternatives could be developed with a limited initial program, and later expanded successfully as the Cemetery becomes established. Preliminary schemes tested how visitors would best approach the Cemetery from the entrance, assemble into a cortege and proceed to the committal service shelter. Schemes also evaluated possible flag and assembly area location and siting of maintenance facilities. Finally, the alternatives evaluated how and which existing structures on site could be incorporated into future Cemetery operations.

SUSTAINABILITY: Sustainability has become a dominant theme in the development of public facilities within the last decade. The development of Sampson Veterans Memorial Cemetery will incorporate sustainable practices where possible, consistent with the requirement to establish a traditional veterans Cemetery.

RECOMMENDED MASTER PLAN SCHEME: The recommended master plan scheme adopts characteristics from each of the options tested earlier. It preserves much of the layout of the original road system, while adapting it to Cemetery use. It allows for the rehabilitation and reuse of those structures with the best combination of potential for Cemetery reuse and current physical condition. This scheme is based on developing burial areas as close to the main site entry as possible, to minimize road development costs. Initial burial areas will also be in parts of the site not previously occupied by hospital buildings. Later, Cemetery sections will be developed as unusable structures are demolished and rubble removed.

By retaining the larger outside loop road that circles the entire Cemetery, the plan builds upon the historic layout of the site, while keeping a form that orients visitors and is functional for Cemetery use.

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Figure - 1

ENTRANCE AND PUBLIC INFORMATION CENTER: The public site entrance on Route 96A will be developed with traditional veterans Cemetery elements. This will include an ornamental metal picket fence with masonry piers, a single or double-sided monument sign with the Cemetery name and medallions representing the County or branches of service. First phase construction will rehabilitate the guard shack as a public information center with gravesite locator and interpretive displays.

ASSEMBLY AND MEMORIAL AREAS: The axis of the entry drive will extend as a memorial walk through initial phase burial areas and terminate in a roundabout. To the west of the green, the American flag will be located in a roundabout. That roundabout and three others will be linked in a semi-circular roadway that inscribes a three-acre open lawn assembly area that looks down toward the lake. This lawn area will provide open space for events.

COMMITTAL SERVICE SHELTER: Funeral corteges entering the Cemetery may stop at the public information center. Cemetery staff will direct visitors toward the open green, where they will assemble for the funeral procession. Subject to the extent of building rehabilitation included in the first phase, visitors may use the restroom facilities at the former firehouse. Funeral corteges will then proceed toward the north, and circle around the major open space, arriving in front of the main committal service shelter, the former brig. Parking for services will be located along the curving roadways.

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BURIAL AREAS: The Cemetery's large size accommodates approximately forty sections for the burial of cremated or full casket remains. Standard burial sections are from one to one and a half acres, and sections for cremated remains are approximately one-quarter acre. For planning purposes, the proposed Cemetery plan retains buffers of at least fifty feet between sections, to allow for preservation of existing forest, to accommodate drainage and future utilities, and to provide a landscape buffer for privacy and shade. We anticipate that the overall burial capacity of the complete Cemetery will be sufficient to accommodate veteran burials well into the future.

ADMINISTRATION AND MAINTENANCE: During the initial phases of development, Cemetery operations will be managed from off-site offices. Maintenance and operations activities will be contracted out, requiring fewer on-site facilities. In the first phase, a fenced, secured, and visually screened maintenance yard will be created to house contractor equipment. Public restrooms will be developed in the Firehouse area in anticipation of future redevelopment of this building into the on-site Administration and Maintenance building.

LANDSCAPE DEVELOPMENT: The landscape concept for the Cemetery is based on retaining and enhancing the site's early successional forest cover, and supplementing it with additional, largely native, plant materials to highlight important site areas, focus views and screen service components. The plan creates a series of defined gravesite gardens separated by existing woods or new plantings. The edges and extent of each developed gravesite area should be adjusted to accommodate higher quality stands of forest or better individual specimens. Edge conditions should be supplemented with additional plant materials to achieve a full, dense buffer. In later phases, as more areas of the Cemetery are opened for burials, plans should include selective clearing to create views to the Seneca Lake.

ARCHITECTURAL ELEMENTS: As identified in the Architectural and Structures Report (Appendix C) some consideration may be given to repairing/renovating some of the existing buildings on the site. Structural requirements for the reuse of the buildings will consider gravity loads, snow loads, and wind loads. Due to the age of the buildings, seismic codes do not need to be considered since all of the buildings were constructed before January 1, 2003 and are therefore exempt.

The majority of existing buildings have not been designated for reuse in the new master plan. Due to the condition of the buildings, cost of demolition, and the potential for hazardous waste, these buildings may not be demolished in phase one but will be secured with a security fence to prevent public access.

PROJECTED DEVELOPMENT COST: The projected budget for the first phase of the Cemetery is just under \$4 million, including initial planning, engineering and other soft costs attributable to the transfer of the land to Seneca County. This budget includes some building stabilization, rehabilitation, demolition, Cemetery development of sufficient space for 10-years of projected interments, some public use areas and limited maintenance facilities.

The extent of building rehabilitation will depend upon further study, but the current first phase is anticipated to include rehabilitation of the Guard Shack as a public information center, rehabilitation of the Brig as a committal service shelter, and development of public restrooms in the Firehouse area. The exact scope of Firehouse work is subject to further study as the costs of other required program elements become more apparent.

As part of the master plan process, the design team prepared an estimate of probable construction costs for the first phase. The estimate indicates that the recommended first phase program can be completed within the budget. A more complete discussion of this is found in Section 6, and the final estimate is included in Appendix E.

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PROPOSED PHASING: Phasing and budget should be complementary in the Cemetery development process. Demographics will largely drive the demand for Cemetery space once the Cemetery is operational. Future phases of the Cemetery must focus on providing additional burial areas matched to projected interment rates. Later phases must also include further development of the Cemetery's unique resources, including the additional rehabilitation of the Firehouse, the opening of additional roadways and the accommodation of unique monuments or memorial spaces based on donations to the Sampson Veterans Memorial Cemetery Association.

We anticipate that the next Cemetery phase, after initial development, will likely include improvements to the firehouse, further demolitions of existing structures, the construction of additional burial areas and supporting infrastructure to reach them and more columbarium and in-ground cremains spaces.

PROJECT SCHEDULE: The project schedule accomplishes the first phase of development by mid 2010. However, this is based on Seneca County completing final design and construction plans and all regulatory approvals by mid spring 2009, getting a contractor underway by summer 2009, and a relatively uncomplicated construction effort. The design team and County should update the schedule and adjust the projected opening date after achieving each major milestone.

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SECTION 2 - INTRODUCTION

HISTORY OF THE SAMPSON VETERANS MEMORIAL CEMETERY PROPOSAL: Sampson Veterans Memorial Cemetery will be located on one of the most significant military sites in New York's Finger Lakes Region. It is part of 2,600 acres on the eastern shore of Seneca Lake, in the Town of Romulus, initially developed as a World War II naval training station and later rededicated as a Korean War era Air Force Basic Training Center. The Cemetery itself will be located on 162 acres in the southern part of the installation, the site of Sampson Hospital. The original installation was named after Rear Admiral William T. Sampson, of Palmyra, New York, a hero of the Battle of Santiago during the Spanish-American War. Nearby, the former 11,000-acre Seneca Army Depot, which served as an ammunition and storage supply facility from World War II through the Gulf War, is located across route 96A.

Construction of the Naval Training Station began in 1942, and reportedly took only 270 days to complete. Sampson trained over 411,000 naval recruits during World War II. In 1946, the Training Center became the Sampson Naval College. In 1947, New York State's Department of Mental Hygiene began operating the Sampson Hospital as an annex to its nearby Willard State Hospital. The entire site was rededicated to military use during the Korean War, and converted to the Sampson Air Force Base. Over 330,000 airmen received basic training there from 1950 until 1955. The hospital became the U. S. Air Force Hospital at Sampson, with a 1,500-bed capacity. At the closure of the base in 1955, the hospital was decommissioned and became the Sampson State School, again part of Willard State Hospital, which continued to use it until 1971. In 1960, the Department of General services sold 1265 acres of land to New York State for the creation of Sampson State Park, which opened in 1964.

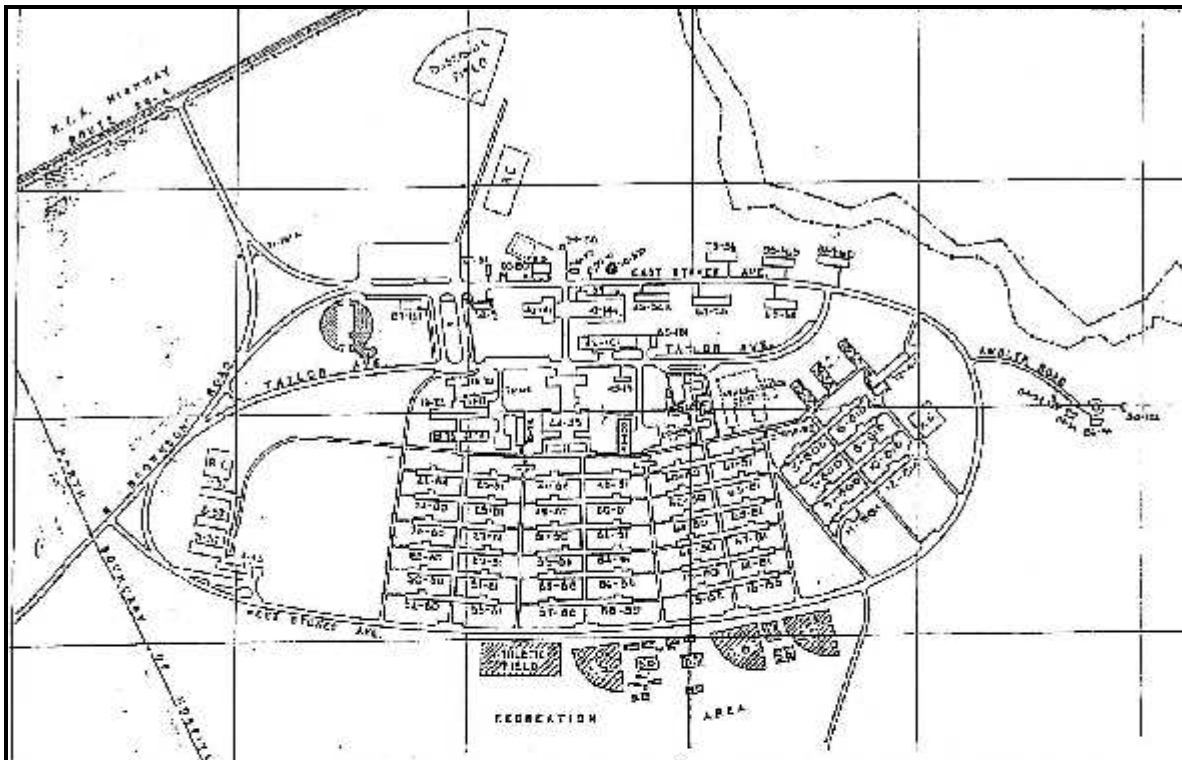


Figure 2 – Original Sampson Hospital plan

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The Sampson Veterans Memorial Cemetery began with the efforts of World War II Navy Veterans and Air Force veterans of the base. Other veterans service organizations including the New York State Veterans of Foreign Wars, the American Legion, Korean Vets, and New York State Council of Veterans Organizations also offered their help. The veterans received the strong support from the State for some state funding to establish the Cemetery and legislation that transferred State land to Seneca County on July 2008.

In the fall of 2008, Seneca County contracted with a project team led by Wendel Duchscherer, an architectural and engineering firm, to provide feasibility and master planning services for the creation of the new cemetery. Lewis Scully Gionet Inc. (LSG Landscape Architecture) provided cemetery planning services, and L. F. Sloane Consulting Group developed an operating analysis. The final master plan is designed to be consistent with Department of Veterans Affairs standards, and to describe a complete scheme and development estimate for the entire cemetery. Further, the study identifies a first phase of development based on probable levels of use and available budget, and estimates when first interments can occur. This report summarizes the results of that study.

OPERATORS OF VETERANS CEMETERIES: All levels of government within the United States operate veterans cemeteries. Most prominent are the 128 National Cemeteries in 39 states and Puerto Rico as well as 33 soldier's lots and monument sites operated by the Department of Veterans Affairs National Cemetery Administration (NCA). The Department of the Army maintains two National Cemeteries, the Arlington National Cemetery and the U.S. Soldiers & Airmen's Home National Cemetery. Although administered similarly, West Point Cemetery, operated by the Army at the United States Military Academy, is not considered a National Cemetery. The National Park Service maintains 14 other National Cemeteries. The American Battle Monuments Commission operates 24 burial grounds for veterans on foreign soil.

The states and territories operate and maintain over 90 veterans cemeteries, many of which were developed or expanded with federal funds under the Department of Veterans Affairs State Cemetery Grant Program. This program assists states provide gravesites in locations where National Cemeteries do not fully meet veterans' needs. It provides 100% funding for cemetery development. The National Cemetery Administration determines required program elements from projected interment rates. Currently, the Department of Veterans Affairs is considering expanding the program to provide grants for maintenance as well. There are no State Veterans Cemeteries in New York State.

A number of municipal governments have also developed and operate veteran's cemeteries. They include locations as diverse as Atlantic, Camden, Cape May, Gloucester and Salem Counties, New Jersey; Sonoma, California; Yellowstone County, Montana; and Onondaga County, New York. Eligibility at each is similar to national or state cemeteries, but may include local residency requirements. These cemeteries are typically smaller than National or state cemeteries, but seek to provide similar inspiring settings and the same cemetery practices. As veterans cemeteries, they offer evidence of a community's appreciation of the service given by its veterans through the creation of a lasting memorial.

OPERATION OF THE SAMPSON VETERANS MEMORIAL CEMETERY: The mission of the Sampson Veterans Memorial Cemetery is to commemorate veterans' service to the nation and provide places of burial for them and their dependants. The cemetery will be designed and operated to follow, as closely as possible the standards developed by the Department of Veterans Affairs for National and state veterans cemeteries.

The Sampson Veterans Memorial Cemetery will be operated as an enterprise activity, designed to be self-funding through operating revenues and other contributions. A detailed *pro forma*

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prepared by L. F. Sloane Consulting Group, Inc. is included in the appendix to this report, and is described in detail in Section 4. Seneca County will own the real property to be utilized for the Cemetery, and will establish an enterprise fund for the Cemetery for both capital and operating costs. All income both in the form of fees, grants or donations will be deposited in the Sampson enterprise fund. The County will employ management and administrative staff to operate the Cemetery, but will contract for services such as lawn maintenance and burials.

To advise the County on this operation, a not for profit advisory group, the Sampson Veterans Memorial Cemetery Association, has been established with representatives of the veterans community. This organization will be the entity advising the County on Cemetery development, promoting the use of the Cemetery by Veterans and seeking funds from individuals and corporations for improvements to the Cemetery. The organization will also assist the County with organizing public events at the Cemetery.

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SECTION 3 - SITE CHARACTERISTICS

DESCRIPTION OF CEMETERY SITE: The selected site for the proposed Sampson Veterans Memorial Cemetery is located on the east side of Seneca Lake directly south of the Sampson State Park. The site of the veterans' Cemetery served as a hospital base during World War II and the Korean War after it was established in 1942. Since that time, the site has been used for other purposes but has been more recently abandoned and left to fall into a complete state of disrepair. All of the ward structures are gone and only the more permanent structures remain, but in a dilapidated state. (Figs. 3-5)

The site is approximately 162 acres in size and is now mostly overgrown with pioneer species native to the area. Many of the shrubs planted at the time the site was used as a hospital are now at their mature height. It was observed that there are several 'specimen' species that should be retained, if possible, as part of the master plan. They can provide a framework for other site plantings, and help create an established landscape character early in the development of the cemetery. The remainder of the pioneer species and overgrown weeds will need to be cleared as the development progresses. (Fig. 6)

As one might expect, the site gently slopes toward the lake which makes the site conducive to cemetery development. The existing road is still in place, but much of it is cracked and overgrown as well. (Fig. 7)

Storm drainage for the site was based on control of overland flow via swales and culverts toward the lake. There are no apparent storm drainage systems in place. All other utilities have been removed and/or abandoned in place.

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Fig. 3 – Firehouse



Fig. 4 - Brig



Fig. 5 – Guard House



Fig. 6



Fig. 7

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SITE VICINITY: The proposed Cemetery site is located in the Town of Romulus in Seneca County and is bounded to the north by Sampson State Park, to the west by Seneca Lake, to the south and east by farmland and residential communities typical of a rural community.



Location Map

SITE ANALYSIS: Access to the site is via the one entry road off Rt. 96A. A secondary service access road may be desired later as the Cemetery expands beyond the initial 10-acre phase one development. Prevailing winds generally are from the southwest to west but have been known to emanate from the northwest on occasion. It has been expressed that winds can be rather strong particularly during the winter months. This will influence building design and orientation. Soils generally are of the Darien-Angola association that are deep and somewhat poorly drained soils that have a silty-clay loam and clay loam subsoil.

There are no apparent, overbearing constraints to development of the site, other than the need to bring in new utilities to service the Cemetery.

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UTILITIES:

Water: An investigation of the existing well as a potential water source found that the original pump was still in the well. The well is 145' deep with the pump at 140'. The pump was hooked it to a generator and pumped 7-12 gallons a minute for 45 minutes. It was decided that the well is fine for restroom facilities and filling floral urns, but new water sources will need to be developed for further water requirements such as irrigation and serving the future Administration and Maintenance building.

Sanitary: There is no sanitary sewer on site as the original plant was closed years ago. Restrooms will require the design of sanitary accommodations.

Stormwater: Stormwater management for the project will comply with the requirements of the State Pollutant Discharge Elimination System (SPDES) General Permit for Stormwater Discharges from Construction Activity (GP-0-08-001). It is not anticipated that the proposed use will have a significant effect on local hydrology or water quality. However, if such controls are ultimately deemed necessary, ample space appears to be available to address these requirements within the project site without infringing upon the proposed areas of development. Stormwater conveyance onsite will likely continue the current site drainage practices of grassed swales, ditches and culvert crossings and will continue to convey stormwater runoff through existing onsite and offsite drainage paths.

Electrical: The existing electrical utility provider for the area is NYSEG. A new underground electrical service will be installed to the site, if funding allows, to the maintenance area. Existing poles from the main road to the maintenance area could be utilized if needed. The service will be 400 amps, single phase, 3 wire service. A new meter socket and meter will be installed. There will be a 400 amp panel board with a main circuit breaker. Distribution breakers will be provided for the first phase of work along with expansion capability for future work. Power will be supplied to the public information center, committal service shelter, fire house, and water pump. All work to be in accordance with National Electric Code.

The committal service shelter in Phase 1 will have lighting and convenience outlets for maintenance work. There will be provisions for power for a portable sound system. Ground mounted fixtures will be installed in the central monument/flag locations. These fixtures will be controlled by a photocell. Restrooms will have lighting, heat, and convenience outlets.

Telephone: Phone service will be provided during future phases.

GEOTECHNICAL: A preliminary geotechnical investigation was completed involving six borings and four pavement cores. This investigation showed deep ground water which is good for cemetery development and extremely high blow counts which is good for structural design. The existing pavement generally is not in good condition, is breaking up, and has vegetation growing up through it. The recommendation is for the removal of the existing material, and construction of a new pavement. This would apply to areas that are currently paved, and to areas that are currently unpaved.

EXISTING BUILDINGS: On the existing site there are eleven (11) buildings located on the east side of the site around an old road system. The buildings all originate ca.1940's. They consist of a masonry wall construction with timber trusses and joists for the roof. The condition of the buildings varies. See Appendix for an Architectural and Structures report on each building.

As identified in the Architectural and Structures Report (Appendix C) some consideration may be given to repairing/renovating some of the existing buildings on the site. As the project develops the following codes should be reviewed:

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Existing Building Code of New York State 2007 (EBCNYS)
Building Code of New York State 2007 (BCNYS)
Energy Conservation Construction Code of New York State 2007
NFPA101 Life Safety Code 2006
ADA Accessible and Usable Building and Facilities 2003

The extent of enforcement covered by the codes will vary depending on the new use/occupancy of the building. The following sub-sections will provide additional information on sections to be considered.

At some point in the past a hazardous material abatement project was completed on the buildings removing contaminate material within the buildings. There is, however, material within the envelope of the structures that could contain hazardous material. Refer to Appendix D Hazardous Material Report by Watts Engineering for a more detailed explanation.

The 2007 Existing Building Code of New York State (EBCNYS) defines 3 levels of alterations based on the extent and type of alterations. Per EBCNYS:

- “Level 1 alterations include the removal and replacement or the covering of existing materials, elements, equipment or fixtures using new materials, elements, equipment or fixtures that serve the same purpose.”
- “Level 2 alterations include the reconfiguration of space, the addition or elimination of any door or window, the reconfiguration or extension of any system or the installation of any equipment.”
- “Level 3 alterations apply where the work area exceeds 50 percent of the aggregate area of the building.”

Based on the above definitions, any rehabilitation of the existing structures would most likely be classified as either Level 1 or Level 2 alterations, depending on the proposed use and layout of the space. Roof replacement only would be classified as a Level 1 alteration and would require that the roof diaphragm meet current building codes. This most likely would require a full tear off of the roof and new sheathing and roofing be applied. No other building codes would need to be met. Level 2 alterations would have the same roof diaphragm requirements as Level 1 alteration as well all new elements would be required to meet current building code loadings. Level 2 alterations also require that the strength or stability of the existing structure or any element not be reduced. This would mean that no openings could be added in any load bearing walls.

Each of the existing buildings had a use which determines what its “class of occupancy” is under the Building Code of New York State. If the new use falls under a different occupancy group, additional code requirements must be met. Under the EBCNYS, Chapter 8 – Change of Occupancy, the extent of work required based on the amount of change is outlined.

Structural requirements for the building will cover gravity loads, snow loads, and wind loads. Due to the age of the buildings, Seismic loads do not need to be considered because all the buildings were constructed before January 1, 2003, therefore exempt.

Under the Existing Building Code of New York State, Chapter 10 covers code requirements for historic buildings. Within this section it indicates requirements and exceptions to the codes that relate to more historic features. The extent of code compliance will be determined if the scope covers repair, alterations or change of occupancy. If it is determined to make a building comply under this section then a written report may have to be prepared and filed with the code enforcement official.

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Phase 1 considerations include that the majority of existing buildings have not been designated for reuse in the new master plan. Due to the condition of the buildings, cost of demolition, and the potential for hazardous waste, these buildings will not be demolished but will be fenced to prevent public access. The fence would consist of a 6 foot high security chain-link fence. The fencing could be placed around several buildings forming a group e.g. garage, maintenance shop, and storage buildings.

PROPOSED SITE ORGANIZATION: Veterans cemeteries should be places of visual beauty, tradition and regional context. Cemeteries should be organized to allow for comfort and ease of funeral attendees, for convenience and quietude of visitors and for efficiency of operations and maintenance. Most traditional plans are based on strong major entry, clearly located visitor information, looped internal circulation systems leading around burial areas, and discretely located maintenance and operations functions. Roadways should traverse through the landscape creating a series of spaces and views that highlight memorial features and the site's natural and historic features.

Organization of the Sampson site begins with the unique problem of addressing the significant remnants of its original use. The extensive hospital road system still exists as a series of cleared ways, though the pavement sections are degraded. Multiple structures remain standing, some with potential for future reuse. Some subsurface elements – utilities, building foundations or other debris - may be extant, although they are often in largely overgrown areas. Successional growth in other areas limits views towards Seneca Lake.

The optimal site organization scheme will preserve the basic framework of the original road system, but augment it with additional links over time to access new phases of burial areas. Veterans groups and others appreciate the historic quality of traveling the same roads used during active military presence on site. The original core of the hospital site is the logical core of the new Cemetery. It is the location of the fire station, one of the most iconic and potentially reusable buildings. It is also central to the site and thus a good location for key memorial elements – the flags, the assembly area, a memorial walk, and future columbarium. Remnants of a central green space persist, including parts of the base of the original flag that flew over the hospital site. This green is rectangular, approximately 300 feet by 80 feet, roughly perpendicular to the lake. It could be a focus of future activities and an appropriate setting for a restored firehouse, which anchors its southeast corner.

The site entry is also already well defined, although options for a secondary maintenance entrance farther south on Route 96A, following the approximate alignment of the power-line easement should be consider if warranted by the extent of future operations. Similarly, the existing road to the State Park – now closed – should remain available for future use subject to the conclusion of a memorandum of agreement between Sampson State Park (New York State Office of Parks, Recreation and Historic Preservation) and Seneca County.

Cemetery organization should also support phased development. Sufficient basic infrastructure, including entrance, roadways and committal service shelter, must be completed in the first phase. Initial burial areas should be accessible from completed roadways. Given development cost constraints, the first phase should be located as close to the main access and available utilities as possible. Maintenance and operations facilities should be convenient to all phases of development. The final design should organize completed components to minimize conflicts with later Cemetery construction activities or operations.

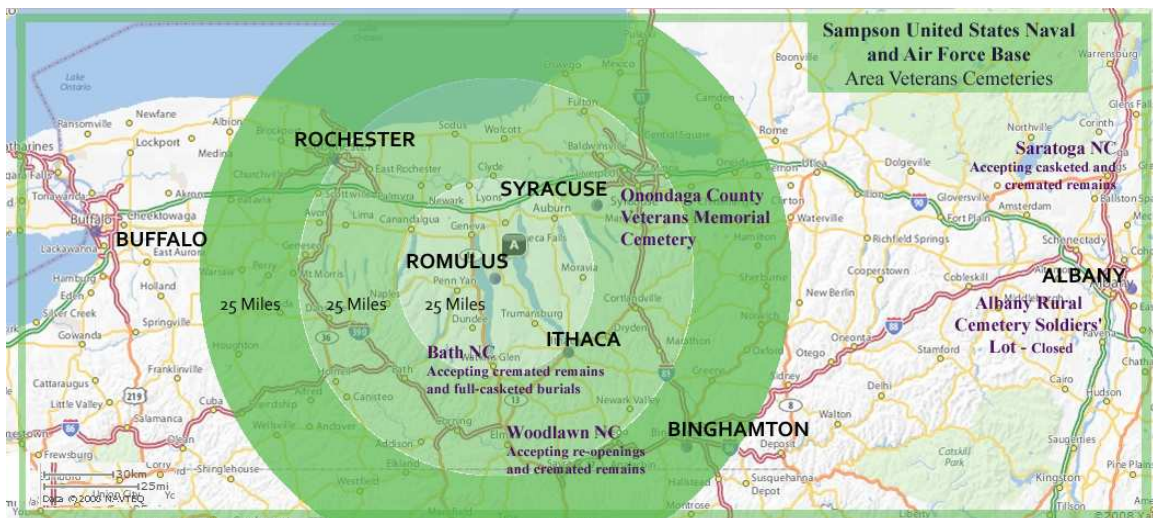
The initial phase must address stabilization and possibly rehabilitation for useable buildings as the number and state of disrepair of many of the surviving hospital buildings will otherwise detract from the dignity of the overall cemetery setting. The initial phase must also include demolishing or securing for later removal, those structures with no potential for reuse.

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SECTION 4 - DEVELOPMENT ALTERNATIVES

CEMETERY SERVICE AREA AND DEMOGRAPHIC ANALYSIS: As part of this master plan process, L. F. Sloane Consulting Group, Inc. prepared a demographic analysis of the veteran population in the Finger Lakes Region who might utilize a veterans cemetery at Sampson. Their work followed the standard Department of Veterans Affairs model, which assumes that veterans are likely to utilize a cemetery within 75 miles of their residence. The Sampson site is centrally located to draw veterans and their dependents from a twenty-county area, and although their numbers, like those of the population as a whole, are projected to decline through 2030, a large number of veterans would be eligible for burial. The model assumes approximately 15% of eligible veterans will choose a veterans' cemetery. Further, for every two veterans, one dependent will utilize the cemetery as well. According to L. F. Sloane, approximately 874 veterans and 437 dependents could be interred in the first year of operation (2010), although this rate will likely decline. The average number of veterans in this area who will select a veterans cemetery is projected to average 647 over the next twenty years.

The estimate of projected burials should also consider other veterans cemeteries within the 75-mile radius, although the capacity of National Cemeteries serving the Finger Lakes region and upstate New York is limited. Woodlawn National Cemetery in Elmira will only accept re-openings and cremated remains. Bath National Cemetery has space for both cremated remains and full-casketed burials, but is only 28 acres. Other national cemeteries in New York State are located at some distance from the area. Onondaga County has its own 52-acre Onondaga County Veterans Memorial Cemetery, although it is convenient principally to Syracuse and only accepts veterans who have been Onondaga residents and their dependents. Burials have averaged over 130 per year since it opened in 1986. To account for the possible competition from these cemeteries, L. F. Sloane estimates a conservative average of 600 burials per year for the Sampson Cemetery, and developed the Phase I Cemetery operating analysis and budget based on that approach.



Projected service area

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Veterans cemeteries are typically developed in ten-year increments, to allow adequate time for planning and construction of each phase as interments fill up burial areas. Ideally, then, Sampson's first phase should accommodate 6,000 interments. According to L. F. Sloane, cremated remains are projected to represent over 31% of interments in New York State in 2010. The proportion has consistently risen over the past decade. Funeral home directors in the Seneca County area report that the actual rate may be higher.

For purposes of programming the Sampson site, the first phase of development provides two-thirds of the burial spaces for traditional full casket burials, and one-third for in-ground cremains and columbarium niches. All standard burials in Phase I will be single depth. To eliminate a large initial capital cost, pre-placed crypts will not be used. Standard graves will be laid out with the veteran and their spouse interred head-to-head, as the spouse's name is typically on the rear of the upright veterans memorial provided by the Department of Veterans Affairs, or side by side subject to final site design. Cremains will be located in in-ground spaces, marked with flush markers. First phase construction will also include a limited number of columbarium for interment of cremated remains. Later phases will add additional niches based on veteran interest.

OPERATING ANALYSIS: Based on the above, L. F. Sloane prepared an estimate of cemetery revenue and expenses during a typical year of operation. This is described in detail in Appendix A. Income will be based on remittances provided by the Department of Veterans Affairs for the burial of each veteran, and from the interment fees paid for the burial of dependents. In addition, fundraising by the Sampson Veterans Memorial Cemetery Association will be critical to the early growth and continuing success of the cemetery. Based on the experiences of other developing cemeteries, L. F. Sloane recommends that the Association sell memorial bricks inscribed with the names of veterans or donors, and that these be placed in the memorial walk area. The Association should also engage in other fund raising efforts, particularly in anticipation of needed capital development projects in later phases of the cemetery. An estimate of initial income follows:

Sampson Veterans Memorial Cemetery Projected Annual Income				
Annual Interments	Service or Revenue Source	Fee	Subtotal	
400	Veteran Burial (DVA remittance)	\$300	\$120,000	
150	Dependent Full Casket Burial	\$900	\$135,000	
50	Dependent Cremains Burial	\$500	\$25,000	
				\$280,000
Other Income				
300	Memorial Bricks	\$250	\$75,000	
				\$75,000
Total Income				\$355,000

The Seneca County Board will adopt Cemetery Rules and Regulations that will define all cemetery fees. The above projections do not differentiate between in ground burials of cremains and those in columbarium niches. Due to higher development costs, the County may price columbarium niches higher.

L. F. Sloane also developed an operating analysis and cemetery operations budget utilizing two different models. The first model assumes that the Sampson Veterans Memorial Cemetery will be developed with a management and operations approach similar to state veterans cemeteries.

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Seneca County staff would perform all cemetery operations. The second model assumes that the County would provide a cemetery director and handle administrative functions, but that a contractor would perform all on site burial and maintenance services. The difference in total expenses is attributable to the reduction in staff and to the reduction in operation and maintenance costs for on-site maintenance and administrative buildings. L. F. Sloane also projects that expenses will rise at a rate of approximately 3% per year over the 20-year planning period. Based on this, estimated annual income will fund the recommended operations in the initial years. Increases in fees or additional fundraising will be required in later years as costs rise.

Sampson Veterans Memorial Cemetery Projected Annual Expenses					
	Expense Item	State Grant Model (county provides services)		Recommended Model (contracted services)	
Personnel					
	Superintendent/Director	\$65,000		\$60,000	
	Administrative	\$59,720		\$35,000	
	Equipment Operators (1)	\$31,320			
	Grounds Employees (4)	\$100,224			
	Grounds Supervisor (1)	\$45,936			
	Benefits			\$28,500	
	Subtotal		\$302,200		\$123,500
Operations					
	Uniforms	\$3,500			
	Contract Services	\$25,000			
	Interment Contractor			\$135,000	
	Lawn Care Contractor			\$12,000	
	Utilities	\$40,000		\$3,000	
	Supplies and Materials	\$56,500		\$2,500	
	Maintenance Repairs	\$15,000			
	Equipment Replacement	\$20,000			
	Other			\$4,000	
	Subtotal		\$160,000		\$156,500
Other					
	Cost of Bricks Sold		\$25,000		\$25,000
Total Expenses			\$487,200		\$305,000

CEMETERY PROGRAM ELEMENTS: Typical Veterans cemeteries share a set of common design elements, which are explained in detail in Department of Veterans Affairs Design Guidelines. L. F. Sloane's report details this program if the Cemetery were to be developed under the typical State Cemetery Grant model. However, not all components are critical to initial cemetery operations, it is possible to operate a veterans cemetery with a more limited program, provided some maintenance, and administrative activities are contracted for or housed off-site, as described in the operating analysis, above. In its initial phases, the Sampson Veterans Memorial Cemetery program will follow an abbreviated program, aligned, as closely as possible, to currently available funds. The following chart describes recommended program elements and their timing in the development of the Sampson Veterans Memorial Cemetery.

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	PROGRAM ELEMENT	DESCRIPTION	IMPLEMENTATION SCHEDULE
1.	Entry Features	Sign with medallion; entry gates	Phase I
2.	Roads & Parking	Existing road layout will be used	Improve existing road layout in Phase I; expand with each successive phase. Initial phase will not utilize extensive curb & gutter.
3.	Avenue of Flags	Flags placed at 20' – 30' intervals along entry drive	Foundations & Sleeves set in Phase I
4.	Assembly Area (Flag Location)	Space for 200 -250 persons, 20 seated & a 40 piece band	Install flag in Phase I & provide open lawn area for assembly
5.	Burial Areas & Burial Sections	Space for full casket burials. Pre-placed crypts are typically used to minimize space.	6,000 spaces in Phase I; expanded with each successive phase; standard burial spaces will be used.
6.	Committal Service Shelter	Open covered pavilion for burial services	Phase I includes rehabilitating the existing Brig into a committal service shelter; additional pavilion may be required in later phases based on number of interments.
7.	Columbarium & In-Ground Cremated Remains	Spaces for the interment of cremated remains.	2,000 in-ground & columbarium spaces in Phase I, expanded with each successive phase. Additional columbarium may be added as part of later phases
8.	Memorial Walk	Location for memorial plaques & headstones for those whose remains are unavailable for burial.	Phase I; may be expanded as commemorative bricks sold for fundraising are added.
9.	Administration Building	Small single story building houses the offices, workspaces & administrative support area for Cemetery staff	Administrative functions will be housed in County facilities off-site. An on-site presence may be added in later phases based on interment rates.
10.	Public Information Center (PIC)	Provides funeral cortege & visitor orientation to the Cemetery, including grave location information	Phase I will include at least signage, gravesite locator & interpretive information.
11.	Public Restrooms	Public Restrooms are located to serve the public before their involvement with Cemetery activities & convenient to the visitors & funeral attendees.	Restrooms will be included in the planned rehabilitation & stabilization of the firehouse.
12.	Maintenance Building	Typically a small multi-bay garage, with equipment storage & employee facilities.	Maintenance including lawn mowing & opening & closing graves will be contracted, so on-site maintenance facilities will not be required. Later phases may accommodate maintenance equipment within the firehouse
13.	Service Yard	Adjacent to maintenance building & accommodates & secures vehicles, materials & equipment.	Fenced service yard will be provided in Phase I for maintenance/burial contractor use.
14.	Irrigation System	Based on local climate, turf irrigation is typically provided to ensure growth	No automatic irrigation system will be provided in Phase 1.
15.	Utility Distribution System	Electric, gas, water, sewer & telephone lines. The Administration Building requires all utilities; Committal Shelters require only electricity; Burial Sections will require water for flower vases & irrigation hose	Potable water for restroom & vase station use will be provided from a well in Phase I. Power will be provided to the rehabilitated guard shack, brig, flagpoles, restrooms & monuments.
16.	Carillon Tower	Towers typically provide bell tower music from speakers during or after interment services	Provision of the Carillon equipment in the hose drying tower of firehouse will be investigated as part of first phase renovation.

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PRELIMINARY ALTERNATIVES EVALUATED: In assessing how the Sampson site could best be developed as a veterans cemetery, the planning team focused on testing how different alternatives could be developed with a limited initial program, and later expanded successfully as the cemetery becomes established. Preliminary schemes tested how visitors would best approach the cemetery from the entrance, assemble into a cortege and proceed to the committal service shelter. Schemes also evaluated possible flag and assembly area location and siting of maintenance facilities. Finally, the alternatives evaluated how and which existing structures on site could be incorporated in to future cemetery operations.

Concept One is based on beginning cemetery development at the historic center of the hospital site. The scheme retains the patterns of existing roads. After passing through the monument sign and gated entry, visitors proceed to the south, past a restored guard shack and towards the former firehouse. The public information center and restrooms would be located in a small, new structure to be located across the central green from the firehouse. Areas to the west of the new public information center and the firehouse would be retained in woods, and memorial paths sited there. Those waiting for a service to begin could walk around the old core of the site, and visit the restored firehouse. It could be renovated to serve as a maintenance and administration building or other cemetery purpose.

Funeral Corteges would assemble around the central green and proceed to the south, past a central roundabout with American flag. They would arrive at the former brig, renovated into a committal service shelter. A second committal service shelter could be constructed at the north end of this main drive, as determined by rate of interments. Initial burial areas would be located in the areas near the committal shelter. Construction would require the removal of a number of existing buildings that are not suitable for reuse. Burial grounds are largely rectangular, making their layout simple to construct and maintain.

This initial option requires a considerable length of reconstructed road to access the renovated brig. While the brig has some serious flaws in the floor slab, this scheme is predicated on the ability to renovate it for use. This scheme does immediately address the removal of unsightly and potentially dangerous existing buildings and makes the restoration of the site where they were located the first area for burials.

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Concept 1

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Concept Two represents a more compact arrangement of initial development on site. After entering the site, visitors approach a public information center at the location of the original guard shack. It may be renovated as part of the new information center. On axis with the entry drive, and to the west of the public information center, a roundabout will be created on the loop road, where the American Flag will be located. Burial areas will line either side of a memorial walkway connecting the public information center to the flag site. Beyond the flag, the existing woods will be cut and cleared, creating a long vista to the lake.

Corteges will assemble at the entrance and then proceed to the existing green at the center of the site, north of the firehouse. The committal service shelter will be located to the north side of the green, with parking for it sited surrounding the green. The open space opposite the committal shelter, to the west and south of the firehouse, will be retained in forest and developed as a memorial walk. A secondary committal shelter may be located in the north of the site, fronting a roundabout, with the roundabout used for cortege parking.

A maintenance yard would be located to the south east of the firehouse, buffered from the central green. In future phases, a paved connection may link it with the firehouse if it is to be renovated to house maintenance equipment.

Concept Two limits road construction, extending access only to the area of the green. Required building demolitions are limited as well – only the guardhouse near the firehouse must be removed in the initial phase. Other buildings (the firehouse and possibly the brig) would be secured and rehabilitated as funds become available. Initial burial areas created are less regularly shaped, and may be less efficient, although the extent of available area on site may make this a less important criterion. Later phases will feature more rectangular gardens.

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Concept 2

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Concept Three also recommends that a public information center be located at the “Y” in the entry road. A separate restroom building would be located near the former guard shack. The guard shack would be renovated to hold the gravesite and interpretive information. Corteges would then drive a short distance before turning north to the committal service shelter. The shelter would be located on axis with the entry drive, with its access drive forming the boundary between two burial sections.

Alternatively, the cortege could drive from the information center to the original hospital green, where the American flag will be sited in its former location. The procession would then turn west then north along the path of a former road, passing a large cleared assembly area looking over the lake. It would drive north, before circling to the east and then approaching the committal shelter for the north. The alternate location for the committal service shelter would be similar to Concept Two.

Concept Three also explores locations for a future columbarium. The plan recommends a plaza formed by curving walls of niches be located to the east of the hospital green, terminating the space on the east and creating an ensemble of architectural features, including the American flag. This space then opens out into a greater assembly lawn, cleared to provide expansive views to the west.

This concept requires more road be constructed in the initial phases than does Concept 2. It requires the demolition of the gatehouse, and securing the firehouse for later renovation, but does not address reuse of the brig. Other existing buildings would be demolished. A maintenance yard would be created southeast of the firehouse, buffered by retained forest or plantings from the future columbarium.

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Concept 3

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SUSTAINABILITY CONSIDERATIONS: Sustainability has become a dominant theme in the development of public facilities within the last decade. The development of Sampson Veterans Memorial Cemetery will incorporate sustainable practices where possible, consistent with the requirement to establish a traditional veterans cemetery. Development is being limited to already developed areas, low-impact design stormwater management techniques are planned for the initial phase. Where possible, materials will be locally derived. The typical operation of a veterans cemetery, with sequential burials in one section at a time, minimizes land disturbance.

However, green burial strategies are inconsistent with the some aspects of traditional military and veterans cemetery operations. The dominant aesthetic of rows of identical lines of upright markers on maintained lawn cannot be accomplished if gravesites settle or are located within a forest setting. Scattering of cremains is one interment option that can be accommodated at Sampson, and that conforms to the idea of a sustainable burial practice.

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SECTION 5 - RECOMMENDED MASTER PLAN SCHEME

GENERAL DESCRIPTION: The recommended master plan scheme adopts characteristics from each of the options tested earlier. It preserves much of the layout of the original road system, while adapting it to cemetery use. It allows for the rehabilitation and reuse of those structures with the best combination of potential for cemetery reuse and current physical condition. This scheme is based on developing burial areas as close to the main site entry as possible, to minimize road development costs. Initial burial areas will also be in parts of the site not previously occupied by hospital buildings. Later, Cemetery sections will be developed as unusable structures are demolished and rubble removed.

By retaining the larger outside loop road that circles the entire Cemetery, the plan builds upon the historic layout of the site, while keeping a form that orients visitors and is functional for Cemetery use. A series of east-west avenues, mostly located on former roadbeds, provide long views as the Cemetery slopes gradually towards the lake. The possible connection to the adjacent State park will be retained to accommodate events that might include both the Cemetery and museum, for example, or to provide access to State Park restrooms or other facilities for Cemetery visitors.



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Overall plan make sure plan is full sized 11" x 17" fold out
inserted after this sheet.

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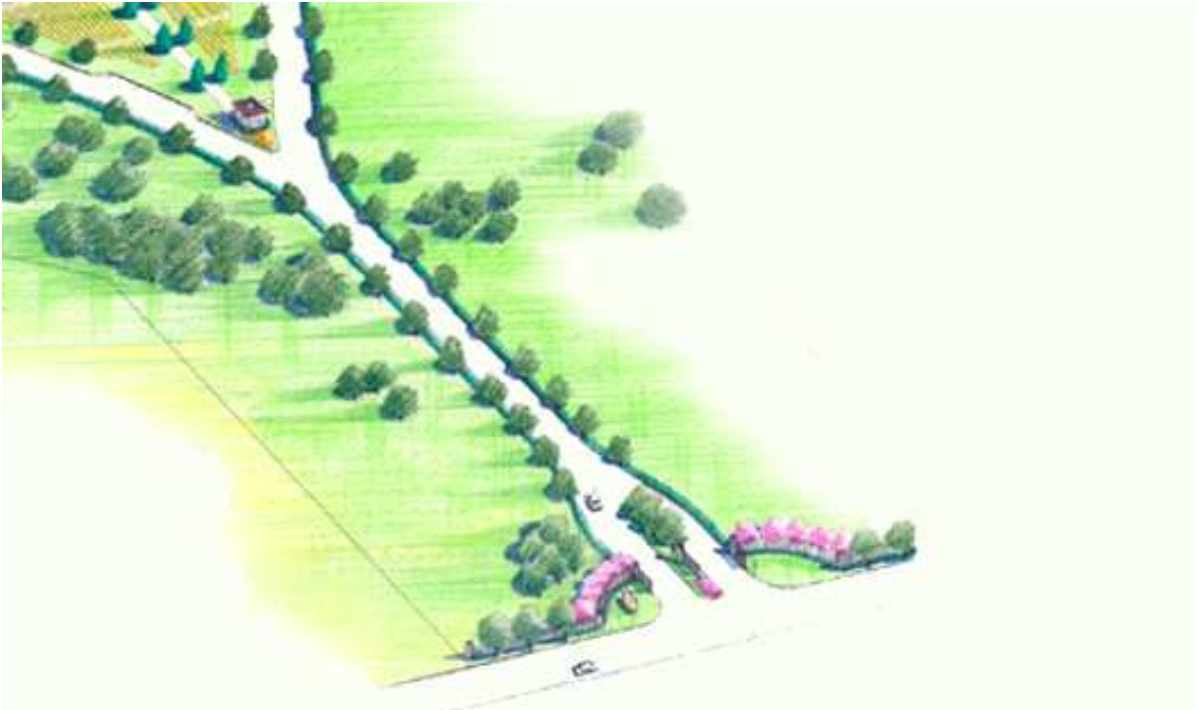
SITE DEVELOPMENT:

Entrance and Public Information Center

The public site entrance on Route 96A will be developed with traditional veterans cemetery elements. An ornamental metal picket fence will be constructed across the property frontage, with masonry piers. The entrance will be a median divided boulevard for approximately the first one hundred feet of length, with entry and exit lanes gated for security. The entrance area will include a single or double-sided monument sign with the cemetery name and either a single county seal medallion, or the medallions representing the five services. An alternative entry scheme would place the name of the cemetery on either side of the entrance, mounted on a low masonry wall topped ornamental metal picket fence.

The drive into the Cemetery follows the existing road, terminating in a “y” intersection, the site of the existing guard shack. First phase construction will rehabilitate the guard shack as a public information center with gravesite locator and interpretive displays. To accommodate visitors, a small pull-off for parallel parking of two visitor vehicles will be located on the south side of the “y.”

In the initial phase, visitor restrooms will be constructed in the firehouse area. Other parts of the firehouse will be stabilized until future funding allows for full rehabilitation for maintenance and or administrative functions, or potentially some other purpose.



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Entrance area - Option A make sure two alternative entrance schemes are inserted as full-sized sheets (11" x 17" fold-outs)

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Entrance area - Option B insert as 11" x 17" fold out sheet

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Assembly and Memorial Areas

The axis of the entry drive will extend as a memorial walk through initial phase burial areas and terminate in a roundabout to be aligned with memorial circles to the south. To the west of the green, the American flag will be located in a roundabout. That roundabout and three others will be linked in a semi-circular roadway that inscribes a three-acre open lawn assembly area that looks down toward the lake. As shown on the plan, the area to the north of the existing Fire House will be developed as the physical and memorial center of the site. In the initial phases, this half-acre lawn area will serve as the principal assembly area on site. The larger open lawn area will provide an even greater open space for events.

To its west, a larger roundabout, the radial point of the curving roads, will be the location for the American flag. At the west end of the half-acre green, a plaza defined by future columbarium walls will provide a smaller, more architectural memorial space. Each roundabout on site is a potential location for a larger monument or memorial to a service, campaign, action or unit. In the south of the Cemetery, where five roads converge, a large roundabout provides the location for a future memorial. Alternatively, if the carillon is not located in the former firehouse, a separate carillon tower may be sited at this location.

Committal Service Shelter

Funeral corteges entering the Cemetery may stop at the public information center. Cemetery staff will direct visitors toward the hospital green, where they will assemble for the funeral procession. Visitors may use the restroom facilities at the rehabilitated firehouse. Funeral corteges will then proceed toward the north, and circle around the major open space, arriving in front of the main committal service shelter, the former brig. Parking for services will be located along the curving roadways.

Should the number of services require it, a second committal service shelter can be constructed at a later project phase. We recommend that this be located opposite the firehouse on the north side of the hospital green.

Burial Areas

The Cemetery's large size accommodates approximately forty sections for the burial of cremated or full casket remains. Standard burial sections are from one to one and a half acres, and sections for cremated remains are approximately one-quarter acre. For planning purposes, the proposed Cemetery plan retains buffers of at least fifty feet between sections, to allow for preservation of existing forest, to accommodate drainage and future utilities, and to provide a landscape buffer for privacy and shade.

Cremains gardens are planned for locations where physical features or road layout limits the size of burial gardens. In general, these sites are located closer to the roads. At the central core area of the Cemetery, a plaza area defined by columbarium wall will be developed.

We anticipate that the overall burial capacity of the complete Cemetery will be sufficient to accommodate veteran burials well into the future. The following chart describes estimated capacity by burial section:

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PHASE	SECTION	ACRES (APPROX- IMATE)	STANDARD 4'x8'	TANDEM STANDARD 4'x8'	COLUM- BARIUM NICHE	IN GROUND CREMAIN 4'x4'
1	1	0.2				490
1	2	0.8		979		
1	3	0.6	734			
1	4	0.1				245
1	5	0.2				490
1	6	0.8		979		
1	7	0.9		1,102		
1	8	0.6	734			
1	9	0.4				979
1					200	
SUB			1,468	3,060	200	2,204
TOTAL		4.6	6,932			
F	10	2.0		2,448		
F	11	2.0		2,448		
F	12	0.3				734
F	13	-			600	
F	14	0.2		245		
F	15	1.3		1,591		
F	16	0.3				734
F	17	1.2		1,469		
F	18	0.8		979		
F	19	0.7		857		
F	20	1.3		1,591		
F	21	1.3		1,591		
F	22	0.7		857		
F	23	0.1				245
F	24	0.1				245
F	25	0.1				245
F	26	0.1				245
F	27	0.1				245
F	28	0.2				490
F	29	0.1				245
F	30	0.1				245
F	31	0.1				245
F	32	0.1				245
F	33	0.1				245

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PHASE	SECTION	ACRES (APPROX- IMATE)	STANDARD 4'x8'	TANDEM STANDARD 4'x8'	COLUM- BARIUM NICHE	IN GROUND CREMAIN 4'x4'
F	34	0.1				245
F	35	0.7		857		
F	36	0.8				1,958
F	37	1.4		1,714		
F	38	1.0				2,448
F	39	1.3	1,591			
F	40	1.2	1,469			
F	41	1.0	1,224			
F	42	1.4	1,714			
F	43	1.1	1,346			
F	44	0.8	979			
F	45	1.2	1,469			
F	46	1.7	2,081			
F	47	1.5	1,836			
F	48	1.4	1,714			
F	49	1.6				1,958
F	50	1.8				2,203
F	51	1.7				2,081
F	52	1.5				1,836
F	53	1.4				1,714
F	54	1.6				1,958
F	55	1.4				1,714
F	56	1.2		1,469		
F	57	1.1		1,346		
F	58	1.3		1,591		
F	59	1.2		1,469		
F	60	0.9		1,102		
F	61	1.1		1,346		
F	62	0.8		979		
F	63	1.7		2,081		
F	64	1.8		2,203		
F	65	-			800	
SUB	PHASE 1	4.6	1,469	3,060	200	2,203
	FUTURE	52.0	15,422	30,233	1,400	22,522
TOTAL	ALL	56.6	16,891	33,293	1,600	24,725
			76,509			

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Administration and Maintenance

During the initial phases of development, Cemetery operations will be managed from off-site offices. Maintenance and operations activities will be contracted out, requiring fewer facilities. In the first phase, a fenced, secured, and visually screened maintenance yard will be created to house contractor equipment. Ideally, this will also be in the area of the existing well and planned power service transformer and meter.

In future phases, the existing fire station may be rehabilitated for use as a maintenance and administration facility. The extent of its reuse potential is discussed elsewhere. However, any fixed maintenance and operations facilities must be well screened from Cemetery activities and services.

Landscape Development

The landscape concept for the Cemetery is based on retaining and enhancing the site early successional forest cover, and supplementing it with additional, largely native, plant materials to highlight important site areas, focus views and screen service components. The plan creates a series of defined gravesite gardens separated by existing woods or new plantings. The edges and extent of each developed gravesite area should be adjusted to accommodate higher quality stands of forest or better individual specimens. Edge conditions should be supplemented with additional plant materials to achieve a full, dense buffer.

Some of the original hospital plantings remain, and should be incorporated in the final landscape scheme. Their maturity and connection to the site's history make them excellent additional to the cemetery's setting.

In later phases, as more areas of the Cemetery are opened for burials, plans should include selective clearing to create views to the Seneca Lake. In particular, the lake should be made visible from the center of the site, at the semi-circular road, and from the monumental area to the south. All clearing and forest management should be done in conjunction with the adjacent Sampson State Park to maintain the area as an extensive and largely uninterrupted habitat along the lake's shores. In conjunction with the proposed cemetery layout, existing plants could be relocated depending on the condition of the plants and the time of year.

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STRUCTURE DEVELOPMENT:

Committal Service Shelter

Services at the Cemetery will be held at a committal service shelter instead of at the gravesite. The design of the shelter should be quiet, dignified, open, and covered by a roof. The shelter could be partially enclosed on the sides to provide limited shelter from the weather. The space should accommodate approximately 60 funeral attendees and one casket per service. The area around the shelter should be designed to accommodate an overflow of people for the larger ceremonies. Within the shelter a limited amount of storage should be provided for chairs, biers, broom, shovel, and a sound system.

The exterior appearance of the shelter should reflect other buildings on the site and be built of materials that are durable and relatively maintenance free. Leading up to the entrance of the shelter should be space to accommodate an honor guard of approximately seven members. Associated with the shelter is an area for the cortege to assembly and a parking pull-off area. Access to the rear is recommended for the hearse.

In phase 1 of the project, the committal service shelter is proposed to be at the existing brig location. Further investigation needs to be completed of the existing structure and building codes to determine the extent of renovation needed to convert this building into a shelter or if a new structure needs to be constructed.



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Fire House

The existing building consists of a two story structure with a tower located in the north-east corner and a single story addition on the south end of the building. Existing window and door openings have been damaged over the years and need to be blocked or replaced to make the building weather tight and stabilized. Its configuration of spaces, including three vehicle bays, lends itself to be converted into the administration and maintenance building for the Cemetery in a future phase.

With the need for public toilet facilities for visitors in the first phase and the potential use of the fire house in future phases, it is proposed to locate the toilets at the fire house location. Further investigation and review needs to be completed to determine the best location for the new toilets so they do not interfere with future development of the building for administration and maintenance use.



Sampson Veterans Memorial Cemetery Master Plan Report

SECTION 6 - DEVELOPMENT COSTS AND PROJECT PHASING

PROJECTED DEVELOPMENT COST: As discussed previously, the Department of Veterans Affairs has created standard models for new veterans cemetery development. These are useful in identifying needed improvements and for budgeting their capital costs. As part of their study, L. F. Sloane Consulting Group developed a projected budget utilizing both the standard State Cemetery Grant development model for a cemetery with these projected interment rates, and an abbreviated model based on contracted services, and a very limited initial development footprint. According to L. F. Sloan, development of the first phase of a cemetery meeting those standards at Sampson should be budgeted at approximately \$8.7 million. However, this budget did not take into account non-standard items, such as the rehabilitation or demolition of on site structures. Nor did it include costs typically not paid for by the Department of Veterans Affairs under their National Cemetery or State Cemetery Grant programs. Such costs include the carillon that is desired by the veterans' community for Sampson.

L. F. Sloan then prepared a more limited budget, omitting all building construction except an allowance for a committal service shelter and assuming only very limited road and utility construction, and no alteration or stabilization of the existing structures on site. Once master planning had advanced and the planning team better understood additional details about site development requirement, the team's cost estimator reviewed this \$1.12 million budget. Adding back necessary stabilization and sufficient roadway construction resulted in costs greater than the working budget.

Planning team and staff then reviewed the specific elements required for development of the cemetery on this site, and developed a budget that provided for the levels of building stabilization and renovation described in this report. The projected budget for the first phase of the Cemetery is just under \$4 million, including initial planning, engineering and other soft costs attributable to the transfer of the land to Seneca County. The recommended budget also includes greater reconstruction or construction of roadways to provide a complete and coherent processional route through the cemetery to the Committal Service Shelter. The budget also includes columbarium, and provisions for on-site restrooms. The team's cost estimator reviewed the proposed Phase I plans in conjunction with the budget and determined that, subject to further study of fire station renovation requirements, the proposed plan elements could be accommodated.

A summary of the iterative budgeting and estimating process follows. The estimate is included in Appendix E to this report.

Sampson Veterans Memorial Cemetery Budgets and Estimates			
Planning Model	State Cemetery Grant funded development	Minimum development model (contracted operations and limited development)	Recommended Master Plan (with some building renovations, etc.)
Budget	\$8.73 million	\$1.12 million	\$3.92 million
Estimate		\$2.1 million	\$3.32 million

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insert phasing plan – the aerial with the phase I design elements, in this location – provide as 11” x 17” fold out

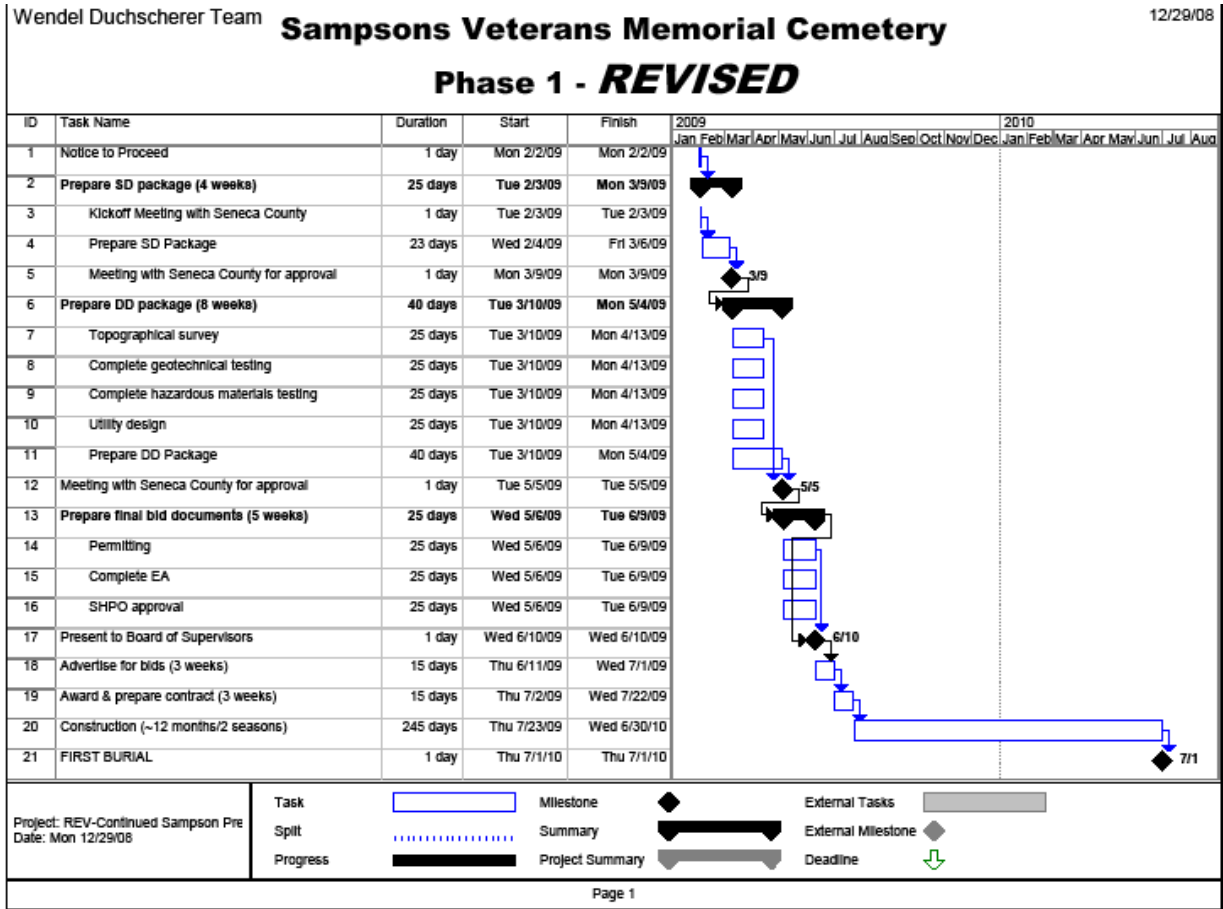
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PROPOSED PHASING: Phasing and budget should be complementary in the Cemetery development process. Demographics will largely drive the demand for Cemetery space by once the Cemetery is operational. Future phases on the Cemetery must focus on providing additional burial areas matched to projected interment rates. Later phases must also include further development of the Cemetery's unique resources, including the additional rehabilitation of the firehouse, the opening of additional roadways and the accommodation of unique monuments or memorial spaces based on donations to the Cemetery advisory group.

We anticipate that the next Cemetery phase, after initial development, will likely include improvements to the firehouse, further demolitions of existing structures, the construction of additional burial areas and supporting infrastructure and more columbarium and in-ground remains spaces. If actual interment rates match projections, planning for the next phase should start not later than three years before existing capacity is filled, to assure that enough spaces are available. Cemetery management should carefully assess the proportion of cremated remains versus traditional burials as this is likely to change over the next years.

PROJECT SCHEDULE: The following project schedule accomplishes the first phase of development by mid 2010. However, to do so requires that Seneca County complete final design and construction plans and all regulatory approvals by mid spring 2009, have a contractor underway by summer 2009 with a relatively uncomplicated construction effort and good weather. The design team and County should update the schedule and adjust the projected opening date after achieving each major milestone.

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Project Schedule