

STUDY OF THE FEASIBILITY AND DESIRABILITY
OF ESTABLISHING AND MAINTAINING A
VETERANS' CEMETERY IN
NEVADA



Bulletin No. 85-7

LEGISLATIVE COMMISSION
OF THE
LEGISLATIVE COUNSEL BUREAU
STATE OF NEVADA

July 1984

S T U D Y O F T H E F E A S I B I L I T Y A N D
D E S I R A B I L I T Y O F E S T A B L I S H I N G
A N D M A I N T A I N I N G A V E T E R A N S '
C E M E T E R Y I N N E V A D A

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LEGISLATIVE COUNSEL BUREAU

STATE OF NEVADA

JULY 1984

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Assembly Concurrent Resolution No. 24—Assemblyman May

FILE NUMBER 118

ASSEMBLY CONCURRENT RESOLUTION—Directing the legislative commission to study the feasibility and desirability of establishing and maintaining a veterans' cemetery in Nevada.

WHEREAS, Many Nevadans have proudly served this country in its military endeavors; and

WHEREAS, It behooves the people of this state to show their appreciation and respect to those veterans; and

WHEREAS, There are 110 federal veterans' cemeteries in the United States, but not one is located in Nevada; and

WHEREAS, A veteran from Nevada who desires to be buried in a veterans' cemetery must be taken to Riverside, California; and

WHEREAS, In 1980 Congress passed legislation which allows the Veterans' Administration to provide grants of up to 50 percent to match the money spent by states for the establishment, expansion or improvement of state veterans' cemeteries; now, therefore, be it

Resolved by the Assembly of the State of Nevada, the Senate concurring, That the legislative commission is hereby directed to conduct a study of the feasibility and desirability of establishing and maintaining a veterans' cemetery in Nevada; and be it further

Resolved, That the commission submit a final report of the findings of the study and any recommended legislation to the 63rd session of the Nevada legislature.

REPORT OF THE LEGISLATIVE COMMISSION
TO THE MEMBERS OF THE 63RD SESSION OF THE NEVADA LEGISLATURE:

This report is submitted in compliance with Assembly Concurrent Resolution No. 24 of the 62nd session of the Nevada legislature. Assembly Concurrent Resolution No. 24 directs the legislative commission to study the feasibility and desirability of establishing and maintaining a veterans' cemetery in Nevada.

In order to conduct the study, the legislative commission appointed a subcommittee to direct the staff work which was assigned to the research division of the legislative counsel bureau. Legislative members of the subcommittee were:

Assemblyman James J. Banner, Chairman
Senator Lawrence E. Jacobsen, Vice Chairman

The subcommittee held one meeting. At that meeting the subcommittee reviewed a draft report, took public testimony, and adopted recommendations.

This report presents the subcommittee's recommendations as they were accepted by the legislative commission. A brief discussion of the major issue and the factors associated with this issue is also included. All supporting documents and minutes of meetings are on file with the research library of the legislative counsel bureau.

Respectfully submitted,

Legislative Commission
Legislative Counsel Bureau
State of Nevada

Carson City, Nevada
July 1984

* * * * *

LEGISLATIVE COMMISSION

Senator James I. Gibson, Chairman

Senator Thomas J. Hickey
Senator Robert E. Robinson
Senator Randolph J. Townsend
Senator Sue Wagner

Assemblyman Louis W. Bergevin
Assemblyman Joseph E. Dini, Jr.
Assemblyman John E. Jeffrey
Assemblyman Michael O. Malone
Assemblyman David D. Nicholas
Assemblyman John M. Vergiels

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The major findings of the subcommittee are:

1. That it is desirable to establish and maintain a veterans' cemetery in Nevada. The subcommittee supports the sentiment expressed in Assembly Concurrent Resolution No. 24 that "* * * It behooves the people of this state to show their appreciation and respect to those veterans * * *" who "* * * have proudly served this country in its military endeavors * * *."
2. That the establishment and maintenance of a veterans' cemetery will require a substantial long-term financial commitment by the State of Nevada.

Based on the above findings, the subcommittee made one basic recommendation:

That the 1985 Nevada legislature enact legislation to establish and maintain a state veterans' cemetery and appropriate such funds as are necessary to implement such an act.

To effectuate the above recommendation, the subcommittee further recommends:

- a. The purchase of the entire 80-acre parcel from the United States Bureau of Land Management (BLM) that has been identified as a site for a cemetery if approved for purchase under the Recreation and Public Purposes Act (R&PP).
- b. That the Nevada state veterans' cemetery be administered through the office of the Nevada commission for veteran affairs.
- c. That the Nevada veterans' advisory commission serve as an advisory body to whatever agency administers the cemetery.
- d. That eligibility criteria for interment in the Nevada state veterans' cemetery be the same as the national standards, adding that the decedent must be a legal resident of Nevada at the time of death.
- e. That a veterans' cemetery fund be established to accept donations and as a repository for interment fees. The subcommittee further recommends that moneys in this fund are to be used to pay a portion of the operating costs.

REPORT TO THE 63RD SESSION OF THE NEVADA LEGISLATURE
BY THE LEGISLATIVE COMMISSION'S SUBCOMMITTEE
TO STUDY THE FEASIBILITY AND DESIRABILITY
OF ESTABLISHING AND MAINTAINING A
VETERANS' CEMETERY IN NEVADA

I. INTRODUCTION

The 1983 legislature adopted Assembly Concurrent Resolution No. 24 which directs the legislative commission to study the feasibility and desirability of establishing and maintaining a veterans' cemetery in Nevada. In response to the resolution, the legislative commission appointed a subcommittee which provided direction for the staff study. The subcommittee held one meeting to review a draft report and take public testimony. At that meeting, the subcommittee also made its findings and adopted several recommendations.

Assistance on the study was provided by the following: the Department of Memorial Affairs, Veterans' Administration (VA); the office of the Nevada commission for veteran affairs; the Nevada veterans' advisory commission; and the division of state lands of the state department of conservation and natural resources.

II. BACKGROUND INFORMATION

As noted above, A.C.R. 24 directs the legislative commission to study the feasibility and desirability of establishing and maintaining a veterans' cemetery in Nevada. Several factors contributed to the introduction and passage of such a measure. These factors include: (1) the fact that no veterans' cemetery exists in Nevada; (2) the growing population of Nevada and, in particular, the number of veterans; (3) the creation of a state cemetery grant program administered by the Veterans' Administration; and (4) a study to identify a possible location for a state veterans' cemetery conducted by a veterans' cemetery committee convened by Governor Richard H. Bryan.

A. Veterans' Cemeteries

There are presently 110 national veterans' cemeteries under the jurisdiction of the Department of Memorial Affairs, Veterans' Administration. The majority of these cemeteries,

however, are inactive and are no longer available for interment.* (See Appendix A.)

The Veterans' Administration has divided the United States into 10 regions for administrative purposes. Nevada is in Region IX with Arizona, California, and Hawaii. There are two active cemeteries in this region--one at Riverside, California, and the other on the island of Oahu in Hawaii. Therefore, the closest site for a Nevada veteran who desires to be buried in a veterans' cemetery is Riverside. The assistant director at the Riverside cemetery has estimated that 132 Nevada veterans have been interred in that facility over the past 5 years.

B. Population Characteristics

Between 1970 and 1980, the population of Nevada increased 63.8 percent from 488,738 to 800,493, ranking number one among the 50 states in percent increase in population. This trend has continued since 1980 with a population increase of 177,377 for an estimated total of 917,870 as of July 1, 1983. The population of Nevada is expected to reach 1 million by the end of 1985.

As of September 30, 1983, the Veterans' Administration estimated that there were 138,000 veterans residing in Nevada. Using another measure, the VA estimates that there are 158.6 veterans per 1,000 civilian population in Nevada.** (See Appendix B.) If you apply this to the present total population, the number of veterans would be about 145,500 and reach 158,000 in 1985, if the total population reaches 1 million.

The total number of veterans in the United States decreased by 439,000 between the 1980 Census and the end of 1983. The VA is therefore estimating a leveling off of the veteran population. Nevada, however, has the combination of climate and recreational activities which will probably continue to attract retirees, including veterans.

*At the present time, there are 20 states with no open national cemetery. Eight of these 20 states have applied for Federal Government assistance to establish state veterans' cemeteries.

**This is the highest ratio in the United States. Oregon is next with 151.5 veterans per 1,000 civilian population.

The median age of veterans in Nevada is presently 50 years and is expected to rise to 56.7 years by the year 2000. The largest group of former military personnel is World War II veterans. Large increases are, therefore, expected in the elderly veteran population as the large cohort of World War II veterans advances into older age groups during the next decade or so.

The VA reported that 1,112 veterans residing in Nevada died in 1981 or just over three persons per day. Newly revised estimates from the VA project 1,810 veteran deaths in 1984; almost five per day. The number of annual deaths is expected to rise steadily over the next two decades to 3,484 deaths in the year 2003 or about 9.5 veteran deaths per day. (See Appendix C.)

C. State Cemetery Grants Program

In 1978, the United States Congress created, through Public Law 95-476, a federal grant program to aid states in the establishment, expansion and improvement of veterans' cemeteries. (See Appendix D.) The program is administered by the Veterans' Administration Department of Memorial Affairs and had an initial appropriation of \$5 million per year for 5 years, expiring September 30, 1984. On March 2, 1984, Congress reauthorized the program (P.L. 98-223) "and such funds as may be necessary for fiscal year 1985 and for each of the four succeeding fiscal years for the purpose of making such grants."

Grant awards are made to states for up to 50 percent of the total cost of the land and improvements with the remaining amount and the administration, operation and maintenance of the cemetery to be assumed by the states. The amount of an award is limited only by the 50 percent matching requirement, and any one state may receive no more than 20 percent of the amount appropriated for the program for that fiscal year. The largest grant award to date is \$861,789 to the State of Maryland. An award of \$1,600,000 for Guam, Mariannas Islands, is pending with an additional \$400,000 request in process. (See Appendix E.)

The Veterans' Administration has developed a manual that sets forth the necessary guidelines and standards for establishing and maintaining a state veterans' cemetery based on the National Cemetery System.* The prescribed regulations cover

*On file with the research library of the legislative counsel bureau.

such areas as site selection, planning and construction, and the continued administration, operation and maintenance of the cemetery.

The first step in the application process is usually for a state to enact enabling legislation. The legislation should deal with site acquisition, construction, administration and maintenance. A state agency may submit a preapplication prior to passage of the enabling legislation. This option could aid the state and the VA Department of Memorial Affairs in planning purposes.

The state cemetery grant program provides the states with a few options as to eligibility for interment. While the VA disallows interment for any dishonorably discharged veteran, the states can further limit eligibility to honorably discharged veterans and/or legal residents of the state at the time of death. The state may also determine eligibility for interment of other members of the veteran's family in the same plot as the veteran. Family members entitled to eligibility consideration would include a surviving spouse, widow, widower, minor children, or physically and/or mentally disabled unmarried adult children.

The state is authorized to charge an interment fee for members of the veteran's immediate family. However, no fee may be charged for the interment of the veteran. The VA does pay an allowance to a state of \$150 for every veteran interred in a cemetery owned and operated by the state and provides the headstones or markers.

The normal length of time required from the preapplication to the award document is about 1 year. The VA attempts to respond to any communication with regard to the grant application within 30 days. There are usually several change orders in the application after the construction begins that must be approved. To date, six states have operational cemeteries which were established or improved with grant funds, and another five states have submitted at least a preapplication for funding.

D. Governor's Veterans' Cemetery Committee

On May 10, 1983, a report was submitted to Governor Bryan by a veterans' cemetery committee comprised of the commissioner for veteran affairs, the chairman of the veterans' advisory committee, and representatives of major veterans' organizations. The committee had conducted a search of potential sites for a state veterans' cemetery and determined that two adjoining 40-acre parcels in Clark County, Nevada, owned by

the United States Bureau of Land Management (BLM) met the necessary conditions. (See Appendix F.) A followup investigation by the division of state lands in the department of conservation and natural resources concurred with the findings of the veterans' cemetery committee.

There are two significant points about the land identified by the committee. First, due to the dearth of state land in Nevada, a search for federal land was necessitated. However, by having to purchase suitable land, the state cannot use the value of the land as part of the matching requirement. The grant program will pay one-half of the cost of the land.

The second point is on the selection of the site. In several states, efforts to establish a state cemetery have been thwarted by disagreement amongst various groups on the site. This has not been a problem in Nevada.

Initially, it was the understanding of the veterans' cemetery committee that the identified land could be purchased for \$2.50 per acre under the special federal pricing program of the Recreation and Public Purposes Act (R&PP). It was later determined, however, that cemeteries fall under the regular pricing program of the R&PP which provides that the land may be leased with an option to purchase at a discount of 50 percent of the appraised fair market value. (See Appendix G.)

At this time, the BLM has not conducted an appraisal of the identified land. In general, similar land in Clark County is appraised between \$5,000 and \$20,000 per acre. Best guesses suggest that the land would be appraised in the area of \$10,000 to \$15,000 per acre. With the 50 percent discount through R&PP and the 50 percent match available through the state cemetery grant program, the cost to the State of Nevada would probably be between \$2,500 and \$3,750 per acre or between \$200,000 and \$300,000 for the total 80-acre parcel plus lease fees. The cost for leasing is generally 10 to 12.5 percent of the discounted appraised fair market value per acre per year.

At this writing, several veterans' organizations and members of the Nevada congressional delegation are exploring the possibility of having special legislation enacted in order to get a reduction in price. The Secretary of the Interior has also been asked to give consideration to changing departmental regulations to reduce the cost of the identified land. (See Appendix H.)

The division of state lands has asked the BLM to classify the identified land for use by the state under the Recreation and Public Purposes Act. This action will protect the land for use by the state for up to 2 years. As part of this process, the division of state lands has submitted a preliminary state veterans' cemetery proposal. The BLM will now proceed with an environmental assessment and land report to determine the merits of the state's proposed use. This should be completed in September 1984. (See Appendix I.)

If the identified land is approved for state use by BLM, the application by the state will be processed and the land will be "segregated" for the state's use. Before the state may purchase the land, a lease-option is used. The land must be leased until "substantial improvements" to the land are made.

III. STATE VETERANS' CEMETERY PROGRAMS

As mentioned previously, there are six states that have used funds from the state cemetery grant program and are currently operating.* Connecticut, New Jersey and Guam have awards pending. Of the six operating cemeteries, only the one in Wyoming was initiated after the creation of the state cemetery grant program. Wyoming is also the only state that had to purchase land as suitable state land was not available. The other five states had enacted legislation and appropriated funds for the establishment of a state veterans' cemetery without federal support. The funds received by these states have, therefore, been used for the improvement or expansion of existing facilities. (See Appendix J.)

Following is a brief description of four of the state programs in operation:

A. Arizona

The State of Arizona authorized the development of a parcel of about 640 acres for a veterans' cemetery in 1976. Fifty thousand dollars was appropriated for the development of the land with the intent of having the site established as a national cemetery at a later date.

In March 1979, the cemetery began interring veterans and eligible dependents. As of April 1, 1984, there were

*Arizona, Illinois, Maine, Maryland, Rhode Island and Wyoming.

3,142 interments or approximately 650 per year. It is estimated that 11.8 percent of Arizona's deceased veterans are interred in the state cemetery. According to the VA, there are presently 384,000 veterans residing in Arizona.

There have been 12 acres developed to date. A well has been drilled and a three-bay maintenance building and one wing of the administration building that may be expanded have been constructed. The VA state cemetery grants program has awarded Arizona \$104,125 and a supplemental request of \$222,500 is pending.

The Arizona Veterans' Memorial Cemetery has six full-time employees: superintendent, secretary, three groundskeepers and one heavy equipment operator. For fiscal year 1984, the Veterans' Services Commission, which administers the veterans' cemetery, was provided \$174,400 by the state for operations. This amount included \$25,000 to replace a tractor/backhoe.

In the 1973 legislative session, a veterans' cemetery fund was established to receive charitable donations and the \$150 interment allowance, from the Veterans' Administration. This fund is to be used to help pay those expenses incurred in operating, maintaining and expanding the state veterans' cemetery. The legislature may also assign moneys from this fund to the general fund for partial support of the program. When it had accumulated \$80,000, it was to be transferred to the state general fund from the veterans' cemetery fund.

As stated above, Arizona initially established the state veterans' cemetery with the intent of having it become a national cemetery at a later date. At the present time, a bill is before the United States Congress to effect such a transfer. The bill is still in committee and deemed unlikely to pass this session by persons in the Veterans' Administration.

One of the most important aspects of the Arizona cemetery experience for consideration in Nevada is the fact that a "desert motif" is used. This use of the natural terrain saves a considerable amount of money in sodding, watering, maintenance, and the associated personnel costs. (See Appendix K.)

B. Maine

Legislation in 1965 created the Maine Veterans' Memorial Cemetery to be administered by the Commissioner of Veterans' Services. To date, 36 acres have been developed with about

350 burials per year. There are an estimated 153,000 veterans in the state with approximately 15.6 percent of the deceased veterans being interred in the state cemetery.

The operating budget for 1982-83 was \$175,000, of which \$105,000 covered personnel costs. There are five full-time employees: superintendent, foreman, and three groundskeepers. Part-time help is hired in the summer. The request for a mechanic is under consideration. A chapel was built in 1973 at a cost of \$260,000.

C. Maryland

In 1973, the Maryland Legislature appropriated \$3 million to provide for the establishment of veterans' cemeteries. To date, five cemeteries have been established and are operating to some degree. Maryland has received a total of \$2,335,923 from the state cemetery grant program to improve and expand the five cemeteries. An additional request of \$274,335 is pending.

Maryland's veteran population has decreased from 629,000 to 541,000 over the past 4 years. It is estimated that 35 to 40 percent of veterans residing in Maryland at their death are interred in either a state or national veterans' cemetery. Burials at the cemeteries range from about 350 to 900 per year.

The number of employees at each of the cemeteries ranges from five to nine persons. Each cemetery has a director, secretary-bookkeeper, and an equipment operator. The number of groundskeepers varies according to the size of the cemetery and the annual number of interments. Generally, the operating costs for a Maryland state cemetery, in fiscal year 1983, were between \$159,000 and \$176,000.

D. Wyoming

The Wyoming Legislature, in 1982, approved the purchase of approximately 115 acres as a site for a state veterans' cemetery. The cost of the land was \$121,325, and the total estimate for establishing the cemetery was about \$1,340,000. Wyoming applied for and received \$672,306 from the state cemetery grant program. An additional \$718,119 is pending approval. The additional moneys are required primarily for the construction of a new road to the cemetery site.

The Oregon Trail Veterans' Cemetery was dedicated on November 5, 1983. Ten acres have been developed including a

residence for the director with an attached office, a chapel, and a storage shed. As of May 1, 1984, there had been 20 interments. The initial cost for equipment was \$98,000 including \$1,900 for office equipment.

The cemetery will have three full-time employees as of July 1, 1984: a director, records and communication assistant, and facilities service specialist. Additional staff support is provided by recreation and park employees on an as-needed basis. For the 1985-87 biennium, the operating costs are estimated at \$180,909.

The Recreation Commission of Wyoming is the administering agency while the Veterans' Affairs Commission aids in the supervision of the cemetery and may make "reasonable recommendations regarding the maintenance and operation of the cemetery."

There are at present approximately 67,000 veterans in Wyoming. The Oregon Trail Veterans' Cemetery expects to average about 220 burials per year to the year 2000.

IV. COST ESTIMATES FOR A NEVADA VETERANS' CEMETERY

A. Land Costs

As mentioned, the total value of the 80 acres of identified land in Clark County is estimated to be between \$800,000 and \$1,200,000. With the discount under the regular pricing program of the Recreation and Public Purposes Act, and with the 50 percent match through the state cemetery grant program, the cost to the state would be between \$200,000 and \$300,000. During the construction phase of the cemetery, the land must be leased. Estimates for the annual cost for the lease for the 80 acres range between \$40,000 and \$75,000. The cost of the lease is dependent on the appraised value of the land and the percentage rate used. Ten percent of the value of the land, less the 50 percent discount, is the current rate. The VA state cemetery grant program will also cost-share the lease fees.

Therefore, if it takes approximately 1 year to "substantially develop" the 80 acres, the cost to the state will be:

Lease for 1 year	\$ 20,000 to \$ 37,500
Purchase of 80 acres	<u>\$200,000 to \$300,000</u>
Total land cost	\$220,000 to \$337,500

Of course, if a smaller parcel of the land were purchased, the price would be reduced accordingly. Population projections and the unavailability of suitable land, however, probably warrant the purchase of the entire 80 acres if deemed feasible.

The possibilities also still exist that the United States Secretary of the Interior could alter departmental regulations or special legislation could be enacted to provide the land at a lower price.

B. Establishment Costs

Based on the experience in other states, the cost to establish a state veterans' cemetery, excluding land costs, is between \$543,000 (Arizona, 12 acres developed) to \$1.6 million (Maryland's last cemetery, 20 acres developed). The VA estimates that the costs are between \$1 million and \$1.5 million to fully develop a 10-acre cemetery. Establishment costs generally include an administrative building, maintenance building, chapel, fencing, landscaping, irrigation, water system, roads and pathways, and engineering and architectural fees. The VA has established criteria on the size of the various buildings based on the estimated number of burials per year.

The estimated costs cited above for Arizona do not include some costs, such as fencing, so the total amount is probably higher. However, because Arizona maintains the natural terrain, the costs for landscaping, sodding, and so on, are minimal. The Arizona estimates are as follows:

Administrative building	\$140,000
Maintenance building	57,000
Paving (one-half mile)	75,000
Well	96,000
Engineering for well	25,000
Water distribution system (estimated)	<u>150,000</u>
Total costs	\$543,000

While it is extremely difficult to estimate the establishment costs, the division of state lands, in its preliminary plan (see Appendix L) to the Bureau of Land Management for a

Nevada state veterans' cemetery, has made the following estimates:

Administrative building	\$130,000
Maintenance building	40,000
Mortuary and chapel	140,000
Well	90,000
Water system, fencing and landscaping	75,000
Engineering	<u>25,000</u>
Total Costs	\$500,000

In all probability, the actual costs would be higher than those shown above for a couple of reasons. First, in order to substantially improve the land in order to purchase, and thereby save the lease fees, the entire 80 acres will more than likely need fencing and access roads in the first phase. Second, paving for the entrance to the cemetery will probably be needed.

Based on the experience of other states and conversations with the VA, a total establishment cost of between \$600,000 and \$800,000 is estimated. This is a first phase cost to construct the necessary facilities, fence the property and develop enough of the land to provide room for burials for approximately 20 years.

Therefore, the establishment cost to the State of Nevada is estimated to be between \$300,000 and \$400,000 for the first phase, with the 50 percent match from the state cemetery grant program.

Improvements and expansions are also eligible for the grant funds. In Phase II, the construction of a columbarium and additional landscaping will be required.

C. Operation and Maintenance Costs

It is the responsibility of the state to purchase the necessary equipment to operate a state veterans' cemetery. Equipment needed usually includes: a backhoe, dump truck, pickup truck, small tractor, tools, grounds equipment, and office supplies. As a rule, equipment costs are about 12 percent of establishment costs. Therefore, the initial cost for equipment for the State of Nevada is estimated to be between \$72,000 and \$96,000. These figures are consistent with equipment costs in other states. A final determination on what is actually needed would have to be made at a later date. Using the "desert motif" should keep the costs relatively low as there will probably be no need for mowers, sod cutters, and trimmers.

Annual operating costs are dependent primarily on the number of full-time employees. Maine has approximately the same number of veterans as Nevada and employs five full-time persons with a total operating budget of about \$175,000, including \$105,000 for personnel. Since Nevada tentatively proposes to use the natural terrain, there would probably not be the need for three groundskeepers as in Maine. It is estimated that three full-time employees--a superintendent, a groundskeeper/gravedigger, a groundskeeper/equipment operator--and a part-time secretary could handle up to 600 burials per year.

The total operating costs for personnel, utilities, equipment maintenance, travel, office supplies and miscellaneous expenditures are estimated to be between \$90,000 and \$120,000 annually. A full-time secretary may be required after operations are well underway. These cost figures can vary substantially dependent on equipment repair and replacement.

D. Summary of Estimated Costs for 1985-1987

	<u>Federal Funds</u>	<u>State Funds</u>
Lease for 1 year*	\$ 20,000 to \$ 37,500	\$ 20,000 to \$ 37,500
Purchase of 80 acres	\$200,000 to \$300,000	\$200,000 to \$300,000
Establishment Costs - Phase I	\$300,000 to \$400,000	\$300,000 to \$400,000
Initial Equipment Purchase	-	\$ 72,000 to \$ 96,000
Operation and Maintenance Costs (1986-87)	-	\$ 90,000 to \$120,000
TOTAL ESTIMATED COSTS FOR THE 1985-87 BIENNIUM**	\$520,000 to \$737,500	\$682,000 to \$953,500

*If construction of the Phase I facilities takes longer than 1 year, the lease costs would increase accordingly.

**See footnote on the following page.

E. Revenue

The Veterans' Administration provides a \$150 interment fee for the burial of a veteran in any state cemetery. State cemeteries are also authorized to charge for the interment of dependents. Most states charge \$150 for the interment of a dependent.

Maine, with a similar size veteran population, buries about 350 persons per year. Because of the concentration of veterans in Clark County, however, it is not unreasonable to assume that Nevada would inter a larger percentage of veterans in a state cemetery. With 55,000 veteran deaths projected in Nevada over the next 20 years, an average burial rate of 500 or more is possible, including dependents. Revenue based on this premise would be \$75,000 per year.

These burial fees may be deposited in the general fund, as in Maine, or a veterans' cemetery fund, as in Arizona. In no state does the \$150 interment fee currently cover operating costs. If a large number of veterans, however, choose to be interred in a columbarium or mausoleum, the interment fee of \$150 may cover most of the operating costs.

V. FINDINGS AND RECOMMENDATIONS*

A. Findings

The findings of the subcommittee are based on the review of staff research in the form of a draft report and on the public testimony received supporting a veterans' cemetery. Presentations supporting the subcommittee's findings made by William H. (Bill) Morris, chairman, Nevada veterans' advisory commission, and Bill Gearin, deputy commissioner for the office of the Nevada commission for veteran affairs, are attached as Appendices N and O.

*A listing of alternative recommendations considered by the subcommittee is attached as Appendix M.

**These are estimates based on the experience in other states. Actual costs could vary significantly. Annual operating costs are expected to rise at least at the rate of inflation. Supplemental proposals to the VA state cemetery grant program will most likely be submitted prior to the scheduled expiration of the grant program in September 1989.

The major findings of the subcommittee are:

1. That it is desirable to establish and maintain a veterans' cemetery in Nevada. The subcommittee supports the sentiment expressed in Assembly Concurrent Resolution No. 24 that "* * * It behooves the people of this state to show their appreciation and respect to those veterans * * *" who "* * * have proudly served this country in its military endeavors * * *."
2. That the establishment and maintenance of a veterans' cemetery will require a substantial long-term financial commitment by the State of Nevada.

B. Recommendations

Based on the above findings, the subcommittee made one basic recommendation:

That the 1985 Nevada legislature enact legislation to establish and maintain a state veterans' cemetery and appropriate such funds as are necessary to implement such an act.

In order to effectuate the above recommendation, the subcommittee adopted several recommendations pertaining to the purchase of land, administration, eligibility criteria and a veterans' cemetery fund.

1. Land - The governor's veterans' cemetery committee, in its report, identified two 40-acre parcels in Clark County as suitable for the establishment of a veterans' cemetery and recommended acquisition. Even though the identified land is presently owned by the Bureau of Land Management and must be acquired through a lease/purchase arrangement, the division of state lands, state department of conservation and natural resources, concurred with the subcommittee's recommendation for a couple of reasons:

First, the State of Nevada does not presently own land in the vicinity of Clark County that would be suitable for development as a cemetery; and

Second, the identified land meets the stipulations of the state cemetery grant program that it is near the state's main population area, has good access, and will provide burial space for at least 20 years.

Suggestions were also made to lease/purchase less than the entire 80 acres. The subcommittee felt, however, that the combination of a rapidly growing population, the unavailability of suitable land, and the price reduction under the Recreation and Public Purposes Act justified the purchase of both 40-acre parcels.

The subcommittee, therefore, recommends:

The purchase of the entire 80-acre parcel from the United States Bureau of Land Management that has been identified as a site for a cemetery if approved for purchase under the Recreation and Public Purposes Act (R&PP).

2. Administration - The subcommittee feels that the office of the Nevada commission for veteran affairs is the appropriate agency to administer a Nevada state veterans' cemetery. This office already assists veterans and their dependents in matters related to veterans' benefits, pensions and other services. Since the office of the deputy commissioner for veteran affairs is located in Las Vegas, as required by statute, it is also logical that the day-to-day operations of a state cemetery could be administered through that office.

Additionally, while a cemetery is being established, many of the administrative details may be handled by existing staff, saving the state personnel costs.

The subcommittee, therefore, recommends:

That the Nevada state veterans' cemetery be administered through the office of the Nevada commission for veteran affairs.

The Nevada veterans' advisory commission is a statutorily created body to advise and make recommendations to the governor and legislature on matters affecting veterans. The subcommittee feels that this body should also serve as an advisory body on affairs related to a veterans' cemetery.

The subcommittee, therefore, recommends:

That the Nevada veterans' advisory commission serve as an advisory body to whatever agency administers the cemetery.

3. Eligibility Criteria - Under regulations promulgated by the Veterans' Administration, Department of Memorial Affairs, a veteran is not eligible for interment in a national or state cemetery if his last separation from military service was dishonorable or if his death while on active duty was due to dishonorable causes. States may elect to restrict interment to those veterans who have an honorable discharge and who were legal residents at the time of death.

The subcommittee feels that eligibility for interment should not be too restrictive, as is the case in some states, but should be open only to bona fide residents of Nevada.

The subcommittee, therefore, recommends:

That eligibility criteria for interment in the Nevada state veterans' cemetery be the same as the national standards, adding that the decedent must be a legal resident of Nevada at the time of death.

4. Veterans' Cemetery Fund - The subcommittee believes that the agency that administers the state veterans' cemetery should be authorized to establish a fund to accept donations and the interment fees from the Veterans' Administration. The subcommittee feels that such a fund would encourage contributions from private and charitable sources for the development and maintenance of a veterans' cemetery. Additionally, the creation of such a fund may encourage greater self-sufficiency and careful management if the moneys are used to pay a portion of the operating costs.

The subcommittee, therefore, recommends:

That a veterans' cemetery fund be established to accept donations and as a repository for interment fees. The subcommittee further recommends that moneys in this fund are to be used to pay a portion of the operating costs.

The bill draft to effectuate these recommendations is contained in Appendix P.

VI. APPENDICES

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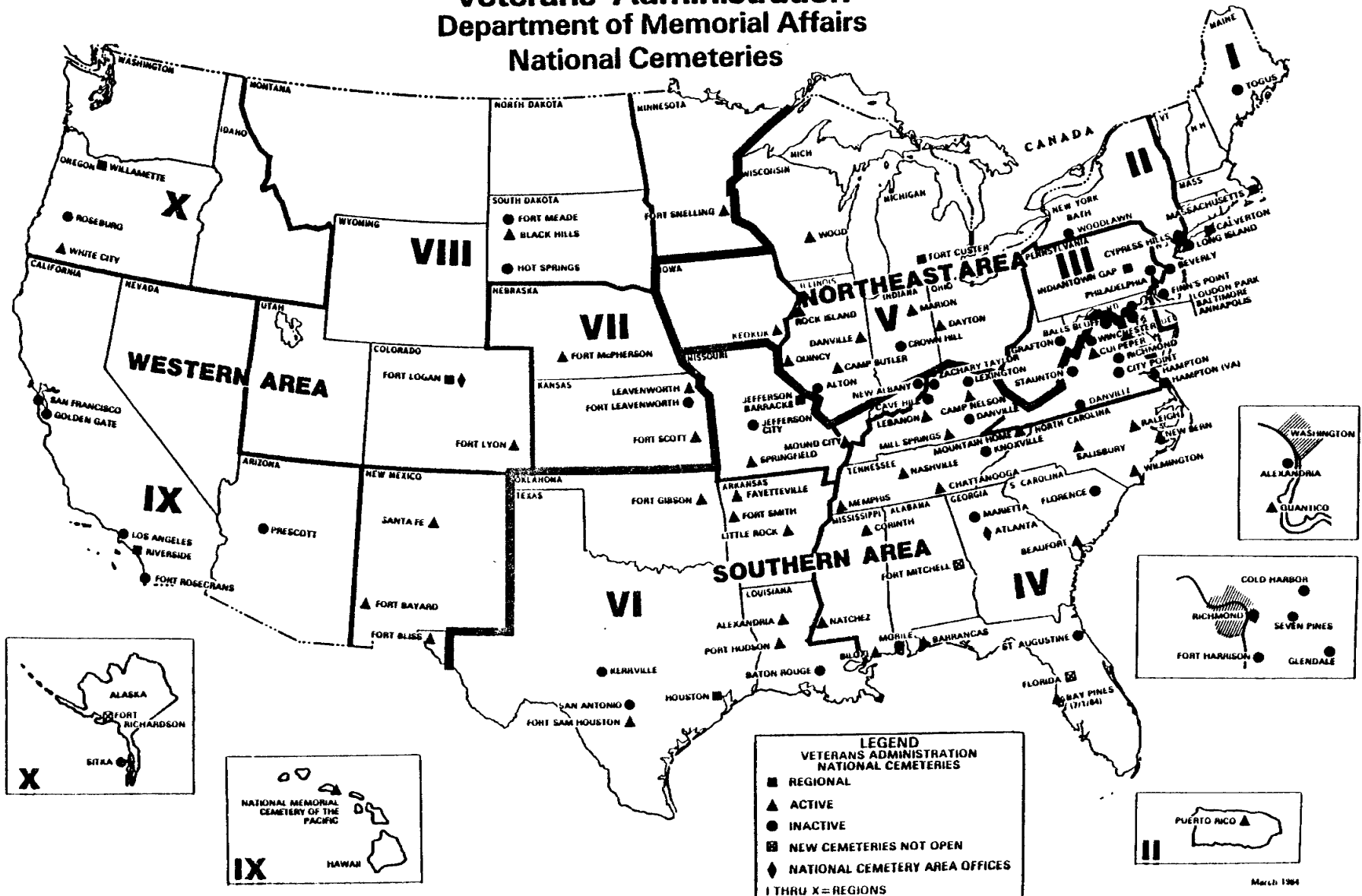
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APPENDIX A

Map of National Cemeteries, Prepared by the Veterans
Administration, Department of Memorial Affairs

Veterans Administration Department of Memorial Affairs National Cemeteries

23



March 1964

APPENDIX B

Chart Showing Estimated Number of Veterans Living in the
U.S. and Puerto Rico, by State and Period of Service,
as of September 30, 1983

ESTIMATED NUMBER OF VETERANS LIVING IN THE U.S. AND PUERTO RICO, BY STATE AND PERIOD OF SERVICE
SEPTEMBER 30, 1983

(In thousands)

State	Total Veterans	Veterans per 1,000 Civilian Population ¹	WAR VETERANS							PEACETIME VETERANS			
			Total ²	Vietnam Era		Korean Conflict		World War II ³	World War I ⁴	Total	Post-Vietnam Era ⁵	Service Between Korean Conflict and Vietnam Era Only	Other Peacetime ⁶
				Total ¹	No Service in Korean Conflict	Total ¹	No Service in World War II						
Total	28,202⁷	X	23,109⁷	8,238	7,584	5,294	4,249	10,978	297	5,092	1,623	3,051	419
State Total	28,074	122.1	23,007	8,201	7,549	5,256	4,216	10,946	296	5,067	1,611	3,039	418
Alabama	436	111.3	352	129	114	90	71	163	4	84	31	46	8
Alaska	50	120.5	39	23	21	9	7	11	*	11	4	6	*
Arizona	384	135.4	317	120	105	73	53	155	4	68	25	38	5
Arkansas	271	118.8	221	78	69	50	38	110	4	50	17	28	5
California	2,985	122.2	2,453	921	831	607	446	1,146	30	532	166	316	50
Colorado	400	133.3	325	149	133	79	60	129	3	75	26	45	4
Connecticut	411	130.9	340	103	98	78	65	172	4	71	19	47	5
Delaware	77	129.0	63	22	20	14	12	31	1	14	5	8	1
District of Columbia	64	102.6	53	17	15	13	10	27	1	12	5	6	1
Florida	1,398	135.4	1,172	381	318	273	184	646	23	226	77	121	29
Georgia	632	113.5	509	218	193	125	95	217	4	123	45	68	10
Hawaii	98	104.4	79	35	30	21	16	33	1	19	7	10	1
Idaho	122	127.1	99	40	37	21	18	43	1	23	7	14	1
Illinois	1,338	117.3	1,097	357	346	236	206	531	14	241	69	153	19
Indiana	677	123.9	548	193	186	121	105	250	7	129	42	78	9
Iowa	352	121.2	293	102	99	64	57	132	6	60	18	37	4
Kansas	298	125.2	247	88	81	54	44	116	5	51	16	31	3
Kentucky	404	111.2	331	118	110	73	62	155	4	72	23	43	7
Louisiana	451	104.3	364	141	130	80	64	167	4	88	32	48	8
Maine	153	136.1	126	46	42	29	23	59	2	27	9	16	1
Maryland	541	128.1	441	165	149	111	84	204	4	100	31	61	8
Massachusetts	714	123.8	592	172	163	132	109	312	9	122	35	78	9
Michigan	1,112	122.2	906	322	313	191	169	413	10	206	65	126	15
Minnesota	522	126.4	426	158	154	93	81	184	8	96	28	63	5
Mississippi	244	96.5	198	66	58	49	38	100	3	46	17	25	5
Missouri	645	130.9	530	184	172	122	101	249	8	116	38	69	9
Montana	108	135.7	88	35	33	18	15	38	1	20	6	13	1
Nebraska	190	120.8	156	57	53	37	31	69	3	34	11	21	2
Nevada	118	158.6	112	46	40	29	22	50	1	24	7	17	2
New Hampshire	138	145.7	113	44	40	26	21	51	1	25	8	16	1
New Jersey	919	124.0	758	214	202	172	146	400	9	161	41	106	15
New Mexico	162	120.6	132	55	48	31	23	59	1	30	12	16	2
New York	1,932	109.6	1,589	445	432	340	300	834	22	344	101	211	32
North Carolina	658	111.1	538	203	182	127	103	249	5	120	41	68	11
North Dakota	69	104.7	55	22	21	12	11	23	1	13	4	8	1
Ohio	1,377	127.7	1,125	380	365	237	206	541	13	252	81	152	18
Oklahoma	397	126.3	327	127	115	75	57	150	5	70	23	41	6
Oregon	401	151.5	329	135	128	65	52	144	5	72	23	44	5
Pennsylvania	1,586	133.8	1,310	390	374	278	236	684	16	276	77	176	22
Rhode Island	126	132.2	105	33	30	24	19	56	2	20	6	12	2
South Carolina	350	111.6	283	116	100	70	53	128	2	68	25	36	6
South Dakota	80	117.0	65	22	21	16	14	29	2	14	5	9	1
Tennessee	543	117.3	442	168	154	99	81	201	5	101	34	58	9
Texas	1,732	114.4	1,408	580	517	329	250	627	15	324	114	184	27
Utah	155	100.2	128	51	48	28	23	55	2	27	8	17	1
Vermont	64	124.0	52	19	18	12	10	23	1	13	4	8	1
Virginia	661	123.9	544	228	191	146	103	245	5	117	39	67	10
Washington	629	150.1	513	227	203	122	89	215	6	115	36	71	8
West Virginia	242	124.3	199	71	66	42	35	96	3	43	13	26	4
Wisconsin	572	120.1	461	162	157	100	88	208	8	111	31	73	7
Wyoming	67	134.5	55	26	25	11	10	19	1	13	4	8	*
Puerto Rico	127	X	102	37	35	37	34	32	1	25	12	12	1

NOTE Excluded are a small, indeterminate number of National Guard personnel or reservists who incurred service-connected disabilities while on an initial tour of active duty for training only. Detail may not add to total shown due to rounding.

¹Based on provisional civilian population estimates for July 1, 1982, provided by the U.S. Department of Commerce, Bureau of the Census.

²Veterans who served in both World War II and the Korean conflict, or in both the Korean conflict and the Vietnam era, are counted only once.

³Includes 633 (thousand) who served in both the Korean conflict and the Vietnam era.

⁴Includes 1,046 (thousand) who served in both World War II and the Korean conflict.

⁵Service only after May 7, 1975.

⁶Includes those who served only between World War I and World War II, and those who served only between World War II and the Korean conflict. There are also 42 living Spanish-American War veterans and 100 living Mexican Border Conflict veterans. Less than 0.5 (thousand).

APPENDIX C

Letter, Dated June 6, 1984, to Scott Seymour, Senior Research
Analyst, Research Division, Legislative Counsel Bureau,
from Harold F. Graber, Director of State Cemetery
Grants, Veterans Administration, Washington, D.C.,
Providing Projected Veteran Deaths in Nevada
from 1984 through 2003



**Veterans
Administration**

JUN 06 1984

In Reply Refer To:

Mr. Scott Seymour
Legislative Counsel Bureau
Legislative Building
Carson City, Nevada 89710

Dear Mr. Seymour:

The Office of Reports and Statistics underwent a reorganization and is now the Office of Information Management and Statistics.

I was unable to locate the individual you talked with but Mr. Mark Russell (the new Research Division Chief) was kind enough to provide me with the following veteran deaths in Nevada, projected from 1984 through 2003.

1984	1,810	1994	2,850
1985	1,912	1995	2,942
1986	2,018	1996	3,030
1987	2,127	1997	3,113
1988	2,238	1998	3,196
1989	2,349	1999	3,269
1990	2,449	2000	3,336
1991	2,553	2001	3,397
1992	2,655	2002	3,444
1993	2,753	2003	3,484

Sincerely,

A handwritten signature in cursive script, likely belonging to Harold F. Graber.

HAROLD F. GRABER
Director
State Cemetery Grants

APPENDIX D

Excerpt from Federal Assistance for Establishment,
Expansion and Improvement of State Veterans'
Cemeteries, VA Pamphlet 40-96,
September 1980

FEDERAL ASSISTANCE FOR ESTABLISHMENT, EXPANSION AND IMPROVEMENT OF STATE VETERANS' CEMETERIES

What is the VA State Cemetery Grant Program?

It is a Federal grant program administered by the VA Department of Memorial Affairs to aid States in the establishment, expansion and improvement of veterans' cemeteries (P.L. 95-476).

How does a State apply for assistance under the grant program?

Complete instructions and copies of the necessary forms for State Cemetery Grant applications are available from:

Director, State Cemetery Grants (40G)
Veterans Administration
810 Vermont Avenue, N.W.
Washington, DC 20420

(202) 389-2313

How is a State veterans' cemetery established?

Generally, veterans service organizations and/or interested State officials encourage the State legislature to enact legislation for the necessary site acquisition, construction, operation and maintenance.

How does the grant program aid the States?

The Administrator of Veterans Affairs may approve grants for State veterans' cemeteries in an amount not to exceed 50 percent of the total value of the land and the cost of improvement, with the remaining amount to be contributed by the grant recipient.

What criteria will govern the acceptance of a proposed State veterans' cemetery site for grant funding?

Grants are made on the condition that the cemetery shall conform to standards and guidelines relating to site selection, planning and construction as the VA prescribes by regulation. Generally, the availability of funds for grant aid will be the first consideration in reviewing a State's application.

How much money will be available for cemetery grants under this program?

There is authorized to be appropriated \$5 million for fiscal year 1980 and for each of the four succeeding fiscal years. The appropriation is three year money, i.e., the first year's money expires at the end of fiscal year 1982.

How much money will be available to a State which qualifies for grant aid?

The amount a State may receive in any fiscal year is limited to no more than 20 percent of the amount appropriated for the program for that fiscal year. In no case, will the amount be more than required to cover the State's estimated costs for the fiscal year.

May a State veterans' cemetery be used for interment of non-veterans?

Yes. A State may determine that an eligible veteran's wife, husband, surviving spouse, minor children, and unmarried adult children are eligible to be interred in the same plot as the veteran.

What veterans are not eligible to be buried in a State veterans' cemetery established under the State Cemetery Grants Program?

A veteran whose last separation from military service was dishonorable or a veteran who was on active duty at the time of death, whose death was due to dishonorable causes, is not eligible under this program.

Are States empowered to impose additional eligibility criteria for interment?

Yes. A State may elect to restrict interment to those veterans who were legal residents of the State at the time of death, and/or to veterans who have an honorable discharge from military service.

Can a State charge for the interment of a veteran in a veterans' cemetery established, expanded, or improved under this program?

No. Federal aid is predicated upon the provision of cost-free interment for eligible veterans. There may, however, be a fee for the interment of members of the veteran's immediate family.

Can grant funds be withdrawn from a State for any cause?

Yes. Any State ceasing to own or operate a cemetery established, expanded, or improved through the use of grant funds, or using the funds for any other purpose than for which the grant was made, will be liable for the total refund for all grants made for that cemetery.

Does the Veterans Administration exercise any authority over the administration operation, or

maintenance of a veterans' cemetery funded under this program?

No. The administration, operation, and maintenance of the cemetery is the responsibility of the State. Applicable standards set forth for this purpose in VA regulations must be adhered to, however, to preclude any possibility of the cemetery becoming a "potter's field."

What other burial benefits are available to States?

The Administrator of Veterans Affairs is authorized to pay an allowance of \$150 to a State for expenses incurred in the burial of eligible veterans in cemeteries owned and operated by such State. This benefit is administered by VA's Department of Veterans Benefits.

Distribution: CO: COA, (40F)
SS (40G) FLD: CEM A 12 each; CEM C 12 each;
NCAO 6 each; ROA 4 each; MA 6
each; VSO 2 each; ASO 2 each

Federal Assistance for
Establishment, Expansion and
Improvement of State Veterans'
Cemeteries
(State Cemetery Grant Program)
VA Pamphlet 40 96
September 1980

606756

APPENDIX E

Memorandum to Chief Memorial Affairs Director, from
H. F. Graber, Director of State Cemetery Grants,
Veterans Administration, Indicating the
State Cemetery Grants Status
as of January 1, 1984



**Veterans
Administration**

Date: 05 1984

Memorandum

From: Director, State Cemetery Grants (40G)

To: Chief Memorial Affairs Director (40)

Subject: State Cemetery Grants Status as of
January 1, 1984

1. Currently, 33 States and Territories are expressing interest in the program and 11 of these states/territories have submitted 18 applications for Federal assistance totaling (with revisions) \$10.4 million. Funds totaling \$8.2 million have been obligated in support of 15 applications, and 10 grants, totaling \$4.1 million, have been awarded. Action on the remaining requests is pending completion of the review process. Annual appropriations to date total \$15.5 million. Unencumbered funds are \$3,233,239, if all projects on hand are funded at the level requested.

2. <u>Grant Award</u>	<u>FAI</u> ¹	<u>Amount</u>	<u>FY</u> ²
AZ (Phoenix)*	03-7911-01	\$104,125	81
IL (Quincy)*	13-8002-01	44,455	82 ³
ME (Augusta)*	19-8012-01	197,797	82
MD (Eastern Shore)*	20-7900-01	153,134.40	80 ³
MD (Rocky Gap)	20-7900-02	275,342.60	80 ³
MD (Cheltenham)	20-8011-03	403,706	81 ³
MD (Crownsville)	20-8022-04	641,952	82
MD (Garrison Forest)	20-8123-05	861,789	83
RI (Exeter)*	39-8013-01	710,000	83
WY (Evansville)*	50-8233-01	672,306	83
		<u>\$4,064,607</u>	

3. Award Pending (Funds Obligated)

AZ (Phoenix)	(03-7911-3-01)	+ 222,500. ⁴	83
CT (Middletown)*	07-822-01	600,000	82
IL (Quincy)	13-802-02	70,000	82
MD (Crownsville)	(20-8022-3-04)	+ 274,335. ⁴	83
NJ (Arneytown)*	30-813-01	600,000	83
WY (Evansville)	50-833-02	718,119	83
GUAM (Piti)*	52-822-01	<u>1,600,000</u>	82
		<u>\$4,084,954</u>	
			ST \$8,149,561

4. Request in Process (Pending Obligation/Award)

CA (Yountville)*	05-81-01	600,000	84
ME (Augusta)	(19-80-01)	+ 42,203. ⁴	84
NJ (Arneytown)	(13-81-01)	+ 707,000. ⁴	84
RI (Exeter)	39-84-02	40,000	84
UT (Bluffdale)*	44-83-01	410,394	85
WY (Evansville)	(50-83-02)	+ 67,164. ⁶	84
GUAM (Piti)	(52-82-01)	<u>+ 400,000.⁵</u>	84
		<u>\$2,266,761</u>	
			GT. \$10,416,32

5. In addition, The following 22 States have expressed intent in submitting an initial application for federal assistance in the fiscal year indicated.

(For planning purposes, estimate federal funding at \$13.2 million.)

Al(unk); Ar (86); De (84); Ga (unk); HI (83); In (84); La (84);
Ms 83); Mo (85); Mt (83); NH (84); NM (86); Nv (unk); NY (83);
Pa.(84); SC(unk); TN (84); Va (84); Vt (unk); WVa (84); Wa (unk); WI (83):

Note: (1) Eight states have indicated intent to submit supplementary requests.
(CA-83; Guam-84; Il-84; Md-83; Me-83; NJ-83; RI-85; WY-83)
Estimate funding at \$4 million.

(2) Eight* of the Twenty (20) States with no open national cemetery have applied for federal assistance to establish state veterans cemeteries.

Al, Ak, Az*, Ct*, De, Ga, Id, Me*, Md*, Mt, Nv, NH, ND, NJ*,
RI*, Ut*, Vt, Wa, Wy*, WVa:

Legend:

- * New State
 - 1 FAI = Federal Application Identifier
 - 2 FY = Year grant awarded, funds obligated, or planned for obligation.
 - 3 Project completed and Grant closed out. (Amount reflects actual cost to VA)
 - 4 Revision in the amount requested
 - 5 FY82 statutory limit on amount a state could receive was \$1.6 million.
(Guams original request was for \$2 million.)
 - 6 FY 83 statutory limit was \$1,390,425
(Wyoming requested increase of \$785,283: Basic grant was \$672,306)
- FY 84 statutory limit is \$1,100,000
(Funds available \$5.5 million; Funds lapsed \$1,850,439)

H.F. GRABER
Director
State Cemetery Grants (40G)

cc: 40A
40A2
40C
40D
40H

APPENDIX F

Memorandum, Dated 10 May 1983, to Governor Richard H. Bryan,
from the Veterans' Cemetery Committee, Concerning the
Location Feasibility Study for Veterans' Cemetery
in Clark County, Nevada

STATE OF NEVADA
VETERANS' ADVISORY COMMISSION

Bill Morris
Chairman



10 May 1983

TO: Governor Richard Bryan
FROM: Veterans' Cemetery Committee
SUBJECT: Location Feasibility Study for Veterans' Cemetery in
Clark County

1. The committee met on 4 April 1983, in the conference room, Governor's Office, Bradley Building, 2501 East Sahara, Las Vegas, Nevada at 1300 hours. Present were:
Bill Morris - Vice Chairman- Chairman Veterans' Advisory Comm.
Catherine Perrotti - World War I Veterans
Frank Risewick - Veterans of Foreign Wars
Jerry Fairchild - Vietnam Veterans of America
Jim Hicks - Disabled American Veterans
Bill Gearin - Dep. Commissioner for Veterans Affairs
William Childress - Bureau of Land Management (BLM)
Randy Kelly - Nevada Power
Howard Vander Meer P. E. - Las Vegas Water District
2. Mr. Childress of the BLM presented a map of the lands available in Clark County under federal control as of 1978 (the latest map). The map was not current with an indication of the lands which had been sold or leased since that time. This presented a major problem to the committee at the start. It had to locate what appeared to be suitable land only to find that it was not available. This procedure was time consuming.
3. After making several attempts to find suitable land in North Las Vegas, East Las Vegas, Southeast and Southwest Las Vegas, only to find that either the land had been sold and developed, had mining leases current or was unapproachable by established roads, the committee turned in desperation to Mr. Childress who suggested, after he had made a careful check of current leases or pending ones, the area bounded by Valley View Drive and Robindale.
4. The committee looked into this land and found that it was not only unencumbered, but totally satisfactory from every possible condition. Roads, Water, Power and Distance from Las Vegas proper.
5. At the meeting of 18 April 1983, it was decided to go with the aforementioned land, which is officially known as Township 22S; Range 61E; MDM Section 7; NE of SE; SE of SE.

6. There is a Las Vegas Water District 10" water line running past the property on Valley View Drive, and one-quarter of a mile down Robindale. This should be ample water pressure for the plumbing and irrigation requirements, but whether it would supply sufficient pressure for fire prevention would have to be determined by the County Fire Department.

The cost of connecting to the water main runs between \$20.00 and \$25.00 per foot. The committee considered this cost, plus the required \$5,000 meter deposit (refundable after the first year, if that amount of water is used within that time) and concluded that it would be less expensive for the State to procure its water from a well system. There might be token opposition from the Water District to the well, but that is not a stumbling block.

7. This is as far as the committee can go at the present time. The cost of construction depends on too many variable factors, i.e.; design of cemetery, landscaping, number of roads and type of roads within the cemetery, type of irrigation, type and number of buildings, size of the site, etc.

It should be noted at this time that Mr. Bill Gearin, Deputy Commissioner for Veterans Affairs, although not a member of this committee acted on behalf of the chair (who is wheelchaired) to drive around on his own time to look at lands. The committee would like at this time to thank him for his many contributions to the success of this committee.

SUMMARY

- A. LOCATION: Township 22S; Range 61 E; MDM Section 7; NE of SE; and/or SE of SE.
- B. ROADS: Bounded on the East by Valley View Drive, and on the North by Robindale (both paved).
- C. WATER: 10" water main runs South past the property on Valley View Drive, and West on Robindale for one-quarter mile from the junction of Valley View Drive.
- D. CONSTRUCTION: The cost of construction cannot be ascertained at this point due to many unsettled factors.
- E. LANDSCAPING: See recommendations
- F. SECURITY: See recommendations.

RECOMMENDATIONS

- AA. LOCATION: Both Township 22 S; Range 61E; MDM Section 7; NE of SE, and Township 22 S; Range 61 E; MDM Section 7; SE of SE are 40-acre parcels. It is recommended by the committee that both locations be chosen.
- In order to assure that they will be available at the proper time that a "State of Nevada Veterans' Cemetery Association" be formed immediately for the purpose of leasing these lands from the BLM for the purpose of a veterans cemetery. Cost would be 25¢ per acre or a total of \$20.00 per year. The "Association" should consist of a member of the Commissioner for Veterans' Affairs office, preferably the Deputy, and members of the Nevada Veterans Advisory Commission. All of these are duly sworn officers of the State, and represent major veterans organizations.
- BB. ROADS: Since Valley View Drive and Robindale are paved roads and maintained by the Clark County Highway Dept. there is little problem there. However, the roads inside the cemetery present a different problem. The estimated cost (Las Vegas Paving, Co.) is approx. 75¢ per square foot. It is recommended that the interior roads be of a circular spiral design, all one way, and covered with fine gravel.
- CC. WATER: As reported in the general remarks section of this report there is ample water available from the Las Vegas Water District in the immediate area. However, due to the construction cost of laying a connecting pipe and the meter charge it is considered by the committee that the cost of such a source would be too expensive. It is recommended that a well system of water supply be taken under consideration.
- DD. LANDSCAPING: It is felt that since Nevada is primarily a desert state that instead of going to an all green type of landscaping, that a desert motif should be used instead. This would offer savings in several ways; 1) It would allow the use of a "drip" type of irrigation thus saving water; 2) The initial cost of landscaping and the maintenance would be less expensive, and 3) It would require only the services of one full time employee who could serve as grave-digger as well as grounds keeper. A note of interest Arizona is using a desert motif for their Veterans Cemetery just north of Phoenix.

EE. SECURITY:

Security could be maintained by the construction of a six-foot chain-link fence with a green plastic apron insert to keep out the surrounding desert for approx. \$16 per linear foot. A gate could be placed at the entrance to be used after closing hours to enhance security. A night lighting system could be installed for further property protection.


FF. POWER:

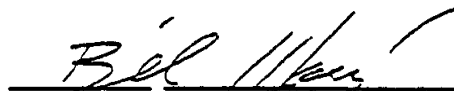
Power should present no problem. There is a single phase line available in the immediate vicinity.


Mr. William Hatfield, chairman of this committee, has in his Reno office the necessary forms to be completed if it is deemed proper to secure these properties by lease. The committee urges that careful consideration be given to taking steps to obtain all eighty-acres. Only a portion of this need to be developed in the beginning, and the rest saved for future expansion.

This committee stands adjourned unless reconvened by the Governor.

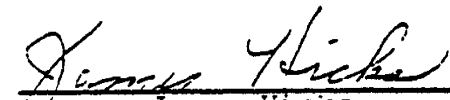
This report is respectfully submitted.

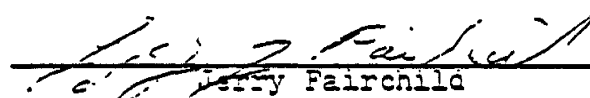

William Hatfield, Chairman
Commissioner for Veterans Affairs

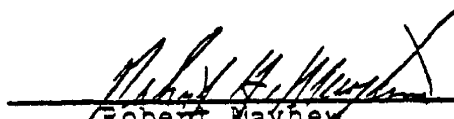

Bill Morris, Vice-Chairman
Chairman Veterans Advisory
Commission

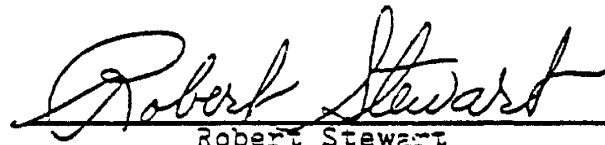

Catherine Perrotti
Veterans of World War One

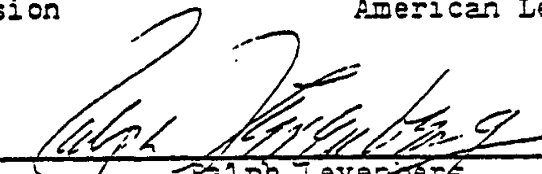

Frank Risewick
Veterans of Foreign Wars


James Hicks
Disabled American Veterans


Jerry Fairchild
Vietnam Veterans of America


Robert Mayhew
Veterans Advisory Commission


Robert Stewart
American Legion


Ralph Levensberg
Defenders of Bataan and Cooregidor

Governor Richard Bryan
Veterans Cemetery
Page Five

ADDENDUM

Enclosed is a map of the Arizona Veterans' Cemetery, located 16 miles North of Phoenix. This cemetery, which started was planned to be a National Cemetery and was never finance by Congress, was taken over by the State of Arizona on the VA cost sharing program. When fully developed it will cover 836.34 acres.

The landscaping is strictly of desert plants with the natural washes remaining unchanged. The water supply is strictly from wells. The wells are emphasized on the map in yellow for easy indication.

A complete dosier on the Arizona Veterans Cemetery is available from:

Vice-Chairman Bill Morris
508-C No. 11th St
Las Vegas, Nevada 89101

It will be sent to the proper authority upon request.

APPENDIX G

Letter, Dated April 30, 1984, to The Honorable Paul Laxalt,
United States Senate, from Robert F. Burford, Director
of the United States Department of the Interior,
Bureau of Land Management, Setting Forth
the Criteria for Transfer of Public
Lands for Cemetery Purposes



United States Department of the Interior (2740) 321

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

IN REPLY
REFER TO:

APR 30 1984

Honorable Paul Laxalt
United States Senate
Washington, D.C. 20510

Dear Senator Laxalt:

This is in further response to your February 8, 1984, inquiry on behalf of Mr. Stanley Froistad, who is seeking your assistance in having a parcel of public land transferred to the State of Nevada for a State Veterans' Cemetery.

Land transfers for cemetery purposes are usually made under the Recreation and Public Purposes (R&PP) Act. Bureau of Land Management policy, which has been in effect for a number of years, provides that a 10 percent discount from fair market value (FMV) be allowed for sites where use will be restricted to a particular group. A 50 percent discount is allowed if there are no restrictions on who may make use of the site. This pricing schedule applies to governmental entities as well as nonprofit organizations. In this instance, the Nevada State Director has determined that an application submitted by the State of Nevada for a Veterans' Cemetery would qualify for the discount of 50 percent. In addition, we understand that the Veterans' Administration (VA) has a State Cemetery Grant Program through which 50 percent of any acquisition cost (by a State entity) can be borne by the VA.

We hope this information will be helpful to you in responding to Mr. Froistad. Both our Nevada State and Las Vegas District Offices have been meeting in recent days with representatives of Veteran groups regarding the proposed Las Vegas Veteran Cemetery. We are hopeful that these meetings will resolve differences and meet the need for a cemetery.

Sincerely,

Robert F. Emford

Director

cc: SD, Nevada w/cy of incoming

APPENDIX H

Letter, Dated 4 June 1984, to The Honorable William P. Clark,
Secretary of Interior, Washington, D.C., and Letter, Dated
9 March 1984, to Robert N. Broadbent, Assistant Secretary
for Water and Science, Washington, D.C., from
William H. (Bill) Morris, Chairman of the
Nevada Veterans' Advisory Commission,
Requesting their Support for a
Veterans' Cemetery in Nevada

STATE OF NEVADA
VETERANS' ADVISORY COMMISSION

Bill Morris
Chairman



4 June 1984

The Honorable William P. Clark
Secretary of Interior
Interior Building
Washington, D. C. 20240

Dear Mr. Secretary:

You are undoubtedly aware that the State of Nevada is actively seeking a parcel of federally owned land on which to establish a State Veterans' Cemetery. This has become necessary for the following reasons:

- * The Veterans Administration has definitely stated that it has no intention of establishing a National Cemetery in Nevada.
- * Nevada has the fastest population growth rate in the nation, and the fastest growing veterans population. The population of Clark County (Las Vegas), reached one-half million in May, 1984.
- * Approximately 67 percent of Nevada's veterans live in Clark County. However, the veterans population is rapidly increasing disproportionately to the general population. This has been caused by: (1) Many discharged veterans, seeking jobs, are attracted to Nevada's usual healthy economic climate; (2) Many retiring veterans, like other senior citizens, are attracted to Nevada's Sunbelt climate and advantageous tax structure; and (3) Many military personnel who have once served in Nevada, such as those from Nellis Air Force Base, return to the state upon their retirement.

The BLM, from Director Burford down to the local Las Vegas office have been extremely helpful and courteous. But, the legislation being prepared for our 1985 State Legislature will be costly, even with the 50 percent sharing plan offered by the Veterans Administration, because of the price of the land which is 50 percent of the fair market value.

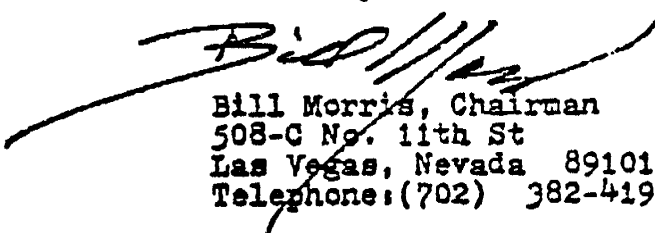
We are asking that you help find some way to lower the cost of the land, and in support of our request for special consideration we offer the following:

Secretary William Clark
Page Two

1. We feel that a State Veterans' Cemetery, would clearly and beyond question constitute public use of the land. It would be operated at State expense under Federal rules, set up by the Veterans Administration, and would be open to all honorably discharged veterans and their spouses, regardless of race, creed, sex or political preference. We would like to note here, that these veterans have served our nation well in time or war and peace, and deserve a final resting place among their peers, as prescribed by law.
2. Since fifty percent of the cost of acquisition would be paid by the federal government under the Veterans Administration Grant Program the charge for the land on the part of the BLM would be essentially taking money from one federal pocket and putting it into another.
3. The remainder of the cost of the acquisition would be paid by the taxpayers of the State of Nevada. Since Nevada would be performing a service for all honorably discharged veterans who may move into the State, at considerable cost and without expectation of any economic benefit, Nevadans naturally wonder why they would be expected to pay for the use of public land for this purpose.
4. This particular piece of land chosen has no apparent value to the Federal government. It is an isolated parcel of desert property and supports no income producing activity.

In closing, we once again request that some way be found for Nevada to acquire this land either without charge, or at minimal cost. We appreciate any assistance you can give us.

Sincerely,



Bill Morris, Chairman
508-C No. 11th St
Las Vegas, Nevada 89101
Telephone: (702) 382-4197

1b/BM

STATE OF NEVADA
VETERANS' ADVISORY COMMISSION

Bill Morris
Chairman

9 March 1984



Robert N. Broadbent
Ass't. Secretary for Water and Science
18th and "C" Street N. W.
Washington, D.C. 20240

Dear Sir:

There were 131,204 veterans residing in Nevada, according to the 1980 U.S. Census. Approximately 73 percent of them live in the Clark County area. The census also revealed that Nevada has the most rapidly growing veterans population in the 50 states. This is due in part to four major factors; 1) The mobility of the American people; 2) Military retirees returning to Nevada to live; 3) Military discharges staying here, and fourth senior veterans moving here for health reasons. Due to all these factors the 1980 figure is no longer valid and it has mushroomed to about 5,000 additional veterans and their families.

World War II veterans are rapidly closing ranks with those from World War I in becoming senior citizens, and are being followed closely by those from the Korean Conflict. In fact, the Veterans Administration (VA) predicts that the number of veterans over 65 is expected to balloon from the current 3.5 million to more than 9 million by the turn of the century, just a mere 16 years away. By 1990, veterans will comprise 60 percent of all men over 65.

Each one of these veterans who receive a discharge other than dishonorable is entitled, if he wishes, to be buried in a veterans cemetery. There is none in the State of Nevada. The nearest one to Clark County is Riverside, Calif. - 250 miles away. This causes not only unnecessary mental anguish for the survivors, but an additional financial burden at a time they can afford it the least. Veterans are dying in Clark County, that we know of, at an average rate of 3.5 per day but, are more than being replaced by the influx of new arrivals.

The VA in order to lessen the burden on itself, both logistically and financially, is offering to the states a 50/50 plan in developing and/or improving State Veterans Cemeteries. The state must assume the cost of maintaining the cemetery.

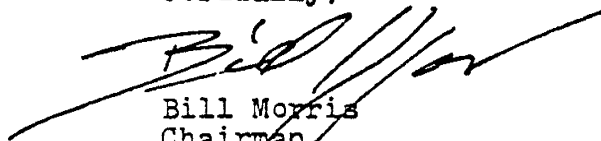
The BLM, however, has thrown a "monkey-wrench" into the plan by lumping all cemeteries into one group, and stating that federal land for them may be purchased at one-half the appraised price. This may be fine for private cemeteries which are a profit making venture. But, state veterans cemeteries cannot be construed as a profit making venture as they invariably operate at a loss.

Robert N. Broadbent
Page Two

Furthermore, the BLM states that land intended for use as a golf course, rifle club, or for other social purposes can be bought at \$2.50 per acre. It seems to this writer that the BLM thinks more highly of such social activities than they do of veterans.

The State of Nevada is currently studying the feasibility of a veterans cemetery on some BLM land in Las Vegas (Valley View and Robindale). Congressman Harry Reid's Washington office is attempting to have the land for the State Veterans Cemetery placed under the \$2.50 per acre price bracket. Any assistance you can give them will be greatly appreciated by not only the veterans of Nevada, but of the entire nation, as this would affect every state in the Union and in the future would help relieve some of the pressure on the VA.

Cordially,



Bill Morris
Chairman
508-C No. 11th St
Las Vegas, Nevada 89101

APPENDIX I

Letter, Dated March 21, 1984, to Kemp Conn, District Manager,
Las Vegas BLM District, from Pamela B. Wilcox,
Administrator of the Division of State Lands,
State Department of Conservation and Natural
Resources, Requesting Classification of a
Parcel of Land in Las Vegas for Use by
the State Under the Recreation
and Public Purposes Act

So no.

March 21, 1984

Mr. Kemp Conn. District Manager
Las Vegas BLM District
P.O. Box 26369
Las Vegas, Nevada 89126

Dear Kemp:

As you are probably aware, the State has been seeking a parcel of land that would be suitable for use as a veterans' cemetery, preferably close to the Las Vegas metropolitan area. We intend to seek acquisition of the parcel under the Recreation and Public Purposes Act.

We have identified as suitable an 80-acre parcel off the Blue Diamond Road south of the city, described as the E $\frac{1}{2}$ SE $\frac{1}{4}$ of Section 7, Township 22 South, Range 81 East. We have contacted Bill Childress of your staff and it appears that the parcel is available.

We are at this time requesting that you classify this land for use by the State under the Recreation and Public Purposes Act. We understand that such classification is authorized by 40 CFR 2091.3-2, and will protect the land from appropriations for conflicting uses for 18 months while the State completes the application process and secures the necessary funding.

Thank you for your assistance. Please do not hesitate to call if you need additional information.

Sincerely,

Pamela B. Wilcox
Administrator

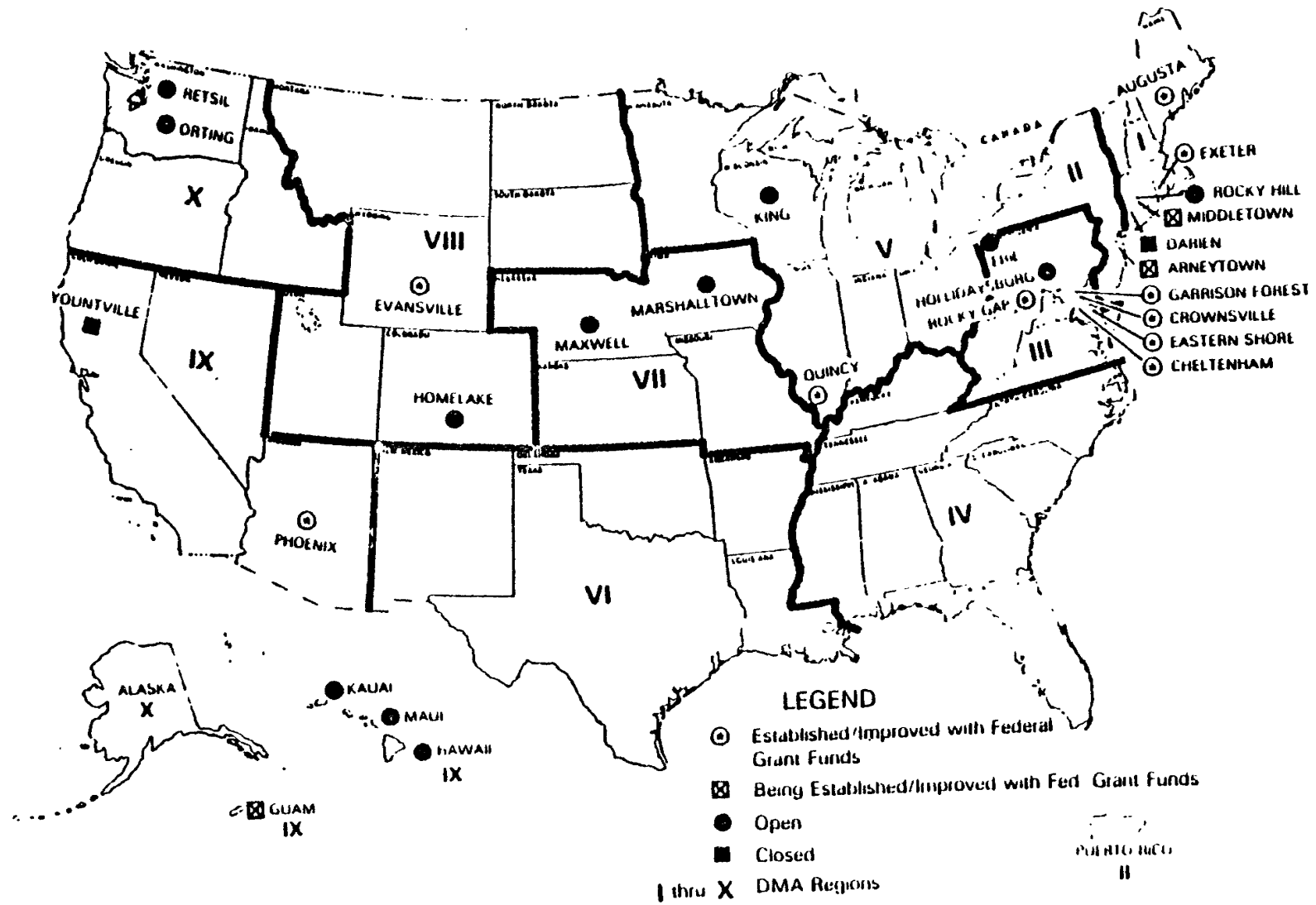
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cc: Roland Westergard, Director, Department of Conservation and Natural Resources
Andrew Grose, Chief of Staff, Office of the Governor
Bill Malencik, Bureau of Land Management
Bill Childress, Bureau of Land Management
Robert Mayhew, Veterans Administration

APPENDIX J

Map of the United States Showing the Location
of State Veterans' Cemeteries

State Veterans Cemeteries



APPENDIX K

Information Concerning the Establishment of a Veterans' Cemetery in the State of Arizona

INTRODUCTION

The State of Arizona authorized the development of a parcel of land, as designated in State Senate Bill 1188, to be used for a veterans' cemetery. This action was approved by Governor Castro on June 27, 1976. This legislative enactment establishes Arizona as one of the first states having an active program of this nature, preceded only by Maine and Maryland. The eventual intent is to have the site established as a national cemetery for the burial of veterans and their dependents.

The National Cemetery System of the U.S. Veterans Administration has provided their assistance in helping to develop this program. Recognition should also be extended to the Arizona Veterans Memorial Joint Committee, Inc., the American Legion, the Disabled American Veterans, and the Veterans of Foreign Wars of the United States.

The Master Development Plan for 836.34 acres prescribes the transformation of raw desert land into a national shrine that is intended to project human dimension in a beautiful permanent way, and then allow the native beauty of the desert in its many botanical forms to assume a natural state of visual and educational value.

The slightly rolling terrain of a desert plain, dissected by intermittent washes with vistas of mountains near and far, best describes this site. The undeveloped land, if planned with care and good judgment, will become a cemetery of unusual charm and appeal, and still provide a burial area with between 300,000 to 500,000 internments, depending upon the burial methods used.

A preliminary study of physiographic characteristics, drainage, vegetation, and soils has been prepared and will become a permanent part of the development plan. An analysis of needs, phases of development, vehicular access and movement, and of utilities has also been made.

DESIGN AND ADMINISTRATIVE OBJECTIVES

To develop a national shrine that will fittingly commemorate those who have served our country.

To provide those facilities necessary for administration of the cemetery and related services, and provide facilities for visitors, memorial services, special events, passive recreation and patriotic appeal.

To preserve the natural desert environment and microclimate amenities of the site, including existing vegetation, drainage ways and topography, and when disturbed, restore in kind when feasible.

To develop a national cemetery concept on the heritage, tradition and climate of the Southwest, and maintain a consistency of architectural expression throughout the cemetery.

To promote the awareness of the cemetery, its heritage and its facilities, to gravesite visitors, school groups, veterans, local communities, and the community at large, for its enjoyment.

To develop the cemetery in an orderly manner and create a sense of continuity, both visually and functionally.

To control costs of maintenance and operational functions.

To establish maintenance and administrative facilities which can be responsive to the change in needs of the overall cemetery site, and which can expand to meet those needs as the cemetery grows towards its ultimate size.

To establish a circulation system that is functional and separates vehicular, pedestrian, service and maintenance traffic.

To create a strong system of internal buffers and screening elements; to screen all incompatible visual elements; to promote the amenities of the site and, within the framework of the basic character of the site, create space sequences that are interesting and dramatic.

To create a sense of human scale and privacy for gravesite visitors.

To establish a strong sense of entry into the cemetery.

To establish a series of reference points within the cemetery to orient the visitor.

To encourage those uses adjacent to the cemetery that will complement and support the administrative and aesthetic functions of the cemetery.

PHASED DEVELOPMENT PLAN

The purpose of the Phased Development Plan is to provide an administrative tool for the future development and maintenance of the cemetery. The plan should also be used to determine how, when, and where capital improvements are to be made. It should be anticipated that the Phased Development Plan is to be reviewed annually to determine if program objectives are being met and resources properly allocated and projected for eventual development of the cemetery master plan as conceived. A high degree of flexibility is intended to exist between various phases in order to accommodate a variety of burial needs and attach these needs to appropriate phases. For example, a garden columbarium and/or mausoleum is contemplated for each phase except phases three and twelve. These facilities can be shared between phases. The location and construction of most access roads is designed to be associated with the development of a given phase, but this should not prevent higher class access roads being constructed during an earlier phase of development.

PHASE 1 — Phase 1 is the initial development of the cemetery and represents a minimum area for "start up" operations for the location of the first graves and means of gaining access to the site. A minimum 12.63 acres with access road of 4.70 miles from Cave Creek Road is sufficient to begin development. However, some additional improvements may need to be achieved by an application to place improvements under the present lease. The access right of way is to be obtained from Cave Creek Road and graded with gravel. An oval drive is provided for return access. A temporary residential mobile home and separate office unit is essential and can be moved on site adjacent to the main access road. A 30 x 50 foot steel building with a fenced enclosure should be purchased to act as a shop and storage area for equipment and materials. The metal unit is programmed for another site under phase three. However, access easements and lease improvement may be desirable to locate the structure in its permanent location. Construction should begin on the front entrance and 1200 linear feet of six-foot high chain link fence on the west boundary associated with the main entrance. The rest of the perimeter under phase one is intended to be enclosed in a three strand barbed wire fence. The first water well is to be drilled, unless municipal water can be furnished to the site and a drainage control and water retention pool constructed. The first facilities construction under this phase should consist of the main entrance, the flag plaza, the chapel, and first personage burial area west and east of the chapel. Approximately 5,100 conventional grave sites are to be provided along with the initial construction of 2,000 crypt garden wall type columbarium. A native planting screen is to begin along the boundary perimeter and be continued as various phases about the boundary line. A three year period may be needed to complete the construction part of this phase.

PHASE 2 — Phase 2 is designed to make maximum use of the facilities established under phase one. During this phase the first 2,500 unit garden columbarium and mausoleum is to be started and is intended to be expandable if public demand for this type of facility increases. The third drainage control and water retention pool is to be constructed, as is paving of all roads established in phases one and two. An additional 3,000 linear feet of boundary fence is to be constructed. Some landscape culture work will need to begin during this phase. The area for conventional burials would be 16,600 additional plots. An eighteen month construction phase should be anticipated.

PHASE 3 — Phase 3 is a major construction and land acquisition phase. Work that is begun in this phase may need to be extended into phases four and five before they are completed. Construction of major facilities consist of: (1) the first wing of the administration and reception center, (2) superintendent's residence, (3) amphitheater, (4) roads, (5) primary maintenance area, (6) chapel memorial gardens, (7) landscaping, (8) and relocation of the APS 67 KV powerline. The steel maintenance building, if located on a temporary basis under phase one, is to be removed and an addition made to begin the primary maintenance facility. Easements should be obtained for the entire boundary fencing and interior circular drive road and other major circulation roads are to be paved as rapidly as practical to confine traffic to these roads and preserve the native desert landscape. The fencing of a major portion of the boundary should be considered necessary during this phase to limit undesirable dumping and offroad vehicle use. The high flag circle pole should be erected and the platform and seating built for the amphitheater. An enclosed area for temporary storage of nursery materials moved during construction or development of burial areas should be established during this phase. The ornamental landscape areas should begin around buildings, memorials and the central axis road where public traffic is anticipated to create heavier use than normal surface desert landscape will tolerate. Passive recreation activities of walking, picnicking, driving and viewing should be anticipated and encouraged in intensity during this phase. A second water well may need to be drilled to start the supply of water to the amphitheater and flag circle areas. An estimated additional 14,500 conventional burial plots could be provided during this phase.

APPENDIX L

Letter, Dated May 7, 1984, and Enclosures, to Kemp Conn,
District Manager of the Las Vegas District of the
Bureau of Land Management, from Keith-Ann Marien,
Land Agent, Regarding the Preliminary
State Veterans' Cemetery Proposal

May 7, 1984

Kemp Conn, District Manager
Las Vegas District
Bureau of Land Management
P.O. Box 26569
Las Vegas, Nevada 89125

Dear Mr. Conn:

Enclosed is a preliminary State Veteran's Cemetery Proposal which includes 1) Design and Objectives; 2) Phased Development Plan; 3) Site Compatibility; 4) Cost Projections; and 5) Site Plan. We hope you find this information helpful in processing our request to classify the site selected for a future Recreation and Public Purposes application.

Also, for your information, the Division of State Parks has consented to have the cemetery take first priority with your office, with the understanding that the Valley of Fire environmental assessment will be completed the first quarter of FY 1985.

Should you have any questions or need any additional information, please do not hesitate to contact this office.

Sincerely,

Keith-Ann Marien
Land Agent

KAM:js

Enclosure

cc: John Richardson, Nevada Division of State Parks

CEMETERY DESIGN AND OBJECTIVES

1. Develop a cemetery that will fittingly commemorate those who have served our country.
2. Provide those facilities necessary for administration of the cemetery and related services.
3. Provide facilities for visitors, memorial services, special events and patriotic appeal.
4. Develop the site as a natural desert environment including low water use vegetation and drainage ways that adapt to existing topography.
5. Develop a cemetery concept on the heritage, tradition and climate of the West, and maintain consistency of architectural expression throughout the cemetery.
6. Promote awareness of the cemetery, its heritage and its facilities to gravesite visitors, school groups, veterans, local communities and the community at large.
7. Develop the cemetery in an orderly manner and create a sense of continuity, both visually and functionally.
8. Control costs of maintenance and operational functions.
9. Establish maintenance and administrative facilities which can be responsive to the change in needs of the overall cemetery site, and which can expand to meet needs as the cemetery grows.
10. Establish a circulation system that is functional and separates vehicular, pedestrian, service and maintenance traffic.
11. Establish reference points within the cemetery to orient visitors.
12. Encourage uses adjacent to the cemetery that will compliment and support the administrative and aesthetic functions of the cemetery.

PHASED DEVELOPMENT PLAN

The purpose of the Phased Development Plan is to provide an administrative tool for the future development and maintenance of the cemetery. The plan should also be used to determine how, when and where capital improvements are to be made. It should be anticipated that the Phased Development Plan is to be reviewed annually to determine if the program objectives are being met and the resources properly allocated and projected for eventual development of the cemetery master plan as conceived. A high degree of flexibility is intended to exist between the phases in order to accommodate a variety of burial needs and attach these needs to the appropriate phase. These facilities can be shared between phases. The location and construction of most access roads is designed to be associated with the development of a given phase.

PHASE 1 - Phase 1 is the initial development of the cemetery and represents the area of "start up" operations for the location of the first graves, administration building, maintenance building, mortuary and chapel, residence, and the means of gaining access to the site. An area of 40 acres is sufficient to begin development. Access is to be obtained from Valley View Boulevard. A circular drive graded with gravel is provided for return access. A temporary residential mobile home and separate office unit is essential and can be moved on a site adjacent to the main access road. A 30 x 50 foot steel building with a fenced enclosure should be purchased to act as shop and storage area for equipment and materials. Construction should begin on the front entrance with a six-foot high chain link fence on the boundary associated with the main entrance. The rest of the perimeter under phase one is intended to be enclosed in a three strand barbed wire fence. The water well is to be drilled, unless municipal water can be furnished to the site and a drainage control and water retention pool constructed. The first facilities constructed under this phase should consist of the

main entrance, the flag plaza, the chapel, and first personage burial area. Approximately 5,100 conventional grave sites are to be provided. A native planting screen is to begin along the boundary perimeter and be continued as various phases about the boundary line. A three year period may be needed to complete the construction part of this phase. Construction of major facilities consists of: (1) the first wing of the administration and reception center, (2) superintendent's residence, (3) roads, (4) primary maintenance area, (5) chapel memorial gardens, and (6) landscaping. The steel maintenance building, if located on a temporary basis under phase one, is to be removed and an addition made to begin the primary maintenance facility. The interior circular drive road and other major circulation roads are to be graded as rapidly as practical to confine traffic to these roads and preserve the native desert landscape. The fencing of a major portion of the boundary should be considered necessary during this phase to limit undesirable dumping and off-road vehicle use. The high flag circle pole should be erected. An enclosed area for temporary storage of nursery materials moved during construction or development of burial areas should be established during this phase. The ornamental landscape areas should begin around buildings, memorials and the central axis road where public traffic is anticipated to create heavier use than normal surface desert landscape will tolerate.

PHASE 2 - Phase 2 is designed to make maximum use of the facilities established under phase one. During this phase the mausoleum along with the initial construction of 2,000 crypt garden wall type columbarium is to be started and is intended to be expandable if public demand for this type of facility increases. The grading of all additional roads is anticipated. An additional boundary fence is to be constructed. Some landscape culture work will need to begin during this phase. The area for conventional burials would be 16,000 additional plots. An eighteen month construction phase should be anticipated.

SITE COMPATIBILITY

Location: The parcel is located in Clark County, E $\frac{1}{2}$ SE $\frac{1}{4}$, Section 7, Township 22 South, Range 61 East, M.D.B.&M., which is an 80-acre parcel.

Soils: Jean: Compatible with cemetery use and with desert vegetation.

Access: Excellent: I-15 to Blue Diamond Road to Valley View Boulevard. Valley View Drive and Robindale are paved roads and maintained by the Clark County Highway Department. It is recommended that the interior roads be of a circular spiral design, all one way, and covered with fine gravel.

Water: There is ample water available from the Las Vegas Water District in the immediate area. However, due to the construction cost of laying a connecting pipe and the meter charge, it is considered that the cost of such a source would be too expensive. It is recommended that a well system of water supply be utilized.

Landscaping: It is felt that since Nevada is primarily a desert state that instead of going to an all green type of landscaping, a desert motif should be used. It would allow the use of a "drip" type of irrigation, thus saving water. The initial cost of landscaping and the maintenance would be less expensive. It would require the services of one full time employee who could serve as grave-digger as well as as grounds keeper.

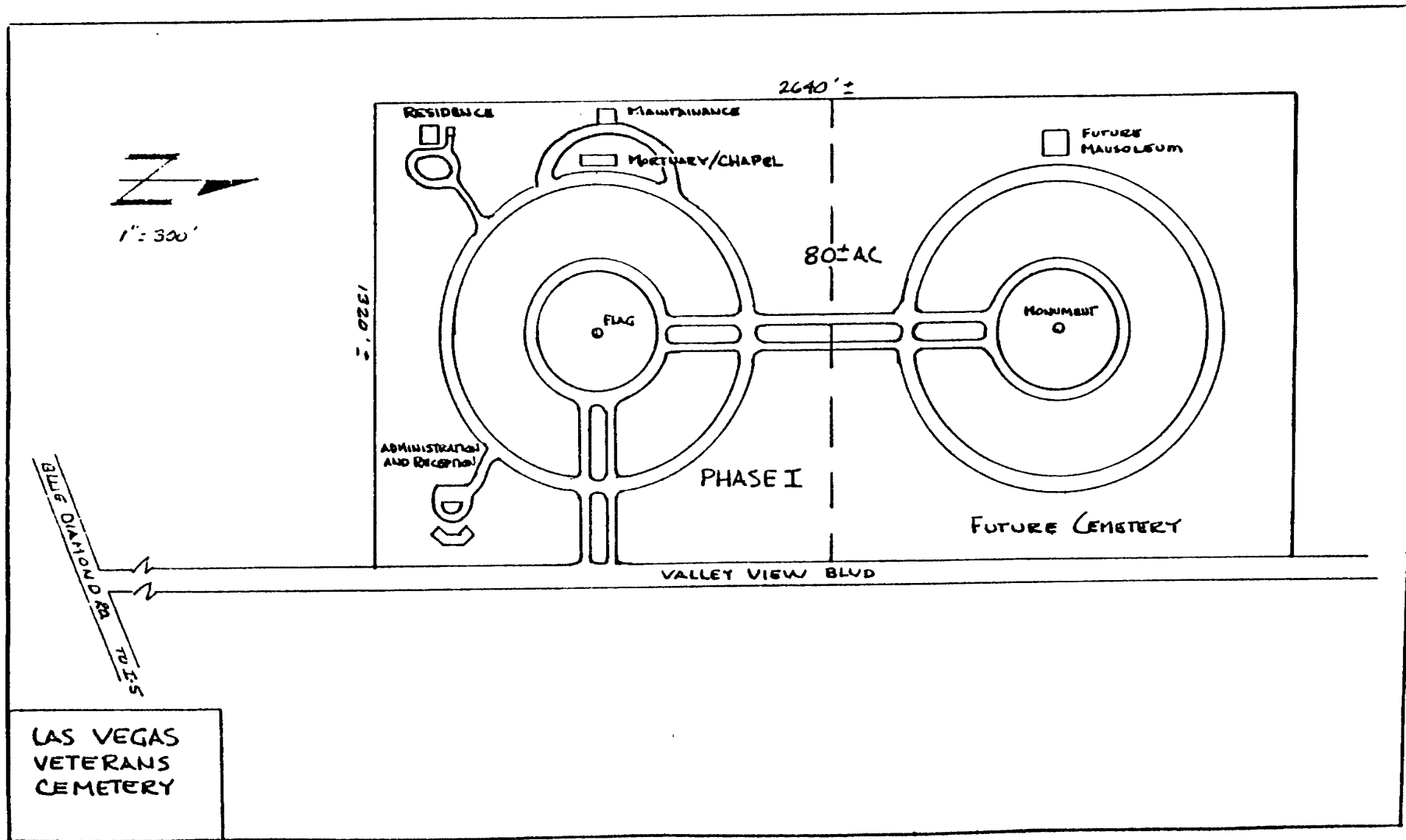
Power: There is a single phase line available in the immediate vicinity.

Zoning: Currently zoned RE (Rural Estates). A cemetery would be a compatible use under this zoning.

Adjoining Properties: This parcel is abutted to the north, east and south by public lands (BLM). The two 40-acre parcels to the west are owned by Clark County School District and Clark County Parks and Recreation Department.

COST PROJECTIONS

Administrative Building	\$130,000.00
Maintenance Building	\$ 40,000.00
Mortuary and Chapel	\$140,000.00
Well	\$ 90,000.00
Water System & Fencing & Landscaping	\$ 75,000.00
Engineering	<u>\$ 25,000.00</u>
TOTAL COSTS	\$500,000.00



APPENDIX M

Alternative Recommendations Considered by the Subcommittee

ALTERNATIVE RECOMMENDATIONS CONSIDERED
BY THE SUBCOMMITTEE

Possible Action - The subcommittee urges the 1985 Nevada Legislature to consider the establishment and maintenance of a veterans' cemetery in Nevada. Due to the uncertainty of the attendant costs, and the future availability of funding, however, the subcommittee submits the final report as an informational document to the legislature as a whole for a decision on the feasibility of establishing and maintaining a state veterans' cemetery.

Possible Action - The subcommittee recommends that the 1985 Nevada Legislature enact legislation to establish and maintain a state veterans' cemetery and appropriate such funds as are necessary to implement such an act.

Possible Action - The subcommittee recommends that the 1985 Nevada Legislature adopt a joint resolution urging the Congress of the United States to establish a national veterans' cemetery in Nevada.

Issues for the Subcommittee's Consideration
if the Recommended Action is to Establish
and Maintain a Veterans' Cemetery

1. Land

Consider the following alternatives:

- a. Recommend purchase of the entire 80-acre parcel from the United States Bureau of Land Management (BLM) that has been identified as a site for a cemetery if approved for purchase under the Recreation and Public Purposes Act (R&PP).
- b. Recommend a smaller parcel of the identified land be purchased if approved under the R&PP.
- c. Recommend the identified land be purchased only if the Secretary of the Interior or the U.S. Congress takes action to lower the price.
- d. Recommend that a search for a less expensive site be conducted.

2. Administration

a. Consider the following alternatives:

- (1) Recommend that, if established, the Nevada state veterans' cemetery be administered through the office of the Nevada commission for veteran affairs.
- (2) Recommend that the state veterans' cemetery, if established, be administered by another state agency such as the buildings and grounds division of the department of general services or the division of state parks, state department of conservation and natural resources.
- (3) Recommend that an independent agency be created to administer the state veterans' cemetery, if established.

b. Recommend that the Nevada veterans' advisory commission serve as an advisory body to whatever agency administers the cemetery, if established.

3. Eligibility

Consider the following alternatives:

Recommend that eligibility criteria for interment in the Nevada state veterans' cemetery, if established, be the same as the national standards.

Recommend more stringent eligibility criteria for interment in the Nevada state veterans' cemetery.

4. Veterans' Cemetery Fund

Consider the following alternatives:

Recommend that a veterans' cemetery fund be established to accept donations and as a repository for interment fees. The moneys in this fund are to be used to pay a portion of the operating costs.

Recommend that any fees received for interment by the Nevada state veterans' cemetery be deposited in the state general fund.

APPENDIX N

Statement of William H. (Bill) Morris, Chairman of the
Nevada Veterans' Advisory Commission to the
Legislative Subcommittee on a Veterans'
Cemetery, June 25, 1984, in
Las Vegas, Nevada

STATEMENT OF
BILL MORRIS, CHAIRMAN
STATE OF NEVADA
VETERANS' ADVISORY COMMISSION
TO THE
LEGISLATIVE SUB-COMMITTEE
ON A
VETERANS' CEMETERY
JUNE 25, 1984

MR. CHAIRMAN, IT IS WITH PLEASURE, AND APPRECIATION FOR THE OPPORTUNITY TO EXPRESS MY VIEWS ON THE SUBJECT UNDER DISCUSSION TODAY THAT I APPEAR BEFORE YOU. I WILL ATTEMPT TO KEEP MY REMARKS AS BRIEF AS POSSIBLE.

BEFORE I BEGIN ALLOW ME TO CONGRATULATE MR. SCOTT SEYMOUR, AND ALL THE OTHERS RESPONSIBLE FOR SUCH A COMPREHENSIVE REPORT. I WOULD ALSO LIKE TO PUBLICLY THANK FORMER ASSEMBLYMAN PAUL MAY FOR INTRODUCING THE, VETERANS ADVISORY COMMISSION'S RECOMMENDATION IN THE FORM OF A.C.R.24 WHICH MADE THIS HEARING POSSIBLE.

* * *

I SHALL GIVE MY THOUGHTS ACCORDING TO PAGE NUMBER AND SUBJECT HEADING.

PAGES TWO AND THREE - POPULATION CHARACTERISTICS : THE FIGURES ISSUED BY THE VETERANS ADMINISTRATION ARE USUALLY COMPILED NINE MONTHS TO ONE YEAR PRIOR TO THEIR ISSUE. THUS, THE 138,000 VETERANS RESIDING IN NEVADA WAS PROBABLY TRUE IN SEPTEMBER 1982. AND, IT MUST BE REMEMBERED THAT THESE ARE THE VETERANS THAT HAD DEALINGS AT SOME TIME WITH THE VA, BUT NOT ALL VETERANS LIVING HERE, OR IN OTHER STATES HAD ANY DEALINGS WITH THE VA, SO THEY WOULD NOT BE INCLUDED IN THE VA FIGURE. AS FAR AS THE DEATH FIGURE OF ALMOST FIVE DEATHS PER DAY IN NEVADA, I FIND HARD TO SWALLOW. SINCE, 1982 WHEN THE VETERANS ADVISORY COMMISSION MADE THE RECOMMENDATION, I

MADE IT A POINT TO DAILY COUNT THE NUMBER OF VETERANS LISTED IN THE LOCAL OBITUARIES, AND THE NUMBER WAS NEVER LESS THAN THREE. THIS WOULD MEAN, THAT IF THE VA FIGURES WERE ACCURATE THEN ONLY TWO ^{OTHER} VETERANS DIED IN THE REST OF THE STATE. I WOULD RATHER SUGGEST THAT THE TOTAL FIGURE WOULD BE CLOSER TO EIGHT VETERANS DYING THROUGHOUT THE STATE.

PAGE TEN-COST ESTIMATES FOR A NEVADA VETERANS' CEMETERY:

I URGE THIS SUB-COMMITTEE TO RECOMMEND THAT THE ENTIRE 80 ACRES BE PURCHASED. THE VETERANS OF WORLD WAR I, HAVE ALREADY REACHED THE ADVANCED SENIOR YEARS, WITH THOSE FROM WORLD WAR II RAPIDLY CLOSING IN, THE ONES FROM THE KOREAN CONFLICT NOT TOO FAR BEHIND. THE DEATH RATE WILL RAPIDLY INCREASE. AS IT DOES THE FIRST 40 CRES WILL RAPIDLY FILL UP, AND THE SEARCH FOR ANOTHER LOCATION WILL HAVE TO BE MADE. SUITABLE LAND WILL BE EVEN HARDER TO FIND BY THEN. I SAY LET'S GRAB IT WILL IT IS AVAILABLE, AND DEVELOP IT AS WE NEED IT.

PAGE TEN - ESTABLISHMENT COSTS: THE USE OF THE NATURAL TERRAIN WOULD BE A CONSIDERABLE COST SAVINGS. THE ETHEL M CHOCALTE COMPANY, IN LAS VEGAS, WHICH HAS A LARGE "CATCUS GARDEN" ESTIMATES ITS LANDSCAPING MAINTAINENCE COST IS 10 TO 15 PERECENT OF NORMAL LANDSCAPING. AN ADDITIONAL CONSIDERATION, WOULD BE THAT THE USE OF A DESERT MOTIF WOULD BLEND INTO THE NATURAL SURROUNDING LANDSCAPE.

PAGE TWELVE - OPERATION AND MAINTAINENCE COSTS: I AGREE THAT THREE FULL-TIME EMPLOYEES WOULD SUFFICE - A SUPERINTENDENT, A GROUNDSKEEPER/GRAVEDIGGER, AND A PART-TIME SECRETARY BOOK-KEEPER. THESE EMPLOYEES NEED NOT BE AN ADDITIOANL EXPENSE, BUT COULD BE RECRUITED FROM EXISISTING STATE EMPLYEES.

"BUILDINGS AND GOUNDS" COULD BE USED FOR ADDITIONAL GROUND-KEEPING/MAINTAINENCE WORK, POSSIBLY. THE OFFICE OF THE DEPUTY COMMISSIONER FOR VETERANS AFFAIRS COULD BE USED FOR THE PART-TIME SECRETARIAL/BOOKKEEPING WORK UNTIL SUCH TIME AS A FULL-TIME EMPLOYEE BECOMES NECESSARY.

HOWEVER, THE ARRAGEMENT ALL THREE EMPLOYEES SHOULD BE PLACED UNDER THE JURISDICTION OF THE COMMISSIONER FOR VETERANS AFFAIRS AND ASSIGNED TO THE OFFICE OF THE DEPUTY COMMISSIONER FOR VETERANS AFFAIRS.

PAGE THIRTEEN-REVENUE: A VETERANS CEMETERY FUND SHOULD BE ESTABLISHED, AND THE MONIES COLLECTED FROM THE FEDERAL GOVERNMENT FOR BURIAL COSTS SHOULD BE DEPOSITED IN IT TO HELP DEFRAY THE CONTINUING STATE COSTS OF MAINTAINING THE CEMETERY. THIS MONEY SHOLD NOT BE PLACED INTO THE GENERAL FUND WHERE IT CAN BE USED FOR OTHER PURPOSES.

THE FUND SHOLD BE UDER THE CONTROL OF THE COMMISSIONER FOR VETERANS AFFAIRS.

PAGE FOURTEEN - POSSIBLE ACTION: I URGE THE SUB-COMMITTEE TO RECOMMEND THAT THE 1985 NEVADA LEGISLATURE ENACT PROPER LEGISLTION TO ESTABLISH AND MAINTAIN A STATE VETERANS CEMETERY, AND APPROPRIATE SUCH FUNDS AS ARE NECESSARY TO IMPLEMENT SUCH AN ACT.

URGING THAT A NATIONAL CEMETERY BE ESTABLISHED IN ENVADA, EVEN WITH A JOINT RESOLUTION, IS AN EXERCISE IN FUTILITY.

PAGE FOURTEEN- LAND: AS MENTIONED BEFORE THE PURCHASE OF THE ENTIRE 80 ACRES IS MOST DESIRABLE, SINCE THE AGING VETERANS POPULATION IS ON THE INCREASE, AND FUTURE AVAILABLE LAND IS PROBLEMATICAL.

Page Four

PAGE FIFTEEN - ADMINISTRATION: I MUST ONCE AGAIN GO WITH THE FIRST CONSIDERATION - THAT THE NEVADA STATE VETERANS CEMETERY BE ADMINISTERED THROUGH THE OFFICE OF THE NEVADA COMMISSION FOR VETERANS AFFAIRS. I HAVE STATED MY REASONS PREVIOUSLY AND WILL NOT TAKE UP THE COMMITTEE'S TIME BY REPEATING THEM.

PAGE FIFTEEN -ADMINISTRATION: I WHOLE HEARTLY AGREE THAT THE VETERANS ADVISORY COMMISSION SHOULD BE USED AS AN ADVISORY BODY TO WHATEVER AGENCY ADMINISTERS THE CEMETERY.

THE VETERANS ADVISORY COMMISSION CONSISTS OF FIVE MEMBERS FROM NATIONALLY RECOGNIZED VETERANS ORGANIZATIONS, AND TWO MEMBERS FROM THE GENERAL PUBLIC. IT SEEM REDUNDANT TO ESTABLISH ANOTHER BODY FOR SUCH A PURPOSE.

PAGE FIFTEEN- ELIGIBILITY: THE ELIGIBILITY CRITERIA FOR INTERMENT IN THE NEVADA STATE VETERANS CEMETERY, SHOULD BE THE SAME AS IN A NATIONAL CEMETERY, BUT IT SHOULD BE SPELLED OUT CLEARLY IN THE ACT THAT ONLY THE VETERAN AND ONE OTHER ELIGIBLE PERSON MAY BE BURIED IN THE SAME PLOT, AND NO OTHER PERSON IN THE FAMILY MAY BE INTERRED IN THE CEMETERY UNLESS HE/SHE IS A VETERAN.

PAGE FIFTEEN VETERANS CEMETERY FUND: AS I PREVIOUSLY STATED I WHOLEHEARTLY RECOMMEND THAT A SEPERATE VETERANS CEMETERY FUND BE ESTABLISHED, AND THAT IT BE PLACED UNDER THE CONTROL OF THE COMMISSIONER FOR VETERANS AFFAIRS.

Page Five

MR. CHAIRMAN, THAT CONCLUDES MY STATEMENT. I'VE TRIED TO KEEP MY REMARKS AS BRIEF AS POSSIBLE, BUT STILL COVER THOROUGHLY AS POSSIBLE THE POINTS I CONSIDERED SALIENT. I SHALL BE PLEASED TO ANSWER QUESTIONS. THANKY YOU FOR COURTESY.

-30-

APPENDIX O

Statement of Bill Gearin, Deputy Commissioner, Office
of the Nevada Commission for Veteran Affairs, to the
Legislative Subcommittee on a Veterans' Cemetery,
June 25, 1984, in Las Vegas, Nevada

GOOD MORNING, ASSEMBLYMAN BANNER AND SENATOR JACOBSEN.

MY NAME IS BILL GEARIN AND I AM DEPUTY COMMISSIONER FOR VETERANS AFFAIRS FOR THE STATE OF NEVADA.

GENTLEMEN, WE NEED A VETERANS' CEMETERY IN SOUTHERN NEVADA. THE VETERANS ADMINISTRATION, FOR THE PAST 10 YEARS I KNOW OF, CONTINUES TO STATE IT HAS NO INTENTION OF EVER ESTABLISHING A NATIONAL CEMETERY IN NEVADA. THEREFORE, OUR ONLY RECOURSE IS TO ESTABLISH A STATE VETERANS CEMETERY.

TITLE 38, UNITED STATES CODE, CHAPTER 24 IS TITLED, "NATIONAL CEMETERIES AND MEMORIALS." SECTION 1008, SPECIFICALLY DEALS WITH "AID TO STATES FOR ESTABLISHMENT, EXPANSION, AND IMPROVEMENT OF VETERANS' CEMETERIES." THIS SECTION AUTHORIZES A COST SHARING PLAN WITH THE VETERANS ADMINISTRATION. THE PURPOSE OF THAT PLAN IS TO ENHANCE THE NATIONAL CEMETERY SYSTEM BY RELIEVING SOME OF THE BURDEN ON THE VA.

DUE TO THE RAPID GROWTH OF NEVADA WE HAVE ANYWHERE FROM 140,000 TO 160,000 VETERANS RESIDING IN NEVADA WITH APPROXIMATELY 2/3 IN THE SOUTHERN PART OF THE STATE.

AS YOU ARE AWARE THE CLOSEST VA CEMETERY TO LAS VEGAS IS LOCATED IN RIVERSIDE COUNTY, CALIFORNIA, WHICH IS 250 MILES FROM LAS VEGAS. THE VA DOES NOT PAY THE COST OF THE LOCAL MORTUARY, RECEIVING MORTUARY, OR TRANSPORTATION WHICH BURDENS THE FAMILY. THE DISTANCE ALSO PRECLUDES VISITS TO THE BURIAL SITE.

IT SHOULD BE NOTED ALL VETERANS WHO WERE DISCHARGED UNDER CONDITIONS OTHER THAN DISHONORABLE, REGARDLESS OF SEX, RACE, POLITICAL OR RELIGIOUS BELIEFS ARE ENTITLED TO BE BURIED IN A VETERANS' CEMETERY, WHETHER NATIONAL OR STATE. ALSO ENTITLED TO BE BURIED IN A VETERANS' CEMETERY ARE THE SPOUSES OF VETERANS, AND PUBLIC HEALTH OFFICERS. WE NEVADA VETERANS AND FAMILIES SINCERELY HOPE AND PRAY THAT A STATE VETERANS' CEMETERY WILL BE ESTABLISHED IN CLARK COUNTY IN THE NEAR FUTURE.

I WOULD LIKE TO MAKE SEVERAL RECOMMENDATIONS AS PER YOUR LEGISLATIVE REPORT. RECOMMENDATIONS ARE BASED ON ISSUES CONTAINED IN LEGISLATIVE SUBCOMMITTEE'S MEMO DATED 12 JUNE 1984.

1. LAND

RECOMMEND - PURCHASE OF THE ENTIRE 30 ACRES FROM THE BLM.

REASON - THIS WILL BE A ONE SHOT DEAL AND IN FUTURE YEARS THERE WILL BE NO AVAILABLE LAND TO EXPAND.

2. ADMINISTRATION

RECOMMEND - THAT THE NEVADA STATE VETERANS' CEMETERY BE ADMINISTERED THROUGH THE OFFICE OF THE NEVADA COMMISSIONER FOR VETERANS AFFAIRS.

REASON - SINCE THE NEVADA COMMISSIONER HAS AN AVAILABLE OFFICE IN LAS VEGAS IT SHOULD BE UTILIZED FULLY TO ALLEVIATE SOME OF THE INITIAL SPACE AND PERSONNEL COST TO GET THE CEMETERY OFF THE GROUND.

3. ELIGIBILITY

RECOMMEND - USE THE SAME ELIGIBILITY CRITERIA AS NATIONAL STANDARDS.

REASON - NATIONAL VA STANDARDS ARE FAIR, REASONABLE AND WORK VERY WELL, THEREFORE, THEY SHOULD BE INCORPORATED IN OUR RULES.

4. VETERANS CEMETERY FUND

RECOMMEND - THAT A VETERANS' CEMETERY FUND BE ESTABLISHED TO ACCEPT DONATIONS AND AS A REPOSITORY FOR INTERMENT FEES. THE MONIES IN THIS FUND ARE TO BE USED TO PAY A PORTION OF THE OPERATING COSTS.

REASON - THIS FUND WILL HELP REDUCE THE TOTAL ANNUAL COST OF MAINTAINING THE CEMETERY.

IN CLOSING I WOULD LIKE TO STATE FOR THE RECORD THIS LEGISLATIVE REPORT WAS AN EXCELLENT PIECE OF WORK. I THANK YOU, MR. CHAIRMAN, FOR LETTING ME TESTIFY AND IF I CAN ANSWER ANY QUESTIONS NOW OR LATER I WILL BE HAPPY TO DO SO.

APPENDIX P

Suggested Legislation

SUMMARY--Authorizes establishment of veterans' cemetery.
(BDR 37-166)

FISCAL NOTE: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: Yes.

AN ACT relating to a veterans' cemetery; authorizing the deputy commissioner for veteran affairs to establish, operate and maintain a veterans' cemetery; specifying eligibility requirements for burial; creating an account for the veterans' cemetery; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE
AND ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. Chapter 417 of NRS is hereby amended by adding thereto the provisions set forth as sections 2, 3 and 4 of this act.

Sec. 2. The deputy commissioner shall establish, operate and maintain a veterans' cemetery and may, within the limits of legislative authorization, employ personnel and purchase equipment and supplies necessary for the operation and maintenance of the cemetery.

Sec. 3. 1. Any veteran who was eligible for interment in a national cemetery under the provisions of 38 U.S.C. § 1002(1), (2), (3) and (4), as that section existed on January 1, 1985, and was a legal resident of the State of Nevada

at the time of his death, is eligible for interment in the veterans' cemetery in this state.

2. Any eligible veteran, or a member of his immediate family, may apply for a plot in the cemetery by submitting a request to the deputy commissioner on a form to be supplied by the deputy commissioner. The deputy commissioner shall assign available plots in the order in which applications are received. No charge may be made for any plot or for the interment of any veteran.

3. One member of the immediate family of an eligible veteran may also be interred in the cemetery if the interment is in the same plot. The deputy commissioner shall charge a fee for the interment of a family member, but the fee may not exceed the actual cost of interment.

4. As used in this section, "immediate family" means the spouse, minor child or unmarried adult child of an eligible veteran.

Sec. 4. 1. Money received by the deputy commissioner from:
(a) Fees pursuant to subsection 3 of section 3 of this act;
(b) Allowances for burial from the Veterans' Administration or the Social Security Administration;
(c) Appropriations made by the legislature for the veterans' cemetery; and

(d) Gifts of money or proceeds derived from the sale of gifts of personal property he is authorized to accept, must be deposited with the state treasurer for credit to the account for the veterans' cemetery in the state general fund, which is hereby created.

2. The interest and income earned on the money in the account for the veterans' cemetery, after deducting any applicable charges, must be credited to the account.

3. Money in the account for the veterans' cemetery must only be used for the operation and maintenance of the cemetery.

4. Gifts of personal property which the deputy commissioner is authorized to receive but which are not appropriate for conversion to money may be used in kind.