

ARLINGTON National Cemetery

HONOR ★ REMEMBER ★ EXPLORE



Advisory Committee for Arlington National Cemetery

January, 2017



Arlington National Cemetery

Update relating to the SecArmy Report to Congress PL 114-158

January 2017



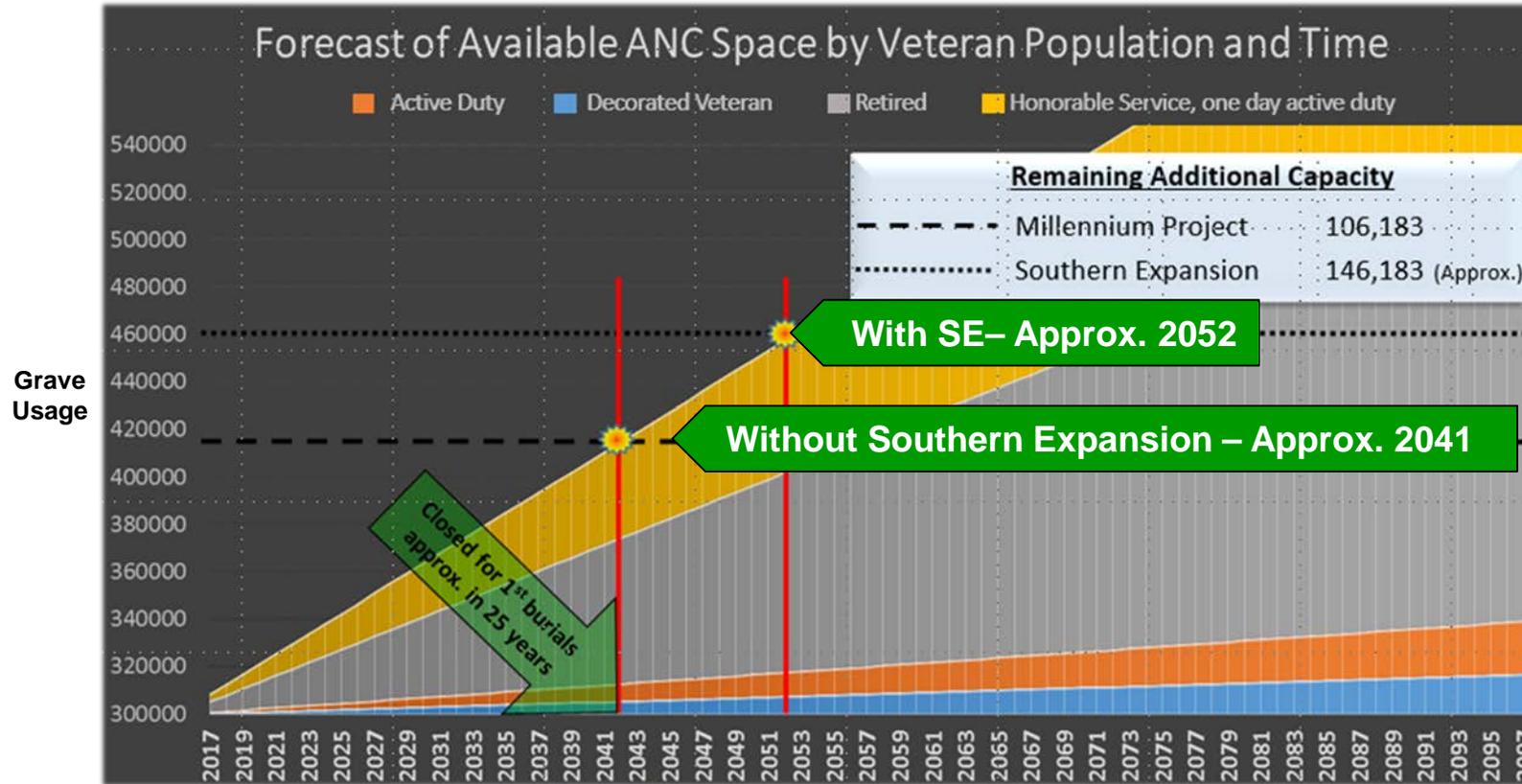
PL 114-158, Section 2

Not later than **180 days** after the date of the enactment of this Act, the Secretary of the Army shall submit to the Committees on Veterans' Affairs and the Committees on Armed Services of the House of Representatives and the Senate **a report on the interment and inurnment capacity of Arlington National Cemetery**, including—

- (1) **the estimated date that the Secretary determines the cemetery will reach maximum interment and inurnment capacity**; and
- (2) in light of the unique and iconic meaning of the cemetery to the United States, **recommendations for legislative actions and nonlegislative options that the Secretary determines necessary to ensure that the maximum interment and inurnment capacity of the cemetery is not reached until well into the future**, including such actions and options with respect to—
 - (A) redefining eligibility criteria for interment and inurnment in the cemetery; and
 - (B) considerations for additional expansion opportunities beyond the current boundaries of the cemetery.



Outlook



With current policies, Veterans of the Gulf War, Somalia, OIF, and OEF era cannot expect to be buried at Arlington National Cemetery, even if awarded the Medal of Honor.

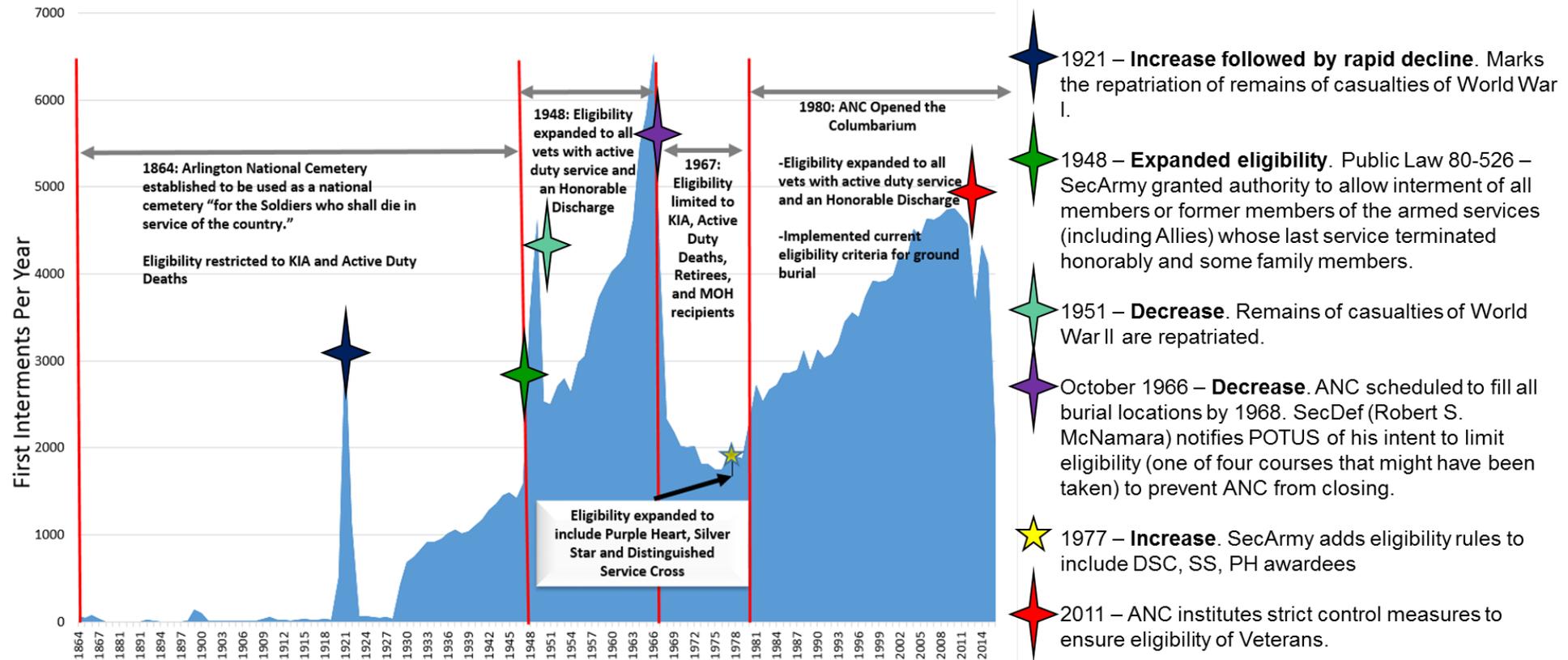
According to the Veterans Administration, there are **over 21,000,000 Veterans alive today**. ANC can only provide services for 1% of eligible Veterans or their families at their time of need.

Arlington National Cemetery will close for 1st burials – including those Killed in Action (KIA) or died on Active Duty - within the lifetime of many of those reading this slide.



In the past...

...rates of burials and Honors have changed...



Today...

Eligibility for Arlington National Cemetery includes Veterans who meet the following criteria:

- At least one day of active duty (not for training)
- An Honorable Discharge

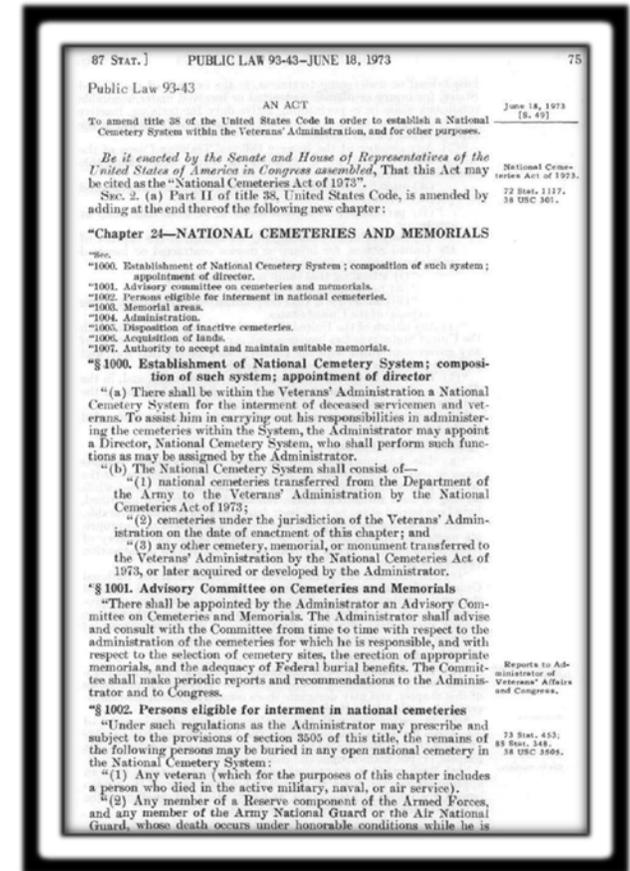


National Cemeteries Act of 1973 (PL 93-43)

(b) The Administrator shall...conduct a comprehensive study of and submit their joint recommendations to Congress within twelve months after the convening of the first session of the Ninety-third Congress concerning:

- (1) whether it would be advisable in carrying out the purposes of this Act to include the Arlington National Cemetery within the National Cemetery System established by this Act;
- (2) the appropriateness of maintaining the present eligibility requirements for burial at Arlington National Cemetery; and
- (3) the advisability of establishing another national cemetery in or near the District of Columbia.

SEC. 6. (a) (1) There are hereby transferred from the Secretary of the Army to the Administrator of Veterans' Affairs all jurisdiction over, and responsibility for, (A) all national cemeteries (except the cemetery at the United States Soldiers' and Airmen's Home and Arlington National Cemetery), and (B) any other cemetery (including burial plots), memorial, or monument under the jurisdiction of the Secretary of the Army immediately preceding the effective date of this section (except the cemetery located at the United States Military Academy at West Point) which the President determines would be appropriate in carrying out the purposes of this Act.





From 1973 to today...

Comparing Eligibility at ANC and VA Cemeteries (Most Common Eligibility Criteria*)

Eligibility Criteria*	Arlington National Cemetery		VA National Cemeteries	
	In-Ground Interment/Inurnment	Above-Ground Inurnment	In-Ground Interment/Inurnment	Above-Ground Inurnment
Key: ✓ = Eligible X = Ineligible				
Veterans with active duty service beginning before September 7, 1980 for enlisted; service beginning before October 16, 1981 for officers				
Killed in action and active duty	✓	✓	✓	✓
Qualifying awards (Medal of Honor, Distinguished Service Cross, Navy Cross, Air Force Cross Distinguished Service Medal, Silver Star, Purple Heart)	✓	✓	✓	✓
Any retired member of the Armed Forces	✓	✓	✓	✓
Type of Discharge: Honorable discharge Length of service: at least 1 day of active duty service	X	✓	✓	✓
Type of Discharge: Greater than a dishonorable discharge, but less than an honorable discharge (i.e. general discharge under honorable conditions, other than honorable discharge (OTH), bad conduct discharge) Length of Service: any length of service	X	X	✓	✓
Type of Discharge: Dishonorable discharge Length of Service: Any length of service	X	X	X	X
Veterans with active duty service beginning after September 7, 1980 for enlisted; service beginning after October 16, 1981 for officers				
Killed in action and active duty	✓	✓	✓	✓
Qualifying awards (Medal of Honor, Distinguished Service Cross, Navy Cross, Air Force Cross Distinguished Service Medal, Silver Star, Purple Heart)	✓	✓	✓	✓
Any retired member of the Armed Forces	✓	✓	✓	✓
Type of Discharge: Honorable discharge Length of Service: Between 1 day to 24 months of active duty service	X	✓	X	X
Type of Discharge: Greater than a dishonorable discharge, but less than an honorable discharge (i.e. general discharge under honorable conditions, other than honorable discharge (OTH), bad conduct discharge) Length of Service: At least 24 months of active duty service	X	X	✓	✓
Type of Discharge: Greater than an dishonorable discharge, but less than an honorable discharge (i.e. general discharge under honorable conditions, other than honorable discharge (OTH), bad conduct discharge) Length of Service: Less than 24 months of active duty service	X	X	X	X
Type of Discharge: Dishonorable discharge Length of Service: Any length of service	X	X	X	X
Family Members of Qualifying Veterans				
Spouse of service member (based on service member's eligibility)	✓	✓	✓	✓
Dependents (minor child or dependent adult child incapable of self-support due to physical or mental condition)	✓	✓	✓	✓
Dependents (unmarried adult child who is under 21 years of age or who is under 23 years of age and pursuing full-time course of instruction at an approved educational institution)	✓	✓	✓	✓
Other exceptions and qualified populations*				
	✓	✓	✓	✓

*There are numerous exceptions and other qualified groups eligible for interment and/or inurnment at ANC and VA National Cemeteries. For full eligibility criteria and exceptions, visit the Arlington National Cemetery website at <http://www.arlingtoncemetery.mil/Funerals/Scheduling-a-Funeral/Establishing-Eligibility/> and the VA National Cemetery Administration website at http://www.cem.va.gov/burial_benefits/eligible.asp



Key differences are:
Character of service
Length of service

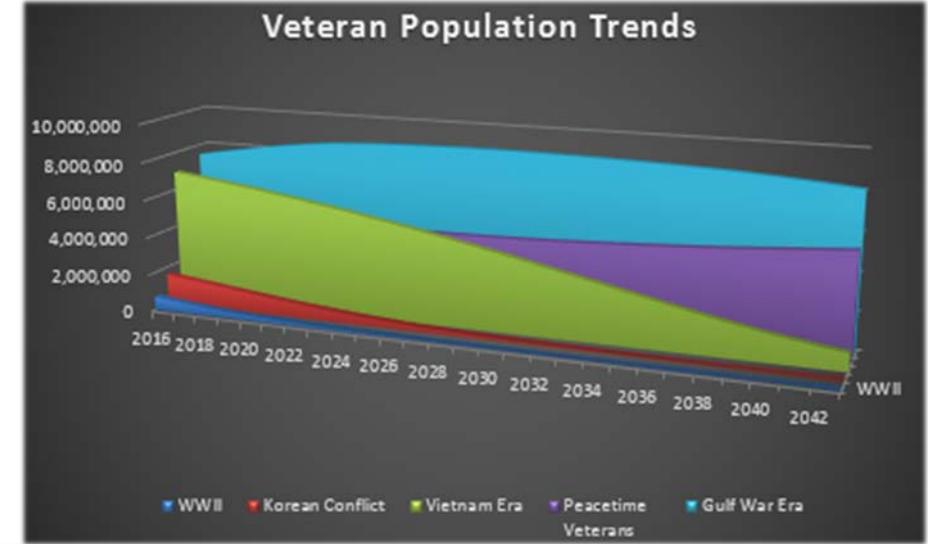
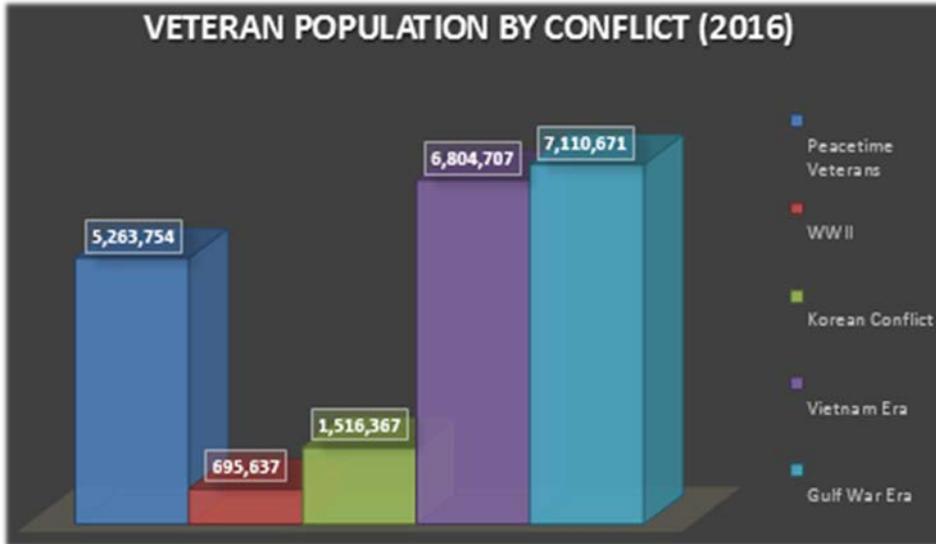
No different from VA cemetery eligibility

More restrictive than VA cemetery eligibility

Less restrictive than VA cemetery eligibility



Possible Eligible Population



Eligible population with 1973 policy



Eligible population with current policy

APPROVED FOR PUBLIC RELEASE



Definitions of Options for Extending ANC as an Active Cemetery

Option 1: Eligibility	Maintain current eligibility	Leave current eligibility standards the same. For details on current eligibility, see the ANC website at http://www.arlingtoncemetery.net/eligib.htm	Eligibility-centric options or actions
	Adopt VA's requirement for 24 month active duty service minimum	Change eligibility criteria so that service members and their qualifying dependents are only eligible for inurnment at ANC if they are: killed in action, die on active duty, recipients of qualifying awards, or served for at least 24 months on active duty during their service	
	Retirees at or above certain rank/grade levels and/or length of service	Change eligibility criteria so that service members and their qualifying dependents are only eligible for interment/inurnment if they are: killed in action, die on active duty, recipients of qualifying awards, retirees at or above certain rank/grade levels (for example: E8, O-6 and above, CW-4) and/or meet specific lengths of service	
	Killed in action, active duty & qualifying awards	Change eligibility so that service members and their qualifying dependents are only eligible for interment/inurnment if they are: killed in action, die on active duty, or recipients of qualifying awards (Medal of Honor, Distinguished Service Cross (Air Force Cross or Navy Cross), Distinguished Service Medal, Silver Star, or Purple Heart)	
	Killed in action, active duty, & Medal of Honor only	Change eligibility so that service members and their qualifying dependents are only eligible for interment/inurnment if they are: killed in action, die on active duty, or recipients of the Medal of Honor	
	Killed in action & Medal of Honor only	The most restrictive eligibility option, change eligibility criteria so that only service members killed in action, and/or recipients of certain awards such as the Medal of Honor, can be buried or inurned at ANC	
Option 2: Expansion	Change eligibility for in-ground burials only	Make eligibility for in-ground burials and/or inurnments more restrictive to preserve burial space for certain populations of veterans, but leave eligibility criteria for above-ground inurnments the same, to accommodate more veterans groups	Expansion-centric options or actions
	Southern Expansion	A proposed expansion of ANC's southern boundaries with 37 acres of contiguous land adjacent to the U.S. Air Force Memorial. ANC estimates the expansion will provide between 40,000 and 55,000 first interment burial opportunities	
	Adjacent Government Lands	Increase the physical footprint (acreage) of ANC using government-owned space that is contiguous to ANC	
Option 3: Other Alternatives	Establish new Army-run national cemetery	Establish new Army-run national cemetery in an appropriate location, providing the same level of honors as ANC, with the intent that the new cemetery would provide additional space for future veterans, and could also grow to be iconic and a living part of American culture over time	Other options or actions
	New ways to use existing space	This option includes one or more ideas to maximize the burial capacity of the existing space without expanding the current geographic footprint of the cemetery. <i>Example ideas include (among others): expanding usage of niche walls to replace existing fence areas; increasing Columbaria use and changing the current ratio of space utilization; new designs for Columbaria to maximize space and beauty; green burials (using trees as burial plots, etc.)</i>	
	"Preserve" set # of spaces for those killed in action, who die on active duty, and MOH recipients	Set a yearly capacity target for ANC, which would be calculated based on capacity projections, operational considerations, and the desire to reserve a certain number of spaces for service members killed in action, who die on active duty, and/or Medal of Honor recipients. Without changing eligibility criteria, open up the cemetery on a first-come, first serve basis until the annual capacity is reached	
	Prohibit use of ANC space for erecting monuments	Prohibit the placement of any monument on ANC grounds for any group or individual which does not contain human remains	
	Enhance VA services to mirror ANC's	Working with the VA, provide additional funding and direction to expand funeral services at VA cemeteries across the country to match the same level of military honors provided at ANC up to extended honors (i.e. as appropriate: firing party, bugler, escort platoon, military band, caisson, etc.)	

*Many of these options are not mutually exclusive and the best course of action may be a combination of options



Evaluating the sample COAs

	Phase 1 – Immediate 1-3 years	Phase 2 – Mid-Range 3-10 years	Phase 3 – Far-Term 10-20 years
Option Selection	Option 1B - (non-legislative option): Adopting the VA's requirement for a 24 month active duty service minimum	Option 1G - (non-legislative option): Changing eligibility for in-ground burials and above-ground inurnment separately (retirees remain eligible for above-ground)	Option 1F - (non-legislative option): Changing eligibility criteria for only those service members killed in action and/or recipients of the Medal of Honor (active duty non-hostile remain eligible for VA cemeteries)
Option Selection	Option 2A - (legislative action): Solidify the land exchange and fully fund the Southern Expansion Project		
	Phase 1 – Immediate 1-3 years	Phase 2 – Mid-Range 3-10 years	Phase 3 – Far-Term 10-20 years
Option Selection	Option 1B —(non-legislative option): Adopting the VA's requirement for a 24 month active duty service minimum	Option 3B —(non-legislative option): Preserving a set number of spaces for decedents killed in action, who die on active duty, and/or with qualifying awards (20,000 spaces for KIA and MOH)	Option 3A —(non-legislative option): Reimagining new ways to use existing space
Option Selection	Option 3C —(legislative action): Prohibiting the future use of ANC space for the purpose of erecting monuments	Option 2B —(legislative action): Supporting transfer of adjacent federal lands to Arlington National Cemetery (Begin planning efforts)	Option 2B —(legislative action): Supporting transfer of adjacent federal lands to Arlington National Cemetery (Begin negotiation efforts)
Option Selection	Option 2A —(legislative action): Solidify the land exchange and fully fund the Southern Expansion Project	Option 1G —(non-legislative option): Changing eligibility for in-ground burials and above-ground inurnment separately	(Cont. Option 2B above) Assume 3 parcels of government land are acquired at approx. 30 acres each (total of 90 acres) Each acre assumed to create 1,000 spaces. Operational in 2041 for projection calculation.



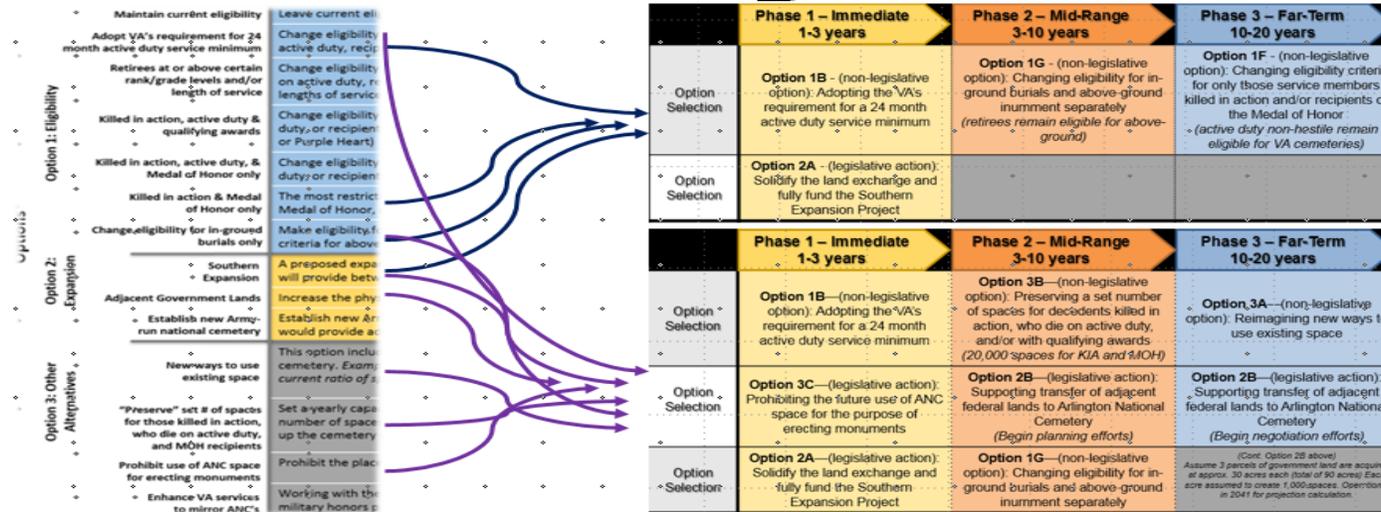
Criteria	COA 1	COA 2
Creates new capacity for first interments/inurnments	✓	✓
Ensures access for certain groups for as long as possible (KIA, MoH)	✓	✓
Avoids disenfranchising certain veterans' groups		
Maintains iconic look	✓	✓
Maintains within current physical space		
Expands with contiguous lands	✓	✓
Minimal time to implement		
Cost to the taxpayer	✓	✓

COA 1:
achieves desired criteria and desired endstate

COA 2:
achieves desired criteria and desired endstate



Where this gets us...



Using selected options, the years listed below are when space at ANC will be exhausted

	Year space is exhausted	Year space is exhausted	Year space is exhausted
Example COA 1	In-Ground	2043	2069
	Above-Ground	2040	2051
Example COA 2	In-Ground	2043	2062
	Above-Ground	2040	2051

15,000 spaces available as of 2041



Where this gets us...

We are here

Report
required by
Public Law
114-158

Analyze the
problem

Gather
information

Course of
action
development

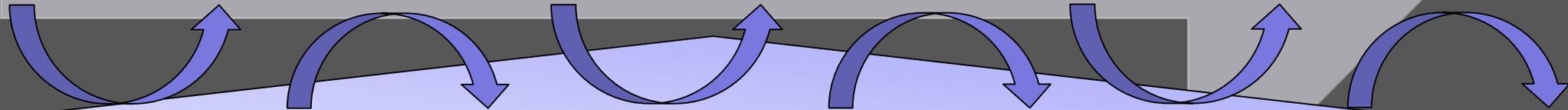
Course of
action
analysis

Course of
action
comparison

Decision

Engagements

Feedback





Arlington is...

“Our Nation’s unique and iconic resting place devoted to those who have made a significant sacrifice and commitment to the defense of our country in the Armed Services.”

– Honor Subcommittee,
Advisory Committee on Arlington
National Cemetery

*The Eternal Bivouac of
our Nation’s Honored dead...
A place of Remembrance...for hundreds
of thousands of families...
A connection to our rich National
history...*

Part of the fabric of our Nation...

A holy place...

A National Shrine...



Sheet #1, Sample COA

Phase 1 – Immediate __ - __ years	Phase 2 – Mid-range __ - __ years	Phase 3 – Far __ - __ years

Instructions

- Step 1 – Review sheet 2, Options
- Step 2 – Determine proper time (immediate, mid-range, far) for option execution
- Step 3 – Label, using A-N (sheet 2) in the chart above

Rationale

This information will be used to develop a sample course of action. This sample COA will be analyzed and prepared for inclusion in the Congressional Report ANC Staff is preparing in response to Public Law 114-158 requirements.



Sheet #2, Options

- A** – Maintain current eligibility
- B** – Adopt VA requirement for 24 month active duty service minimum
- C** – Implement change in eligibility to include only retirees at or above certain rank/grade and/or length of service
- D** – Change eligibility to only those killed in action, those who die on active duty, and those with qualifying awards/decorations
- E** – Change eligibility to only those who were killed in action, who die on active duty, and those having received the Medal of Honor
- F** – Change eligibility to only those who were killed in action or who receive the Medal of Honor
- G** – Change eligibility for in-ground burials only
- H** – Fund Southern Expansion
- I** – Expand to adjacent government-owned lands
- J** – Establish a new Army-run cemetery
- K** – Implement new ways to use existing space
- L** – Preserve a certain number of spaces for those who are killed in action, who die on active duty, and those who have received a Medal of Honor
- M** – Prohibit use of ANC space for erecting monuments
- N** – Enhance VA services to mirror ANC's



ARLINGTON NATIONAL CEMETERY

HONOR - REMEMBER - EXPLORE



Maintain current eligibility	Leave current eligibility standards the same. For details on current eligibility, see the ANC website at http://www.arlingtoncemetery.net/eligib.htm
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ARLINGTON NATIONAL CEMETERY

HONOR - REMEMBER - EXPLORE



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<p>New ways to use existing space</p>	<p>This option includes one or more ideas to maximize the burial capacity of the existing space without expanding the current geographic footprint of the cemetery. <i>Example ideas include (among others): expanding usage of niche walls to replace existing fence areas; increasing Columbaria use and changing the current ratio of space utilization; new designs for Columbaria to maximize space and beauty; green burials (using trees as burial plots, etc.)</i></p>
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<p>Prohibit use of ANC space for erecting monuments</p>	<p>Prohibit the placement of any monument on ANC grounds for any group or individual which does not contain human remains</p>
<p>Enhance VA services to mirror ANC's</p>	<p>Working with the VA, provide additional funding and direction to expand funeral services at VA cemeteries across the country to match the same level of military honors provided at ANC up to extended honors (i.e. as appropriate: firing party, bugler, escort platoon, military band, caisson, etc.)</p>

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