

MINUTES  
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY  
SPRING 2013 MEETING  
MAY 8, 2013  
ARLINGTON NATIONAL CEMETERY, ARLINGTON, VA

**1. DESIGNATED FEDERAL OFFICER'S REMARKS.** Ms. Renea Yates, Designated Federal Officer (DFO) for the Advisory Committee on Arlington National Cemetery (Committee), opened the Spring 2013 Meeting. Ms. Yates stated for the record that the Committee operates under authority of 5 U.S. Code (U.S.C.) Appendix 2 and 41 Code of Federal Regulation 102-3.50(d), and is an Advisory Committee subject to the Federal Advisory Committee Act. Ms. Yates explained that Arlington National Cemetery (ANC), on behalf of the Department of the Army, is the sponsor of the Committee established by the Secretary of Defense (SecDef) in compliance with 10 U.S.C. § 4723 and the National Defense Authorization Act (NDAA) of 2012. ANC, a Direct Reporting Unit to the Headquarters, Department of the Army, is the agency that receives the benefit of the Committee's advice and recommendations, as well as provides the DFO, who is nominated by the Executive Director and appointed by the Administrative Assistant to the Secretary of the Army (SecArmy). Additionally, ANC provides administrative support to the Committee.

Ms. Yates noted that the meeting was open to the public. She also reminded the group that the public was not allowed to present questions from the floor or speak to any issue under discussion by the Committee. She noted that any member of the public was eligible to file a written statement with the Committee in accordance with the published Federal Register notice as posted in the binder at the entrance of the meeting room. Ms. Yates also noted that the proceedings were being recorded, and a summarized transcript of the meeting will be prepared.

**2. CO-CHAIR'S OPENING REMARKS.** The Commission Co-Chair, HON Max Cleland, called the meeting to order at 9:05am. After welcoming everyone and thanking them for taking time out of their busy schedules to attend the Committee's Spring 2013 meeting, he reminded everyone how vital the Committee's mission is to assist in the efforts with our nation's shrine, ANC. HON Cleland then asked the DFO to take roll.

**3. ADMINISTRATIVE REMARKS.** Before taking roll, the DFO provided administrative announcements. The DFO reminded the Committee members and other federal officials present of their official oath of office. She stated this was an inaugural meeting of the Committee. The SecArmy and SecDef established the "Advisory Committee on Arlington National Cemetery," pursuant to the NDAA of 2012, codified in 10 U.S.C. § 4723, and effective 1 August 2012.

The DFO noted that the SecDef approved the three subcommittees and existing focuses:

a. "Honor" Subcommittee: provide recommendations of methods to address the long-term future of ANC, including how best to extend the active burials and on what ANC should focus once all available space has been used.

b. "Remember" Subcommittee: provide recommendations on preserving the marble components of the Tomb of the Unknowns, including the cracks in the large marble memorial, the adjacent marble slabs, and the potential replacement of the marble stone for the memorial already gifted to the Army.

c. "Explore" Subcommittee: provide recommendations on the Section 60 Mementos study and improving the quality of visitors' experiences, now and for generations to come.

The DFO noted the binders in front of each member and available to the public, which included the agenda, information and slides for the Horticulture presentation, and the Federal Advisory Committee Act (FACA) and copies of the ethics training slides. The DFO also remarked that as DFO, she would provide each Committee member these briefings and be available to answer all of their questions about the Committee's responsibilities, functions and governing rules.

4. **ROLL CALL**. For the record, a quorum of the Committee was present. A list of attendees is appended to these minutes.

5. **AGENDA INTRODUCTION AND REPORT REQUIREMENTS**. HON Cleland began the meeting noting that the two briefings the Committee would receive: one from the leadership, and a second on the Committee's new role regarding proposals for placement of monuments at ANC.

HON Cleland then asked the DFO to provide an update on the Committee's report requirements. The DFO stated by the Committee's Charter that the Committee shall visit ANC at least once annually. Within 60 days after this annual visit, the Committee shall submit a written report of its actions, views and recommendations to the SecArmy. Pursuant to 10 U.S.C. § 4723, as codified with the NDAA of 2012, and not later than 90 days after receiving a report or recommendations from the Committee, the SecArmy shall submit the report or recommendations to the congressional defense committees and the Committees on Veterans' Affairs of the Senate and House of Representatives and include such comments and recommendations of the SecArmy as he considers appropriate. The DFO added that any report of a visit, other than the annual visit, shall be submitted to the SecArmy within 60 days after the Committee's visit.

The DFO then reported that the Committee submitted the trip report for ANC and the Soldiers' and Airmen's Home National Cemetery from October, as required. The Secretary of the Army accepted and implemented both recommendations put forth by the Committee: to remove all non-natural items from the bushes and shrubs in Section 60 and to take steps necessary to establish ANC as an Arboretum no later than the

150<sup>th</sup> anniversary of the cemetery in 2014. Congressional committee notifications were completed in January 2013 in accordance with regulatory mandate.

**6. ANC LEADERSHIP UPDATE.** Ms. Kathryn Condon, Executive Director, Army National Military Cemeteries, and Executive Director, ANC; and Mr. Patrick Hallinan, Superintendent, ANC; provided the Committee a leadership update on sustaining progress recently made at ANC. Ms. Condon and Mr. Hallinan provided opening comments, including thanks to the Committee for their assistance, and assuring the Committee that there was no turning back with the progress made. ANC's directors then presented a "Then and Now" presentation, comparing images and facts from 2010 and 2013 to highlight the depth and breadth of changes made across ANC. Key items presented were:

**ANC Cemetery Operations:** COL(Ret) Jack Lechner began with photographs of ANC in June 2010 versus now, including pictures from the section directly across from the ANC Administration Building with large patches of dirt and weeds in 2010. He discussed new equipment purchased and used at ANC since 2010, including a sifter to help create more compactable fill material for graves—eliminating a previous problem with large-scale sinking of graves after rain—and equipment better suited to ANC's terrain and mission. Mr. Lechner also discussed the natural and manmade challenges to which his crew routinely responds, e.g., hurricanes and the 2012 derecho, water main break from ANC's largely 50+ year old pipes, etc.

**ANC Cemetery Administration:** LTC(Ret) Renea Yates (also the DFO) then discussed ANC's progress made within its scheduling and burial practices. Since 2010, ANC has transitioned from paper records of interment to scheduling services and ordering headstones directly from its Interment Scheduler System (ISS). Previously there was no established chain of custody of remains at ANC; now, ANC has a formal process to certify burials, including within ISS. Finally, Ms. Yates explained that ANC is also digitally attaching photos of each urn or casket with its indelible tag to the ISS file, adding an additional accountability measure for each individual interred at ANC.

**Chaplains:** CH(CPT) Scott Kennaugh, Military District of Washington, with support of CH(COL) Charles Cornelisse, Air Force District of Washington, next briefed the multi-services' chaplaincy mission at ANC: providing a sacred honor with compassion for those buried at ANC, and providing spiritual leadership and support to the families and ANC staff. Chaplains serving at ANC come from the Army, Navy (Naval District of Washington) and Air Force, and serve all 5 services of those buried at ANC (also the Marine Corps and Coast Guard). The chaplains are from a variety of religious denominations, supplemented with contractors when needed to meet family requests. Over the past year, the Army has increased its military chaplains, consolidated its staff supporting ANC within the Administration Building, and are also scheduling chaplains for services within ISS. These changes are helping the Chaplains better complete their mission to Honor the Fallen, while also—as asked by HON Cleland—helping the Chaplains prevent burnout on such a emotionally demanding responsibility. CH Cornelisse also reinforced the importance of the chaplains' attitude as they arrive, understanding this is not a job, it's a joy. All of the chaplains are hand-selected to serve at ANC, usually for two years, which the Committee was also very glad to hear.

**Standards & Evaluation:** Ms. Kate Kelley then briefed ANC's efforts to establish accountability at ANC, which ANC defines as having data that matches across the (1) grave marker's inscription, (2) geospatial location, within three inches, and (3) burial records. Once ANC established accountability, ANC has then been able to share parts of this data with the public (e.g., what's visible on the headstone) to enhance the experience for those visiting ANC in person or virtually. Ms. Kelley discussed the many challenges they faced with ANC's 150 years of records, including varying forms in a wide range of quality, which required them to reconstruct history in many cases. Ms. Kelley concluded by explaining that ANC and the Army Cemeteries proponent (in the Executive Director's other position) were now using these same processes and lessons across all of the Army's military cemeteries.

**Information Technology:** MAJ Nick Miller next briefed the major IT changes made since 2010, many of which the Committee were familiar from MAJ Miller's previous briefs. These changes included manning, oversight, redundancy, information assurance, and technology and systems used; ANC's first ever Enterprise Architecture; ANC's website transformation, including with ANC Explorer (external outreach) for the internet, mobile phones and ANC kiosks; internal management through ANC Mapper, Remedy and ANC's call center; and headstone ordering through ISS via partnership with the Veterans Affairs. MAJ Miller also discussed ANC's future efforts, working in collaboration with the Army's CIO/G-6 and others. These include introducing tablets to the workforce for immediate and digital validation of burial operations, and location-based functionality within ANC Explorer to enhance visitors' experience.

**Public Affairs:** Ms. Jennifer Lynch followed with an update on ANC's Public Affairs efforts to better share information with families and the public. Since 2010, ANC has hired senior-level, experienced public affairs personnel. This expertise has allowed them to completely redesign ANC's website (also now on a .mil, as it was on an .org), develop the application "ANC Explorer" with the CIO, outreach to the Veteran Service Organizations, conduct walking tours, and become very active on social media. In the future, Public Affairs plans to create audio and video tours for those visiting ANC, in person or virtually, to build upon the cemetery's rich history and make this history more easily available. Congressman Edwards congratulated Ms. Lynch for the improved outreach, especially with respect to the newly redesigned Welcome Center. He suggested looking at the trip template that Congress gives its members, since ANC should ensure its information is also updated there.

**Operations:** LTC(Ret) Dave Kammen then briefed the Committee on the breadth of events occurring daily at ANC in addition to the funerals. Previously ANC Operations had been conducted by one employee assigned as a historian but dealt extensively with ceremonies; now, his directorate is more fully staffed to better serve the 3.16 million visitors annually, which includes 4,000 requests for wreath laying ceremonies, over 600 Honor Flights, and hundreds of other ceremonies. ANC is working directly with the Kennedy Family with the repairs to the Eternal Flame and in preparation for the 50<sup>th</sup> anniversary of JFK's assassination and burial at ANC. ANC Operations is also becoming more digital: Even recently, all wreath laying requests came in by mail; now, people can make these requests by internet. Mr. Kammen's office also uses ANC Mapper to help synchronize efforts across ANC, including ensuring these events don't impact funerals.

**Resource Management:** LTC(Ret) Paul Zacharzuk followed with an update on ANC's budget, personnel and supplies. Before 2010, ANC outsourced its budget to Defense Finance and Accounting Services (DFAS) in Indiana. As a result, ANC lost control of funding, while ANC also developed significant infrastructure issues that they weren't fixing. In 2010, ANC had 94 personnel (all civilian) assigned; today, ANC's TDA has 214 authorized. His directorate has also recovered \$32.6 million in un-liquidated obligations, enabling ANC to fully fund the ninth Columbarium Court (\$13.7 million), purchase new equipment better suited to ANC's mission and terrain, and offset the FY13 cuts from Sequestration. In FY13, ANC's base budget was fully funded at \$45.8 million, while Congress also appropriated \$18.5 million for the Navy Annex expansion project design and \$81.7 million for the Millennium Project expansion construction. The Committee members had many questions on planning for worst fiscal case scenarios, maintenance tails with the new purchases, and ANC's potential inability to state their budget as inadequate after the Office of Management and Budget determines what level ANC can request. **The Committee members agreed that their strategic oversight of ANC's budget and personnel will likely continue to be important to help ANC sustain its progress moving forward, and asked Mr. Zacharzuk to keep the Committee informed of its personnel and budget status.**

**Contracting:** MAJ Justin Schaeffer then provided the Committee an update on the ANC Contract Support Element (CSE), a new organization providing acquisition support and expertise to ANC. The CSE has established SOPs and processes for all acquisition support, helping ANC expedite its contracting needs while maintaining Army- and DoD-standards. The CSE is also helping train, certify and oversee ANC's contracting representatives from across the organization.

**Emergency Services:** Mr. Dave Beltz next provided the Committee an update on ANC's security and safety services. Mr. Beltz discussed the case shortly after he arrived in June 2011, when he was advised by the grounds keeping staff that someone who appeared to be homeless had been threatening people in ANC. As they were searching for this individual, they ended up apprehending in ANC the person shooting at the Pentagon who had been planning to desecrate gravesites and blow up parts of ANC. Based on current personnel and capabilities, ANC is conducting more reactive security and law enforcement, but the directorate is working with ANC leadership and adjacent organizations to improve its capability and security presence. **The Committee was very surprised to learn of the shared jurisdictions with the National Park Service at Arlington, believing strongly that ANC needed to have unity of operations at the cemetery since ANC is blamed for what happens within its borders. The Committee also strongly urged ANC to continue with its planned improvements of those providing security along Memorial Drive, better aligning those greeting families and visitors—including recently the heads of state and royalty—with what the public expects of ANC.**

**Engineers:** LTC Dave Fedroff then briefed the Committee on the Engineers' progress and efforts remaining at ANC. LTC Fedroff discussed the ninth Columbarium Court, to be dedicated the following day, which the Committee had participated in its groundbreaking during its first meeting in November 2011. He talked about the vastly improved relations that ANC now had with its neighbors, partner organization and oversight committees. LTC Fedroff discussed ANC's two expansion projects, including

the significant difference between the original design of the Millennium Project and the much more environmentally-responsible final design (e.g., stream restored, preserving more trees, removing invasive species, etc.); the soon-to-be complete Master Plan; their work on the Eternal Flame; and that ANC had finally submitted its formal application to be registered with the National Trust of Historic Places. LTC Fedroff finished discussing the significant amount of infrastructure and maintenance work that remains at ANC.

**The Committee emphasized its interest in remaining engaged with the Master Plan as it continues to be refined and as ANC designs the Navy Annex expansion project.**

**Strategic Planner:** LTC Ahern (also the Alternate DFO) concluded the brief discussing ANC's efforts to institutionalize and codify progress made across the organization. She mentioned the breadth of external oversight and assistance ANC was provided—by the time the Committee was established, 8 Congressional testimonies, 2 Army IG reports, GAO investigations, Army Audit Agency investigations, Northern Virginia Technology Council report—but which then helped inform ANC's strategic plan to move the organization forward. After completely quarterly updates to the Executive Director and Superintendent on the strategic plan's metrics and milestones during 2012, in March 2013 ANC completed another major update of its Strategy Map and supporting subtasks, metrics and milestones, which the organization will continue to use as its transition plan for the new Executive Director. Ms Kate Kelley finished with explaining how ANC had also incorporated its first-ever Organizational Inspection Program within the strategic plan, and that the HQDA proponent for all Army Cemeteries was using this OIP as the standard across all Army military cemeteries.

**Committee thanks to Ms. Condon:** As this was Ms. Condon's final meeting as Executive Director, each member of the Committee thanked Ms. Condon for her efforts, dedication, and transformation of ANC. They also thanked her for her exceptional leadership that they thought was wonderful to watch, and appreciated their oversight role in helping ANC progress. Congressman Edwards noted that former Secretary of the Army Geren had told him that Ms Condon was one of the most capable public servants, which she had proven right. The Committee also thanked Ms. Condon for building the team and getting results, rather than firing everyone as some had recommended. **The Committee noted that Ms. Condon's replacement was critical to continue this progress—of which millions of Americans are counting.**

**7. Commemorative Monument Policy.** After lunch, the ANC's Secretary of the General Staff, Mr. Kennon Artis, provided the Committee an overview of its newly assigned role by Congress with ANC's Commemorative Monument policy. The law now requires that the SecArmy consult with the Committee and the Commission on Fine Arts for all requests for placement of monuments at ANC that commemorate an event or group of individuals (and do not specifically mark a gravesite). Mr. Artis discussed the draft workflow of requests, including that the Committee would see requests once the packet was complete: explanation of suitability at ANC versus other locations, a complete design, and any other applicable material. Mr. Artis discussed the existing but not-yet complete requests, including placing a Freedman's Village monument and making changes to the Chaplain's monument. Mr. Artis confirmed that the Office of the General Counsel is part of this request process, as **the Committee had some**



**concerns about the precedent of approving certain groups for monuments at ANC—not unlike issues the ABMC was facing at its cemeteries.**

The Committee agreed that the Remember Subcommittee would be the lead for making recommendations on all requests for the Commemorative Monument Policy.

**8. Sub-committee Reports:**

a. Honor Sub-committee: LTG(Ret) Peake provided the updated, noting that the subcommittee received an update on 23 April on the Millennium Project expansion and ANC's almost complete Master Plan. The subcommittee was generally pleased that its considerations had been taken into account with both efforts. Mr. Peake stated that he also met with Congressman Farr on his interest in creating an Arlington of the West at Ft. Ord. Mr. Peake noted that there were already 3 VA cemeteries near Ft. Ord, and the VA is not interested in creating another cemetery at Ft. Ord. Mr. Peake did acknowledge that there are legitimate concerns about the distance constituents must travel from the West Coast to ANC. However, Mr. Peake said he did not know of anything compelling to establish an Arlington of the West. Congressman Edwards encouraged ANC to reach out to the Appropriations committees on their efforts, since this committee could require studies and he expected Congressman Farr would remain persistent in his efforts.

b. Remember Sub-committee: LTG(Ret) Davis provided an update on the repair to the Tomb of the Unknowns large marble memorial. These repairs are still holding well and USACE will continue to monitor the effects of the repair. The marble slab proffered to the Army to replace the memorial is in Colorado, and Ms. Yates has followed up with the family who stated that they had intended for the slab to be used for the main block. Mr. Davis noted that if ANC decided to relocate the block, they also risk creating cracks; LTC Fedroff noted the extreme concern previously expressed from cultural and historical groups that ANC was even contemplating replacing the block. The Subcommittee requested that the Engineers provide an update on their plan to maintain the marble, while recommending that the Engineers continue to monitor the repairs that are holding well. Mr. Davis also mentioned the rust staining from the Tomb Sentinels marching back and forth, which ANC is looking into cleaning but has to be careful to not create safety challenges.

c. Explore Sub-committee: Congressman Edwards discussed the subcommittee's three main efforts:

1. Improve the visitor experience—specifically with respect to the Welcome Center, which has become the truly dignified experience that it should be with the help of the U.S. Army Center for Military History (CMH) and Mr. Dalessandro.

2. Improve the experience on the website—which ANC has come light-years from several years ago. Mr. Edwards noted his significant interest in ANC highlighting on the website and ANC Explorer the Medal of Honor recipients, which Ms. Yates said would be in place within the next few months.

3. Standardize the Section 60 mementos—as this has been a 3-year pilot that has in effect created a new policy. Through discussions with the whole Committee, they

agreed that ANC should announce to the public that they will be ending the pilot, which will include ANC removing all items as originally stated with the policy, including those affixed to the headstones. The Committee did direct that ANC should keep and preserve a representative sampling of items that can tell the history of this period of time, while recommending that ANC should consider how they could digitize those items that are left at gravesites.

Ms Yates also noted ANC's emerging efforts within this subcommittee's purview, including the upgrade of the Memorial Amphitheater Display Room, at which ANC hosts US and foreign dignitaries as they await placing a wreath at the Tomb of the Unknowns. ANC has asked CMH to put together some design ideas, which will be presented to the subcommittee once developed.

Ms. Yates also mentioned ANC's efforts to restore the historic Department of War pillars, which were later used as the Sheridan and Ord & Weitzel gates. The Honor Subcommittee supported reviewing these gates, potentially to be incorporated within one of the expansion projects.

**10. Committee Requested Information and Briefings.** The Committee noted that it takes seriously its mandate to the Secretary of the Army by providing independent advice on Arlington National Cemetery. As such, the Committee requested to receive the following briefs and to receive the following information related to its subcommittees in order to make more informed recommendations:

(a) Honor: Provide an update on the Millennium Project, and updates on the Navy Annex as the design develops over the following months.

(b) Remember: Provide ANC's maintenance plan for the Tomb of the Unknowns marble memorial;

**11. Formal Committee Recommendations.** By unanimous vote, the Committee concluded two recommendations to the Secretary of the Army during the Spring 2013 meeting:

(a) To recommend ending the Section 60 mementos study, eventually returning Section 60 to the same standards of all other Sections at ANC. The ANC staff was directed to recommend implementation details of this transition at the next meeting, including public notification, potential digitization of items left, and maintaining a representative sampling of items for historical purposes.

(b) To begin planning for a visit to the Normandy Interpretive Center over the June 6, 2014 weekend.

**12. Next Meeting:** The Co-chair adjourned the meeting by unanimous vote and announced the next meeting is expected to be held 25 September 2013.



## APPENDIX TO THE MINUTES

### ROLL CALL

#### **Secretary of the Army Nominated Members:**

Honorable Max Cleland (co-chair)

Mr. Russell Davis

Mr. James V. Kimsey

Mr. James Peake

#### **Secretary of the Veterans Administration Nominated member:**

Mr. Thomas Kelley

#### **Secretary of the American Battle Monuments Nominated member:**

Mr. Chet Edwards

#### **Not present:**

Mrs. Debra Fix

Two final members, Secretary of the Army Nominees, are pending appointment.

#### **Other attendees:**

Mr. John Marshall, ABMC

#### **ANC leaders and staff in attendance:**

Ms. Kathryn Condon, Executive Director

Mr. Patrick Hallinan, Superintendent

Ms. Renea Yates, Designated Federal Officer, ACANC

LTC Stephanie Ahern, Alternate Designated Federal Officer, ACANC

COL Eric Belcher, Chief of Staff

Mr. Jack Lechner, Deputy Superintendent

CH(CPT) Scott Kennaugh, Military District of Washington, Chaplain at ANC

CH(COL) Charles Cornelisse, Air Force District of Washington, Sr Chaplain at ANC

Ms. Kate Kelley, Standards & Evaluation

MAJ Nick Miller, CIO

Ms. Jennifer Lynch, Public Affairs

Mr. Dave Kammen, Operations

Mr. Paul Zacharzuk, Resource Management

MAJ Justin Schaeffer, Contracting

Mr. Dave Beltz, Emergency Services

LTC Dave Fedroff, Engineers