




Arlington National Cemetery and Public Law 114-158

Overview

June 2017



"Our Nation's unique and iconic resting place for 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 all
citizens...
A connection to our rich National
history...*

Part of the fabric of our Nation...

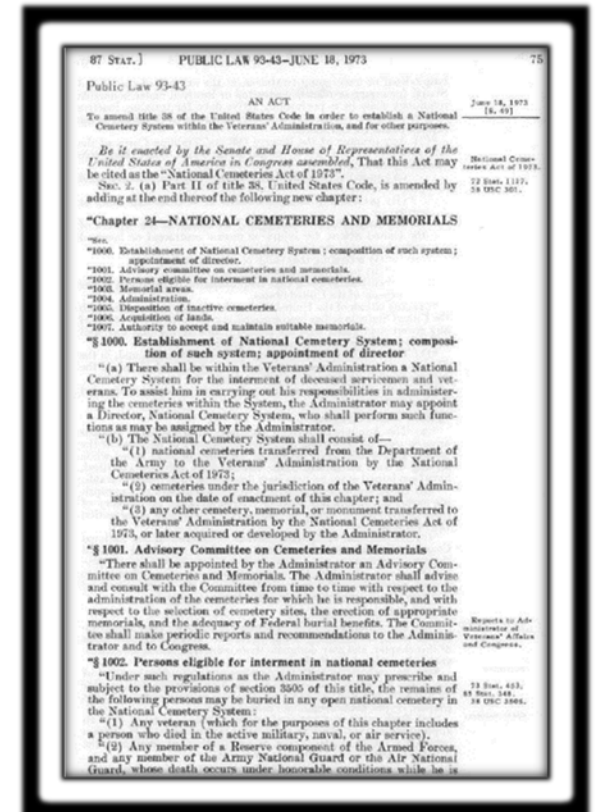
A holy place...

A National Shrine...

The National Cemeteries Act of 1973

- (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.



PL 114-158, Section 2

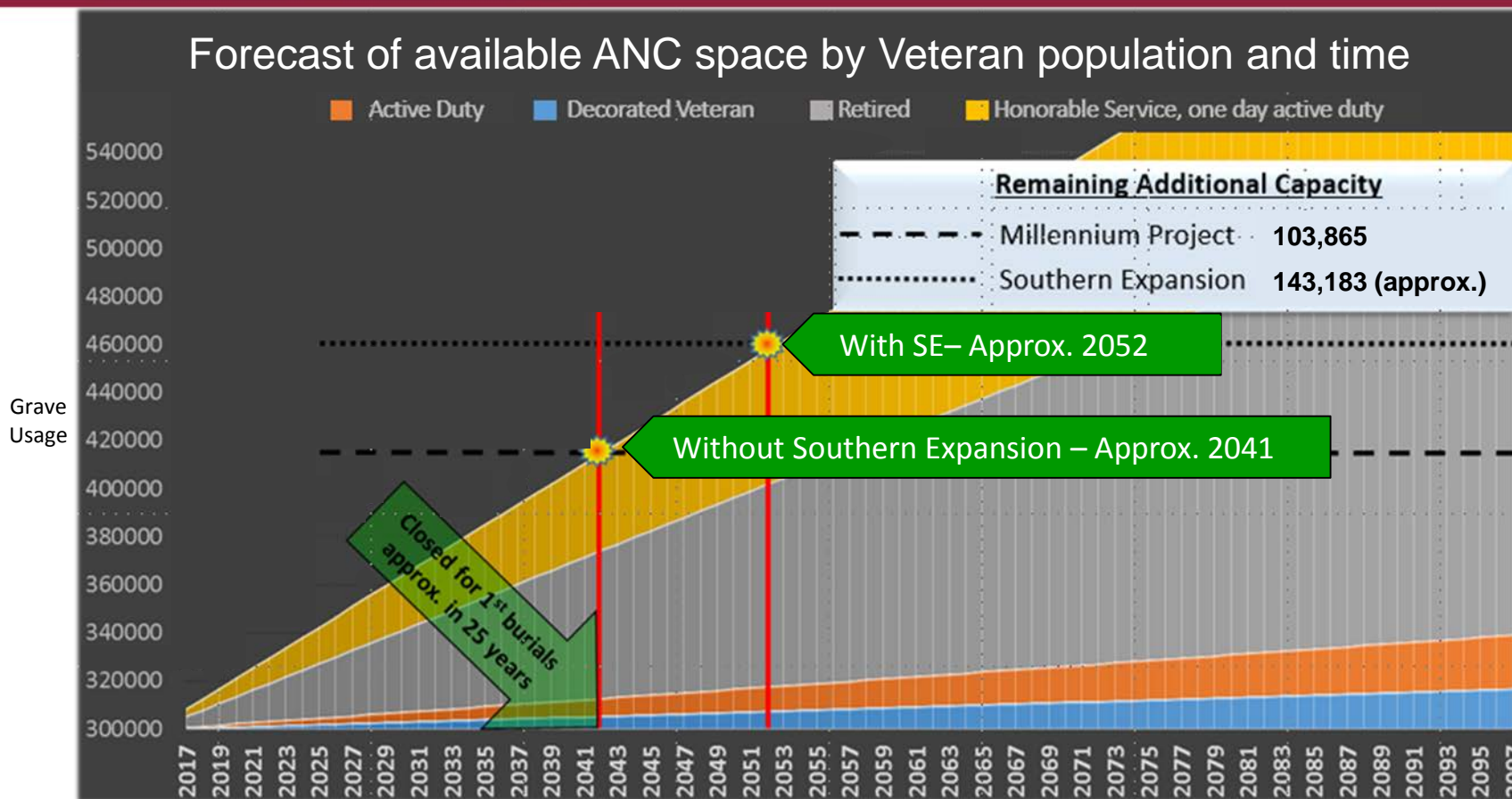
Not later than 180 days after the date of the enactment of this Act, the Secretary of the Army shall submit to the Committees on Veterans' Affairs and the Committees on Armed Services of the House of Representatives and the Senate a report on the interment and inurnment capacity of Arlington National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



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.

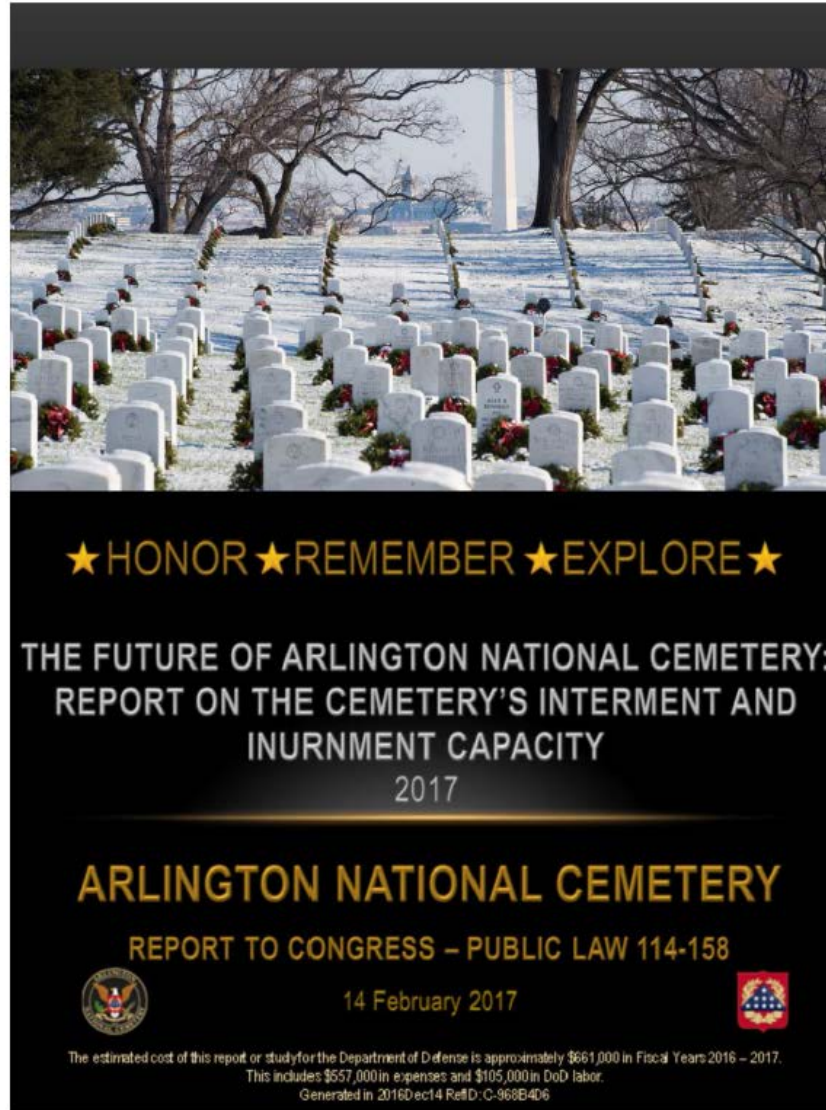
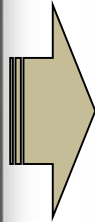
The future of America's cemetery

Capacity & available space

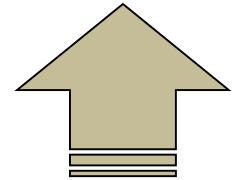
- Millennium
- Southern Expansion
- Geographically constrained location
- Other adjacent areas?

100% capacity in 25 years*

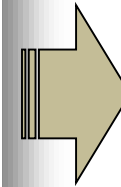
High demand and the eligible population (past, current, & future)



“...well into the future.”



Feasible, acceptable, and suitable options and/or actions



*new graves

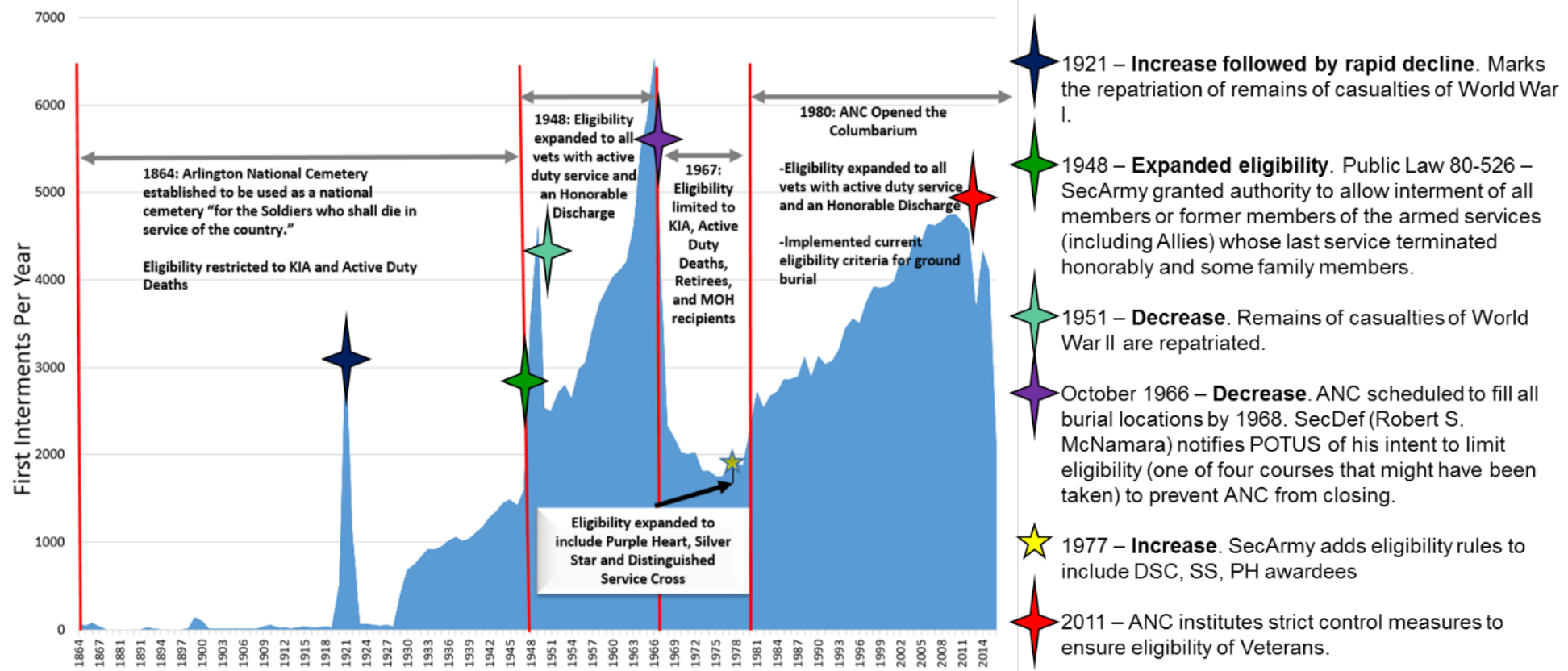
Difficult decisions and unity of effort

...necessary to ensure that the maximum interment and inurnment capacity of the cemetery is not reached until well into the future...



Maintain current eligibility	Eligibility- centric options or actions
Adopt VA 24 month active duty service minimum	
Retirees with certain lengths of service	
KIA, active duty deaths, and qualifying awards	
KIA, active duty deaths, and Medal of Honor only	
KIA and Medal of Honor only	Expansion- centric options or actions
Change eligibility for in-ground burial only	
Southern Expansion	
Expand to adjacent government land	Other options or actions
Establish new DoD-run national cemetery	
Find new ways to use existing space	
Preserve a certain number of in-ground plots for KIA/AD/MoH	
Prohibit use of ANC space for monuments	
Enhance VA honors to mirror ANC	

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



Today...

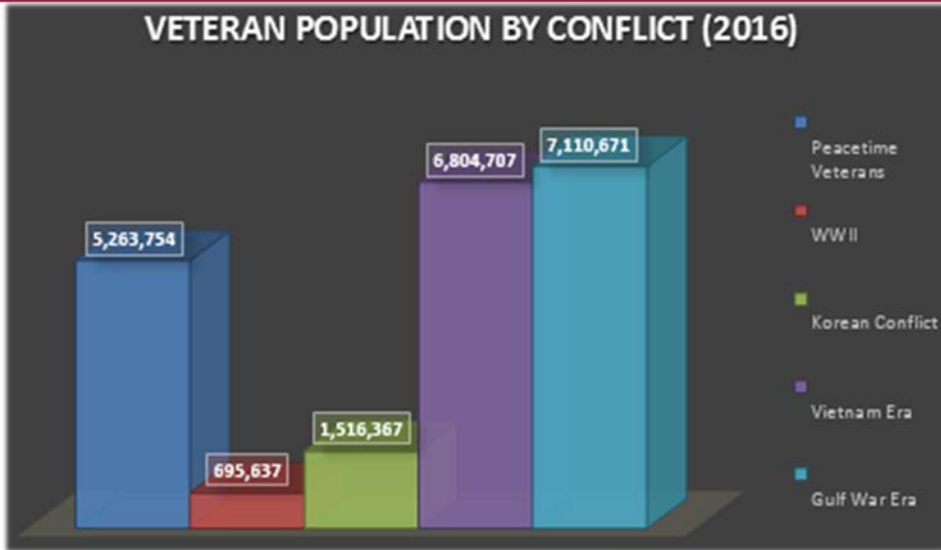
Eligibility for Arlington National Cemetery includes Veterans who meet the following criteria:

At least one day of active duty (not for training)

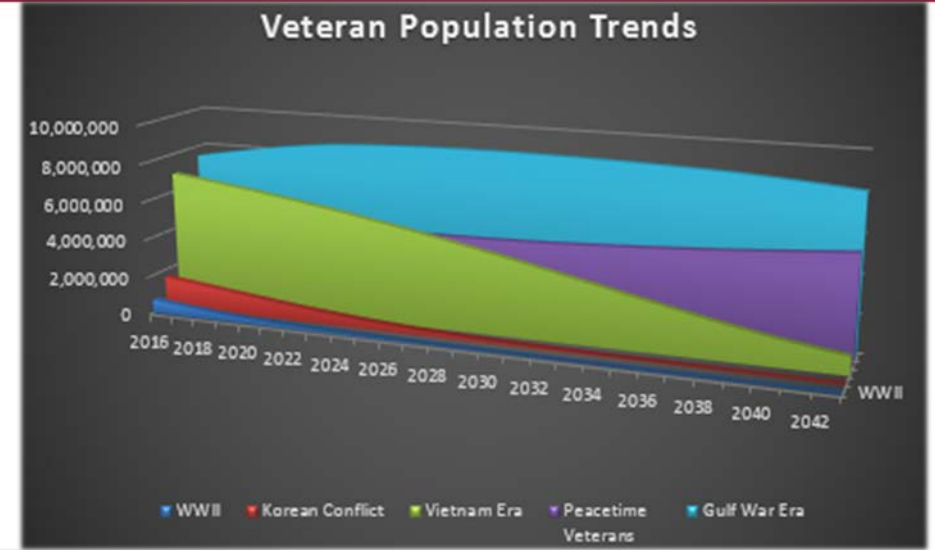
An Honorable Discharge

Possible eligible populations

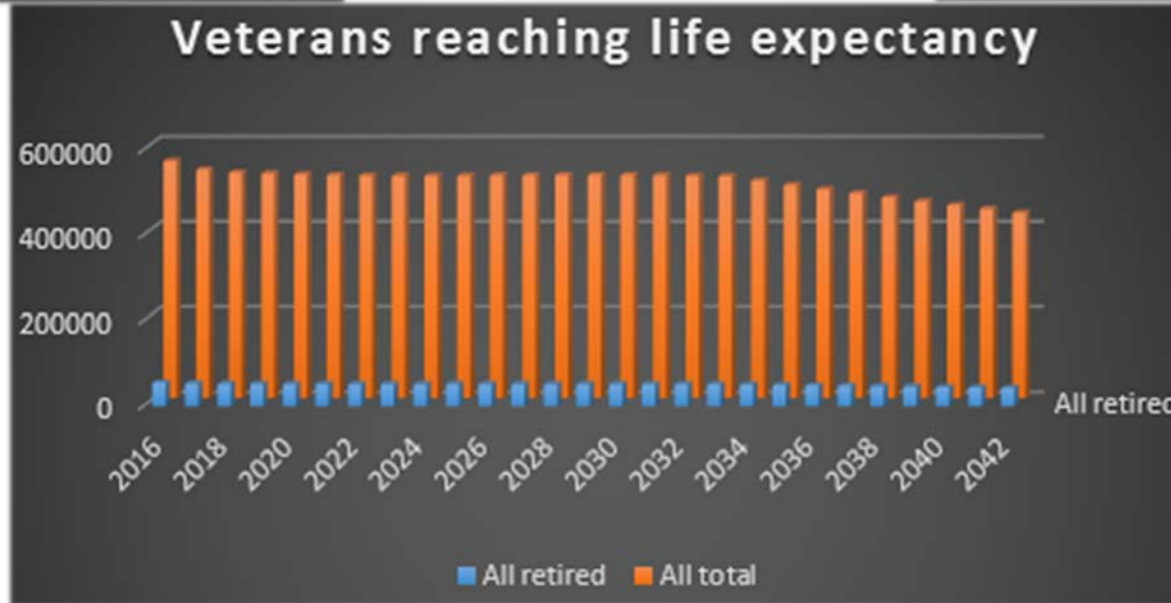
VETERAN POPULATION BY CONFLICT (2016)



Veteran Population Trends



Veterans reaching life expectancy

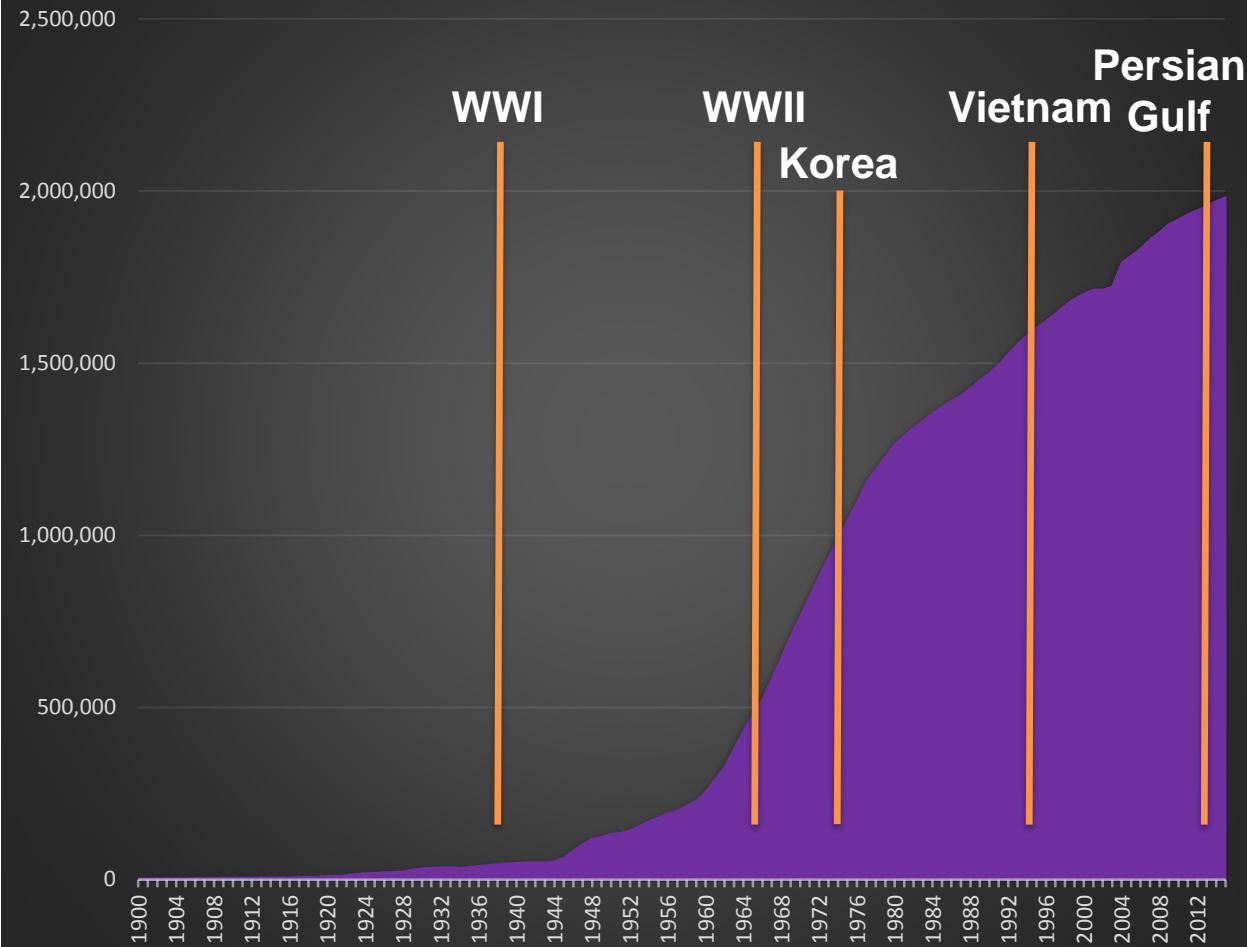


**Eligible
population
with 1973
policy**

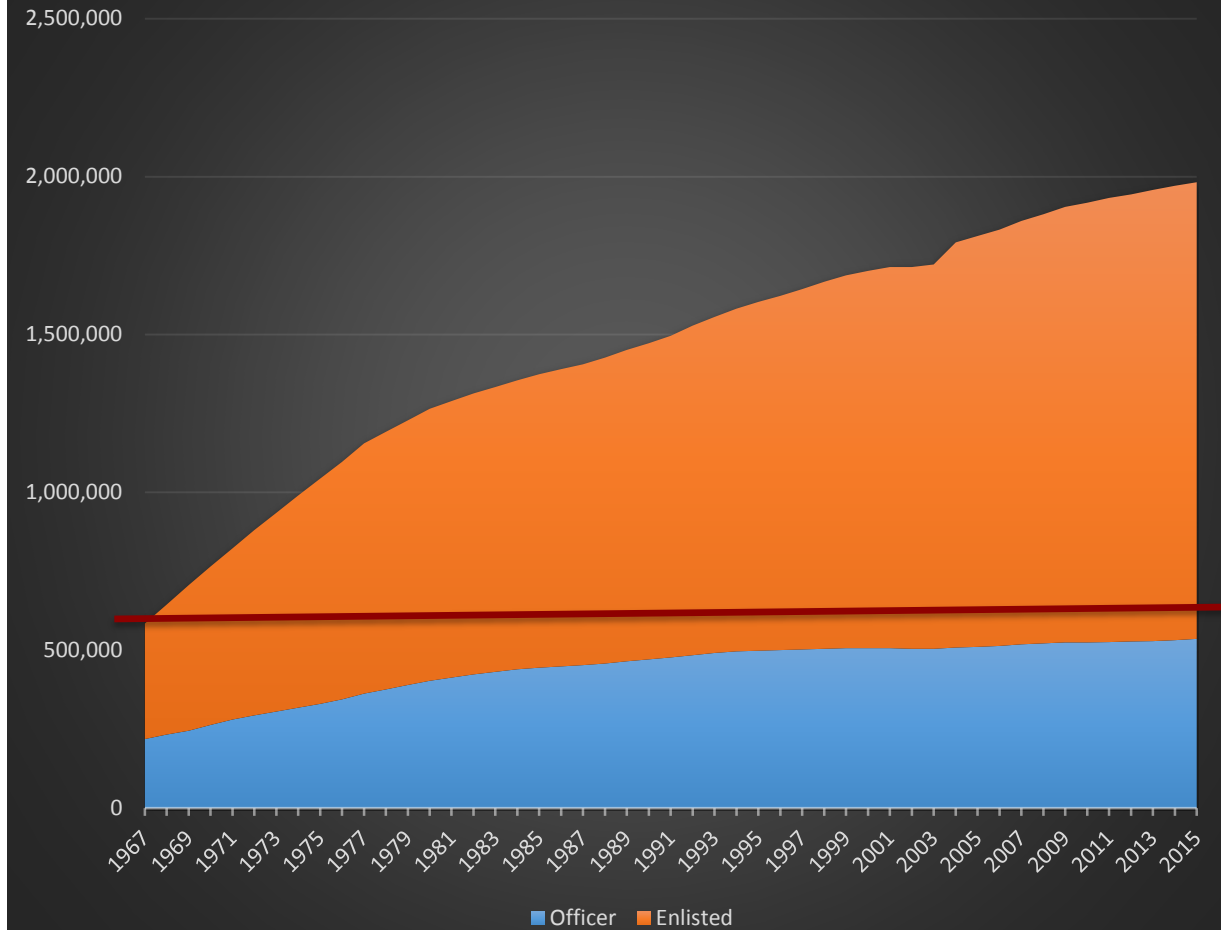
**Eligible
population
with
current
policy**

DOD retiree populations

DOD retirees since 1900

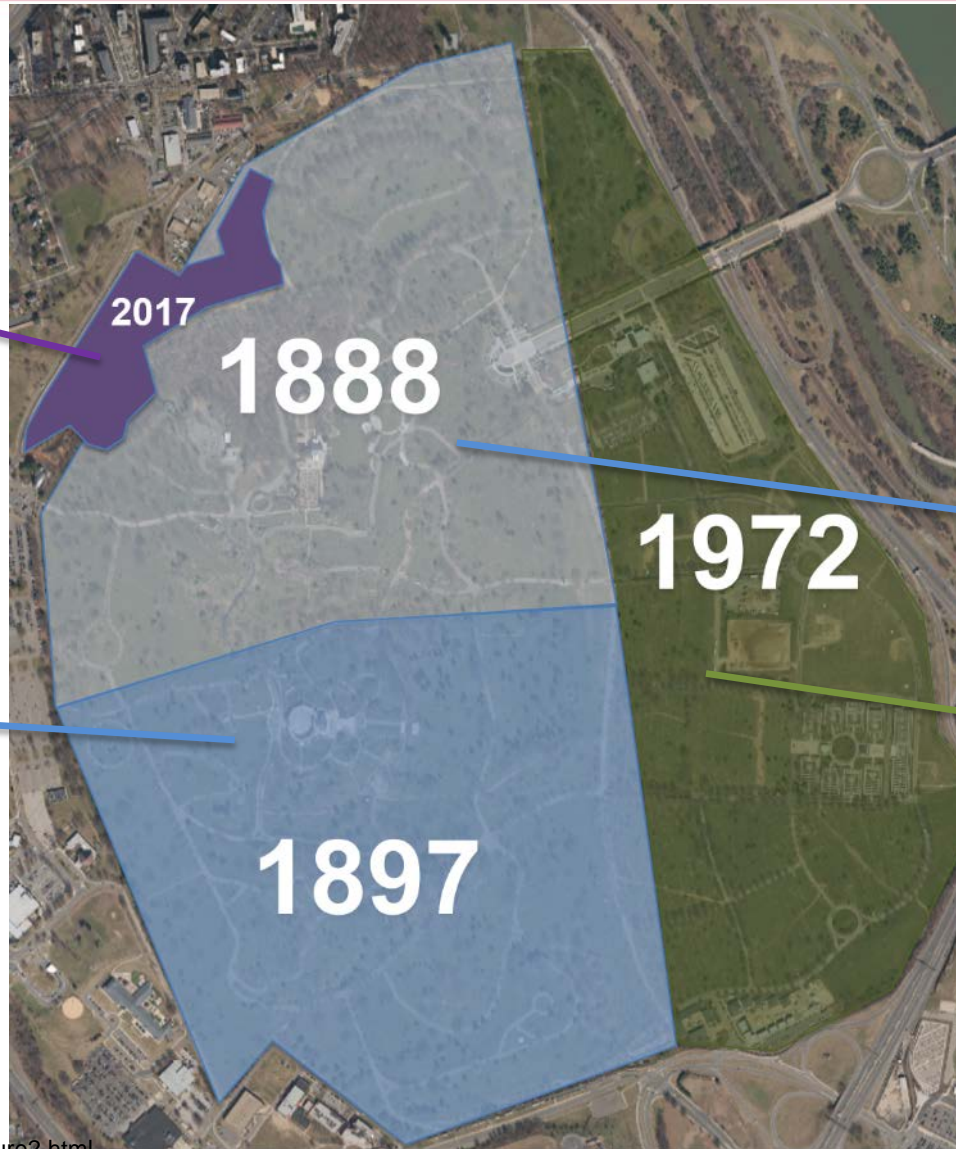


Military retirees receiving retired pay by year



Old ANC maintenance
area and Fort Myer picnic
area

Expansion to
accommodate
repatriation from Spanish-
American War and World
War 1 (also timeframe of
Veterans of the War of
the Rebellion reaching
approximately 50 years of
age – *life expectancy in
1900 was 46.3 years**)



...just as rates of burials and
Honors have changed...
So has the geographic footprint
of the cemetery.

Original military cemetery
area

Old South Post Fort Myer
(timeframe of JFK death,
eligibility restrictions, National
Cemeteries Act, Vietnam
War, Korean War Veterans
reaching 20 YOS, WWI
Veterans reaching their 70's
in age)

* University of California, <http://u.demog.berkeley.edu/~andrew/1918/figure2.html>

Expanding Cemetery Capacity

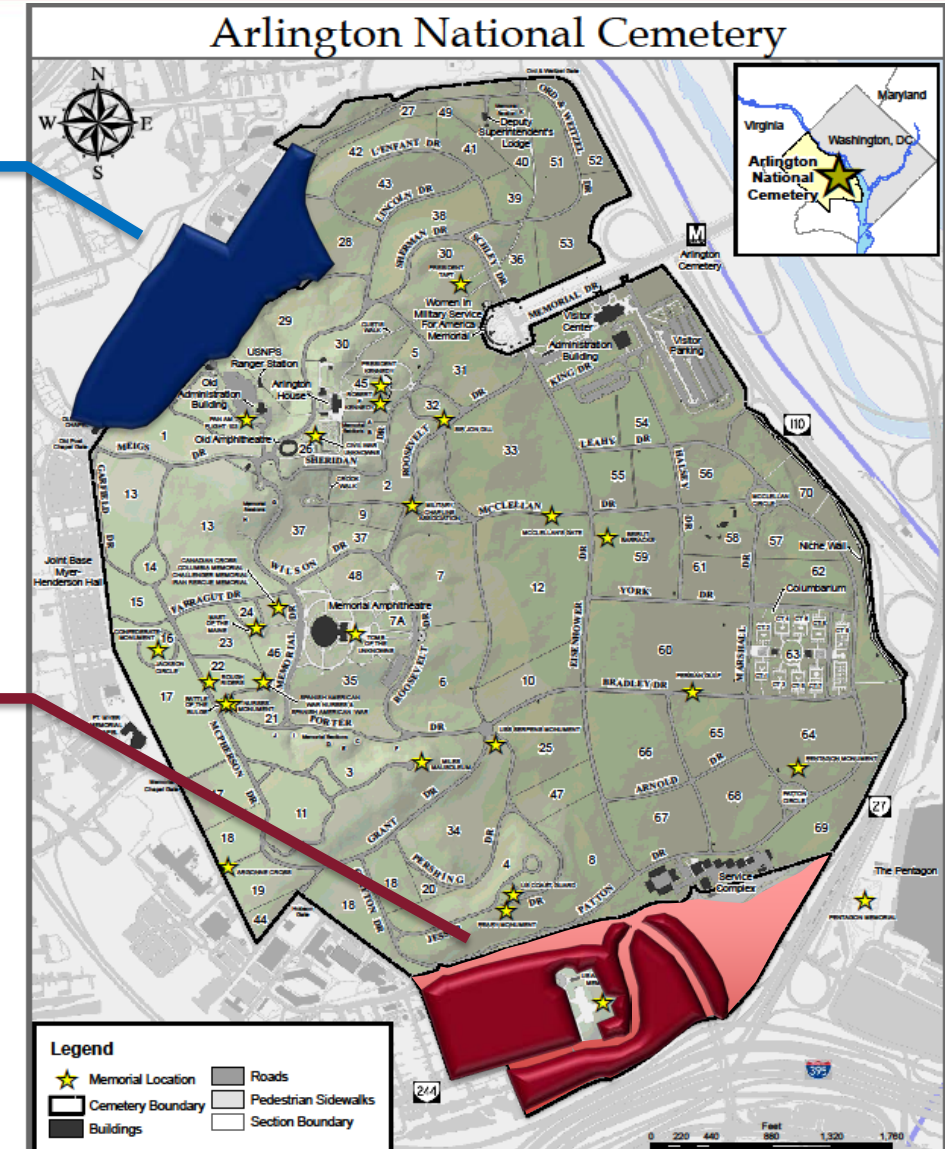
Millennium Project 27 acres

- Over 27K burial opportunities
- Extends capacity to early 2040s
- Complete in 2017



Southern Expansion

- 37-40 acres
- Extends capacity to mid-2050s
- In planning

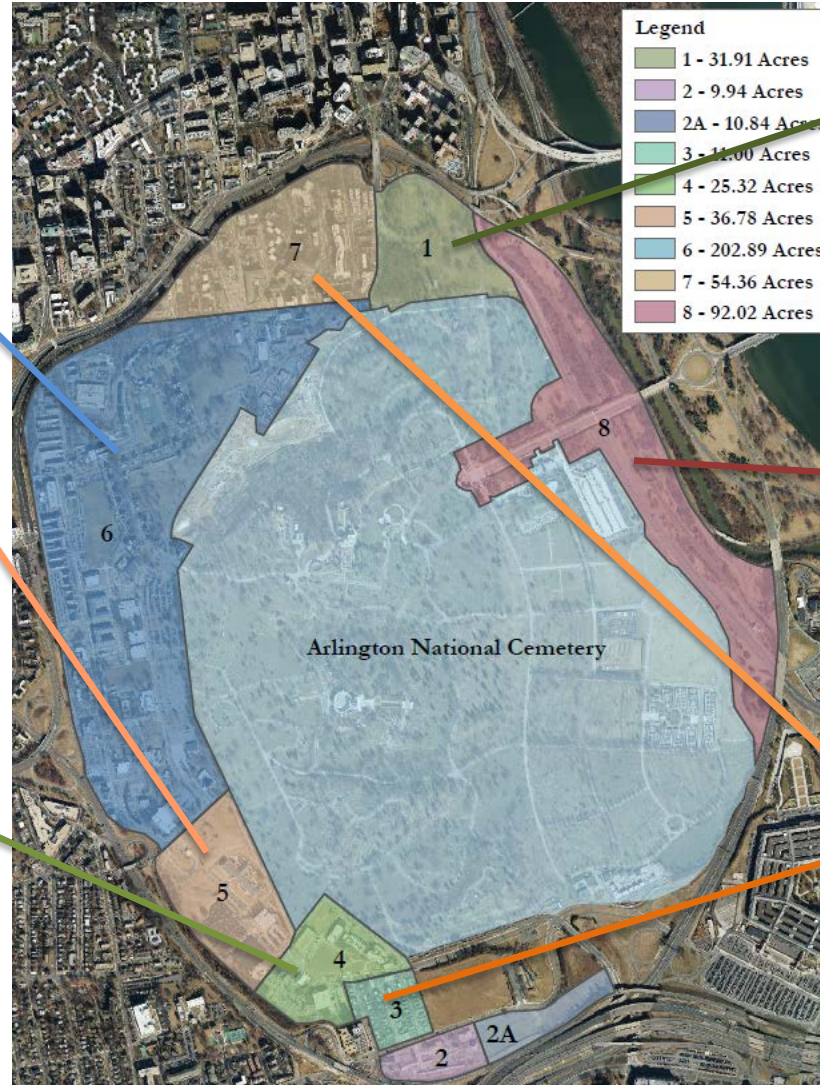


Expanding the cemetery

Historic Ft. Myers
Military quarters
Funeral honors support
staging
Post Exchange

Military community support:
Commissary, Youth services,
Medical clinic
37 acres* – not all usable
+9 years *if everything razed and all
roads removed*

Henderson Hall
USMC Exchange
USMC HQ
Other support facilities
25 acres*
+6.25 years



Marine Corps War Memorial –
18.05 usable acres*
+4.5 years

VA 110
Metro line and station

Private property – mixed
use

*does not take into account
utility corridors, Metro lines,
roads, sidewalks, etc.

The Millennium Project Summary

Key information

Already was federal land

Consisted of land from Ft. Myer,
NPS, and ANC's former
maintenance facility

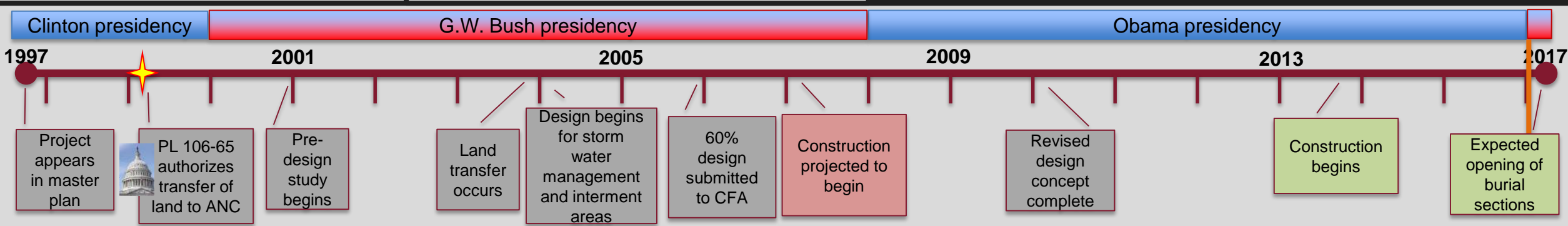
Both above ground and below
ground graves add to capacity

First use of pre-placed crypts in ANC

Key influencing factors

- Topography of the area
- Section 106 of the National Historic Preservation Act carefully considered impacts to the multiple Historic Districts and monuments located near the project site.
- NEPA carefully considered impacts to natural resources, including a full analysis of existing trees on and adjacent to the project site
- Design required numerous retaining walls to make the challenging topography useful for burial space. An existing perennial stream required protection and restoration.
- Maximizing burial space, to include both above and below ground opportunities
 - New below ground techniques

Acres: 27
Graves: 27,282
Cost of property: \$28,044.10
Project cost:
 Construction cost appropriated -
 \$81,725,302.00
 Millennium storm water project
 contract award - \$6,600,000.00
Cost per burial opportunity:
 \$2,995.58
**Taxpayer investment to buy each
 year of extended cemetery life :**
 \$13,027,760.00



The Southern Expansion Project

Acres: ~37-40

Graves: 40,000-60,000
(Pre-design estimate)

Estimated project cost:

Construction - \$274,000,000.00

DAR - \$43,000,000.00

Design – \$33,000,000.00

Cost of demolition and remediation -
\$17,000,000.00

Cost per burial opportunity: \$5,500-
\$8,300 per grave

**Taxpayer investment to buy each
year of extended cemetery life:**
\$24-36M

Key information

Multiple property holders—Federal (ANC, Army, WHS), State, and County.

Requires re-alignment of county/state roads.

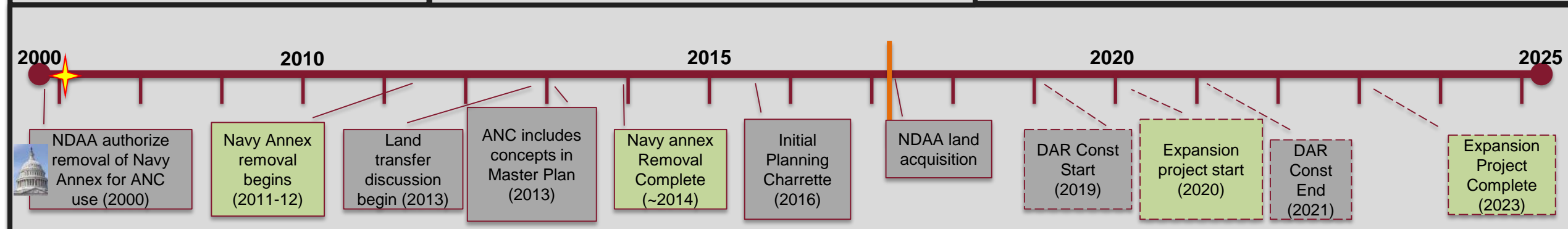
Expansion will put cemetery boundary
directly adjacent to residential
neighborhoods.

Extensive utilities in the area.

Operation adjacent to Air Force Memorial
with its own operational hours and functions.

Key influencing factors

- Needed authorization and funding (~\$43M) for Defense Access Road (DAR) (separate authority).
- Multiple funding requirements—DAR, land acquisition, planning and design, construction.
- Removal of existing walls may create adverse affect on historic property (manageable but adds time)
- Planning involves multiple outside parties (county, state, other DOD interests, utility companies, and other entities).
- Environmental considerations from previous (~1940s) DOD facilities.
- Adjacencies
- Maintaining the iconic look and feel of the cemetery



Difficult decisions and unity of effort

...necessary to ensure that the maximum interment and inurnment capacity of the cemetery is not reached until well into the future...



~~Maintain current eligibility~~

Adopt VA 24 month active duty service minimum

Retirees with certain lengths of service

KIA, active duty deaths, and qualifying awards

KIA, active duty deaths, and Medal of Honor only

KIA and Medal of Honor only

Change eligibility for in-ground burial only

Southern Expansion

Expand to adjacent government land

Establish new DoD-run national cemetery

Find new ways to use existing space

Preserve a certain number of in-ground plots for KIA/AD/MoH

Prohibit use of ANC space for monuments

Enhance VA honors to mirror ANC

**Eligibility-
centric
options or
actions**

**Expansion-
centric
options or
actions**

**Other
options or
actions**

Adopt the VAs 24 month active duty service minimum

Based on analysis of ISS data from March 2016, few veterans are laid to rest at ANC who do not also meet the basic VA eligibility requirement for time in service. Adopting this option would result in approximately 200 less services annually—or about 2 weeks of longevity of the cemetery for each year after this policy is enacted. Additionally, this option would also slightly shorten wait times for services at the cemetery for the remaining eligible population. This option alone does not achieve the end-state but could be adopted in combination with other options. *The Future of Arlington National Cemetery: Report on the Cemetery's Interment and Inurnment Capacity, 2017, p.17.*

Key points-

- These Veterans are already ineligible for placement in a VA cemetery
- Stakeholders often puzzled that ANC is less restrictive in length of service requirement
- Does not affect KIA or active duty decedents with < 24 months of service
- While we state this would theoretically extend cemetery life, it stands to reason that this slight change would only be filled by other eligible Veterans and serve to initially shorten wait times for services at ANC

Veterans affected –

200 annually

Restrict eligibility criteria to retirement from the Armed Services at certain LOS

This option would likely achieve the objective of extending ANC's time as an active cemetery well into the future (depending on what the final decision is for length of service). However, it will exclude a large number of veterans who are currently eligible. *The Future of Arlington National Cemetery: Report on the Cemetery's Interment and Inurnment Capacity, 2017, p.18.*

Key points-

- The DOD reports that 1,982,184 Veterans are retired from service
- Approximately 2,200 of the 4,200 first interments held annually are for retired Veterans
- These Veterans remain eligible for VA cemeteries

Veterans affected

If eligibility were modified to include only KIA, AD, qualifying awards, and retirees, approximately 1,503 traditional veterans would be impacted annually. The following numbers are in addition to those 1,503...

If eligibility were modified to 20+ YOS approximately 170 retirees annually would no longer be eligible for ANC.

If eligibility were modified to 25+ YOS approximately 1,942 retirees annually would no longer be eligible for ANC.

If eligibility were modified to 30+ YOS approximately 2,190 retirees annually would no longer be eligible for ANC.

Changing eligibility criteria for only those Service members killed in action, who die on active duty, and/or recipients of qualifying awards (Medal of Honor, Silver Star, Distinguished Service Cross, or the Purple Heart)

Based on casualty figures from the most recent United States conflicts and rates of active duty deaths (approximately 200 per year selected burial at ANC from 2004 to 2015), this option is projected to lengthen the lifespan of the cemetery by more than two centuries if implemented today—even without further expansion of ANC's geographical footprint. However, if our Nation experiences a large-scale conflict in the future and higher numbers of Service members were KIA, it would directly shorten the projection. *The Future of Arlington National Cemetery: Report on the Cemetery's Interment and Inurnment Capacity, 2017, p.18.*

Key points-

- Affected Veterans remain eligible for VA cemeteries

Veterans affected

If eligibility were modified to include only KIA, AD, and those having received qualifying awards, approximately 3,780 traditional veterans and retirees annually would no longer be eligible for ANC.

Changing eligibility criteria for only those Service members killed in action, who die on active duty, and/or recipients of the Medal of Honor.

This option differs from the option immediately previous in that it limits the criteria which would make a veteran eligible—establishing the Medal of Honor as the only qualifying award, in addition to remaining open for those Service members who are killed in action or who die on active duty. Even without physical expansion, this option would extend ANC's capacity well into the future. *The Future of Arlington National Cemetery: Report on the Cemetery's Interment and Inurnment Capacity, 2017, pp.18-19.*

Key points-

- ANC has served an average of approximately 200 Service members killed in action or on active duty per year in recent years
- Less than 800 Service members have received the Medal of Honor since World War II. This population size is far less than the nearly 400,000 veterans who have received the other qualifying awards
- This option would delay closure of the cemetery by roughly 150-200 years
- Affected Veterans remain eligible for VA cemeteries

Veterans affected

If eligibility were modified to include only KIA, AD, and those having received qualifying awards, roughly 3,900 traditional veterans and retirees annually would no longer be eligible for ANC.

Changing eligibility criteria for only those Service members killed in action and/or recipients of the Medal of Honor.

The most restrictive eligibility option, this would allow only Service members KIA and/or Medal of Honor recipients to be buried at ANC. This option is similar in benefits and risks to the immediately previous option. As mentioned before, these populations have been low based on casualty rates from recent conflicts and this option can be expected to result in delaying the closure of ANC for at least two centuries—unless our Nation experiences large scale conflict and higher numbers of Service members killed in action. *The Future of Arlington National Cemetery: Report on the Cemetery's Interment and Inurnment Capacity, 2017, p.19.*

Key points-

- ANC has served an average of approximately 200 Service members killed in action *or on active duty* per year in recent years
- Less than 800 Service members have received the Medal of Honor since World War II.
- This option would delay closure of the cemetery by more than 200 years
- Affected Veterans remain eligible for VA cemeteries

Veterans affected

If eligibility were modified to include only KIA, AD, and those having received qualifying awards, roughly 3,900-4,000 traditional veterans, active duty (non-KIA), and retirees annually would no longer be eligible for ANC.

Changing eligibility for in-ground burials and above-ground inurnment separately.

A hybrid approach, this option would involve stricter criteria for in-ground burial, but leave eligibility for above-ground inurnment more open (though possibly still including some changes). For example, in-ground burial/inurnment could be restricted to those killed in action, who die on active duty, and/or recipients of qualifying awards, but the columbarium and niche walls could be open to retirees, or those with a certain length of service. This option maintains inclusiveness for a larger group of veterans, while still preserving space for the most sacred populations of veterans. *The Future of Arlington National Cemetery: Report on the Cemetery's Interment and Inurnment Capacity, 2017, pp.19-20.*

Key points-

- Under this option, ANC would remain active for ground burials for those most sacred groups of eligible veterans until the approximately the middle of the next century.
- Other groups of veterans would then remain eligible for above-ground inurnment.
- The risk associated with this option is that above-ground space—the columbarium and niche walls—reach capacity far sooner than the remainder of the cemetery. Niche or columbaria capacity would reach 100 percent in the late 2020s.

Veterans affected

If eligibility were modified to limit ground burial to only a certain group of Veterans (more restrictive than it currently is), other Veterans would be unaffected as they remain eligible for above-ground inurnment until space runs out or additional space is built.

ARLINGTON National Cemetery



HONOR • REMEMBER • EXPLORE

