

MINUTES  
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)

May 8, 2018

1. **DESIGNATED FEDERAL OFFICER'S REMARKS:** Ms. Renea Yates, Designated Federal Officer (DFO) for the Advisory Committee on Arlington National Cemetery opened the May 2018 meeting. Ms. Yates noted that present in person were Major Shannon Way, ANC Strategic Planner and Mr. Timothy Keating, Alternate Designated Federal Officer, ACANC. Ms. Yates stated for the record that the Committee operates under authority of 5 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. Additionally, ANC provides administrative support to the Committee.

Ms. Yates noted that the meeting was open to the public. She stated that the public was not allowed to present questions from the floor or speak to any issue under discussion by the Committee without permission of the Chairperson. 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 video-recorded, and a summarized transcript of the meeting will be prepared.

The meeting was called to order at 0900.

2. **ROLL CALL:** Ms. Yates noted a quorum for the record, with the following members in attendance:

Secretary of the Army Nominees: Mr. James Peake (Co-Chair), Mr. Gene Castagnetti, and Ms. Debra Fix.

Secretary of the American Battle Monuments Commission nominee: Mr. Chet Edwards (Co-Chair)

Secretary of Veterans Affairs nominee: Mr. Thomas Kelley

The following member was not present: Mr. Ronald Fetherson

3. **PRIOR MEETING MINUTES:** The DFO announced that the minutes from the November 8, 2017 Committee meeting were available for review in the strategic documents binders on the meeting tables throughout the room.

4. **CHAIRMEN OPENING REMARKS:** Mr. James Peake, Co-Chair of the Advisory Committee welcomed all members noting a busy agenda and requested the

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first presentation.

**5. QUEUING LANES UPDATE:** Ms. Rojas, ANC Interment Services updated the Committee on the functionality of the new funeral procession queuing lanes outside the Administration building. She noted the ease of family arrival facilitates the procession. Feedback from families reflects appreciation for the electronic signage with family names. The project is ADA compliant and includes two contract employees to assist and direct as necessary. Processions start at the queuing lanes and proceed to the service site via the transfer point. She noted some funeral processions start at the Joint Base Myer/Henderson Hall Old Post Chapel and proceed without coming to the Administration building or queuing lanes. Overall the addition of the queuing lanes has improved operations.

**6. EISS UPDATE:** Mr. Gardner, Chief ANC Information Office, presented an update on the Enterprise Interment Service System, (EISS). He briefed four lines of effort: ISS migration – completed; ISS Operations and Maintenance – three enhancements made; Photo application / iOS maintenance and tablet development – four applications completed with expected migration to web service by mid-2019; and target testing, integration and launches completed by mid-2019. He noted the next steps include user interface improvements, multi-site integration, and performance enhancements. He then presented information about the Burial Request Module. He briefed the purpose is to remove “swivel seat” (dual systems) data entry which removes redundancy and human error. Significant features of this module include improved search capability, ability to import existing Veteran data, import attachments, and export burial request records.

**7. ANC EVENTS AND CEREMONIES – SPRING UPDATE:** Mr. Migliara, ANC Events and Ceremonies briefed the Committee regarding events at the cemetery to date. He noted that ANC hosts approximately 4 million visitors while simultaneously conducting nearly 7,000 interments and inurnments annually which produces a continual challenge to strike a balance between private services and public services in a National Shrine. He noted that as of May 1, 2018 ANC security has screened nearly 1.2 million visitors and over 90,000 vehicles. Significant events during this period include four Medal of Honor recipient committal services and a memorial monument dedication for the Vietnam Helicopter Pilots Association. Upcoming events include Memorial Day and Veterans Day observances, Wreaths Across America and a 50<sup>th</sup> anniversary memorial event for Robert F. Kennedy. Concern was raised that the increasing number of public participants in the Wreaths Across America is creating difficulty for Gold Star family members. Because of the sheer volume of wreath-laying attendees, Gold Star families have been redirected at entry points to ANC only to arrive too late to place a wreath at a loved one’s gravesite. The DFO noted the issue would be raised with ANC staff and potential solutions discussed during the next meeting. At the end of the presentation the Chair asked for a “windshield tour” to be conducted as part of the next ACANC meeting.

**8. ANC MASTER PLAN / SOUTHERN EXPANSION UPDATE:** COL Pelouquin,

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ANC Engineering provided the Committee with an update to the ANC Master Plan. The plan seeks to improve operations, the visitor experience, and longevity of ANC infrastructure. The main challenge to development is to maintain the iconic stature of ANC as an active cemetery while enhancing the visitor experience at a National shrine. While there are numerous projects in the program of work, the plan is comprised of efforts in four principle Area Development Plans (ADP): the Entry Corridor, the Memorial Amphitheater, the Maintenance Service Complex, and the Meigs-Tanner Amphitheater area.

- ADP 1 – Entry Corridor. The desired outcome are to make visitor screening a separate function from “entering”; allow 100% vehicular screening; increase access to the WIMSA Memorial, increase overall interpretative / education areas, and deconflict pedestrian and vehicular traffic crossing.
- ADP 2 – Amphitheater. Outside, the desired outcomes are to deconflict tour/ tram traffic, improve visitor flow to nearby memorials, create low profile interpretative spaces, improve guest amenities, and create quarters for overnight accommodation of Tomb of the Unknown Soldier guards. Additionally, planning for development inside the Amphitheater includes constructing visitor restrooms, remodeling existing guard quarters, remodel ANC Historian office spaces, create catacombs for storage, add education / interpretive space, and enhance ADA compliance with new elevators and ramps.
- ADP 3 – Service Complex. As a part of the overall Southern Expansion project, the development plan for the maintenance complex will be constructed in a new area to allow the current land to be used for interments. Some existing structures will be repurposed to accommodate visitors learning / IT functions. Planned actions include developing satellite operations / laydown to support maintenance activities throughout ANC, develop administrative spaces, and security interface for visitor and vehicle screening. Development requires joint-use coordination with Joint Base Myer / Henderson Hall (JBMHH).
- ADP 4 – Meigs -Tanner Amphitheater area. Functions in this area include adding administrative space, improve pedestrian / vehicle circulation, add educational / interpretive space, visitor and tour support, ceremonial space, and security interface. The desired results of the development plan include enhancing safety at the tram area, improve pedestrian navigation, repurposing the current receiving vault, reconfigure buildings 313 and 314, and build a pedestrian walkway from the Millennium area to Section 1.

In addition to presenting the ADPs, planning to improve overall security was briefed. In the planned Security Annex (ADP 1) area, the focus areas to improve existing conditions to include potential perimeter vulnerability, vehicle entrance / exit areas, high visitor volume areas, and low density / isolation areas. Planned improvements to the general security profile will mitigate perimeter security gaps, add vehicle screening / pull-off areas, create unobstructed space around buildings, add CCTV coverage (in coordination with JBMHH), and adding operational Access Control Points with stand-off areas.

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The timeline / schedule for Master Plan implementation was briefed. The planning charrette, ADP “deep-dives”, and comment resolution to the 35% draft plan were completed between November 2017 and April 2018. The way ahead comprises receiving the 65% draft plan, the 95% revised plan (with public comment), Commission of Fine Arts review, State Historic Preservation Office review, and Description of Proposed Actions and Alternatives, and the final Master Plan by December 2018.

COL Peloquin then briefed the latest information regarding the Southern Expansion project. He noted that design considerations and studies are ongoing to determine maximum capability / yield while ensuring design characteristics reflect the overall iconic nature of ANC. He summarized the design concept outlining proposed areas of development for Columbarium inurnments, in-ground internments and inurnments, the new service and maintenance complex, parking and staging areas, and how the existing Air Force Memorial area might be restructured to blend into ANC without detracting from the significance of the memorial itself. Issues still under consideration are security screening, pedestrian and vehicle access to the area, and possible modifications to the entry and circular drive currently in place.

With an operational area of approximately 34 acres coupled with a one-third each Columbarium, in-ground interment, and in-ground inurnment planning factor, the operational yield is targeted for 47,000 to 70,000 opportunities during approximately 15 to 20 years of additional operational service life for ANC. He then reviewed a land grading study which will accommodate preset crypt placement in the project. Following the capacity analysis, he presented a proposed tree and shrub planting plan which will support the iconic nature of the cemetery as well as provide privacy and screening. He noted the timeline and way ahead with 15% design and CFA review completed, the next milestones are the National Environmental Policy Act review and 35% design completion by fall 2018, 65% design completion by spring 2019, and 100% design completion by fall 2019.

At the end of the presentation a comment was made that the Capitol Visitor Center seemed to offer an excellent example of organization and visitor flow which may be useful in considering the plan for ANC to improve visitor flow (to areas beyond the most popular sites) and educational / interpretive areas. Additionally, it was mentioned that separating the security screening process from the visitor experience and reducing safety hazards should be emphasized in the Master Plan. Further, the ACANC expressed concern regarding the view of the new maintenance complex from the new cemetery areas in the Southern Expansion project. The ACANC requested an overview of the proposed view shed of the new complex be provided during the next meeting

**9. ANC FUTURE CAPACITY ASSESSMENT:** MAJ Way, ANC Strategic Planner, presented the Committee with a briefing which outlined a strategic plan in development by ANC to present proposed Courses of Action (COA) for the Secretary of the Army to consider in keeping ANC operational until well in to the future. The assessment is being developed as a follow-on to the report to Congress mandated by PL 114-158.

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The objectives are, In the short/mid-term (next 1-2 months), to produce a refined assessment of public survey analysis and in the longer term (6-12 months) produce recommendations to enable Department of Defense decision making regarding the strategic future of ANC. In consonance with statutory language, legislative and non-legislative options were identified, reviewed and prioritized. These are:

- Legislative options
  - Maximize capacity for existing space to include the Southern Expansion project
  - Expand further into the next two adjacent government-owned sites (Henderson Hall and the area surrounding the Marine Corps Memorial)
  - Prohibit future use of ANC space for erecting monuments other than those memorializing individual or group remains.
- Non-legislative options
  - Limit eligibility to those members of the Armed Forces who are Killed in Action and/or recipients of the Medal of Honor
  - Limit eligibility to those members of the Armed Forces who are Killed in Action, who die during operations or training, and/or recipients of the Medal of Honor
  - Limit eligibility to those members of the Armed Forces who are Killed in Action, who die during operations or training, and/or recipients of qualifying awards (including the Medal of Honor)
  - Limit eligibility to those members of the Armed Forces who are Killed in Action, who die during operations or training, recipients of qualifying awards (including the Medal of Honor), and/or retirees
  - Preserve 30,000 in-ground sites for those members of the Armed Forces that are Killed in Action and/or recipients of the Medal of Honor
  - Change eligibility only for in-ground burials
  - Limit first interments/inurnments per day to a predetermined number while optimizing second / subsequent interment services
  - Create Cremation Gardens (scattering) to allow families an additional choice for placement/service
  - Create Memorial Plazas with Cremation Ossuaries to allow families an additional choice for placement/service
- Consideration of the options included an evaluation as to whether the option:
  - Creates additional capacity for first interments/inurnments
  - Ensures access/eligibility for specified groups for as long as possible
  - Avoids disaffecting any specific Veteran groups
  - Maintains the iconic nature of ANC
  - If involving expansion, the option is contiguous, minimizes implementation timeline, cost is acceptable to the taxpayer

Following completion scheduled for early June 2018 of the second, refined public survey, ANC leadership will analyze options available, conduct prospective Course of

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Action development, and present recommendations to the Secretary of the Army. With a target date of late August / early September, the expectation is that the Secretary will socialize recommendations with the Secretary of Defense and other Service Secretaries and subsequently brief Congress after which the proposal will be developed in the public rule-making process. It was noted by the Committee that the ACANC could possibly support the Secretary of the Army in parallel with ANC efforts. The Committee agreed that further discussion, analysis and recommendations will be conducted and developed independently, with commonality achieved wherever possible.

**10. NATIONAL DIALOGUE / PUBLIC SURVEY 2 STATUS:** MAJ Way, ANC Strategic Planner, opened the presentation with a video that was produced and made available to the public on the ANC website. The video is informative about the need to choose options to keep ANC open well in to the future. Additionally, public participation in a second survey is encouraged. This survey was developed to refine the data collected and analyzed as a result of an initial public survey conducted between July 20 and November 15, 2017. He noted that the volume of responses collected from this first survey exceed all expectations at over 28,000 completed surveys which was representative of 100,000 (28%) total surveys that were at least begun. He then briefed that the in-stride volume of completed surveys as of subcommittee meeting was nearly 215,000 and growing. The survey is expected to close by early June 2018 with analytical results available for consideration by early July 2018. He noted that outreach effort was enhanced by support through the VSO / MSO communities, major media outlets including Fox & Friends, NY Times interview, Washington Post interview, FM radio station WMAL interview, and ANC website and Facebook information.

He noted that while the final analysis is yet to be completed, initial results reveal a majority believes:

- ANC is a symbol of military service and sacrifice to our Nation;
- Something should be done to keep ANC an active burial cemetery well in to the future;
- ANC should expand where possible but limit eligibility when needed;
- ANC should restrict eligible populations to extend the future of active burials beyond 2055;
- Those that agree with the previous statements found if eligibility changes are required to keep ANC open, the highest rated groups (1 to 10 scale) to remain eligible for ANC are:
  - Medal of Honor recipients
  - Killed in Action
  - Awards for Valor (Silver Star, Service Cross)
  - POW
  - Purple Heart recipients
  - WWII Veterans
  - Armed Service members who die on Active Duty
- Other categories of service also rated (with lower overall scores) are:

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- Retirees (without further qualifying consideration, i.e., MoH, POW, PH);
- Traditional Veterans;
- Elected Officials (with military service); and
- Active Duty Designees

Formal analysis of data by ForeSee will be considered during preparatory work by the Honor subcommittee shortly after the survey closes and results are available. The subcommittee will then report to the next Full Committee meeting for consideration in developing possible recommendations to the Secretary of the Army per the ACANC Charter.

11. **SUBCOMMITTEE REPORTS:** The DFO, on behalf of the Acting Chair of the Remember and Explore Subcommittee, reported that repairs made to the Tomb of the Unknown Soldier are holding well and monitoring continues. Extensive planning is underway to commemorate the Centennial of the Tomb, including work to publish an historical pamphlet. Additionally, she reported that private markers are no longer being permitted for placement at ANC.

The Chair of the Honor Subcommittee reported discussing military funeral honors at ANC. There exists a terminology lexicon at ANC which differs from that used in Army Regulation:

- “Standard Military Funeral Honors” at ANC meet the definition in Army Regulation prescribed for full military funeral honors which consists of a chaplain, bugler, NCOIC / OIC, a firing party, and casket team.
- “Full Military Funeral Honors” at ANC include all of the above and additionally include a funeral escort, consisting of a marching formation, military band, and caisson with team. These services are conducted for grades E-9 and above; for land forces O-6 and above, a caparison (rider-less) horse is added to the caisson team.

By comparison, the compliment of military support personnel required for ANC military funeral honors is approximately 16 to 18 (depending on military branch). Support personnel required to support an ANC military funeral honors with escort is no less than 70.

ANC leadership is considering a strategic initiative to reduce significant wait time to receive military funeral honors with escort. Wait time for services requiring the most resource intensive funeral honors with escort are averaging greater than 7 months. ANC conducts services that require no less than 70 personnel eight times each weekday. Operational analysis reveals that of these eight, five are conducted for Field Grade Officers (W-4, W-5, and O-4 and above) and three of which are for Company Grade Officers (W-1 to W-3 and O-1 to O-3). Statistically, Field Grade Officers have spent significantly more of their lives in the military – demonstrating a higher level of commitment to service to the Nation.

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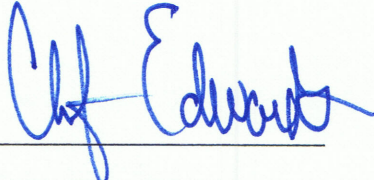
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Limiting the population of service members who are provided funeral escort to E-9, W-4, and O-4 and above will significantly shorten wait times by over one third. It is important to note that funeral service honors, with or without escort, are specifically related to paygrade which does not affect eligibility determination for internment or inurnment at ANC in any way.

The Chair of the ACANC then called for discussion on whether the Committee had any recommendations as a result of the day's work to report to the Secretary of the Army. After discussing the issue, the Committee voted unanimously to recommend the Secretary of the Army support the ANC strategic initiative to provide funeral escorts only to the grades of E-9, W-4 and above and O-4 and above.

**12. MEETING ADJOURNED.** The Chair then called for any other business. Hearing none, he called for a motion to adjourn. The motion was made and seconded. All members voted in favor.

Meeting Adjourned at 1600.



CHET EDWARDS  
Co-Chairman

(Date) 7/10/18



JAMES PEAKE  
Co-Chairman

(Date) \_\_\_\_\_



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Meeting Adjourned at 1600.

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CHET EDWARDS  
Co-Chairman

(Date) \_\_\_\_\_

  
\_\_\_\_\_  
JAMES PEAKE  
Co-Chairman

(Date)

7/8/18