

**MINUTES**  
**ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)**  
**REMEMBER AND EXPLORE SUBCOMMITTEE MEETING**

**December 10, 2019**

**1. DESIGNATED FEDERAL OFFICER'S REMARKS:** Ms. Renea Yates, Designated Federal Officer (DFO) for the Advisory Committee on Arlington National Cemetery (ACANC) initiated the meeting, noting that present in person were LTC Adrian Massey, of ANC G5, and Mr. Matthew Davis, Advisory Committee Analyst and Alternate Designated Federal Officer for the Advisory Committee on Arlington National Cemetery. Ms. Yates welcomed Mr. Davis and expressed appreciation of his service to the Committee.

Ms. Yates stated for the record that the Subcommittee meeting is pursuant to the National Defense Authorization Act (NDAA) of 2012, codified in 10 U.S.C. § 4723. The Subcommittee operates under the authority and provisions of the Federal Advisory Committee Act of 1972, 5 U.S.C. Appendix 2, and 41 Code of Federal Regulation 102-3.50(d). Arlington National Cemetery is the agency that receives the benefit of the Committee's advice and recommendations. The DFO, nominated by the ANC Executive Director and appointed by the Secretary of the Army, is provided by ANC. Additionally, ANC provides administrative support to the Subcommittee.

Ms. Yates reminded Subcommittee members not to conduct any formal business by deliberating on any substantive matters which are before the Committee as a whole for vote. Additionally, the Subcommittee will report to the Committee any recommendations or information relevant as a result of the day's work. She also stated that the meeting was open to the public, and that attending members of the public were not allowed to present questions from the floor or speak to any issue under discussion by the Subcommittee without permission of the Chair. Any member of the public was eligible to file a written statement or request to make a verbal presentation in accordance with the published Federal Register notice, provided in the binder on the lectern near the door of the meeting room. Ms. Yates also announced that the proceedings were being recorded in written form, and that summarized minutes of the meeting will be prepared and made available to the public on the ANC website.

The meeting was called to order at 0900.

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

Secretary of the Army nominees: Mr. Mark Farley (Chair), Ms. Rose Duval, Ms. Ann Harrell, Mr. Robert Hess.

Secretary of Veterans Affairs nominee: Mr. John Kelly.

**3. PRIOR MEETING MINUTES:** Ms. Yates announced that the minutes from the September 25, 2019 meetings were available for review in the strategic documents binders on the meeting tables.

**4. CHAIRMAN'S OPENING REMARKS:** Mr. Farley called the meeting to order and welcomed all members. He stated that the agenda includes follow-up briefings, which the Subcommittee had requested, on matters discussed at the last meeting.

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**5. HISTORY OFFICE UPDATE AND OUTREACH INITIATIVES:** Dr. Allison Finkelstein and Dr. Steve Carney, ANC History Office, presented a briefing on education and outreach initiatives—including, in response to the Subcommittee’s request, a projection of ten-year outcomes for the Education Program.

**A. Long-Range Interpretation Plan (LRIP):** On October 15, ANC historians conducted an in-depth review of the first draft of the long-range interpretation plan (at 35%), created by contractor Design Minds. Based in Fairfax, Design Minds has done work for the National Park Service (NPS) and museums and historic sites around the country; their interpretive planners are certified by the National Association of Interpretation. Since September, ANC historians have also obtained input from colleagues in horticulture, historic preservation, engineering, public affairs and other departments, in dialogue with the interpretive planners. A final draft of the LRIP will be submitted in January 2020, and then revised based on ANC feedback. The LRIP includes everything from shade coverings to “interpretive nodes” throughout the cemetery—areas that will feature maps and signage to orient visitors and explain the cemetery’s history and significance.

- The presentation included a discussion of the “interpretive nodes,” or “lily pads.” The LRIP addresses such questions as: What are the stories that make sense to discuss at each interpretive node? What are desired visitor outcomes—what do we want visitors to understand, or feel, to become invested in the past, present and future of Arlington National Cemetery? Dr. Finkelstein emphasized that the interpretive nodes are concentrated in areas where there is space, and where visitors will not interfere with funerals. Sensitive to ANC’s status as an active cemetery, the interpretive planners are focusing on sections where active burials are not taking place.

- The guidance from ANC leadership is to pursue digital engagement as much as possible, and the draft LRIP includes a proposal for a new mobile app, with interactive features such as customized walking tours. At the same time, it is important not to forget older populations or others who do not have smart devices. The LRIP has therefore made recommendations for wayside signage at interpretive nodes. (Signs would be produced under a separate contract.) Short-term options include a larger-format printed brochure, with a map highlighting interpretive nodes, and interpretation on the back. The printed brochure would be offered free of charge at the Welcome Center, and a free digital version would also be available.

- Dr. Finkelstein and Dr. Carney discussed the area west of the Welcome Center as one example of an interpretive node. According to the LRIP, this area needs better wayfinding and orientation signage. This could include tactile, three-dimensional maps, which would reveal elevation changes—giving visitors a sense of what it will be like to walk to the Amphitheater and the Tomb of the Unknown Soldier. After seeing and feeling how strenuous of a walk it is, they may choose to purchase a tram ticket. Tactile maps are also helpful for the visually impaired. A test tactile map for this area will be made out of zinc, which is less expensive than bronze and does not become as hot.

*Discussion/Comments*

- Discussion included questions about who makes decisions regarding signage in the cemetery, and “where the buck stops” with regard to the overall long-range interpretation plan. All proposed signs will be reviewed under Section 106 of the Historic Preservation Act. Under Section 106, the cemetery has a programmatic agreement regulating what can or cannot be done with cultural resources. Dr. Finkelstein further explained that the LRIP merely sets guidelines and overall policies; it is not yet being

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implemented. Implementation will require a unified approach, with collaboration between colleagues from various ANC directorates. For example, ANC engineers are currently developing a master plan, on which the LRIP is based. Prior to implementation, the first goal is to obtain ANC leadership approval of the LRIP. The next step is the Section 106 process. This involves the Commission of Fine Arts and the National Capital Planning Commission, which provide written recommendations for the ANC superintendent and executive director to approve.

- Mr. Kelly asked about the possibility of putting a National Park Service (NPS) representative on the Subcommittee, since the National Cemetery Administration (NCA) has one. Ms. Yates noted that NPS is part of a cemetery working group that discusses these issues. Dr. Carney also noted that the NPS Interpretive Planning Center in Harper's Ferry, WV was instrumental in shaping the performance work statement (PWS) for this contract.

**B. Visitor Survey:** Key takeaways from visitor surveys conducted in August 2019:

- Most visitors go to very few sites in the cemetery. Americans tend to prioritize the Tomb of the Unknown Soldier (TUS), while international visitors prioritize President John F. Kennedy's gravesite.
- Visitors are missing a lot—most of the cemetery, beyond TUS and JFK. They are missing things that we think are obvious, but they don't know about them due to lack of interpretation.
- Most survey results were similar to those from comparison sites (battlefields, historic sites like the Hermitage, and DC-area museums such as the National Museum of the American Indian, the National Museum of Natural History and the National Gallery of Art).

**Discussion/Comments**

- Mr. Farley commented that the statistic on veteran and active-duty military attendance—only 14% of the total visitors surveyed—was much lower than expected. Dr. Finkelstein noted that this might reflect the fact that the surveys were taken in August: DC-area locals, including many veterans and active duty service members, are less likely to visit ANC during the hottest month of the summer. Ms. Harrell commented on the fact that 87% of surveyed ANC visitors described themselves as white—a statistic consistent with other public history sites, Dr. Finkelstein said. But, she added, this data also tells us that we are not reaching certain populations, and we need to figure out how to reach them, including digitally. Discussion affirmed the importance of social media, which is a key part of education and interpretation efforts.

**C. Tomb of the Unknown Soldier (TUS) Centennial:** For the Tomb of the Unknown Soldier centennial anniversary commemoration in 2021, Dr. Finkelstein is deputy project manager, working with Dr. Gerald Lowe, project manager. The two key History Office initiatives are:

- Two major exhibits: Contract awarded; currently in development, to include research and scriptwriting.
- Publication: Draft in progress, at the writing stage; based on extensive primary source research at the National Archives.

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**D. Education Program:** Dr. Carney updated the Subcommittee on ANC's inaugural Education Program, the subject of an extensive briefing at the last meeting.

Updates/Current Status:

- The first test module, on the Spanish-American War, is now available to the public. All materials are digital and can be downloaded from Google Drive. The second test module, on the African-American experience at ANC, will be released to the public in early 2020.
- These test modules also include "Understanding Arlington" lessons, which offer information on ANC history, horticulture, cemetery etiquette and other topics.
- The ANC History Office team is closely reviewing all materials.
- The ANC Public Affairs Office (PAO) has a media release and a social media campaign. Initial distribution will focus on teachers. (The National World War I Museum, for example, will distribute the media release to list of 5,000 teachers).

Short-Term Goals:

- Release of 27 education modules over next 4-5 years, to connect directly with the LRIP.
- Engage all types of learners with ANC.
- Create the curriculum to integrate ANC into formal and informal learning experiences.

10-Year Outcome/Long-Range Vision:

- Enable all visitors—in person and virtual—to engage with ANC in a meaningful way.
- Provide visitors with a sense of personal connection to ANC, and create investment in ANC's past and future. This is critical as eligibility decreases. Emphasize personal stories as well as cultural resources.
- Create an onsite experiential learning lab or similar space for students visiting ANC. (This would align ANC with peer institutions, such as the National Museum of the United States Army and the Smithsonian museums.)

Discussion/Comments

- Mr. Miller asked how success will be measured and tracked. Each module of the Education Program has a social media component, and usage can be tracked in realtime. There is also a built-in feedback mechanism, for those who download the test program materials. Discussions have been held with 4C, which provides website traffic analytics.

- Discussion addressed connections between national and local histories. How will the program educate students about the histories of their particular states? Dr. Finkelstein said that collating the educational program materials by state would be an enormous undertaking, but the personal stories do illuminate local histories. However, the question of where a person is "from" is complicated—does that mean where they were born, where they died, where they entered service? Many ANC records provide

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information on where a decedent entered service, but not necessarily where they were born. This is the kind of analytical question, though, that could be appropriate for certain age groups.

- In closing, Mr. Farley stated that the Subcommittee appreciates that education, interpretation and outreach efforts have shown sensitivity to ANC's core function as an active cemetery.

**6. TOMB OF THE UNKNOWN SOLDIER 100<sup>TH</sup> ANNIVERSARY COMMEMORATION:** Dr. Gerald Lowe, project manager for the Tomb of the Unknown Soldier 100<sup>th</sup> anniversary commemoration (TUS-100), briefed the Subcommittee on current and future plans.

**A. Background Facts and Assumptions:**

- The DoD delegated authority to the Army to commemorate the TUS 100<sup>th</sup> and approved limited scope of events at ANC. The Secretary of the Army delegated authority to ANC's executive director (ED) to commemorate the TUS centennial.

- The TUS commemorative ceremony will be on Nov 11, 2021.

- The 2017 National Defense Authorization Act (NDAA) directs achievement of five (5) objectives, directs establishment of a Treasury account, and allows for use of both appropriated and donated funding (could change with FY 20/21 NDAA). The Army budgeted and was appropriated OMA funding (\$811,000 total) for TUS exhibit design/fabrication/install and commemorative programs. Only \$12,000 remains unobligated.

- The Jewish War Veterans Association will host the 2021 National Veterans Day Observation (NVDO) reception. (This responsibility alternates yearly between veteran's services organizations.)

- At this time, ANC intends to only accept certain proffered donations (e.g. carnations) for the DoD-approved TUS 100<sup>th</sup> commemorative program.

- Although permitted to by law, ANC does not intend to accept donations unrelated to the DoD TUS 100<sup>th</sup> commemorative program, but instead will redirect potential donors to commemorative partners including the VA, veterans services organizations and other historical organizations. Committee members asked if ANC will have an imprimatur on TUS-related products, cautioning about the potential for abuse by commercial enterprises. ANC's lawyer can provide guidance on this.

- ANC is not responsible for funding/supporting TUS 100<sup>th</sup> events outside the DoD-approved commemorative program.

**B. NDAA Objectives:**

- Honor America's commitment to never forget or forsake those who served and sacrificed.
- Highlight the service of the armed forces in times of war, or armed conflict and contributions of federal agencies and governmental and non-governmental organizations.
- Pay tribute to the contributions of the American people in times of war or armed conflict.
- Educate the American public about service and sacrifice on behalf of the United States.
- Recognize the contributions and sacrifices made by the allies of the United States.

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**C. ANC Actions to Meet NDAA Objectives:**

- TUS centennial ceremony (POTUS-level event, including joint flyover)
- TUS exhibits
- ANC historical presentations and tours
- TUS commemorative publication

**D. Timeline:** Dr. Lowe reported that all plans for the commemoration are on track, either complete or in progress. ANC is working closely with the VA, and a commemorative committee has representatives from veterans services organizations.

**Discussion/Comments**

- Mr. Farley asked what ANC is doing for the Tomb guards. It was noted that they will be a part of the ceremony in the amphitheater, and they have their own program. ANC is working with and alongside the tomb guards' association, although it is a private entity so ANC cannot endorse everything they are doing. ANC staff working on the centennial are also in continuous dialogue with current Old Guard soldiers.

**7. TUS PLAZA REPAIR:** Ms. Rebecca Stevens, ANC Cultural Resources Manager, and Ms. Caitlin Smith, ANC Conservator, briefed the Subcommittee on preservation of the Tomb of the Unknown Soldier and Memorial Amphitheater area. In preparation for the TUS centennial, preservation efforts during the next two years will target areas that affect the visitor experience. There are long-term plans to work on the entire building. Cultural resources staff have been meeting every week with G3 and the Tomb guards to make sure that the work does not disrupt ceremonies.

**Preservation Actions:**

- Routine maintenance on TUS: refilling crack, treating biofilm with zinc oxide, repointing joints.
- Work on markers: removal/reduction of staining, repair of damaged areas.
- Plaza: reduction of rust stains.
- Interpretive markers: Remove signs that are unnecessary and replace with ones that meet "shrine standards" in ANC Master Plan Design Guide. Ensure that signs offer clear direction to visitors and are ADA-compliant. Restore historic signs.
- Barriers (fences, railings): Reduce visual clutter. Unify and upgrade barriers/fencing. Conserve bronze and steel railings. Highest-priority is fencing around the Tomb.
- Lights and cameras: Lights on the building could be improved and/or relocated. Cameras could be updated or relocated so that they are less visible. Good opportunity to work with Security and TOG to make sure everyone is getting what they need.
- East stairs, walls: General preservation—clean and repoint, remove vegetation.

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Ms. Stevens also reported that ANC will be undertaking a cultural landscape report—the first systematic effort to analyze or interpret the cemetery landscape. This will be done in conjunction with the National Park Service’s Olmsted Center for Landscape Preservation. (Mr. Miller noted the Olmsted Center’s excellent reputation and commended ANC for consulting it as a partner and resource.)

**Discussion/Comments**

- Mr. Farley asked if there are budget constraints. There are none; the issue is what can be done in time for the TUS 100<sup>th</sup> commemoration, without shutting down the site.

- Members asked if ANC staff is confident that the Tomb is repairable. Ms. Stevens and Ms. Smith emphasized that it is completely repairable; engineering analyses show that its structure is sound. The crack just needs to be filled in on a periodic basis; joints need to be repointed; biofilm removed. (This routine work was last done in 2011.) The markers are a more serious issue, but they are not irreparable at this point. At some point, however, we can discuss whether they are still conveying what we want them to convey (e.g. are they legible).

**8. COMMEMORATIVE WORKS UPDATE:** LTC Adrian Massey (G5) briefed the Subcommittee on commemorative works, offering an overview of the process and an update on requests.

**A. Review of Commemorative Works at ANC:**

- In accordance with Public Law 112-154, ANC preserves space for memorializing service members who are missing in action, remains not recovered, scattered or buried at sea, donated to science, or ashes scattered without interment of any portion of the ashes. The law tries to dissuade proposals for general monuments with no remains.

- There are 3,189 memorial headstones at ANC for missing or never returned service members. 299 spaces remain.

- There are hundreds of group burial markers at ANC. It is important not to confuse a group burial with that of an Unknown: in a group burial, the individuals are known, but because of the circumstances of their deaths, they are individually unidentifiable.

- Memorial Arboretum: ANC has a total of 165 commemorative works and 143 tree monuments. Due to the dwindling capacity of the cemetery, these works have been more closely regulated in recent times—and only four have been placed within the last quarter of a century.

- LTC Massey briefly reviewed the specific guidelines for monuments at ANC, as established by IAW 38 USC §2409, as well as the process for requesting placement of a monument.

**B. Current and Recent Commemorative Works Requests:** Of the packets currently in the case management system, 15 have been lingering since 2015. LTC Massey went through these 15 and reviewed them with Ms. Yates and the Executive Director. For those to whom ANC sent information and received no response, the Remedy ticket has been closed. (However, if the person or organization responds, the case can be reopened with the same ticket number.) The status of requests is as follows:

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- Congressionally sponsored (2): Freedman's Village (NDAA 2019), Apollo 1 50<sup>th</sup> anniversary
- Pending sponsoring organization action (5): USS Cyclops (2019), 28<sup>th</sup> ID (PA ARNG) (2017), Apollo 1 (2017), Freedman's Village (NDAA 2019), Office of Strategic Services (2015)
- Approved: None at this time
- Disapproved: None at this time
- Closed (10): Spirit of the Elbe, 3<sup>rd</sup> Infantry Regiment Fife and Drum Corps fallen, 451<sup>st</sup> Bomb Group, 254<sup>th</sup> Infantry Regiment, Korean Defense Service Memorial, Khobar Towers monument, USS Liberty, Benches of Liberty, Protestant Chaplains Memorial, Hope and Peace Foundation

**9. OTHER BUSINESS:** Mr. Miller inquired about how the Remember and Explore Subcommittee determines which matters it wishes to consider. Ms. Yates instructed members to refer to the Subcommittee Charter and Terms of Reference. Mr. Farley encouraged members to think about future topics of consideration, and he suggested a group visit to the Tomb to see the conservation work.

**10. MEETING ADJOURNED.** Hearing no further business, the Chair called for a motion to adjourn. The motion was made and seconded. All members voted in favor.

Meeting adjourned at 1205.

**Mark Farley**  
**Subcommittee Chairman**