

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 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.

The DFO stated for the record that the Committee meeting is pursuant to the National Defense Authorization Act (NDAA) of 2012, codified in 10 U.S.C. § 4723. The Committee operates under 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 Committee.

The DFO 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 Committee 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. The DFO also stated 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 1215.

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

Secretary of the Army nominees: Mr. Gene Castagnetti, Mr. James Peake (co-chair), Mr. Gene Castagnetti, Mr. Mark Farley, Ms. Ann Harrell, Mr. Thomas Kelley, Ms. Ann Rondeau*.

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

Secretary of Veterans Affairs nominee: Mr. Jack Kelly.

***Ms. Rondeau joined the Committee at 1320**

3. PRIOR MEETING MINUTES: The DFO announced that the minutes from the September 25-26, 2019 meetings were available for review in the strategic documents binders on the meeting tables.

4. CHAIRMAN'S OPENING REMARKS: Mr. James Peake, co-chair, opened the meeting and welcomed all members. He announced that there will be a change in the scheduled order of business, such that the commemorative works briefing goes before the Executive Director's update.

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

5. COMMEMORATIVE WORKS UPDATE: LTC Adrian Massey briefed the Committee on commemorative works at ANC, following his similar presentation to the Remember and Explore Subcommittee yesterday.

A. Commemorative Works Process: In accordance with IAW 38 USC § 2409:

- Memorial areas: The Secretary may set aside a suitable area to honor the memory of those missing in action, remains not recovered, buried at sea, remains donated to science, or ashes scattered without interment of any portion of the ashes.
- Except for a monument containing or marking remains, no monument may be placed except if the following criteria are met:
 1. The monument commemorates an individual, or individuals, whose memory is to be honored or a particular military event that has occurred more than 25 years in the past.
 2. The monument can be placed in an area not suitable for burial and the Commission of Fine Arts must be consulted regarding the design.
 3. A non-governmental entity pays for 100% of costs and provides rationale for placement at ANC.
 4. The Secretary of the Army must notify Congressional Oversight Committees (if approved) and must allow 60 days (for Congressional disapproval) before placement.
- There are several different types of monuments and memorials: traditional monument (no remains associated); monument or memorial near the fallen it represents; monument or memorial marking remains of the fallen; memorial "in memory of" specific person(s) or singular tragedy.
- Once a request for a commemorative monument/memorial has been submitted and deemed complete, ANC schedules a working group. The results of the working group are then reviewed by the Advisory Committee (ACANC). The ACANC and the ANC Superintendent submit their recommendations to the ANMC Executive Director. The Executive Director and the ACANC each independently make a recommendation to the Secretary of the Army, who then renders a decision.

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:

- Congressionally sponsored (2): Freedman's Village (NDAA 2019), Apollo 1 50th anniversary
- Pending sponsoring organization action (5): USS Cyclops (2019), 28th ID (PA ARNG) (2017), Apollo 1 (2017), Freedman's Village (NDAA 2019), Office of Strategic Services (2015)
- Approved: 2 (Vietnam Helicopter Pilots Association (2017) and USS Thresher (2019)

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

- Disapproved: 3 (8th Armor (2015), 12th Armor (2015) and Army Security Agency (2017)
- Closed (10): Spirit of the Elbe, 3rd Infantry Regiment Fife and Drum Corps fallen, 451st Bomb Group, 254th Infantry Regiment, Korean Defense Service Memorial, Khobar Towers monument, USS Liberty, Benches of Liberty, Protestant Chaplains Memorial, Hope and Peace Foundation

Discussion/Comments

- Ms. Harrell asked for clarification on the difference between a monument and a memorial. Ms. Yates explained that at Arlington, we try to use the word “monument” for something where no remains are present, and it does not specifically commemorate an individual who is eligible for burial. A memorial has remains associated with it. However, there are exceptions: President Taft, for example, is called a monument because that term is listed in ANC’s documentation. (Technically, President Taft is commemorated by a private marker.)

- Mr. Edwards asked how many exceptions to burial policy have been made per year, over the last several years. Ms. Yates replied that there have been three exceptions in the last two and a half years. They were all remains of service members who were eligible for above-ground inurnment but not in-ground burial, but they died while serving alongside U.S. forces in theater while working at U.S. agencies.

- Ms. Harrell asked about when the policy changed regarding private markers: unless one has a presidential exception, one gets a standard marker. Ms. Yates explained that 13 sections in the cemetery existed prior to 1949 when the government started issuing upright markers. At that time, the decision was made that there would be no more private markers in national cemeteries. (All national cemeteries belonged to Department of the Army at that point.) Until 2017, ANC allowed family members to continue placing private markers in those 13 sections until those sections were full.

- Mr. Kelly asked for clarification regarding inurnment—to be eligible for in-ground or above-ground inurnment at ANC, must all of the cremated remains be present? Ms. Yates stated that yes, all of the remains must be present; a portion of the ashes cannot be placed elsewhere. However, organ donations do not make an impact as long as ANC has a signed statement that it is receiving 100% of the remains provided by the crematory. One ounce is all that can be removed from the remains by the crematorium for personal mementoes.

- Members had specific questions about the two Congressionally approved proposals, Freedman’s Village and Apollo 1. The sponsoring organizations have been directed to follow the process, and ANC has not yet received complete packages from either of them.

- Mr. Peake noted that the Committee has disapproved of a number of requests in the past. The sense of the Committee is that ANC should not be just monuments. The Committee has participated in five reviews to date. Two ended up being approved: Thresher and Vietnam Helicopter Pilots. Three were disapproved: the 8th, the 12th and the Army Security Agency.

- Mr. Peake inquired about green burials. Ms. Yates explained that there is an unmarked section, in a valley that becomes extremely wet and is not suitable for burials. A 1988 Congressional act allowed for the creation of this unmarked section, in which no physical monuments will be placed, and it is used

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

for green burials with biodegradable containers. For these, ANC follows the standard chain of custody, procedures for military funeral honors, etc. The only evidence of the burial is in ANC records. However, green burials are not as easy as they sound; the area has to be maintained in a certain way, and cannot take volumes and volumes of remains.

6. EXECUTIVE DIRECTOR REMARKS: Army National Military Cemeteries (ANMC) Executive Director Karen Durham-Aguilera prefaced her yearly state of the cemetery briefing by offering some remarks to thank the Advisory Committee for its service. She noted that at an Army Professional Forum earlier in the day, she had been thinking about what we do for the just cause of providing an active cemetery for those who raise their hand to serve. She said that she thought of this Advisory Committee and the value it provides, including interaction with veterans and military support groups. Everything that the Committee does is relevant to the objectives of the Army, she stated. She expressed thanks and then presented the following briefing.

7. STATE OF THE CEMETERY, FY 2019: Ms. Durham-Aguilera briefed the Committee on the state of the cemetery for fiscal year 2019, and the way ahead. The demand never stops at Arlington, she emphasized; ANC staff get more calls per day than they could ever respond to. In reviewing FY2019, she highlighted the following operational statistics:

- New scheduling requests spiked in January 2019 and January 2018—most likely, coinciding with news on proposed revised eligibility and, in 2018, the first public survey. (Mr. Peake commented that the spike in demand may also have resulted from more people realizing that they are eligible for burial at ANC, due to recent publicity on eligibility.)
- As of today, ANC is up to 187 civilian employees. This is augmented by a significant contractor workforce, especially in groundskeeping and landscaping (150-250 contractors, varying seasonally). There were 58 new employees in FY19, and ANC keeps looking to bring in new talent. ANC has a young workforce, compared to other government organizations: its employees average 13 years in government service, and only 11 have been in government service for more than 30 years. This is opposite of what one finds at many government agencies.
- 3,691 new graves were added in 2019, down slightly from an average of 4,000 graves per year. There were 2,749 subsequent interments.
- 35% of new interments were above-ground urn, 34% below-ground urn, and 31% casket. This roughly 30-30-30% split reflects the same trends that the National Cemetery Administration (NCA) is seeing with regard to below- vs. above-ground burials.
- 58.3% of services were for residents of neighboring states. (Defined as DC, MD, VA, WV, PA and the Carolinas). This is higher than in past years. (Ms. Yates noted that ANC began tracking this statistic only three years ago.)
- Ms. Durham-Aguilera expressed excitement about ANC's public outreach and education initiatives. She also noted that ANC has a significant presence on social media: for FY19, ANC had 700,000 social media followers and was reaching 1.10 million people monthly via social media. There were 81,000 downloads of the ANC Explorer app.

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

- ANC's budget has remained consistent since 2011. It is a small-dollar program, but has huge impact, Ms. Durham-Aguilera emphasized The cemetery's budget receives its own line-item appropriation, separate from the overall Army budget—that is deliberate, so that money will stay focused on the needs of ANC. \$55 million funds operations and maintenance; \$25 million goes to infrastructure revitalization. The \$25M can be spent over three years, giving ANC flexibility to plan and execute work. It does not include funds for Southern Expansion or Millennium.
- Currently, 75.6% of gravesites at ANC are occupied; 24.4% are available. Ms. Durham-Aguilera noted that when she began briefing on eligibility over a year ago, ANC had more than 101,000 available graves. Today, there are fewer than 94,000.
- There are currently 153 other national cemeteries: 139 operated by the Veterans Administration (VA), and 14 by the Department of the Interior. The Army has around 40 cemeteries on Army installations; the Navy and the Air Force each have five.
- For cremated remains, wait times for services at ANC average 34 weeks, with some variation between the service branches (the Navy has longer wait times, due to more limited resources for military funeral honors). Ms. Durham-Aguilera emphasized that it is a significant process to schedule a service. One of the things that Ms. Yates and her team do very well, she stated, is to offer families options: some will choose lesser honors to shorten their wait time, while others will opt for Saturday services, or placement only. But no matter what, the process is significant. The only priorities are people who are killed in action: for these, ANC's goal is two weeks from the establishment of a case.

B. Proposed Revised Eligibility Update/Federal Rulemaking Process: Ms. Durham-Aguilera reminded the Committee that the federal rulemaking process is the legal way to implement administrative change. Where we are now: the draft rule is being reviewed and cleared by the Army. Next it will go to the secretary of defense, for DoD approval, and then to the Office of Management and Budget (OMB), which will clear the draft proposed rule for public release. ANC's goal is to publish the draft rule by March 2020. Then there is a 60-day public comment period. The Army will adjudicate the comments, revise the rule accordingly and submit it again. Ms. Durham-Aguilera said that she would like to have that finished by the end of July 2020, or at least by next fall. However, there is no set timeline for this process.

Discussion/Comments

- Mr. Peake asked if the Committee's feedback is being considered. Ms. Durham-Aguilera replied that she had spoken with the Secretary of the Army and he is aware of it. The Secretary will submit the Committee's letter to Congress. (Any written recommendation that the ACANC gives to the Secretary of the Army must be sent to Congress within 90 days.)

- - Mr Edwards noted that he and Mr. Peake, as co-chairs of the Committee, met with, then, Secretary of the Army Esper and briefed him on the committees views as documented in the report the Committee had submitted. This did not include any discussion related to any individual or individuals who had not served in uniform being buried at Arlington National Cemetery. The Committee had never been asked to consider such an option and had never considered that on its own prior to that meeting. Subsequently, at our last Committee meeting, and in response to the draft proposed criteria we

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

collectively had seen for the first time including such an option, the committee submitted a formal report to express our collective concerns. This was submitted to Secretary of the Army McCarthy and has been formally acknowledged. At this point in the rulemaking process, it was asked, would it be appropriate for someone from this Committee to ask to meet with the Secretary? Ms. Durham-Aguilera advised members to wait for the public comment period (lasting for 60 days after the draft rule has been published). Mr. Edwards asked if it would be better to meet with the Secretary of the Army now, before the draft rule goes out for public comment. Ms. Yates clarified that the Committee cannot meet with the Secretary of the Army now. Mr. Peake affirmed that the Committee is on the record, and that its letter has not only gone to SecArmy but will also be going to Congress. (It was further noted that the minutes of this Committee meeting will be published on the ANC website, but, unlike formal written statements of the Committee, the minutes are not specifically given to the Secretary of the Army.)

- Ms. Durham-Aguilera reiterated that the Committee's input is valued, and that the appropriate time to offer input is when the draft rule is published. ANC will adjudicate all of the comments received. ANC's goal is to publish the draft rule in the Federal Register in March 2020, or at least by April.

C. Office of Army Cemeteries (OAC) Divestiture: Eleven Army post cemeteries have been or will be transferred to the Veterans Administration/National Cemetery Administration (VA/NCA). Many of these cemeteries were next to installations that have been designated for base realignment and closure (BRAC), or National Guard installations that have been closed. It had been unclear who would care for these cemeteries. However, all are in proximity of NCA cemeteries, and so the VA/NCA will be able to take care of them. Cemeteries on active Army installations will continue to be managed by the Army.

Discussion/Comments

- Mr. Kelly noted for the record that the Executive Director has done exemplary work. This is a very complicated process that involved two major departments, the VA and the DoD, and in addition requires the Department of the Interior and the OMB. The fact that it's almost completed is a significant event. This was done at the ED level. She personally dug in and got done what had to be done.

- None of these cemeteries fall within the purview of the Committee. This information has been provided just for the Committee's reference.

D. Carlisle Barracks: Ms. Durham-Aguilera provided the following information for the Committee, but noted that it too is not within its purview. Over 180 Native American children are buried at Carlisle Barracks, former site of the Carlisle Indian School (1879-1918). During FY17-18, an Army team consulted with three tribes (five families) to disinter and return the remains of five children. For FY19, OAC consulted with four tribes and relocated six sets of remains. They anticipate an ongoing effort for next 3-5 years. The FY20 effort involves two additional tribes. This is not a public event; tents and shields ensure that there is no public access. It is an archaeological disinterment, followed by a dignified transfer for Native American tribes to take their children back. Ms. Durham-Aguilera emphasized that this is a very meaningful and emotional process, and the OAC is glad to give the tribes some closure.

E. ANMC/ANC 2020 Priorities and Objectives:

- 1) Honor the Fallen and Sustain Accountability
 - Support dignified management of discovered remains

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

- Plan and finalize the Tomb of the Unknown Soldier Centennial Celebration
 - Enhance accountability of records-keeping via EISS/cloud migration
- 2) Preserve Our Hallowed Ground
- Sustain investment in support of remaining Southern Expansion
 - Acquire land in support of Defense Access Road project
 - Complete 65% design of Southern Expansion with key partners and stakeholders
- 3) Synchronize and Sustain Army Cemeteries for the Future
- Implement and publish revised eligibility criteria using the public rulemaking process
 - Divest remaining Army Post Cemeteries to the VA/NCA

F. Additional Executive Director Remarks: Ms. Durham-Aguilera noted that Wreaths Across America will be held this Saturday (December 14). ANC is positioned as best as it can be. Last year, the weather was terrible—it rained all day long—and more than 60,000 people still attended.

Finally, Ms. Durham-Aguilera said that she is glad to report that the competition and selection process for the next ANC Superintendent has concluded. ANC has selected Mr. Charles Ray Alexander, who goes by Ray. He is retired active duty (colonel) and worked in private industry, but missed the call to service. He came back and worked for the U.S. Army Corps of Engineers (USACE), among other jobs. He worked for a year in the White House, in a really difficult job, as the National Security Council's senior director for response policy. After that he was selected as a senior executive (SE): overseeing the USACE takeover of a VA hospital, leading the effort to establish oversight to Iraq. When Ms. Durham-Aguilera came to Arlington, he succeeded her in her last job. With family and people who served under him buried at ANC, he also has a personal attachment to the cemetery. The announcement was official this past Friday, and Mr. Alexander has an official report date of February 17, 2020.

Discussion/Comments

- Pertaining to ANC's outreach and education initiatives, Ms. Rondeau noted that it might be good for people who work at the Pentagon to know about national cemeteries. She suggested a branded educational place (perhaps on walls or other empty spaces) where people can see their options. This is the only profession that dedicates a place for its dead, she pointed out. Thus, there is philosophical/thematic messaging as well as practical messaging.

- Mr. Edwards stated that this is his last meeting on this Committee. He expressed profound thanks to Ms. Durham-Aguilera and her team, and specific thanks to Ms. Yates. Arlington has been blessed with incredible leadership, he said.

- Mr. Edwards further stated that when he started on the Committee, one of his biggest concerns, and the reason why Congress created this Committee, was the problem of insular leadership—the person in charge at ANC was king, in effect. Right now, he said, he has no concerns about leadership at Arlington as long as the current leadership is in charge. But one of the goals of this Committee should be effective leadership 50 years from now. If, 50 years from now, ANC has the kind of leadership problems that led to the formation of this Committee, would this Committee know it? Mr. Edwards stated that he hopes there will be some kind of institutional structure, through this Committee and the internal workings

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

of Arlington, to ensure that someday, if morale is low, turnover high and problems are not getting solved, there is a system in place to know that those problems exist and we need to deal with them.

- Ms. Durham-Aguilera replied that some of those matters were discussed at the Army Professional Forum today. Part of the big change, regardless of ANC leadership, is the people who work here day to day. ANC is leading the profession of military cemeteries. We are very careful about who we select to come here, military or civilian. It's not just about knowledge, skills and abilities, but the right passion: ANC employees are honored to serve here. It is service. And accountability, under Ms. Yates, and systems that sustain that accountability—that is a culture as well. There is an expectation that will be sustained, she stated. There's no tolerance here for ignoring that. Leaders can be successful at setting direction, but you have to have the right people here to sustain that future—the right culture, the right values. As to what mechanisms would ensure that, she noted that for the Army there are command climate surveys, internal focus groups; a whole series of things that offer an ongoing check and balance.

- Mr. Edwards asked the Executive Director if she was confident that if 50 years from now ANC was to have an autocratic executive director, a system is in place to ensure that this Committee or Congress would be aware of it before things get totally out of control, as they did 11 years ago. Ms. Durham-Aguilera stated that she hoped an autocratic executive director would not be chosen, but that people will find ways to have a voice. The sustainable practices that ANC has put in place, the values, the accountability, the reality of being surrounded by the public every single day—there is enough of all of that together.

- In conclusion, Mr. Edwards stated that he hopes Arlington will always have the positive leadership culture that it has today, and thanked the Executive Director for her leadership and her work.

7. Southern Expansion: Design Update: Mr. Rob Marshall, Project Manager, ANC Engineering, presented the Committee with an update on the Southern Expansion project.

A. Comment Resolution: In August, the 35% design package was reviewed. It received more than 810 comments from ANC staff and partner agencies, including:

- Commission of Fine Arts (CFA): Comments focused on cemetery entrances for pedestrians and the visitor experience.
- Federal Highway Administration (FHWA): The FHWA offered comments on matters such as utilities and the bracing of retaining walls.
- Arlington County (ARCO): Comments addressed the Joyce St Ops Complex entrance, pedestrian walkways, tree preservation and planting, water lines and meter location. ARCO and ANC also continue to negotiate land acquisition.
- Air Force District of Washington (AFDW): The AFDW is focused on how to maintain the integrity of the Air Force Memorial (AFM), including access to it. Comments addressed access and use, design preservation, bus entry, the dedication wall/inscription placement and the vista (northern viewscape).

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

B. Value Engineering and Design Decisions: Another firm reviewed the project, looking for ways to reduce cost. The following recommendations were made:

- Green roof system: will be built over the top of the maintenance shops to extend the view, and to provide a buffer between operations/cemetery and the interstate. The top part of the building will be visible, but it will mostly be covered by a vegetation barrier.
- Relocation of existing 123 Complex to new Ops Complex at South Parcel: Engineering staff will be moved to this building, which will have conference rooms and training spaces. Storage facilities will be combined, increasing efficiency.

C. Interment Mix: Reviews found that the Southern Expansion project was slightly over budget. One finding was that pre-placed crypts, which are efficient in flat areas like Millennium, will be very difficult and expensive in this area, due to its rolling terrain. The original 35% design plan had offered a 50-50 split between cremated remains and pre-placed crypt gravesites; the revised plan envisions 70/30 cremated remains/pre-placed crypt gravesites. This saves \$31 million, and yields 3,500 in-ground graves (if used for 3x6 cremation). Sections N and P will be left undeveloped.

D. Integration of AF Memorial: At 15% design, the plan was to build around the memorial; at 35%, the memorial is integrated into the cemetery. Since the last Committee meeting, the Air Force has requested a couple of changes: 1) elimination of the “sidewalk to nowhere,” making pedestrian access to the memorial more intuitive; and 2) ensuring VIP access to the memorial, including the ability for a car or bus to turn around. The ANC and AFDW will continue to meet as they finalize these revisions.

E. Way Ahead: Mr. Marshall reviewed the way ahead for the project. He noted that the columbarium will be 5’ tall, but its north- and south-facing portions will be only 2’ tall, so as not to obstruct the view. There will be benches in the columbarium, similar to the Millennium site. He also noted that the Defense Access Road (DAR) project is making good headway, with meetings almost biweekly. He presented the following overall timeline:

- 1-15 Nov 2019: planned reviews/data gathering (AFM integration, horticulture and drainage, office building design, garage design and operations, columbarium design review, IT hub relocation from Building 123)
- week of 18 Nov 2019: kickoff for 65% design
- 15 Jan 2020: revised 35% AFM integration design complete
- June 2020: submit 65% design to ANC/USACE
- July 2020: present to CFA/NCPC
- May 2021: submit 100% to ANC/USACE
- Sept 2021: submit corrected 100% to ANC/USACE

F. DAR and Southern Expansion Upcoming Milestones: Mr. Marshall summarized upcoming milestones for the DAR and SE projects. The National Environmental Protection Act (NEPA) reviews have concluded with findings of no significant impact. DAR is fully funded at \$60 million (all appropriated); the FHWA has everything they need to design and construct the project, currently at 40%, and they are working closely with ANC’s architects. ANC and Arlington County are in final negotiations for land acquisition (including the acquisition of Southgate Road); the final step is to discuss

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

compensation. For Southern Expansion, ANC has received \$219.1 million out of an estimated \$350 million required for the project; the team has what it needs to get to 65% design.

Discussion/Comments

- Ms. Rondeau asked if the other services were interested in having memorials. Noting that this question had also been raised in the Honor Subcommittee meeting yesterday, Ms. Yates stated that the Coast Guard already has a memorial at ANC, the Army considers the Tomb of the Unknown Soldier as its memorial and Iwo Jima [the Marine Corps War Memorial] is adjacent to the cemetery. The Navy has its memorial in D.C., and the Mast of the Maine at Arlington.

- In reference to the new proposed split of 70/30 cremated remains/pre-placed crypt gravesites, the Committee asked for and discussed some statistics. Fifty percent of cremations at ANC are in-ground burials. Only one-third of all burials are above ground. Calculations based on proposed eligibility changes project that above-ground burials will continue to be around 30 percent.

- Ms. Harrell asked why so much room is required for burial of ashes in an urn. The 3x6 spaces for cremated remains will maintain the iconic look of the cemetery, provide families with more private space when they visit a loved one's gravesite, and allow maintenance staff room to operate mowers and other equipment.

- Mr. Peake asked about the status of the water system, noting the landscaping planned for the new sections. The turf fields will not need to be irrigated, as the Piedmont region of Virginia receives plenty of water; there will be irrigation in flowerbeds, etc., but ANC's water system is in great shape.

- The Committee discussed the issue of traffic around the Air Force Memorial: car and bus access to the memorial could potentially be abused. Mr. Marshall stated that there has been a lot of discussion around this issue, and that the Air Force will coordinate access with ANC.

8. HONOR SUBCOMMITTEE REPORT: Based on yesterday's briefings and discussion, Mr. Gene Castagnetti, chair of the Honor Subcommittee, reported on the new security perimeter at Joint Base Myer-Henderson Hall and opportunities for future expansion of the cemetery. On expansion, he noted, the takeaway was high dollar, low yield. Expansion projects are also extremely time-consuming: Southern Expansion began with the 2000 NDAA, and construction will not begin until 2024-2025; Millennium, which opened in September 2016, resulted from the 1995 NDAA. Both of those were on DoD federal land (and therefore did not involve the cost and logistical challenges of the parcels under consideration).

Discussion/Comments

- Mr. Edwards stated that because the Honor Subcommittee dealt with the eligibility issue, he had shared a few concerns based on informal discussions with veterans service organization (VSO) and military service organization (MSO) leaders. Anecdotally, he reported, their response has been not only opposition, but pretty strong opposition [to the proposed revision making presidents and vice presidents of the United States eligible for burial at ANC regardless of whether they had served in the military]. He wished to state for the record that to this moment, this Committee does not have any idea who came up with this proposal. He did not wish to impugn their motives, but stated that they should be willing to step

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

forward in the public eye and explain why they made this proposal and what their reasons are. It has the potential to embroil this incredible four-year effort, which has been on a totally nonpartisan basis, in an ugly political battle. Just for the record, too: Looking at vice presidents and presidents, who does this impact? Al Gore and Walter Mondale both served in the military. Neither Joe Biden nor Dick Cheney served in the military, and under the new proposals both would be eligible. Whereas one might argue that POTUS should have the right to be buried here as commander in chief, the vice president has no role in the military. Mr. Edwards stated that it was his understanding that of the five living presidents, only Jimmy Carter and George W. Bush would be eligible under the current criteria, but Bill Clinton, Barack Obama and Donald Trump would also be allowed under the new criteria. He hopes that the Pentagon will think through this proposal, after four years and public comments which overwhelmingly said that the second least-desirable population [for burial at ANC] should be politicians.

- A discussion ensued, with Committee members again emphasizing the concerns they had expressed in their letter to the Secretary of the Army, namely that the proposed eligibility criteria would take into account non-military government service. Ms. Yates reminded the Committee that the proposed category of “veterans without combat service who also served out of uniform as a government official and made significant contributions to the nation’s security at the highest levels of public service” will be based on a list of specific positions in government, just like it is today. That category, for the rulemaking, has to be fully defined, and will be out when the draft rule is published. Mr. Castagnetti then suggested that the Committee vocalize its concerns after the draft rule has been published and is open for public comment.

- The Committee discussed when and how to register its concerns about the proposed revised eligibility guidelines. Mr. Peake noted that the ACANC is an advisory committee, which has given advice to the Secretary of the Army, but it will be up to him to decide what to do with that advice. Mr. Kelly affirmed that SecArmy is fully cognizant of how the Committee feels, and what he does with that is his determination. However, should he, in the new proposed rule, proffer something that the Committee continues to have concern about, at that juncture the Committee would have to enter the record—using the same letter, or a different letter more germane to what he proposes. Mr. Farley stated that the credibility and integrity of the Committee will be in jeopardy if it does not say anything after the fact, whether it agrees or disagrees. Ms. Rondeau observed that the Committee should think ahead of time about a plan for a friction point. The only governance the Committee has is a moral voice, she stated. Its obligation is to advise, but it is also to protect. It has been asked to advise based upon core principles. There has to be a point when the Committee as a body has a plan to give a moral voice. Mr. Peake noted that the Committee has never had any difficulty hearing all sides and coming up with a response, even on a controversial issue.

- Ms. Yates stated that under the rules, Committee members cannot collaborate outside an open forum on a matter that is before the Committee as a whole for a vote. The Committee would need to have a meeting, and she, as DFO, would need to have a 14-day notice to publish the announcement in the Federal Register.

- Mr. Kelley proposed, and the other members agreed, that the Committee go forward as a group, during the public comment period. Ms. Rondeau stated that the Committee must speak in one voice and be very organized.

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

- Ms. Yates clarified that individual members may take the letter that the Committee sent to the Secretary as their position as a Committee member. Otherwise, they are speaking as individual citizens. The co-chairs of the Committee can meet with the Secretary of the Army; the Secretary of the Army can also come to a Committee meeting.

- The discussion concluded with general agreement that the Committee cannot start writing a proposal in advance. In the meantime, members are well-informed on the issues and can work from the letter that was sent to the Secretary of the Army.

- When Mr. Edwards leaves the Committee at the end of this month, Mr. Peake (who has been co-chair with Mr. Edwards) will become chair.

9. REMEMBER AND EXPLORE SUBCOMMITTEE: Mr. Mark Farley, chair of the Remember and Explore Subcommittee, reported on several briefings offered at its meeting yesterday. Dr. Steve Carney and Dr. Alison Finkelstein, ANC History Office, returned to talk about the new education and interpretation initiatives, specifically ten-year outcomes for the Education Program (in response to the Subcommittee's request for this information). They also discussed interpretive "nodes" in the cemetery. Finally, they reviewed visitor survey results which are informing education and interpretation efforts. They are in good shape, Mr. Farley reported, and everything is moving very well.

A second briefing updated the Subcommittee on the Tomb of the Unknown Soldier (TUS) centennial in November 2021. There are no issues, Mr. Farley stated, and ANC is well on its way toward accomplishing what it has been charged to do.

Third, there was a follow-up on priority work efforts at Memorial Amphitheater and TUS: the removal of biofilm, rust and cracks, and making signage, lights, cameras, etc. less obvious and intrusive. Such efforts are on track.

The final brief focused on commemorative works, including some of the same questions that were heard in the broader Committee meeting today. The Subcommittee's understanding is that the OSS [Office of Strategic Services] proposal is probably the next one that it will be required to look at as a subgroup and bring to the larger committee.

There are no issues that the Subcommittee wants to bring forward to the larger Committee at this time.

10. OTHER BUSINESS: Before adjourning the meeting, Mr. Peake wanted to offer something for members to think about: how to avoid falling into what he described as "the complacency trap" at Arlington again. The fact that the Committee can request briefings is an opportunity, he stated. It might be worth considering what the Committee would like to hear about on a regular basis—to look for trends, to establish its own Committee battle rhythm.

Mr. Peake and other members offered some suggestions for future briefings, including voluntary separations, the budget, O&M, labor relations, and long-term oversight. Mr. Peake also noted that the

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING

December 11, 2019

next meeting will include a presentation by the new superintendent, who at that point will have been at ANC for three months.

Two members of the Advisory Committee, Mr. Edwards (American Battle Monuments Commission nominee) and Mr. Kelly (VA Secretary nominee), are concluding their terms of service, and they offered some remarks.

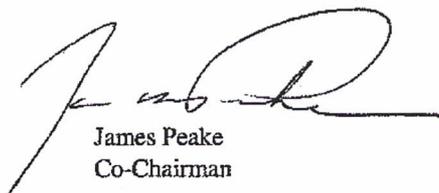
Mr. Edwards thanked Mr. Peake and expressed his profound gratitude for the opportunity to serve with each member of the Committee. He stated that he hopes that this country's leadership could govern as effectively as this group. In his nine years on the Committee, he said, he never heard a single partisan discussion; the focus was always on the mission. He acknowledged Ms. Yates, in particular, as one of the finest public servants he had ever known, and thanked her for the long-term difference that she has made for ANC and to honor all Americans who are here.

Mr. Kelly noted that he has been in the national cemetery world for 18 years. What we say here and the expressions we make are out of love and care for all the people outside here, he stated. He has been honored to be part of that memorial, and if he has the chance to be part of it for a little longer, he will soldier on. He hopes that this tribute to our national heroes will continue to be the way it is.

Ms. Yates, on behalf of the cemetery and on behalf of the Committee, said farewell to Mr. Kelly and Mr. Edwards, and presented them with signed copies of *Where Valor Rests* books on Arlington National Cemetery. She noted that Mr. Edwards is an inaugural member of this body, with nine years of service on the Advisory Committee. The cemetery is a much better place than it was nine years ago, she remarked, thanks to this Committee's efforts.

11. 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 1530.



James Peake
Co-Chairman



Thomas C. Edwards
Co-Chairman