

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

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 at 1400, noting that this is a virtual meeting. Present in support were MAJ Michael Shepard, of OAC G5, and Mr. Matthew Davis, Advisory Committee Analyst and Alternate Designated Federal Officer for the Advisory Committee on Arlington National Cemetery.

Ms. Yates stated for the record that this virtual Committee meeting is pursuant to the National Defense Authorization Act (NDAA) of 2012, codified in 10 U.S.C. § 7723. The Committee 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. ANC provides the Designated Federal Officer, nominated by the Executive Director and appointed by the Administrative Assistant to the Secretary of the Army. ANC also provides all administrative support to the committee.

Ms. Yates reminded Committee members not to conduct formal business by deliberating on any substantive matters which are already before the Committee as a whole for vote. Once again, she 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 prior approval of the Committee chairperson, Mr. James Peake. 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, a copy of which can be found on the ANC website at www.arlingtoncemetery.mil. Ms. Yates also announced that the proceedings were being digitally recorded, and that a written summary of the meeting will be prepared and made available to the public on the ANC website.

Committee members were asked to ensure that their cameras were active and their microphones muted. All guests were asked to ensure that their cameras were inactive and their microphones muted. If a member of the public sought to be recognized, they were asked to do so by using the hand raise feature. Committee members and presenters were also asked to use common radio transmission protocols, stating "over" to signal to others when they were complete. The proceedings were being digitally recorded, and a summary in written form will be available to the public on the ANC website. Any disruption or disturbance to the Committee may result in removal.

The Committee was called to order at 1403.

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

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

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

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

Secretary of Veterans Administration nominee: Mr. John Kelly.

3. COMMITTEE CHAIR OPENING REMARKS. Mr. Peake welcomed members and thanked them for attending. He noted that the Committee had a busy agenda, including reports from both the Remember and Explore Subcommittee and the Honor Subcommittee. They will also have a briefing and discussion around the burial demands and capacity challenges, which he expected would include significant discussion around the proposed rule that has been published in the Federal Register. The Committee will also have several updates on ANC's education and interpretation programs, including interpretation of the Confederate Memorial and its history. Mr. Peake said that he wanted to be sure that the Committee had plenty of time to discuss the key issue of burial demand and capacity challenges, which would take precedence if any other discussion needed to be curtailed. The meeting could be extended past 1700 if necessary.

The Committee Co-Chair, Mr. Edwards, thanked the staff for their years of professional and hard work on burial eligibility and demand and capacity issues. He reminded all participating in the discussion that the proposal to keep Arlington open for active burials for the next 150 years was mandated by the National Defense Authorization Act of 2019.

4. PREVIOUS MEETING MINUTES: Ms. Yates announced that the approved minutes from the previous Committee meeting, held on 29 July 2020, can be found [on the ANC website](#).

5. REMEMBER AND EXPLORE SUBCOMMITTEE REPORT: Ms. Yates reminded Committee members that at the previous meeting (29 July), the Remember and Explore Subcommittee recommended the proposed Apollo 1 commemorative monument for full Committee review and approval. She invited Mr. Farley to present his Subcommittee report.

Mr. Mark Farley (Chair, Remember and Explore Subcommittee) presented the Subcommittee report from yesterday's meeting. The Subcommittee had a full schedule, he reported. First, they received an update from ANC staff on Tomb of the Unknown Soldier (TUS) preservation. As photos in the read-ahead illustrated, staff did a great job with the rust mitigation, zinc oxide treatment and other preservation efforts. Those who have followed this for years know that these are continuing problems, Mr. Farley said; there is no quick solution, but ANC has made great progress. The team, led by ANC conservator Ms. Caitlin Smith, has done a tremendous job. Mr. Farley said that he looks forward to seeing the remarkable results in person.

Following that, the Subcommittee had an update on the Tomb of the Unknown Soldier 100th anniversary commemoration. Dr. Gerald Lowe, ANC Engineering, reviewed the objectives and how the program will be rolled out. The first phase of the rollout will occur in November 2020; the second phase will occur next October, setting the conditions for the commemoration on 9-14

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

November 2021. Dr. Lowe also reviewed the flower ceremony concept, which will allow the public to get up close and personal to the Tomb and lay flowers there. The procession route will mirror the original 1921 procession route; the 2021 version of the route will not be quite as long, but it will be just as meaningful, and it will coincide with other events, to include the wreath-laying ceremony and the National Veterans Day Observance.

The Subcommittee also received an update from Dr. Carney and Dr. Finkelstein (ANC History Office) on education and interpretation initiatives, as explained in further depth in the read-ahead. Dr. Carney and Dr. Finkelstein reported that ANC received great feedback on the Education Program testing modules, even with the interruption of COVID-19 closures and protective measures. Feedback came from 44 of 50 states, three foreign nations and 500 official testers. Dr. Carney and Dr. Finkelstein provided a snapshot of the feedback, 90% of which was favorable. They also provided an update on ongoing interpretive planning efforts, including virtual initiatives which were fast-tracked as a result of the COVID response. Mr. Farley stated that what the team was able to accomplish, and get out via social media, blogs, video and the website, was just remarkable. These interpretive planning units will continue to move forward and become the primary focus for the rest of FY20 and FY21/22, leading up to the Tomb of the Unknown Soldier centennial celebration next year. Mr. Farley encouraged members to go to the ANC website and check out these efforts.

Following that, a briefing from ANC's Monuments Working Group reviewed the rules for the process of approving commemorative works at the cemetery. The Subcommittee then reviewed a revised commemorative works proposal from the Office of Strategic Services (OSS) Society. Mr. Farley reminded members that at its last meeting in July, the Subcommittee did not feel that the inscription on the proposed OSS monument met the requirements as laid out in the rule. The Subcommittee thus asked the OSS Society to provide more specific clarification about the military service of the OSS members that they were intending to honor with the monument at Arlington. Yesterday, the OSS came back with a proposal that met all of the requirements and intent of the rule. The Subcommittee unanimously voted to recommend to the full Committee approval of the OSS monument as articulated in their resubmission.

- Mr. Kelly added that the OSS Society has focused the monument inscription directly on the military members of the OSS. While the Subcommittee desired to honor their last request, this brings clarity to it by focusing on military members of the OSS at Arlington. Ms. Harrell concurred with this assessment, noting that discussions have been considerable.

A. Apollo 1 Commemorative Monument Proposal (Dr. Lance Bush, Challenger Center)

Dr. Lance Bush, President and CEO of the Challenger Center, briefed the Committee on the proposal for an Apollo 1 commemorative monument at Arlington National Cemetery. He thanked the Committee and ANC staff for their input and guidance on the proposal. He then presented an overview of the proposal, which included the location, vendor, progress to date, and support for the monument

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

Dr. Bush explained that the intent of the proposed memorial is to honor and remember the crew of the Apollo 1 mission who lost their lives on January 27, 1967: Virgil “Gus” Grissom (U.S. Air Force), Edward White (U.S. Air Force) and Roger B. Chaffee (U.S. Navy). All three were in military service at the time. These were American heroes, Dr. Bush stated. They were all well accomplished; Edward White was the first U.S. astronaut to do a spacewalk. But these gentlemen unfortunately died during a launch test. That led to a rigorous investigation resulting in a lot of design changes, leading to a very successful Apollo program in the end. Dr. Bush reminded the Committee of all of the missions that came after Apollo 1, for which the Apollo 1 crew had much credit. A slide provided an overview of these missions, from Apollo 7 (1968) to Apollo 11 (1969), which included the first walk on the moon. The Apollo 1 crew is thus a significant set of individuals to honor, based on their accomplishments for our country, Dr. Bush stated.

A funding overview showed that the estimated cost of the memorial, from Kline Memorials, is \$29,000. The fundraising was led by Aerospace Industries Association, which has established a tax-exempt organization, the National Center of Advanced Technologies, for maintenance and replacement (if necessary) of the monument in the future. Mr. Eric Fanning, president and CEO of AIA (and a former secretary of the Army), signed a financial support letter, included in the submission packet.

The proposed design, Dr. Bush reported, evolved out of discussion with the families. One of the most beautiful stories coming out of this effort, he said, is that when he talked with the families, all three simultaneously had the same vision of a design: an iconic photo of the three astronauts [which will be reproduced on the proposed monument]. The families thought that this image portrayed them in the vitality of their lives and exemplified what they represented. The design also includes images of the Apollo 1 mission patch (symbolic of this era and the space community) and the Saturn 1 rocket, from which the Apollo capsule would have been launched. There is an inscription with the crew’s unofficial motto: “Ad Astra per Aspera,” which is Latin, roughly translated as “the road to the stars is rough.” The motto is kind of a post-mortem for this crew, and the families wished to have it on the monument. It reflects the determination of the space community to go forward even after this tragic loss. Dr. Bush showed the Committee an image of the plaque which would be placed on the granite monument, which is similar in size to the standard for other commemorative monuments (including the USS Thresher Monument). It will be underneath a beautiful shade tree next to Grissom and Chaffee’s gravestones.

Dr. Bush concluded his presentation, thanking Mr. Peake and the Advisory Committee.

Committee Questions and Discussion.

- Mr. Peake reminded the Committee that the Remember and Explore Subcommittee recommended approval of the Apollo 1 monument.

- Mr. Edwards stated that he fully supports this, and thanked everyone involved in seeing that the Apollo 1 crew is finally honored. He noted that his mentor, [Olin E.] “Tiger” Teague, who is buried at Arlington, was chairman of the first Manned Spacecraft Subcommittee in the House.

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

-

Monuments Working Group Assessment: MAJ Shepard then presented the Monuments Working Group's assessment of the Apollo 1 monument proposal. As indicated on a slide, the proposal met all the criteria of 38 USC § 2409. The Monument Working Group has therefore recommended approval.

Committee Vote: Mr. Peake called the question, asking for a roll call vote due to the virtual nature of the meeting. The following members verbally voted to approve the Apollo 1 monument proposal: Mr. Castagnetti, Ms. Harrell, Mr. Kelley, Ms. Rondeau, Mr. Farley, Mr. Edwards, Mr. Kelly and Mr. Peake. The vote was therefore unanimous to recommend the Apollo 1 monument to the Secretary of the Army for approval.

B. OSS MONUMENT (MR. CHARLES PINCK, OSS SOCIETY)

Mr. Peake stated that the Remember and Explore Subcommittee has referred the Office of Strategic Services (OSS) monument proposal to the full Committee, recommending approval.

Mr. Charles Pinck, representing the OSS Society, began his presentation by noting a serendipitous connection between the two memorials the Committee is considering today: in 1969, the astronauts of Apollo 11 received the William J. Donovan Award named in honor of the founder of the OSS, General William Donovan, by the OSS Society's predecessor organization, the Veterans of OSS. Mr. Pinck said that he was honored to be speaking today on behalf of the OSS Society and its application to have a memorial to the Office of Strategic Services installed at Arlington National Cemetery, our nation's most hallowed ground. He thanked the Remember & Explore Subcommittee for recommending its approval and the Monuments Working Group for its guidance.

Mr. Pinck's presentation offered an overview of the history of the OSS. The Office of Strategic Services, or OSS, was the World War II predecessor to the Central Intelligence Agency, the U.S. Special Operations Command and the Department of State's Bureau of Intelligence and Research. Its personnel were drawn from every branch of the U.S. military. The OSS played a critical role in America's victory in World War II. Some of its most highly decorated members—including its founder General William Donovan, a Medal of Honor recipient—are buried at Arlington National Cemetery.

Mr. Pinck explained that the OSS Society is a nonprofit organization that dates back to 1947, when General Donovan founded Veterans of OSS, its predecessor organization. The charity's mission is to honor the historic accomplishments of OSS and to educate the American public about the importance of strategic intelligence and special operations to the preservation of freedom.

In addition to these efforts to honor its legacy, the proposed OSS memorial at Arlington National Cemetery would be the most meaningful tribute to the heroic sacrifices made by its personnel

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

killed and missing in action, Mr. Pinck said. The OSS Society based the design of their memorial on the USS Thresher Monument, using the same company to design theirs, and the same company to build its base. He read aloud the proposed monument's inscription: "In honor of more than 125 military service members killed in action while serving in the Office of Strategic during World War II. The remains of at least 35 have never been recovered." The OSS's insignia is inscribed above the text. The spearhead, its symbol, is inscribed on the monument's front side.

Mr. Pinck stated that the OSS Society was honored by letters of support for its application from Senator Mark Warner of Virginia (vice chair of the Senate Select Committee on Intelligence); the minority members of the House Permanent Select Committee on Intelligence; General Richard D. Clarke, U.S. Special Operations Command; and the Honorable Ellen C. McCarthy, director of the State Department's Bureau of Intelligence and Research.

As part of its application, the OSS Society submitted an independent assessment of sites for the OSS commemorative monument. Its author, Mr. Peter Sefton, was present at the meeting and prepared to answer questions about the OSS Society's application. Mr. Pinck concluded by thanking the Committee for its consideration.

Monuments Working Group Assessment: MAJ Shepard reported that the proposed OSS Monument followed all of the requirements in accordance with 38 USC § 2409. The OSS Society also have the funds available for its maintenance.

Committee Vote: Hearing no other questions or comments from the Committee, Mr. Peake stated that there was a recommendation for approval from the Subcommittee. He called the question and asked all in favor to say "aye." The following members verbally voted to approve the OSS commemorative monument proposal: Mr. Castagnetti, Ms. Harrell, Mr. Kelley, Ms. Rondeau, Mr. Farley, Mr. Edwards, Mr. Kelly and Mr. Peake. The vote was therefore unanimous to recommend the OSS monument to the Secretary of the Army for approval.

5. HONOR SUBCOMMITTEE REPORT: Ms. Yates stated that the Honors Subcommittee would report on the meeting that it had yesterday regarding the proposed rule on revised eligibility, which has been made available in the Federal Register for public comment. She reminded members of the Committee and the public that discussions and any votes in this Committee are not a means for the public to provide formal comments to the proposed rule. She then gave the floor to Mr. Gene Castagnetti, chairman of the Honors Subcommittee.

Mr. Castagnetti reported that the Honors Subcommittee considered ANC's capacity challenges and the proposed revised eligibility rules published for public comment on 15 September 2020. The Subcommittee reviewed the full Committee's recommendations, which were the result of over a year's work of many veterans' service organizations and military service organizations, as well as the 1 November 2019 Committee report that the full Committee provided, after the Secretary of the Army announced his general criteria. Yesterday, the Subcommittee had a very active discussion regarding the proposed rules, especially in several areas where the proposed

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

rules and the Committee's recommendations might differ. The Subcommittee voted unanimously on a recommendation to the full Committee. Mr. Peake then asked Ms. Yates to provide some level-setting for the group by reviewing the background, referencing the slides that she presented to the Honors Subcommittee yesterday.

- Ms. Yates reviewed the following eligibility and capacity slides:

- *Capacity Challenge:* This slide articulated the problem set that resulted in the 2019 NDAA directing the Secretary of the Army to propose criteria to extend the life of Arlington National Cemetery well into the future, defined as 150 years in the report that was sent to Congress in 2016. A green box in the center of the chart highlighted that ANC on average receives only about 1% of those eligible. The eligible populations today exceed 22 million; 1% of that would be over 220,000. The remaining capacity of the cemetery as of today is under 90,000; the cemetery continues to inter at a very high demand and pace. As of today, the cemetery would be closed for first burials in approximately 2041, without any expansion or changes to eligibility. With the addition of the burial opportunities provided by Southern Expansion, both above-ground and in-ground, that would extend to approximately 2055. As noted on the slide, the VA cemetery system continues to grow: it now comprises 148 cemeteries, some transferred from Army posts to the National Cemetery Administration. The Secretary of the Army established three imperatives for the proposed revised eligibility criteria: sacrifice, service and impact to the nation.
- *Current Eligibility for ANC:* This slide contained information on current eligibility at the cemetery, highlighting the differences between eligibility for in-ground burial vs. above-ground inurnment in the columbarium. At least one day of active duty service, other than for training, is the minimum requirement; all individuals must have an honorable discharge.
- *Navigating the Federal Register:* On 15 September, the Secretary of the Army announced that the proposed changes to eligibility criteria—the proposed rule that would guide burial at Arlington National Cemetery—was released for public comment. That public comment period will be open for public comment for 62 total days, until 16 November 2020. If you go to the website (<https://www.federalregister.gov/documents/2020/09/15/2020-17801/army-cemeteries>) and click the “Submit Formal Comment” button, that is how comments are formally accepted into the rule. Those comments will be adjudicated. The cemetery will conduct a bucketing of all the comments, and staff will provide adjudication to those comments. The rule will then be reprocessed for final approval, with any changes or amendments made based on the comments. Then the final rule published in the Federal Register with the adjudication of the comments received.
- *Proposed Interment Eligibility (In-Ground):*

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

- Preservation of 1,000 gravesites for current and future Medal of Honor recipients. (This is above and beyond the changes recommended in the eligibility criteria.)
- Killed in Action, to include repatriated remains of service members.
- Award recipients of Silver Star and above with armed conflict service. Ms. Yates noted that the Distinguished Service Medal is of higher precedence than the Silver Star, so one recommended change is that the individuals with that medal are required to have armed conflict service, as defined in the rule itself.¹ All of the definitions can be found in Section 553.1.
- Recipients of the Purple Heart.
- Combat-related service deaths while conducting uniquely military activities, defined in the rule as preparations and operations related to combat.²
- Former Prisoners of War.
- Presidents and Vice Presidents of the United States.
- Veterans with armed conflict 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.³

¹ As defined in the Federal Register: "*Armed conflict service*. Service in a hostile fire area during a period of armed conflict. Such service must be evidenced by receipt of: Combat pay, imminent danger or hostile fire pay, or the receipt of a qualifying medal. Examples of qualifying medals include, but are not limited to, the Korean Service Medal, Vietnam Service Medal, Southwest Asia Service Medal, Armed Forces Expeditionary Medal, Navy and Marine Expeditionary Medal, Kosovo Campaign Medal, Afghanistan Campaign Medal, Iraq Campaign Medal, Global War on Terrorism Expeditionary Medal, and Inherent Resolve Campaign Medal." See <https://www.federalregister.gov/documents/2020/09/15/2020-17801/army-cemeteries>.

² As defined in the Federal Register: "*Preparations or operations related to combat*. Military operations, individual or collective training for battle-related tasks, or transportation to or from such operations or training in a vehicle, vessel or aircraft whose primary purpose is combat or direct support of combat. Examples include, but are not limited to, military parachuting, convoy operations, live-fire operations, at-sea operations or flight operations. Activities excluded from this category include, but are not limited to, personally conducted physical training (i.e., not organized unit physical training), disease or illness, or operator or passenger in a private or commercially owned vehicle not under contract to the United States Government, and suicide on or off duty." See <https://www.federalregister.gov/documents/2020/09/15/2020-17801/army-cemeteries>.

³ As defined in the Federal Register: "*Positions of significant governmental responsibility*. Persons permanently (i.e., not acting in the position, or performing the duties of that position) holding or who formerly permanently (i.e., not acting in the position, or performing the duties of that position) held the following positions in the government of the United States of America: Elected Members of Congress, Chief Justice and Associate Justices of the Supreme Court, Secretary of State, Secretary of Treasury, Secretary of Defense, Attorney General, Secretary of the Interior, Secretary of Agriculture, Secretary of Commerce, Secretary of Labor, Secretary of Health and Human Services, Secretary of Housing and Urban Development, Secretary of Transportation, Secretary of Energy, Secretary of Education, Secretary of Veterans Affairs, Secretary of Homeland Security, Director of Office of Management and Budget, Director of National Intelligence, Director of the Central Intelligence Agency, Assistant to the President for National Security Affairs, Administrator of the Environmental Protection Agency, Secretary of the Army, Secretary of the Navy, Secretary of the Air Force, Chairman of the Joint Chiefs of Staff and Senior Enlisted Advisor, Chief of Staff of the Army and Senior Enlisted Advisor, Chief of Naval Operations and Senior Enlisted Advisor, Commandant of the Marine Corps and Senior Enlisted Advisor, Chief of Staff of the Air Force and Senior Enlisted Advisor, Chief of Space Operations and Senior Enlisted Advisor, Chief of the National Guard Bureau and Senior

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

- *Proposed Inurnment Eligibility (Above Ground):*
 - World War II-era veterans, to include legislated active duty designees. It is important to note that the date provided in the rule is 27 July 1953. Members who served in uniform prior to that date are eligible for above-ground inurnment.
 - Retirees from the armed forces who are eligible to receive retired pay but are not otherwise eligible for interment.
 - Veterans who have served a minimum of two years on active duty and who have served in armed conflict, as defined by the rule.
 - Veterans without armed conflict 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 (as previously defined; see Footnote 3).
- *Eligibility and Proposed Revised Criteria.* This chart listed columns specifying the eligible populations, the approximate number eligible today, and the average burials per year that Arlington National Cemetery has conducted between 2014 and 2018, including the numbers associated with in-ground and above-ground placement. The chart also had columns comparing what this Advisory Committee recommended to the Secretary of the Army's final recommendation which was promulgated as a draft rule for public comment currently open in the Federal Register. As noted, the Secretary's recommended eligibility changes would allow for ground burial at the cemetery until approximately 2158, with Southern Expansion, and 2045 for above-ground inurnment (also with Southern Expansion).
- *Federal Rulemaking Process:* The last slide outlined the steps of the federal rulemaking process and the way forward. Ms. Yates noted that we are currently in the public comment phase, which goes until 16 November 2020. The Army will review all of the comments and prepare a final rule. The final rule will be approved through DoD and OMB, and will be published in the Federal Register. At that time, anyone who is currently scheduled for burial will continue on with the previous eligibility and will not be impacted by the change.

- Mr. Peake emphasized, for clarity, that the Committee cannot provide Committee input to the Federal Rule, as individuals may do. Members may comment as individuals. However, the Committee may submit to the Secretary of the Army a report which he is required to share with Congress within a specified range of time. So this meeting is the Committee's opportunity to have meaningful and timely input before the final rule is solidified and published. Ms. Yates stated that Mr. Peake explained this very well.

- Mr. Peake then invited Mr. Castagnetti to continue his report on the Honor Subcommittee.

Enlisted Advisor, Commandant of the Coast Guard and Senior Enlisted Advisor, and Combatant Commanders and their Senior Enlisted Advisors." See <https://www.federalregister.gov/documents/2020/09/15/2020-17801/army-cemeteries>.

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

- Mr. Castagnetti thanked Ms. Yates for reviewing the slides and reported that the Honors Subcommittee had a good discussion regarding the Secretary of the Army's proposed rules. He complimented Mr. Chet Edwards for bringing up some real issues regarding the purpose of Arlington, and basically saying that we want to make sure that people are recognized for their military service and activities, and (to quote Mr. Edwards) "not just because they got elected." The idea was then proposed that the Committee consider a recommendation to the Secretary of the Army. Consideration was recommended for the deletion of the eligibility section that shows the president and the vice president of the United States be authorized ground burial without having served in the armed forces of the United States. There was a lot of discussion regarding this. Yesterday, Mr. Edwards brought up the fact that he was even concerned about members of Congress who had not served, but that was not part of the recommendation. At this point in time, Mr. Castagnetti reiterated, the proposal is that we consider recommending to the Secretary of the Army the deletion from the eligibility section that shows the president and vice president of the United States be authorized ground burial without service in the armed services. This has nothing to do with the cemetery's capacity, as there are only five or six eligible, living former Presidents and Vice Presidents without military service. at this time. It has to do with the theme that Arlington is for the recognition of military service and sacrifice. Mr. Castagnetti then invited discussion from the Committee.

Committee Discussion.

- Mr. Peake said that as he understood it, the recommendation is for the Committee to consider including in its report comments to the effect of eliminating the political aspects of it [the proposed rule]. He commented that it is worth remembering that the Committee did, in fact, in November 2019, provide a report to the Secretary of the Army which made the specific recommendation that military service be the minimum standard for burial at Arlington. The Committee highlighted that heavily. At the time of that report, the Committee did not have the list of government positions to consider, so they did not address that directly. In fact, he noted, in the current rule, the positions that Ms. Yates discussed actually do have to have military service; it is just that their service outside the military is what gives them precedence over those with just military service for burial. That was part of the discussion yesterday—whether that was appropriate or not appropriate. The sense of the Subcommittee, Mr. Peake thought, was that that was not appropriate.

- Mr. Peake acknowledged that the Secretary's rules do address the issue of the 150 years. However, by including A) retirees and B) any veteran with combat experience or in the last few categories on the sheet, that does reduce the time for above-ground inurnment to about 2045—fairly near-term. After that, no retirees without the other designations would be eligible for burial in-ground or any available space above ground at Arlington. The Committee knew that when it made its November 2019 report, and accepted that. Part of the question is: What is the iconic nature of Arlington? In a way, it's more than just the ceremonies and the visits, Mr. Peake said; it's what it represents to the nation. If that's military service, then how best to make sure that Arlington, like people in the military, remains apolitical into the future? That should be part of the consideration for the Committee, as that impacts on the iconic nature of Arlington Cemetery. In the last instance, he recalled, the Committee drafted a document [which became the November

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

2019 report to the Secretary of the Army] so that everyone had a chance to see it and have input on it. Mr. Peake proposed that the Committee do that at some point again today, after its discussion.

- The Committee engaged in a lengthy, robust conversation about what Arlington National Cemetery represented to the American people, and if that representation would still be valid if burial entitlements were made for those who did not have any military service, or if service in an elected position should grant eligibility for interment at Arlington National Cemetery.

- Ms. Rondeau emphasized that a lot of the Committee's work has been to consider the capacity issue of Arlington National Cemetery. There is a functional, core issue here, she said. As we talk about the constraints of limiting even military burials above or in-ground, there's an alternative argument about expanding the number of people who have not served. Capacity has been limited to the point that they are even talking about severely reducing the distance that separates graves, she noted. The overarching issue here is the constraints on capacity.

- Mr. Farley stated that the other thing that the Subcommittee talked about yesterday was its November 2019 report, which highlighted in its last paragraph that, first and foremost, service in the military was the preceding, #1 issue that the Committee had recommended to be placed at Arlington in any capacity. He thought that the Committee should reiterate that today. He talked about how his own eligibility, as a retiree, may change under the proposed rule. He stated that as other members have said, first and foremost, you should have had service. He noted that whether a service member serves in combat is not their own choice; it's the nation's choice, and it is all about luck and timing. That distinction should still be made: it's about service in the military.

- Ms. Yates stated that the Committee received eight letters from members of the public, which were sent to the Committee for review. She noted for the record that one letter was received from Mr. John A. Kelly—that is not to be confused with the John A. "Jack" Kelly who is a member of this Advisory Committee. The John A. Kelly who wrote the letter is a private citizen who also requested the opportunity to speak before the Committee. If the Committee grants him that opportunity, his remarks, along with all those that were submitted, will be appended to the minutes of this meeting. Ms. Yates also noted that two of the eight letters from military service organizations, MOAA [Military Officers Association of America] and the Military Coalition; six were received from individuals from various walks of life expressing their opinions on both the rule and the future of Arlington National Cemetery.

- Mr. Peake asked if Ms. Yates could highlight the cogent points.

- Ms. Yates stated that the cogent point from MOAA was some concern over grandfathering, specifically 20-year retirees and individuals who have not had the ability to change their end-of-life plans. MOAA also called again for non-contiguous federal land to be made available. (Mr. Peake noted that several letters called for this.) They suggested changing the time horizon to 90 years—three generations versus five generations. They proposed another opportunity to extend the implementation of it, protracted out for a period of three or four years, in their words to

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

afford the time to create a reservation system. Unfortunately, she noted, reservations [at ANC] are prohibited by law, so it would take a legal act to change that. Mr. Peake observed that a number of those proposals did not bear on the rule. The Committee had previously discussed the lack of contiguous space. The idea of an alternate location has been brought up before, and he suggested that the Committee discuss that at some future time, but it does not bear directly on the rule being considered today.

In response to Mr. Peake's request, Ms. Yates discussed the ANC survey results, as shown on a slide entitled "Respondents' Thoughts on Eligibility." This slide provided data from the first survey specifically. Approximately 28,000 individuals took this first survey. The question was: If you believe the rules should change at Arlington National Cemetery, is there a group of veterans that you feel strongly should remain eligible? The chart on the slide delineated the following groupings: Killed in Action, Medal of Honor Recipients, High Award Recipients [Silver Star and above], Former POWs, Perished on Active Duty, Retirees, Honorable Discharge, Other, and Politicians. The left column of the chart divided respondents into the following categories or "personals": Overall, Veterans, Service Members, Military Families, and Unaffiliated. It showed the percentages in those personas overall, in who they believed they felt most strongly should remain eligible at Arlington. Ms. Yates called attention to the gold bars that delineate between the percentages—those were areas that staff identified a greater than 15% difference between percentages of voting. Politicians, in this case, finished dead last [among the groups that respondents felt strongly should remain eligible for burial at Arlington].

- Ms. Yates then showed the other slide that Mr. Peake had referenced, titled "Personas... Who Took the Survey?" Mr. Edwards, pointing to the "Veteran" category of survey respondents, noted that 99% agreed with the statement, "Arlington National Cemetery is a symbol of military service and sacrifice to our nation." If that is correct, he said, it makes the point that all of the Committee members have been trying to make, that there should not be exceptions for winning an election, whether that is to Congress, appointment to the Cabinet or even election as president.

- Ms. Yates clarified that this slide depicted the overall survey results. Mr. Edwards suggested putting that fact—that 99% of veterans in a survey with 250,000 respondents said that Arlington is a symbol of military service and sacrifice to our nation—in any report from the Committee. (Mr. Farley observed that even 98% of "Unaffiliated" respondents [e.g. those who did not identify themselves as veterans or service members] agreed with that statement.)

Drafting of Committee Report to the Secretary of the Army

At this point, the Committee moved into discussing a report, which Mr. Peake had begun to draft, for submission to the Secretary of the Army. The draft report was projected onto the screen, visible to all members of the Committee and the public who were viewing the meeting.

The Committee devoted approximately two hours to crafting this document. Due to the importance and urgency of the eligibility issue, the Committee agreed to defer the remaining agenda item, a briefing by Dr. Steve Carney and Dr. Alison Finkelstein (ANC History Office) on education and interpretation initiatives, to its next meeting.

MINUTES
ADVISORY COMMITTEE ON ARLINGTON NATIONAL CEMETERY (ACANC)
FULL COMMITTEE MEETING
22 September 2020

At 1724, Mr. Kelley announced that he needed to leave the meeting. Members then discussed if they could vote on the report before Mr. Kelley's departure, even though its language was not finalized.

Mr. Edwards made a motion to vote to approve the report, with the understanding that Ms. Yates would be given the authority to make technical changes to its language, particularly in the last paragraph. Mr. Castagnetti seconded the motion. Mr. Peake called the question. The following members voted in favor of the motion: Mr. Castagnetti, Ms. Harrell, Mr. Kelley, Ms. Rondeau, Mr. Edwards, Mr. Kelly, Mr. Peake. Mr. Farley abstained, stating that he would feel more comfortable voting on a finished product.

Mr. Kelley departed the meeting at 1730.

Members then continued to work on refining the last paragraph of the report. At approximately 1735, Mr. Peake read the document out loud. Members continued to discuss final revisions of the language as Ms. Yates typed and input the edits they agreed upon.

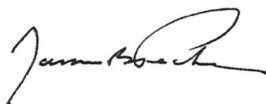
Ms. Rondeau departed the meeting at 1757.

After the Committee concurred on final changes to the language of the report, Mr. Castagnetti asked for another clarification of the vote. Members noted that the vote was still open, since Mr. Farley had previously abstained pending completion of the document. Mr. Farley stated that he would now vote "aye" on approving the document. Mr. Peake then announced that the Committee had taken a unanimous vote, by roll call, to approve the report.

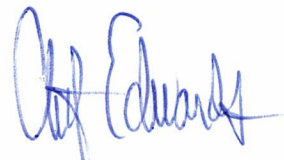
6. MEETING ADJOURNED

Mr. Peake asked if any members had other business for the Committee, or any final comments. Hearing none, he asked for a motion to adjourn. Multiple members moved to adjourn, speaking simultaneously; multiple members also seconded the motion. Mr. Peake thanked members for all of their hard work.

The meeting adjourned at 1812.



James Peake
Co-Chairman



Thomas C. Edwards
Co-Chairman