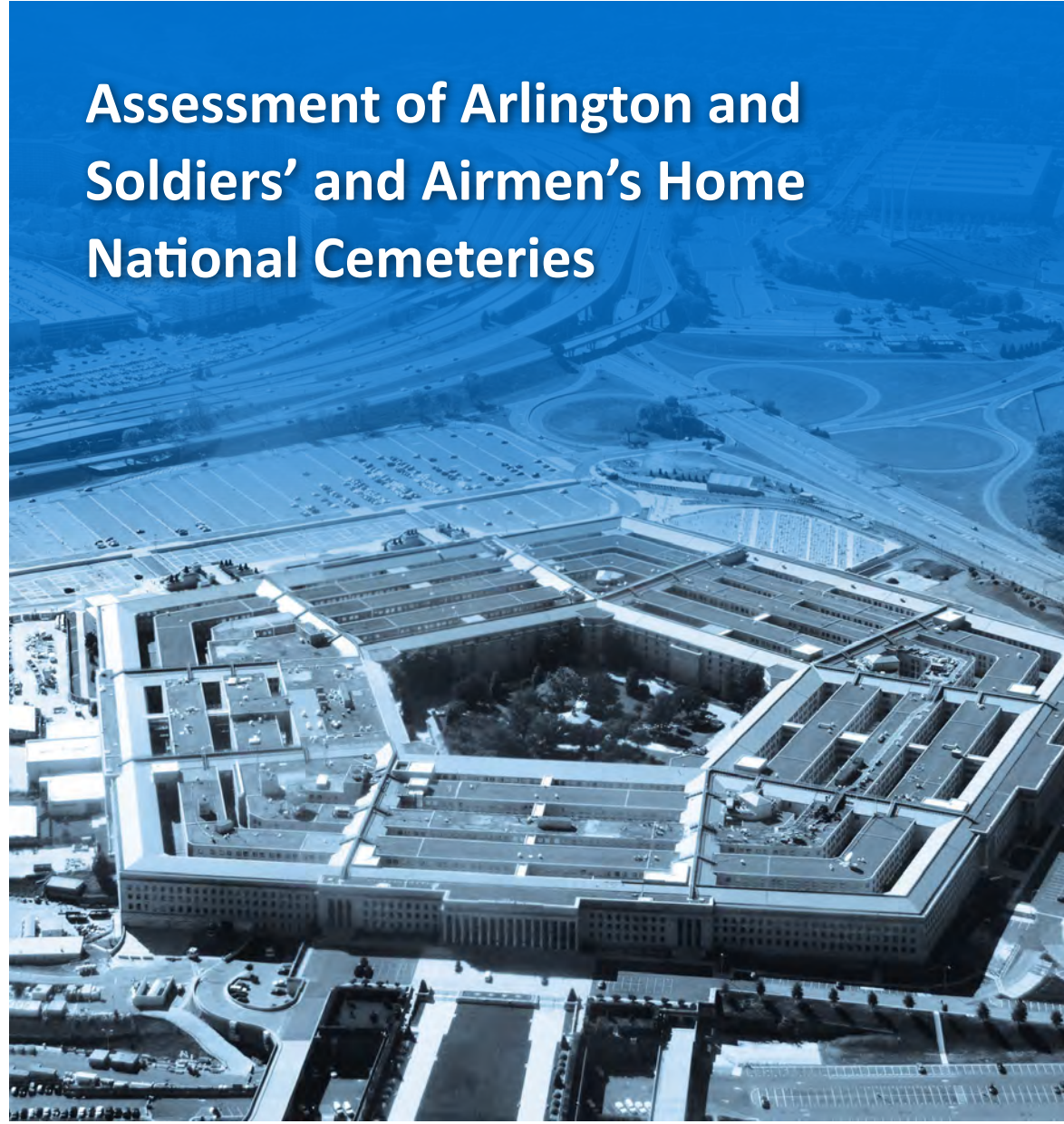




INSPECTOR GENERAL

U.S. Department of Defense

DECEMBER 20, 2013



Assessment of Arlington and Soldiers' and Airmen's Home National Cemeteries

INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

Report Documentation Page

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Mission

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Results in Brief

Assessment of Arlington and Soldiers' and Airmen's Home National Cemeteries

December 20, 2013

Objective

We performed this assessment of Arlington and Soldiers' and Airmen's Home National Cemeteries using the Army Directive 2010-04 as a guide for the evaluation as well as the adequacy of current Arlington National Cemetery (ANC) outreach practices.

Observations

We found Arlington National Cemetery leadership satisfactorily complied with Army Directive 2010-04. ANC has made great progress since the June 10, 2010 directive publication in their overall operations.

Recommendations

We recommend the Secretary of the Army:

- Explore funding options to allow ANC to sustain and modernize their operations.
- Continue to express support for the FY 2014 National Defense Authorization Act granting concession authority to ANC.
- Coordinate with the National Park Service to develop mutually agreed upon standards for appearance of the grounds in the Arlington National Cemetery complex.
- In coordination with the Office of the Secretary of Defense, coordinate with the Office of Management and Budget

Recommendations Continued

to implement interagency best practices for contracted services supporting Arlington National Cemetery to ensure efficient and effective operations.

We recommend the Executive Director for Arlington National Cemetery:

- Shift focus from major operational and personnel change to stabilizing the greater cemetery operational enterprise and make minor adjustments as required.
- Develop and implement a single data entry record management system.
- Optimize and assess the effectiveness of current processes and manpower levels, work with the military services, and assess alternative scheduling options to reduce the backlog of those waiting burial.

Management Comments

The Executive Director for Arlington National Cemetery and Army National Military Cemeteries, the Secretary of the Army, and the Office of the Under Secretary of Defense for Personnel and Readiness provided comments to this report. Management concurred with all but one recommendation in the final report. The one non-concurrence was redirected to the Secretary of the Army for response. Additionally, the U.S. Army Corps of Engineers, North Atlantic Division, provided unsolicited comments. The full reproduction of the comments may be found in this report.

Based on input from management, we:

- Redirected one recommendation to the Secretary of the Army.

Recommendations Table

Management	Recommendations Requiring Comment	No Additional Comments Required
Secretary of the Army	4.a.(2).	1.a., 4.a.(1) and 4.b.
Executive Director, Army National Military Cemeteries		1.b.(1), 1.b.(2), 1.b.(3), 1.b.(4), 1.b.(5), 2, 3.a., 3.b., 3.c., and 3.d.
Under Secretary of Defense for Personnel and Readiness		4.a.(1)

Total Observations and Recommendations in this Report: 4 and 14.

Please provide comments by January 20, 2014.



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
4800 MARK CENTER DRIVE
ALEXANDRIA, VIRGINIA 22350-1500

December 20, 2013

MEMORANDUM FOR SECRETARY OF DEFENSE
UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND
READINESS
SECRETARY OF THE ARMY
EXECUTIVE DIRECTOR, ARMY NATIONAL MILITARY
CEMETERIES

SUBJECT: Assessment of Arlington and Soldiers' and Airmen's Home National
Cemeteries (Report No. DODIG-2014-026)

The DoD IG is providing this report for review and comment. The team performed this assessment in response to a congressional request in the 2013 NDAA. We considered management comments on the draft when preparing the final report.

The report provides an assessment of the current operations and administration of the two cemeteries and how they are poised for future operations.

We request management comments by January 20, 2013 on the following redirected recommendation:

- Secretary of the Army, provide a response to recommendation 4.a.2.

We appreciate the courtesies extended to the staff. Please direct questions to Mr. John E. Taylor at (703) 604-8766 (DSN 664-8766), john.taylor@dodig.mil.

A handwritten signature in black ink, which appears to read "K. Moorefield", is positioned above the printed name.

Kenneth P. Moorefield

Deputy Inspector General

Special Plans and Operations

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Introduction

Arlington National Cemetery (ANC) and the Soldiers' and Airmen's Home National Cemetery (SAHNC) together comprise the Army National Military Cemeteries¹ (ANMC). Approximately 400,000 former servicemen and women and their family members are buried at ANC. The SAHNC is one of the country's oldest national cemeteries, established in 1861, and marks the final resting place for more than 15,000 veterans, including those who fought in the Civil War. Today the SAHNC is used for burials of residents of the Armed Forces Retirement Home-Washington, D.C. As the executive agent, the Army has assumed full responsibility for providing oversight and addressing operational issues at ANMC.



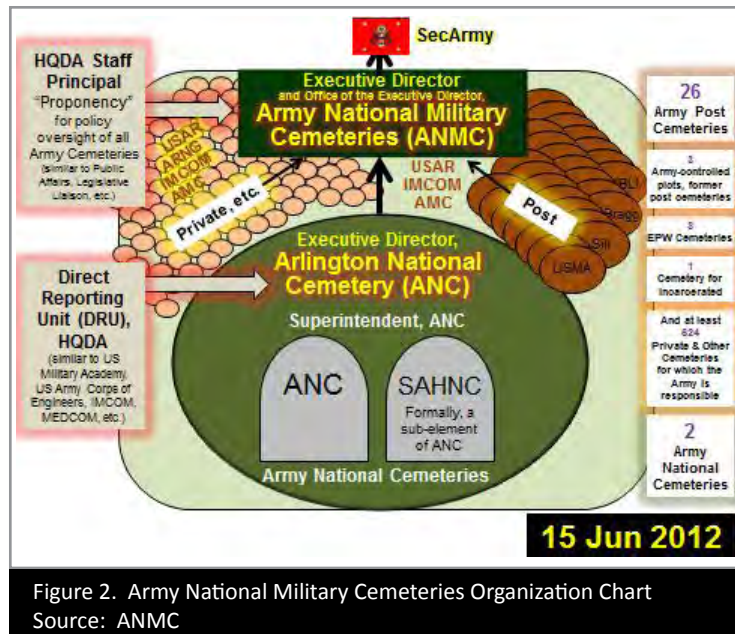
Figure 1. The Entrance to SAHNC and ANC
Source: DoD IG-SPO

The mission of ANMC is:

On behalf of the American people, lay to rest those who have served our nation with dignity and honor, treating their families with respect and compassion, and connecting guests to the rich tapestry of the cemetery's living history, while maintaining these hallowed grounds befitting the sacrifice of all those who rest here in quiet repose.²

¹ ANMC will be used along with its predecessor ANCP (Army National Cemeteries Program) throughout this report.

² From ANC's website: <http://www.arlingtoncemetery.mil/AboutUs/MissionVision.aspx>.



Background

Its mission statement implies ANMC should have and maintain the highest standards for the entire interment/inurnment process.³ Unfortunately, allegations that this was not the case led to a 2009 Army Inspector General investigation of cemetery operations, which identified multiple problems and made recommendations for corrective action. With the benefit of a new cemetery management team, the addition of an ANC Advisory Committee, and under the direction of the Secretary of the Army, ANMC has made significant progress toward becoming the standard bearer for U.S. Military cemetery operations, although this report will recommend that additional work still needs to be accomplished.

Public Laws

Public Law 111-339, "Reports on Management of Arlington National Cemetery, December 22, 2010" required the Army Inspector General (IG) to inspect Arlington National Cemetery yearly for 3 years. The Army IG published three reports during

³ Unless specifically needed for clarification, the word "burial" will be used to denote both interments and inurnments for the remainder of this report.

this time period. Section 591 of the “National Defense Authorization Act of Fiscal Year 2013,” January 3, 2013, directed the Department of Defense Inspector General (DoD IG) to conduct the final (in the series) inspection of ANC and the SAHNC. Additional laws covering the cemeteries include:

- Army National Cemeteries, 32 CFR sec. 553 (2009), specifies the authority and assigns responsibility for development, operation, maintenance, and administration of the two cemeteries.
- Army National Military Cemeteries, chapter 466, title 10, United States Code (10 U.S.C. chapter 466 § 4721(a) [2013]) directs the Secretary of the Army to develop, operate, manage, administer, oversee, and fund the ANMC in a manner that fully honors the service and sacrifices of those buried at the cemeteries.

Objective

On February 28, 2013, the DoD IG announced an assessment to determine the:

- execution of and compliance with every section of the Army Directive for Arlington National Cemetery, including, without limitation, an evaluation of the sufficiency of all contract management and oversight procedures, current and planned information and technology systems, applications, and contracts, current organizational structure and manpower, and compliance with and execution of all plans, reviews, studies, evaluations, and requirements specified in the Army Directive; and
- the adequacy of current practices at Arlington National Cemetery to provide information, outreach, and support to families of those individuals buried at ANC regarding procedures to detect and correct any current errors in burials at ANC.

Scope

The purpose of this project was to assess the implementation of Army Directive 2010-04, “Enhancing the Operations and Oversight of the Army National Cemeteries Program,” June 10, 2010.

- The following areas were within the scope of this project:
 - ANC operations, with over 400,000 burials, and

- SAHNC operations, with over 15,000 burials.
- The following areas were outside the scope of this project:
 - cemeteries located on current and former military installations inside and outside the United States, and
 - cemeteries maintained by the American Battle Monuments Commission.

Methodology

The team reviewed the following ANMC-related documents during this assessment:

- Army IG and Government Accountability Office (GAO) reports. The team reevaluated the issue areas raised to see whether changes had been successfully implemented;
- the ANC 2012 Campaign Plan and its updated variant;
- the Master Plan (updated in 2013);
- ANMC standard operating procedures (SOPs) to determine if they were present, up-to-date, understood, and followed by the workforce; and
- contracts and contract support from Mission and Installation Contracting Command (MICC)-Belvoir and U.S. Army Corps of Engineers (USACE) related to cemetery operations.

In addition we conducted a statistical sampling at the 99 percent confidence level, with a 1 percent error rate, of 459 graves (both filled and planned/empty-open) for ANC and also conducted a sampling of 375 gravesites at SAHNC, at the 95 percent confidence level, with a 5 percent error rate. The results of this assessment process are located at Appendix G.

The team began the assessment for ANC by determining if the printed information on the public website⁴ matched the data on the headstone with respect to: Name, Date of Birth, Date of Death, Date of Interment, Location, and Headstone Photo. If there was a discrepancy in any of the data for any record, the team went to the internal ANC website for further clarification. In all but one case, ANC had already

⁴ <http://public.mapper.army.mil/ANC/ANCWeb/PublicWMV/ancWeb.html>

identified discrepancies the team discovered and was in the process of correcting it. The one error was a duplication of one inurnment on the ANC public site. The duplicate entry was deleted by ANC personnel.

We discussed errors from incorrect, privately-provided headstones and ANC's policies for correcting these errors (see Additional Significant Issues).

Army Directive 2010-04

The IG team reviewed the four previous Army Inspector General reports (three that inspected compliance with the Army Directive 2010-04) during the research phase of this assessment. The team also assessed the ANMC Executive Director's compliance with the Secretary of the Army's Directive 2010-04 and found the Executive Director was continuing to comply with Army Directive 2010-04.

Table 1. Army Directive 2010-04 Executive Director Requirements

Executive Director Requirement/Task	Assessed Y/N	Satisfactory Y/N
1. Exercising authority over all aspects of the ANCP	Y	Y
2. Formulating, promulgating, administering and overseeing plans, policies and regulations pertaining to the ANCP	Y	Y
3. Placement of memorials and monuments on lands of the Army National Cemeteries	Y	Y
4. Arlington National Cemetery Master Plan	Y	Y
5. Defend the annual budget	Y	Y
6. Supervising the Superintendent and the Deputy Superintendent of ANC	Y	Y
7. Implementing an Army National Cemeteries Advisory Commission	Y	Y
8. Section 60 Pilot Program	Y	Y
9. Executive Director coordinate the proposed assignment of other duties and responsibilities	Y	Y

Source: DoD IG-SPO

Criteria

We used public laws, Army Regulations and Directives, and internal ANC publications to complete this assessment. Specific criteria are listed within each observation and again at Appendix E.

Part I

Notable Progress



The report notes five examples of areas in which significant progress has been made in ANMC management and operations. These include:

ANC Explorer, Mapper, and GIS Systems Are Improving the Public's Utilization and Navigation of the Cemetery

The ANC Explorer operation is the public face of the cemetery on the Internet. It is supported by Army enterprise information systems. Mapper is the Army's enterprise geographic information system (GIS) that enables ANC personnel to view all activities occurring at ANC on a map at any given time. Together, Explorer and GIS provide up-to-date data for the public to use for information and visiting gravesites.

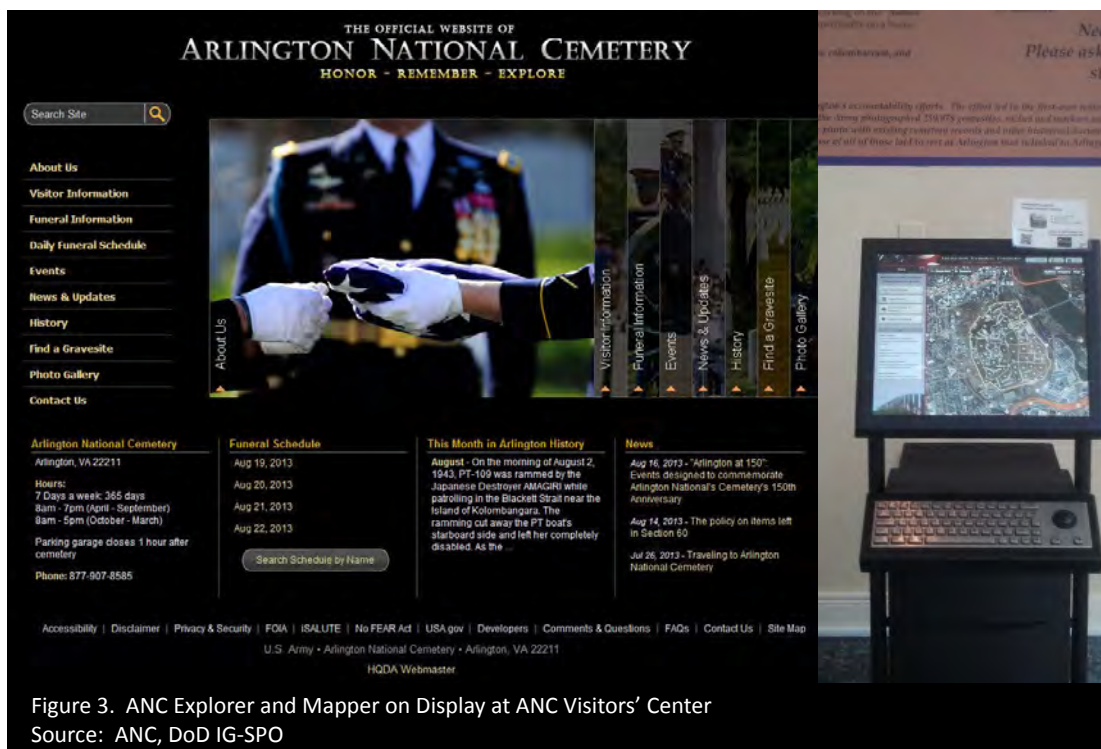
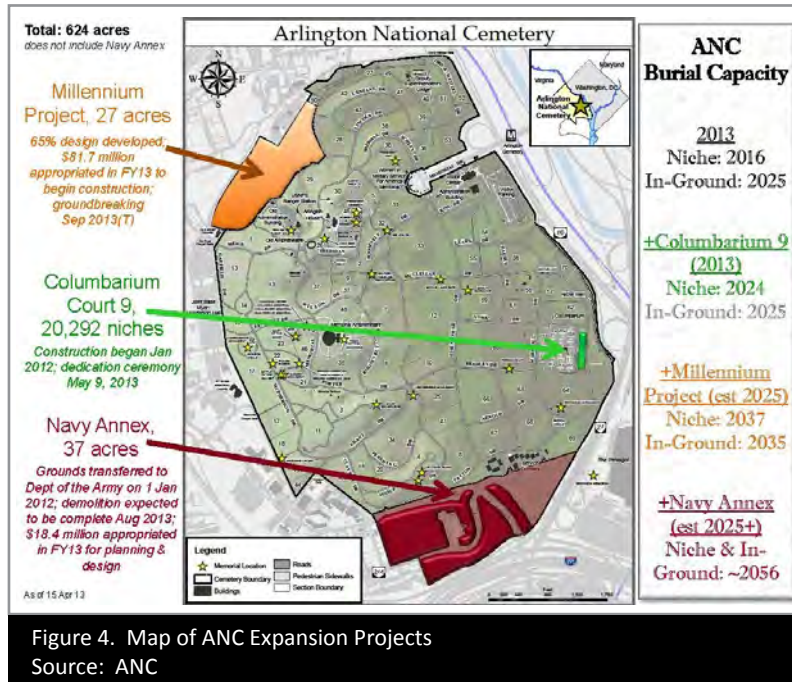


Figure 3. ANC Explorer and Mapper on Display at ANC Visitors' Center
Source: ANC, DoD IG-SPO

Expansion Projects Are Being Planned

Plans are set and moving forward to expand the burial capacity of ANC. The Millennium Project, which reclaims land recovered from Fort Myer, will expand the burial capacity to support interments until 2035 for first time burials. Furthermore, the demolition of the World War II era buildings (known as the Navy Annex) adjacent to Interstate 395 is proceeding, with input by Federal, state, and local governments into the plans for ANC use of this area. This new area is projected to further expand burial capacity of ANC up to the 2056 time frame for first interments.



ANC's Grave Accountability Procedures Are Sound

ANC has established a rigorous system of procedures to ensure all new burials are entered correctly the first time in the Interment Scheduling System (ISS). It also developed a complete set of business rules to certify all current recorded entries. ANC implemented a system to quickly correct any deficiencies found on the public website and to simultaneously correct all the associated background data.



Once the 2010 Army IG review was complete, the number of cases⁵ requiring resolution⁶ at ANC totaled 64,230. Of the 7,547 cases with discrepancies⁷ identified

⁵ A case is a burial at ANC. A burial may have multiple associated records.

⁶ There was some type of inconsistency between headstone and records.

⁷ These discrepancies were administrative in nature (differences in dates of birth, death or interment, name spelling, and other similar types of errors).

as of July 1, 2013, approximately 80 percent have undergone review and adjudication with the appropriate corrective action either having been taken or the corrective action is currently being implemented. The remaining 20 percent (approximately 1,509 cases) requires further research and adjudication before final corrective action can be taken. There was no loss of accountability. Given the age of some of these burials and/or lack of records, some discrepancies may never be resolved. Accountability is assured, but 100 percent information accuracy is elusive.



Figure 6. Identification Markers for Casket and Cremated Remains
Source: DoD IG-SPO

Contracting Entities Are Committed to Improving Contracting Excellence at ANC

Previous assessments by the Army IG⁸ and the GAO⁹ identified contracting deficiencies supporting the operation of ANC. ANC has taken steps to correct previously identified contracting deficiencies and improve contract management through coordination with organizations providing specialized contracting assistance.

ANC does not award its own contracts, but receives contracting support in two different ways. ANC is partnered with the Army Contracting Command¹⁰ and the Army Corps of Engineers. New agreements established with each identify their broad responsibilities for providing ANC contract support.

We assessed the sufficiency of ANC contract management and oversight procedures. In order to do so, we reviewed 10 recent contracts supporting ANC, 5 each from Mission and Installation Contracting Command-Fort Belvoir (MICC-Belvoir) and U.S. Army Corps of Engineers-Norfolk District (USACE-Norfolk).

We determined that these contracts did not have any significant deficiencies.

⁸ U.S. Army Inspector General Agency, "Special Inspection of Arlington National Cemetery Final Report" (Washington D.C.: June 2010).

⁹ GAO, "Arlington National Cemetery: Additional Actions Needed to Continue Improvements in Contract Management," GAO-12-99 (Washington D.C.: Dec. 2011).

¹⁰ In April 2011, ANC also signed a separate agreement with the MICC, which is part of the Army Contracting Command, which outlines additional responsibilities for providing contracting support to ANC.

Culture and Esprit de Corps of ANC Personnel Has Improved

Leadership and staff at ANC demonstrated a strong commitment to their mission and a high level of esprit de corps. Morale was high, as well as a determination to continue to improve operations to ensure that the highest standards of cemetery support are provided to the public. The enthusiasm and reverence for the mission displayed by all persons our team encountered in the operation of the cemeteries was palpable.



Figure 7. Esprit de Corps of ANC Personnel
Source: DoD IG-SPO

Part II

Arlington and Soldiers' and Airmen's Home National Cemeteries

Introduction

This section contains a series of observations and recommendations for improvement that apply to both cemeteries.



Observation 1

Organizational Stabilization

The ANC structure and processes were insufficiently mature, stable, and funded to execute the complete ANMC mission set.

This occurred because ANC experienced a 3-year phase of frequent change, rapid growth, and substantial technological advances while maintaining a demanding operations tempo and coping with budget constraints.

As a result, the ANC organization was not resourced and ready to meet the growing demand, high standards, and constant workload of operating a national shrine and the larger ANMC enterprise.

Applicable Criteria

(See Appendix E, numbers 3, 1, 6, 12, 14, 7, and 8, for additional details)

Secretary of the Army Memorandum, "Army National Cemeteries Program Campaign Plan 2012," January 1, 2012.

Secretary of the Army Memorandum, Army Directive 2010-04, "Enhancing the Operations and Oversight of the Army National Cemeteries Program," June 10, 2010.

Department of the Army Memorandum, "Executive Report, Organizational, Manpower and Equipment Assessment and Update of the Army National Cemeteries," January 25, 2013.

Public Law 99-177, "Gramm-Rudman-Hollings Balanced Budget and Emergency Deficit Control Act of 1985," December 12, 1985.

Public Law 112-25, "Budget Control Act, 2011."

Arlington National Cemetery, U.S. Army, "Table of Distribution and Allowances," February 27, 2013.

Department of the Army, Complete Statement of Ms. Kathryn A. Condon, Executive Director, Army National Military Cemeteries, before the Subcommittee On Military Construction, Veterans' Affairs and Related Agencies Committee on Appropriations, United States House of Representatives, First Session, 113th Congress, March 13, 2013.

Discussion

ANC began a phase of corrections, restoration, and modernization in 2010. The challenges presented to the organization resulted from 14 decades of varied methods of record-keeping and site-planning, plus over 20 years of neglect of an infrastructure with 50 plus year-old components. In 2010, cemetery administration used index cards and typewriters to maintain burial records. Since 2010, the organization made great strides to remedy these challenges by modernizing management, records administration, grounds keeping, information technology (IT) and other infrastructure. Index cards have given way to smart phones.



Figure 8. Index Card Showing Record of Interment
Source: ANC

Simultaneously, the public demand for burials at ANC has continued at a high rate, paced by the effects of a nation at war and by the passing of World War II and Korean Conflict veterans. Resource priorities at ANC were shared between modernization efforts and fulfilling the day-to-day mission of burial ceremonies and support to the visiting public. Figure 7 shows the initial challenges facing the newly formed ANC enterprise in 2010.

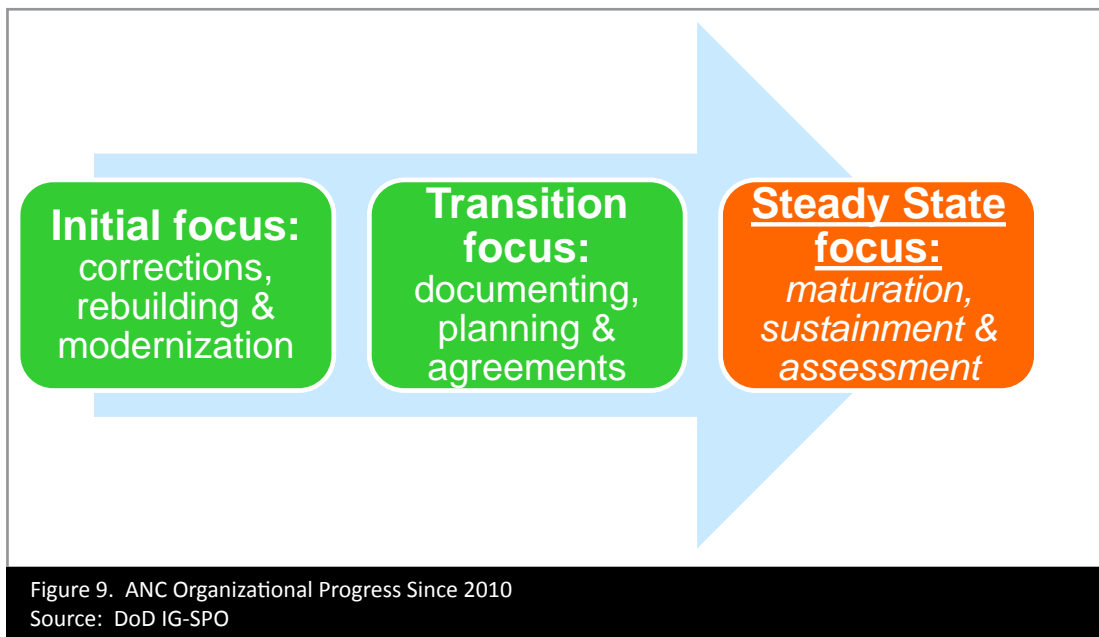


Figure 9. ANC Organizational Progress Since 2010
Source: DoD IG-SPO

Progress Efforts

The ANC entered a strategic development phase after it built on these initial corrections and modernization efforts. By mid-2012, ANC developed several new SOPs. Standards and measures were established and training on them had begun. ANC established relationships with external agencies and wrote and implemented a number of Memorandums of Agreement (MOAs). And, planning for the future became a priority for ANC.

The ANC staff developed and implemented a Campaign Plan in 2012 that looked forward to the further development of ANC as a national shrine. In early 2013, the ANC leadership reviewed their strategic plan and tracked progress toward goals via metrics. Our analysis of the Campaign Plan review indicated many objectives had been established and were currently operative.

Business relationships, both internal and external, need time to mature as well. External organizations such as Mission and Installation Contracting Command, U.S. Army Information Technology Agency, and others, established relationships and agreements with ANC that did not exist prior to 2010. New supporting agencies as well as ANC are still learning how to best engage each other.

**A NEW WAY TO EXPLORE
ARLINGTON NATIONAL CEMETERY**

**NOW AVAILABLE
SCAN HERE FOR DOWNLOAD**

Arlington National Cemetery has developed *ANC Explorer*, an application that is now available through common web browsers and mobile smart phones. This app will enable family members and the public to explore Arlington's rich history. It will also be loaded on kiosks in Arlington National Cemetery's Visitors Center.

The first version of *ANC Explorer* allows users to locate gravesites, events or other points of interest throughout the cemetery; generate front-and-back photos of a headstone or monument; and receive directions to these locations. In the future, *ANC Explorer* will offer features such as emergency and event notifications, restroom and water fountain locations, shuttle stops, and self guided tours.

ANC Explorer will be available through iTunes and Google Play, as well as Arlington's website: www.Arlingtoncemetery.mil

Figure 10. ANC Explorer is a product of Army Information Technology Agency
Source: ANC

There is now an opportunity for a shift to a steady state phase given the momentum and progress to date and once sufficient resources are provided. An evaluation of progress by ANC leadership with an emphasis on corrections and modernization lessons learned and implemented, would prove useful. A shift in management approach to prioritize stabilization would enable ANC to refresh, learn, evaluate, and recommit to the mission. All elements of the ANC—individuals, teams, leaders, and processes—should then be better prepared to continue to mature over time.

Manpower

Prior to 2010, no manpower studies had been conducted nor had a Table of Distribution and Allowances (TDA) been developed for ANC. The Secretary of the Army (SECARMY) published Army Directive 2010-04, “Enhancing the Operations and Oversight of the Army National Military Cemeteries Program,” June 10, 2010, which initiated a U.S. Army Manpower Analysis Agency (USAMAA) manpower study in 2010.



Figure 11. ANC Amphitheatre
Source: DoD IG-SPO

The SECARMY directed USAMAA, the U.S. Army Force Management Support Agency (USAFMSA), and the Executive Director, Army National Cemeteries Program to conduct an assessment for current and planned changes to ANC’s business processes and staffing requirements. Guidance included developing authorization documents for personnel and equipment and updating common tables of allowances for ANC and post cemeteries throughout the Army. This directive followed the GAO Report, GAO-120-105, “Arlington National Cemetery: Management Improvements Made, but a Strategy is Needed to Address Remaining Challenges,” December 15, 2011.

The USAMAA published its manpower study on January 25, 2013.¹¹ The study recommended manpower and organizational changes to improve the effectiveness of ANC to execute its strategic responsibilities and perform its day-to-day mission. The recommendations in the manpower study specifically cited concerns about, and made recommendations for additional personnel resources – management personnel, IT personnel, and the need for a Proponency office. The Proponency office would fulfill

¹¹ The study’s results were incorporated into the February 27, 2013 TDA.

the responsibilities of administering, operating, and maintaining all cemeteries under the jurisdiction of the U.S. Army. The ANC Executive Director was designated the head of the Proponency office and made responsible for all of ANMC, which included over 25 cemeteries.

Despite recommendations to increase personnel strength, the DoD IG team observed that current staffing may be inadequate and inappropriate to support and sustain certain aspects of the ANC enterprise.¹² Several of the documented requirements noted in the USAMAA manpower study had not been authorized. Assigned personnel across the various departments of ANC ranged from 33 to 100 percent of current authorizations. Only 60 percent of the USAMAA-identified required positions for the IT division had been authorized in the ANC's manpower document. As an example of the effect of this personnel shortage, the IT section had members routinely working up to 70 hour work-weeks in addition to personnel hired above and beyond the TDA limits (over-hires) supporting the ANC mission.

The ANC mission pace is demanding and requires sufficient personnel in the work force to meet the high demand, exacting standards, and operational surges. Insufficient manning may impact sustaining the organization's performance and morale, which can lead to organizational fatigue and turnover of personnel and, moreover, has prevented accomplishment of a key mission objective; reducing the burial backlog.

The ANC budget office cited insufficient budget authority as the primary reason for the shortage of authorized positions on the TDA. That portion of the ANC budget based on the cemetery expenses appropriation (Title 3 appropriation funds - Cemeterial Expenses, Army Salaries and Expenses) was insufficient to support manning all required positions determined by the USAMAA manpower study.

The study also recommended a follow up survey be conducted in Summer/Fall 2014. Not all authorized TDA slots were filled as of April 2013. ANC leadership needs to gather metrics on the TDA once it is filled and determine the effectiveness of the new structure, leadership, and manpower levels.

¹² The former Executive Director stated the current TDA appeared to be sufficient because she was unsure if problems were caused by lack of people or process issues. See pages 20-21 for more details.

Budget

The ANC budget was limited by Public Law 112-25, "Budget Control Act of 2011," August 2, 2011. The Office of Management and Budget (OMB) did not approve any budget growth beyond the established budget of 2012 for ANMC. The 2012 budget was based on the ANC activities prior to 2011. The ANC budget should have increased since 2010 because of the substantial growth and modernization at ANC; however, budget growth has been curtailed due to statutory constraints imposed by OMB. Without some means of relief, continued budget constraints will create difficulties for ANC to sustain their progress and momentum.

Sustainment

Sustainment Measures

Sustainment measures include continuation training, program evaluation, metrics-gathering, and benchmarking processes to determine if changes made were complete and proper. The ANC organization needs to allot time, priority, and manpower to assess progress and to examine what is working, what is not working, and what needs adjustment.



Figure 12. McClellan Memorial Arch, the Original Main Entrance to ANC
Source: DoD IG-SPO

Internal Inspections

Establishing an internal inspection program will further solidify and benchmark the ANC organization. As identified in the USAMAA manpower survey, additional inspection personnel should be identified and justifications written for authorization, then approval, in the TDA in order to carry out an internal inspection program. The internal inspection program serves to provide a means to discover and address issues sooner. The inspection program also enables the ANC Executive Director to maintain oversight of the ANMC enterprise. An effective organizational inspection program (OIP) grows in value when inspections are conducted and follow-up occurs.

Funding

There will be a need to make adjustments to ANC and ANMC funding requirements as the organization matures. ANMC should develop strategies and documentation to

advocate for additional resources and to support participation in the Department of the Army and Department of Defense funding processes.

Stabilization

Stabilizing the ANC organization and processes is necessary and a shift from modernization to stabilization also promotes and solidifies ANC as a role model for ANMC as it continues to seek to fulfill and comply with Army Regulation 290-5, "Army National Cemeteries," September 1, 1980.

Conclusion

Organizational stabilization is essential to the long term health of ANC. ANC manpower and funding need immediate attention; these two elements are the prime supports required to underpin the strides made in the past 3 years and ensure continued progress. By stabilizing ANC, the organization will be well positioned to be a model for cemetery operations. The developments and lessons learned by ANC can move existing U.S. Army cemeteries forward in a shorter time span, leverage the technology investment outlays, and potentially avoid the same growing pains.

Recommendations, Management Comments, and Our Response

Recommendation 1.a.

Secretary of the Army, explore options to fund and allow budget growth to sustain modernization of Arlington National Cemetery enterprise.

Recommendation 1.b.

Arlington National Cemetery Executive Director should:

1. Shift organizational focus from Arlington National Cemetery proper to the Arlington National Military Cemeteries enterprise.
2. Stabilize the Arlington National Cemetery enterprise until the effectiveness of the current organization can be assessed.
3. Assess the effectiveness of current processes and manpower levels.

4. Identify risks and mitigations to sustaining the Arlington National Cemetery enterprise.
5. Pursue full authorization and filling of required positions as per U.S. Army Manpower Analysis Agency manpower study documented on the Table of Distribution and Allowances.

Management Comments

Secretary of the Army

The Secretary of the Army concurred with comment to Recommendation 1.a. The Army will forward a request to change the budget baseline to the FY13 level.

Executive Director of Arlington National Cemetery

The Executive Director concurred with each of the sub-elements of Recommendation 1.b. To each of the sub-elements of the recommendation, the Executive Director noted that:

- ANC is finalizing realignment and funding for five positions to support the ANMC Table of Distribution and Allowances. The requests are awaiting final approval.
- A pragmatic approach toward change and growth is imperative to the continued execution of ANC's mission. The ANC enterprise needs to stabilize and assess and adjust their processes as required.
- ANC is requesting a follow up manpower study, once the current organization matures and is able to assess itself.
- Sustaining ANC at current levels of operations and standards incurs risk of mission degradation due to resource constraints. Potential overtaxing of the staff could result in higher attrition rates thus impacting ANC's ability to maintain their high standards.

Our Response

Secretary of the Army

The comments of the Secretary of the Army are responsive for Recommendation 1.a. No further comments are required at this time.

Executive Director of Arlington National Cemetery

The comments of the Executive Director of Arlington National Cemetery were responsive and met the intent of each sub-element of Recommendation 1.b. ANC needs time to assess their operations and then make the appropriate changes. No further comments are required at this time.



Observation 2

Interoperability between Record Management Systems

The enterprise information systems used by the ANC, specifically the Remedy system by the Call Center and the ISS by the interment schedulers, were not integrated for efficient data management.

This occurred because ANC lacked an automated interface process between the two systems to support the accurate transfer of data.

As a result, the ANC burial service schedulers had to manually transfer data from the Remedy system to the ISS, resulting in the increased likelihood of errors and prolonging the interment process.

Applicable Criteria

(See Appendix E, number 3 for additional details)

Secretary of the Army Memorandum, "Army National Cemeteries Program Campaign Plan 2012," January 1, 2012.

Discussion

The ANC utilized two separate enterprise information systems for data management, the Remedy system and the ISS. The Remedy system was the initial system of record keeping, and the ISS was used for scheduling burial services.

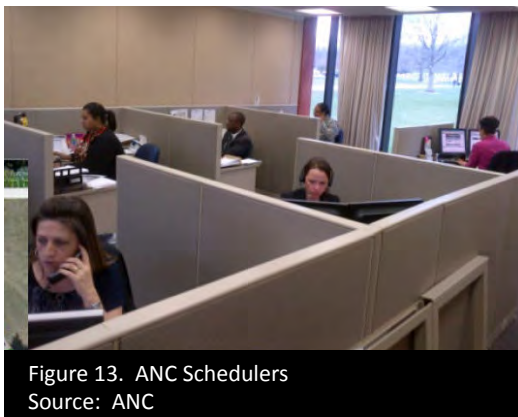
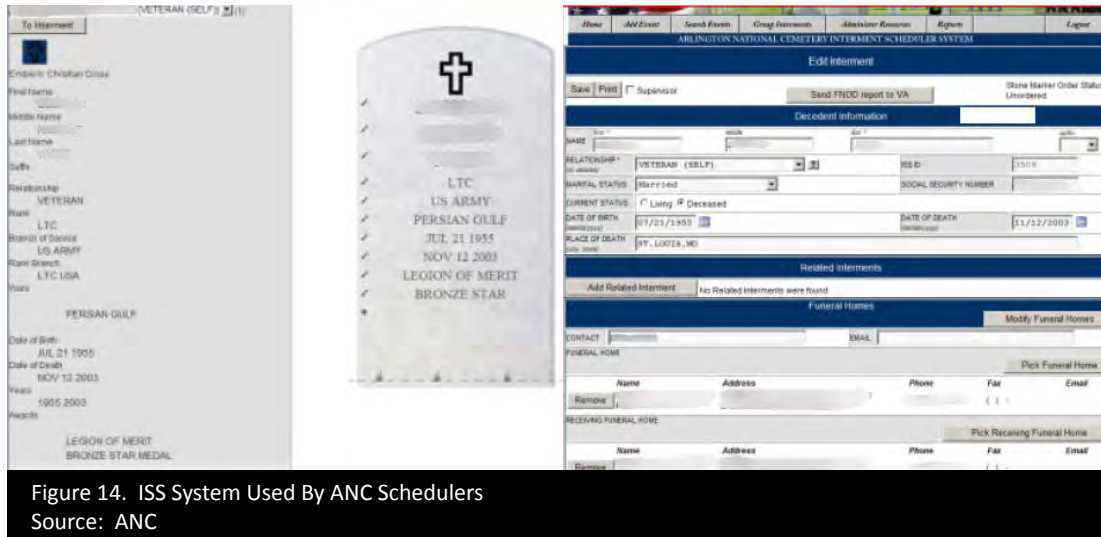


Figure 13. ANC Schedulers
Source: ANC

The ANC Call Center was established in 2010 to receive and manage inquiries and requests to include gravesite concerns, such as headstone replacement, and to schedule burial services. The Remedy system is the enterprise information system used by the ANC Call Center for inquiry and request management. ANC Call Center personnel must assign a case number, generated by the Remedy operating system,

to all inquiries and requests received through the ANC Call Center and record case information in Remedy for case management. Cases developed in the Remedy system are categorized, and burial service requests are then assigned to the ANC scheduling office.



The ANC schedulers, on the other hand, do not use the Remedy system, but instead use a separate information technology system, the ISS. The ANC began using the ISS to schedule burial services in 2003. ANC schedulers must manually transfer data from Remedy to ISS in order to initiate the scheduling process. Schedulers receive hands-on training as well as practice, for both the Remedy system and ISS tools, before they are tasked with scheduling duties on their own. The same information (name, date of birth, and date of death, as well as the case number) that was initially recorded into Remedy by Call Center personnel must then be manually transferred into ISS by the scheduler in order to schedule the requested burial service. Schedulers transfer this information via retyping or copying and pasting. This manual transfer of information creates an opportunity for errors and significantly increases the likelihood of inaccuracies in transcription.

Individual schedulers are assigned 10-15 burial service request cases per day, in addition to another 25 cases or more pending scheduling completion. For pending cases, schedulers must wait for additional information, requested documents, and/or confirmation of funeral service date and time in order to finalize the scheduling process. The DoD IG team observed the processes conducted by an ANC scheduler and observed the scheduler incorrectly retype information as well as incorrectly transfer information via a drag and drop process.

Conclusion

Errors may occur from multiple data entry methods resulting in decreased data integrity. The ANC Executive Director was aware of the technological deficiency and stated that future ANC plans should require improved information technology systems. Information technology systems, Remedy and ISS, should be integrated into one enterprise system in order to eliminate multiple data entries. The ANC Chief Information Officer stated that future improvement plans include merging the GIS with ISS to become the enterprise platform. An automated transfer process between the systems would reduce opportunities for human error, improve record management by increasing speed and accuracy of the transfer process, and enhance the interment scheduling process.

Recommendations, Management Comments, and Our Response

Recommendation 2.

Executive Director, Army National Military Cemeteries, develop and implement a single data entry process and system for record management at the Arlington National Cemetery that captures all the burial requirements needed from initial record creation intake through burial scheduling to final interment.

Management Comments

Executive Director for Army National Military Cemeteries

The Executive Director concurred with comment to the recommendation. To solve this issue, ANC is developing an in-house solution to use ISS at the Call Center. The Call Center agents will be trained on the proper use of ISS and, once the solution is deployed, ANC would then be able to have a single source of data.

Our Response

Executive Director for Army National Military Cemeteries

The comment of the Executive Director for Army National Military Cemeteries is responsive and met the intent of Recommendation 2. This action will lessen the opportunities for mistakes. No further comment is required at this time.



Observation 3

Responsiveness to Burial Requests

The time for ANC staff to follow up on initial requests for burial exceeded ANC standards.

The overall time delay/wait for an initial call back was caused by higher demand for burial at ANC than current manpower could accommodate.

The burial demand resulted in a continuing backlog that was challenging for ANC current manpower capability to eliminate and created a public perception of inefficiency and lack of responsiveness to family's burial needs at ANC.

Applicable Criteria

(See Appendix E, numbers 10, 3, 1, 6, 2, and 7 for additional details)

Fragmentary Order (FRAGO) 1 to Annex A (ANC Strategy Map Details) to "Army National Cemeteries Campaign Plan 2012," March 27, 2013.

Secretary of the Army Memorandum, "Army National Cemeteries Program Campaign Plan 2012," January 1, 2012.

Secretary of the Army Memorandum, Army Directive 2010-04 "Enhancing the Operations and Oversight of the Army National Cemeteries Program," June 10, 2010.

Department of the Army Memorandum, "Executive Report - Organizational, Manpower and Equipment Assessment and Update of the Army National Cemeteries," January 25, 2013.

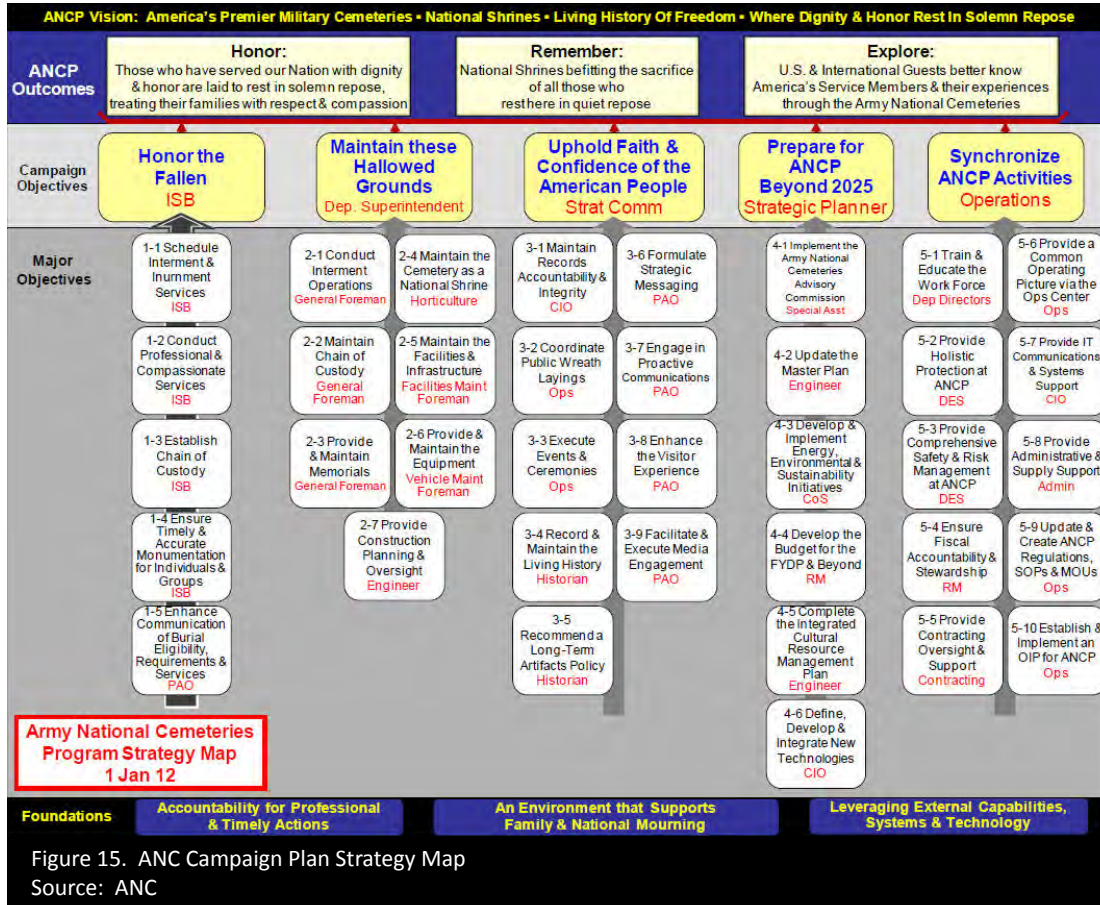
Department of the Army Memorandum, "Executive Report - Organizational, Manpower and Equipment Study of the Army National Cemeteries," July 23, 2010.

Arlington National Cemetery, U.S. Army, "Table of Distribution and Allowances," February 27, 2013.

Discussion

Every day at ANC, more than 160 cemetery employees and ceremonial bands and units from the Army, Navy, Marine Corps, Air Force, and Coast Guard honored

through burial an average of 27-30 veterans and family members. They do this 5 days a week and some on Saturdays; every week of the year (over 7,000 annually). The Army National Cemeteries Program Campaign Plan (ANCP) “decisive” line of effort, its core mission, is to honor the fallen. ANC does this by scheduling and conducting interment and inurnment services and accurately documenting the burials. Emphasis is placed on scheduling funerals as soon after the death as possible in a professional and compassionate manner and arranging for the highest military honors authorized.



As noted earlier in this report, there had been no manpower studies for ANC prior to 2010. The 2010 study concluded that, based on their workload analysis, ANC was significantly understaffed to perform its mission. The workload analysis resulted in a recommended total increase of 46 civilian positions. The follow-on manpower study was completed on January 25, 2013, and it recommended an additional 23 positions for ANC. While none were specifically designated for ISB, 4 were hired for ISB operations.

According to the former ANC Executive Director, the current TDA (as of February 2013) appeared to be sufficient because she was not sure delays in scheduling burials was a

people or process issue. According to ANC representatives, they first wanted to ensure the technology was working and then get the personnel hired, trained, and working before deciding if more people needed to be added to the organization.

We observed that ANC received more requests for burial each day than could be scheduled. As a result, ANC was not able to keep pace with the demand and the backlog of burial requests increased.

According to responsible ANC employees, there has always been a backlog in scheduling interments and inurnments. The current backlog was attributable to several factors; however, the most significant, as noted in the Army IG Report, "Department of the Army Inspector General Inspection of the Army National Cemeteries Program and Arlington National Cemetery," September 16, 2011, was that every call is now answered and documented in the automated system following establishment of the ANC Call Center in December 2010. Prior to December 2010, approximately 75 percent of the daily calls to the Interment Services Branch (ISB) at ANC went unanswered. The improved responses to intake calls through improved business practices have resulted in a corresponding increase in the number of scheduling requests, reflecting more accurately the actual demand for burial services.

In addition, the ANC staff has experienced an increase in the scheduling load in recent years because of the increasing number of deaths among aging veterans. This trend is expected to continue for the foreseeable future. In October 2012, the average backlog for burial services was approximately 500 cases. By December 2012, the backlog had reached over 800 and, by February 2013, it reached 1,500. By July 22, 2013, the ISB reduced the total backlog from 2,118 to 1,911. This is not considered acceptable to ANC staff we interviewed.



Burial Timeline Standards Not Being Met

While ANC previously set a performance goal of 48 hours for the initial return call from ISB for both casketed and cremated remains, the increasing number of burial requests—and subsequent growth in the backlog—have made that goal unrealistic. At the start of our assessment, schedulers made the first follow-up call no later than 2 weeks after the initial call center request for casketed remains and 16 weeks for cremated remains. To better accommodate the growing number of requests, and ensure that accurate information was provided to family members, the new ISB Chief established a goal of 3 days for casketed remains and 14 days for cremated remains. This new standard was included in the 2013 ANC Campaign Plan.

The Superintendent stated during our out-brief in June 2013 that manpower, resources, and skill sets have to be developed to bring down the wait time. The wait time for casketed burials had been reduced to less than 2 weeks, but had risen for inurnments; however, neither met acceptable ANC timeline targets. The Superintendent stated that ANC staff had begun to work overtime to reduce the backlog. The Acting/Interim Executive Director stated that they were still working on reducing the wait times and committed to meeting standards.

Manpower Shortage Identified and Efforts to Fill Vacancies

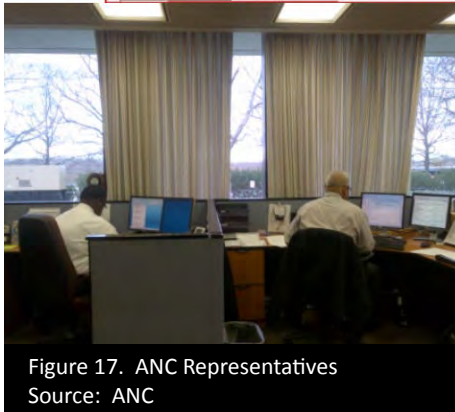


Figure 17. ANC Representatives
Source: ANC

Between 2010 and 2012, ANC experienced a significant personnel turnover in the ISB, losing almost one-third of its schedulers/representatives. Notwithstanding efforts to fill all vacancies, the temporary loss of personnel had a significant negative impact on the ability to schedule funeral services.

In March 2013, as the backlog continued to increase, ANC was authorized to hire against the vacant positions in the ISB. ANC leadership also reallocated seven additional personnel (four civilians and three military) to work directly on reducing the backlog.

To reduce the current backlog more rapidly, the Secretary of the Army directed, in June 2013, the Executive Director to reallocate additional personnel from existing end strength hired against the February 2013 TDA. The Executive Director identified

three additional personnel authorizations against which to hire and assign to the ISB to perform scheduling tasks. The Secretary of the Army also directed the Executive Director to determine whether a need existed to hire additional permanent schedulers/representatives. ANC will evaluate the effectiveness of the reallocated personnel once the backlog is reduced and decide if more personnel are required for ISB.

Conclusion

ANC has faced a growing backlog in scheduling final services for an ever-increasing number of casketed and inurned remains. Part of the reason that the backlog has increased significantly has been ANC's implementation of an improved intake call system that has resulted in fewer lost calls. Fewer lost calls means more burials to schedule into an interment schedule that limits the number of funeral services, especially for casketed remains, to no more than 30 burials per day, 5 days per week. Additional manpower resources for ISB may allow an aggressive plan to reduce the delay between initial intake call and ANC's call back to the family to coordinate scheduling, and conduct of the actual burials. On average, ANC received more requests for burial services each week than they had the capacity to perform.

Recommendations, Management Comments, and Our Response

Recommendation 3.

The Executive Director Arlington National Cemetery:

1. Optimize the use of overtime and borrowed military manpower to support existing schedulers in reducing the backlog of scheduled burials.
2. Assess the effectiveness of current process and manpower levels for schedulers and representatives and adjust as necessary.

3. Identify shortfalls in military funeral support and coordinate with the Military Services to mitigate.
4. Assess alternative scheduling options that would allow expanding the number of burial services that can be accommodated, to include: increasing hours per day available for services, increasing numbers of days per week available for full military honors funerals, and increasing numbers of funeral services conducted per hour.

Management Comments

Executive Director for Arlington National Cemetery

The Executive Director for Arlington National Cemetery concurred with comment with each of the sub-elements of Recommendation 3.

- ANC leadership initiated a three-phased effort to reduce the backlog of scheduled burials. First, a special team of six established initial contact over a 14 day period. Second, overtime hours were authorized to reduce the number of “ready to schedule” in backlog from 1911 in July to 656 as of October 1, 2013. Third, additional personnel were hired to meet the scheduling challenge. ANC continues to work aggressively to reduce the time between the initial request to schedule a service and actual conduct of the service.
- ANC staff is conducting a full assessment of the personnel and mission requirements to meet burial requests. Monitoring of the productivity and efficiency metrics resulted in actions to streamline the process.
- ANC staff meets monthly with representatives from the military services to discuss challenges and deconflict operational concerns. The informal inter-service coordination meeting ensures effective utilization and maximum use of all available resources.
- ANC leaders continually assess opportunities to more efficiently and effectively conduct funeral services for Veterans and loved ones. All possible opportunities to increase interment services in a dignified and respectful manner are being pursued, while ensuring that the quality of each and every service is maintained. ANC is the only national cemetery which interments on Saturday, thereby creating additional opportunities to schedule

services during the week. Expansion projects will provide the physical disbursement of locations for simultaneous above ground inurnments and in-ground interments to keep pace with current requests for burial at ANC.

Our Response

Executive Director for Arlington National Cemetery

The comments of the Executive Director for Arlington National Cemetery were responsive and met the intent of each of the sub-elements of Recommendation 3. ANC has devoted much time and effort to further improve their burial operations. No further comment is required at this time.



Observation 4

Single Interagency Standard

There is no single interagency authority or standard for grounds maintenance, concession authority, and other essential services that support the ANC Complex.¹³

ANC has not been granted concession authority by Congress to operate or to maintain certain services on the ANC Complex. The current memoranda of agreement do not include all key operations and services that exist between the different agencies which operate within the ANC Complex.

As a result, the ANC Complex operations do not achieve unified actions in certain service support operations and the Federal Government incurs additional operating charges for the outsourcing of operations by other agencies that ANC is capable of executing.

¹³ For purposes of this report, ANC Complex is defined as all 624 acres of geographical space that makes up what is inherently known as Arlington National Cemetery in Arlington, Virginia.

Applicable Criteria

(See Appendix E, numbers 5, 18, 19, 9, 4, 17, and 11 for additional details)

Arlington National Cemetery Program Acquisition – Overarching Integrated Project Team (A-OIPT) Standard Operating Procedures, July 10, 2012.

Proposed Section 4727, title 10, United States Code (10 U.S.C. § 4727 [2013]) “Cemetery Concessions” of Senate Bill S.1034.

Proposed H.R. 1960, Section 592 “Authority to Enter into Concession Contracts at Army National Military Cemeteries,” National Defense Authorization Bill of Fiscal Year 2014, dated July 8, 2013.

Memorandum of Agreement Between National Park Service (NPS), U.S. Park Police, Women in Military Service for America Memorial Foundation, and ANC, March 2013.

Real Estate Agreement between the U.S. Army Corps of Engineers, Baltimore District (NAB) and the Army National Cemeteries Program, May 18, 2012.

Concession Contracts; Subpart B – General Definitions 36 CFR sec. 51.3 (2000).

Exec. Order No. 13327, 69 *Fed. Reg.* 5897 (2004).

Discussion

ANC Lacks Operational Control Over Cemetery Services

Arlington National Cemetery management does not have the operating authority and jurisdiction over the Army National Military Cemeteries it requires.

The Executive Director of ANMC, who has the responsibility for oversight and operations of Arlington National Cemetery, has provided numerous testimonials to Congress over the last 3 years regarding the difficulty posed by multiple agencies and concessionaires over which the Executive Director does not have direct supervision operating within ANC. In addition to DoD, other agencies – specifically, the National Park Service, the United States Park Police, and Women in Military Service for America Memorial Foundation – also provide services at ANC. Reportedly, this has led to problematic service support situations including the sudden cessation or delay in providing essential services to the public. Specifically, in one instance, with little notice to the ANC leadership, the NPS discontinued the only bus service moving visitors throughout the cemetery.



Figure 18. The Women in Military Service for America Memorial
Source: DoD IG-SPO

ANC's inability to centralize operational control has also prevented maintaining a consistent aesthetic and therefore credible image throughout the ANC Complex. For example, there are two separate grounds maintenance contracts servicing the Arlington National Cemetery Complex providing similar services with disparate standards—one administered by the NPS (for the Lee House and Memorial Drive)

and the other by the Army (for the remainder of the cemetery grounds). The result is that the lawns maintained by the NPS contractors are not maintained at the standard of the meticulously manicured lawns maintained under the Army contracts.

Also, since the U.S. Government has multiple contracts for similar services at the ANC Complex, there is a potential inefficiency and higher cost resulting from a duplication of resources expended to establish, execute, and provide oversight to those contracts, leading to excessive expenditure of the public's money.



Figure 19. ANC Lawns Maintained by the Army vs. NPS
Source: DoD IG-SPO

Concession Authority¹⁴

Some services on the ANC Complex were offered through concession agreements¹⁵ controlled by other agencies. Congress has not granted ANC the authority over concession agreements. Due to the lack of concession authority, ANC must negotiate with other agencies that have been granted concession authority to coordinate for the delivery of operational services to support ANC. This lack of concession authority impedes ANC Complex operations and may not be the best way to maintain proper stewardship of taxpayer dollars.

ANC Lacks Control of Operations

Because ANC cannot grant concession agreements, it can neither control nor oversee the provision of operational visitors' services on the Complex to include parking, bookstore, and bus/shuttle service. The Complex parking garage is leased to the U.S. Army Corps of Engineers. The parking garage is operated under a Department of the Army real estate lease, administered by ANC through the real estate service provided by intra-agency agreement with Corps of Engineers. ANC is reimbursed all parking proceeds for its use. Also, ANC has complete control over the operations of the parking garage. The NPS has concession authority for the bus/shuttle service and the bookstore at the Complex. In addition, NPS retains ownership and upkeep responsibility for certain historic facilities (Custis Lee House) located on the grounds.

¹⁴ S.1034, Section 316 and H.R. 1960, Section 592 both have language regarding granting ANC concession authority.

¹⁵ A concession or concession contract is a binding written agreement between an agency and a concessioner that authorizes the concessioner to provide certain visitor services within a park area under specified terms and conditions. From this, concession authority is seen as the authority given to an agency by Congress to execute or grant concession agreements.



Of note, the current NPS-operated bus service and routes only takes visitors throughout a small fraction of the property (Lee House, Eternal Flame, Tomb of the Unknown Soldier, etc.). ANC has expressed an interest in establishing a rotator bus service to take riders to all parts of the cemetery rather than having them walk. ANC concession authority would allow a more robust bus service and enhance visitors' experience throughout their time at ANC.

ANC Congressional Concession Authority Request

The 2014 House Appropriations Subcommittee on Military Construction and Veterans Affairs, and Related Agencies Appropriations Bill Report directed ANC to address contract services and proposed actions in a report to the committee by July 19, 2013. Representatives from ANC and NPS, along with congressional staff, discussed the following arrangements predicated upon ANC receiving statutory concession authority:

- ANC will assume responsibility for visitor transportation services within the cemetery, to include service to the Arlington House, beginning in December 2014.
- No gap in transportation services will occur.
- ANC will not operate a gift shop.
- If required by NPS, ANC will coordinate with NPS to arrange for the transportation of visitors between the Lincoln Memorial and ANC.

Conclusion

Having multiple Federal government stakeholders operating within the ANC Complex has proven unwieldy and financially inefficient and costly. The proposed language on concession authority in H.R. 1960, section 592 of the National Defense Authorization Bill of Fiscal Year 2014 focuses on an effort to address the problem. Unless and until the proposed concession language becomes law, ANC must continue to partner with other agencies that retain concession authority. The longer such authority is withheld from ANC, the longer the lack of control will continue to impede ANC Complex operations, preventing proper stewardship of cemetery operations and taxpayer dollars.

Recommendations, Management Comments, and Our Response

Redirected Recommendation

The recommendation in the draft report asked the Under Secretary of Defense for Personnel and Readiness to develop a legislative change request to address the differing National Park Service and Army standards of appearance for ANC grounds. The Under Secretary of Defense for Personnel and Readiness responded, asking that we redirect the recommendation to the Under Secretary of Defense for Acquisition, Technology and Logistics. However, the Secretary of the Army non-concurred with the recommendation in the draft report, stating that legislative change was not required and that he would assume responsibility for corrective action. Accordingly, we rewrote Recommendation 4.a.2 and redirected responsibility to the Secretary of the Army.

Recommendation 4.a.

2. Secretary of the Army, coordinate with the National Park Service to develop mutually agreed upon standards for appearance of the Arlington National Cemetery complex.

Management Comments Required

The Secretary of the Army did not have the opportunity to comment on the revised Recommendation 4.a.2. We request the Secretary of the Army provide comments on this recommendation.

Recommendation 4.a.

The Secretary of the Army, in coordination with the Office of the Under Secretary of Defense for Personnel and Readiness:

1. Continue to express support for the final proposed Fiscal Year 2014 National Defense Authorization Act that includes the developed legislative request granting concession authority to the Arlington National Cemetery.

Recommendation 4.b.

The Secretary of the Army, in coordination with the Office of the Secretary of Defense, coordinate with the Office of Management and Budget to implement interagency best practices for contracted services supporting Arlington National Cemetery to ensure efficient and effective operations.

Management Comments

Secretary of the Army

- The Secretary of the Army concurred with comment to Recommendation 4.a.1. The Army will continue support for the proposed FY 14 National Defense Authorization Act.
- The Secretary of the Army non-concurred with comment to Recommendation 4.a.2. The Army did not believe that legislating interagency standards was appropriate. They will continue a close working relationship with the National Park Service to ensure standards are met.
- The Secretary of the Army concurred with comment to Recommendation 4.b. The Army believes it should have the flexibility to determine how to best care and maintain ANC's facilities. The Army will seek out best practices and keep the Office of the Secretary of Defense and the Office of Management and Budget informed when efficiencies are realized.

Under Secretary of Defense for Personnel and Readiness

The Under Secretary of Defense for Personnel and Readiness, Military Community and Family Policy, concurred with Recommendation 4.a.1. They are supportive of the FY 14 NDAA and the legislative request. Their request for redirecting Recommendation 4.a.2. to the Under Secretary of Defense for Acquisition, Technology, and Logistics is no longer applicable, as we redirected the recommendation to the Secretary of the Army.

Our Response

Secretary of the Army

The comments of the Secretary of the Army are responsive for 4.a.1. and no further comments are required at this time. The comments for 4.a.2. in the draft report, while a non-concurrence, are considered responsive. We redirected the recommendation from the Under Secretary of Defense for Personnel and Readiness, Military Community and Family Policy to the Secretary of the Army for response. The comments for 4.b. are considered responsive. No further comments are required at this time.

Under Secretary of Defense for Personnel and Readiness

The comments of the Under Secretary of Defense for Personnel and Readiness, Military Community and Family Policy are responsive for 4.a.1. and no further comments are required at this time.

Part III

Additional Issues

Introduction

This section contains a series of observations that apply to both cemeteries that may prove useful to management. There are no recommendations.



Additional Issues

Executive Agency for Military Cemeteries

The Office of the Secretary of Defense (OSD) established a military cemetery working group as a result of DoD IG's previous report on military cemeteries. The group recommended the Army become the executive agency for all military cemeteries since the Army possessed the majority¹⁶ of military cemeteries and had already developed and implemented the most advanced rules and regulations for their operations. The OSD Office of Director for Administration and Management (ODAM) does not concur that the Army is the appropriate vehicle for establishing military cemetery policy and operational procedures. We believe that ODAM should reconsider this issue in order to standardize procedures and policies across the military cemeteries.

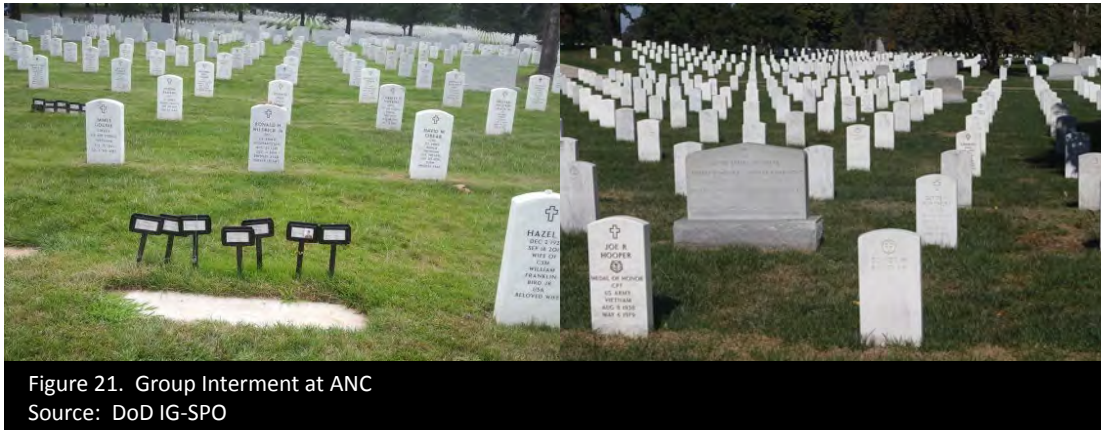


Figure 21. Group Interment at ANC
Source: DoD IG-SPO

Monuments/Group Interment Headstone Policy

Currently, there are no written standards for group interment headstones that establish a timeline by when all data for those interred must be received from the respective survivor families. ANC has an SOP, but only for the headstone ordering and marking process. The ANC Advisory Committee may want to consider this issue.

¹⁶ Army has over 25, Navy - 3, Air Force - 5

Civilian/Private Headstone Policy

ANC has no written standards on how to provide proper memorialization if there are errors on the headstone. There is a policy for private headstones that spells out the information and processes to correct an incomplete or incorrect headstone (the information on the stone). However, even this does not appear to be done on a routine basis. The ANC Advisory Committee may want to consider this issue.



Figure 22. A Private Headstone
Source: DoD IG-SPO

ANC Advisory Committee

The Secretary of the Army has championed Arlington National Cemetery throughout the last 3 years and has put in place the people required to provide the turn-around of the cemetery's operations. In 2010, an Advisory Commission was established by DoD to advise and consult with the SECARMY on the administration of ANC.

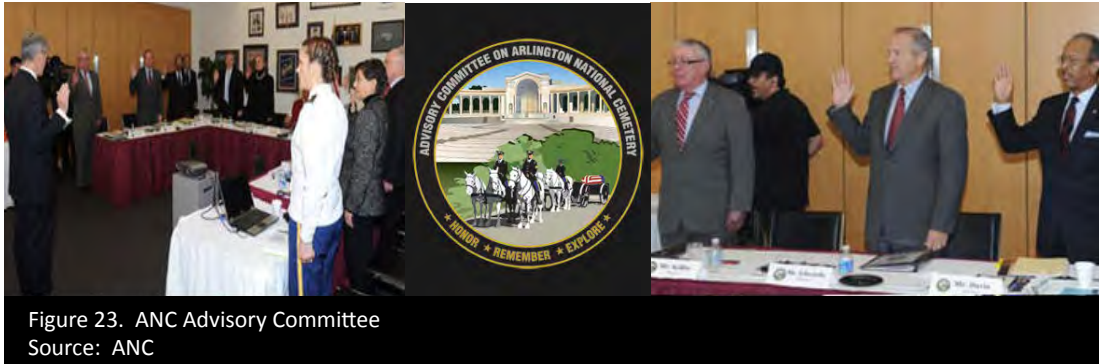


Figure 23. ANC Advisory Committee
Source: ANC

In 2012, a new law passed (section 4723, title 10 United States Code (10 U.S.C. § 4723 [2013])) stating the Secretary of the Army shall appoint an advisory committee on ANC with roles, reports and recommendations, as well as submit a written report submission to Congress. The committee: (provides) independent advice and recommendations on the Army National Cemeteries Program, including, but not limited to:

- a. management and operational issues, including bereavement practices,
- b. plans and strategies for addressing long-term governance challenges,

- c. resource planning and allocation, and
- d. any other matters relating to Army National Cemeteries that the Committee's co-chairs, in consultation with the Secretary of the Army, may decide to consider.

The Committee has accomplished the tasks set forth in the 2012 legislation: administration of Arlington National Cemetery, the erection of memorials at the cemetery, and master planning for the cemetery. Because of the experience of the committee, they could now be asked to examine other politically sensitive issues affecting ANC. Examples include:

- Millennium Project,
- Navy Annex,
- policies for group monuments/headstones,
- private headstone policy,
- providing transparent policy on exception to interment criteria, and
- other matters important to ANC's current and future operations.



Figure 24. Group Headstones
Source: DoD IG-SPO

Leadership Succession

In 2 months during the summer of 2013, four key leaders, holding five positions, departed ANC:

- Executive Director,
- Leading Information Technology Officer (CIO/C6),
- Leading Graves Accountability Point of Contact,
- Strategic Planner, and
- Special/Administrative Assistant to the Executive Director.

The departure of the four key leaders in a short period of time was unusual at ANC. The vacancies were created by various factors, including retirement, reassignment, and expiration of temporary duties.

To avoid significant loss of corporate knowledge, ANC should take lessons learned from this scenario and use it to their advantage in future planning by incorporating them into their continuity of operations plan. Lessons learned should emphasize the following:

- continuity of operations plans must be put in place and exercised,
- vacant leadership positions must be prioritized for immediate replacement, and
- management must administer SOPs to maintain personnel levels.

Oversight

Title 10 directs the Secretary of the Army to provide oversight of Army cemeteries ensuring the highest quality standards are maintained by providing the periodic inspection of cemetery administration, operation, and maintenance. Additionally, Headquarters Department of the Army (HQDA), through Army Directive 2010-04, directed the Executive Director, ANMC to improve oversight over the Army National Cemeteries, specifically through the establishment of a “Provisional Oversight Group” to assist in the oversight of the cemeteries. The Group will develop, coordinate, and implement plans, policies, processes, and procedures to correct and mitigate deficiencies. The Department of the Army “Executive Report” from January 25, 2013, stated, “Currently ANC does not have the organizational structure or people to accomplish the necessary oversight of all Army post cemeteries.” We concur with the report and suggest the HQDA in consultation with the Executive Director, consider increasing the ANMC TDA to include an external inspection and evaluation capability.

Appendix A

Scope and Methodology

We conducted this assessment from February 28, 2013, to June 14, 2013, in accordance with the Quality Standards for Inspection and Evaluation. We planned and performed the assessment to obtain sufficient and appropriate evidence to provide a reasonable basis for our observations, conclusions, and recommendations based on our objectives. Site visits to Arlington National Cemetery, the Soldiers' and Airmen's Home National Cemetery, Mission and Installation Contracting Command-Fort Belvoir, and the U.S. Army Corps of Engineers-Norfolk District were conducted from April to June 2013.

We reviewed documents such as Federal laws and regulations, including the National Defense Authorization Act, Service regulations, and guidance.

The purpose of this project was to assess the implementation of Army Directive 2010-04 (Enhancing the Operations and Oversight of the Army National Cemeteries Program).

- The following areas were within the scope of this project:
 - Arlington National Cemetery, with over 400,000 interments, and
 - Soldiers' and Airmen's Home National Cemetery, with over 15,000 interments.
- The following areas were outside the scope of this project:
 - Cemeteries located on current and former military installations inside and outside the United States, and
 - Cemeteries maintained by the American Battle Monuments Commission.

We visited or contacted organizations in the U.S. that are responsible for planning and accomplishing the operating and maintaining of Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery. We also visited with both the Mission and Installation Contracting Command-Fort Belvoir and the U.S. Army Corps of Engineers-Norfolk District who support contracting operations at the cemeteries.

The ANC Team chronology was:

January - March 2013	Research
April - June 2013	Fieldwork
June - September 2013	Analysis and report writing
September 2013	Draft assessment report issued
October - November 2013	Management comments received and evaluated
November 2013	Final Report Issued

Limitations

We limited our review to Arlington and the Soldiers' and Airmen's Home National Cemeteries.

Use of Computer-Processed Data

We utilized computer-processed data in this assessment: specifically, spreadsheets and output from relational databases. We did not independently assess the reliability of each file provided, to include: formula verification, report output formats, etc.

Use of Technical Assistance

We consulted with the DoD IG Quantitative Methods Division to develop the statistical sampling methodology and draw the random sample.

Appendix B

Prior Coverage

There have been many reports within the last 3 years regarding all aspects of Arlington National Cemetery operations. The Government Accountability Office, the Department of Army Inspector General, and Army Audit Agency have issued a number of reports and testimonies discussing cemetery operations at Arlington National Cemetery. The team used these to build our knowledge base for this assessment.

Unrestricted GAO reports can be accessed over the Internet at <http://www.gao.gov>.

Some of the prior coverage we used in preparing this report includes:

GAO

GAO-12-105, "Arlington National Cemetery: Management Improvements Made, But a Strategy is Needed to Address Remaining Challenges," December 2011.

GAO-12-99, "Arlington National Cemetery: Additional Actions Needed to Continue Improvements in Contract Management," December 2011.

Army

"Report to Congress on Implementation of Army Directive on Army National Cemeteries Program," September 18, 2011.

Arlington National Cemetery Gravesite Accountability Task Force, "Report to Congress on Gravesite Accountability Study Findings," December 22, 2011.

"Congressional Report on Reservations in Response to Public Law 112-154, Section 602," August 6, 2012.

"Report to Congress on Implementation of Army Directive on Army National Cemeteries Program," September 17, 2012.

Army IG

Army IG Report, "Special Inspection of Arlington National Cemetery Final Report," June 9, 2010.

Army IG Report, "Interim Review: Arlington National Cemetery," March 11, 2011.

Army IG Report, "Department of the Army Inspector General Inspection of the Army National Cemeteries Program and Arlington National Cemetery," September 16, 2011.

Army IG Report, "Department of the Army Inspector General Inspection of the Army National Cemeteries Program," September 16, 2012.

Army Audit Agency

Army Audit Agency Report A-2012-0091-FMF, "Review of Arlington National Cemetery Controls Over Gravesite Accountability," April 18, 2012.

Appendix C

Glossary

This appendix provides definitions of terms used in this report.

ANC – Arlington National Cemetery.

ANC Complex – Arlington National Cemetery grounds, the area within the cemetery walls that includes all structures and land.

ANC Mapper – An application that is web-based and provides real-time gravesite mapping of the Arlington National Cemetery.

Army National Cemeteries Program (ANCP) – The division in charge of Army cemetery policies and procedures which provides guidance to Military cemeteries based upon best practices. This term was replaced by ANMC.

Army National Military Cemeteries (ANMC) – The collection of Army cemeteries that are managed, on some basis, by the Executive Director and staff. This term replaced ANCP.

Burial – This word encompasses both interments and inurnments and will be used in place of both.

Case – All documentation associated with a burial.

Disinterment – The act of unearthing a deceased's remains to be transferred and buried at an alternate site.

Error – These include cases where a record exists for a decedent, but his or her information is not reflected on the marker; the record does not match the gravesite location; or an analyst requires an additional record to close the case.

Geographic Information System (GIS) – An automated tool for locating a deceased's gravesite in the cemetery.

Interment – The burial of the deceased's body.

Interment Scheduling System (ISS) – The information system used by the ANC schedulers to schedule burial services.

Inurnment – The burial of the deceased’s ashes after cremation.

Record – The documentation, paper or electronic, that makes up a case.

Remedy – The information system used by the ANC Call Center for inquiry and request management.

Second Interments – The burial of two deceased personnel in one gravesite.

Soldiers’ and Airmen’s Home National Cemetery – The national military cemetery located adjacent to the Soldiers’ and Airmen’s Home in Washington, D.C.

Appendix D

Organizations Contacted and Visited (Including Cemeteries)

We visited, contacted, or conducted interviews with officials (or former officials) from the following U.S. organizations:

United States

U.S. Congress

- Officials assigned to the House Armed Services Committee

Department of Defense

- Officials assigned to the Office of the Secretary of Defense for Personnel and Readiness Casualty and Mortuary Affairs

Department of the Army

- Officials assigned to the Office of the Secretary of the Army
- Officials assigned to the Army Inspector General
- Officials assigned to the Army National Military Cemeteries
- Officials assigned to Arlington National Cemetery
- Officials assigned to the U.S. Army Corps of Engineers
- Officials assigned to the Mission and Installation Contracting Command

Appendix E

Policies

Other

1. **Secretary of the Army, Army Directive 2010-04 “Enhancing the Operations and Oversight of the Army National Cemeteries Program,” June 10, 2010.** This memorandum provides the basis for correcting the deficiencies found at ANC and was the basis for three Army Inspector General Reports and this DoD IG Assessment.
2. **Department of the Army Memorandum, “Executive Report – Organizational, Manpower and Equipment Study of the Army National Cemeteries,” July 23, 2010.** This memorandum provides the results of an all-inclusive study conducted by the USAMAA and the USAFMSA of the current manpower organizational structure of ANC and its manpower, equipment requirements, and authorizations with full consideration of the diversity of its mission and functions and the volume and complexity of its workload.
3. **Secretary of the Army Memorandum, “Army National Cemeteries Program Campaign Plan 2012,” January 1, 2012.** This memorandum establishes the way ahead for Army cemeteries.
4. **Real Estate Support Agreement Between the U.S. Army Corps of Engineers, Baltimore District (NAB) and the Army National Cemeteries Program, May 18, 2012.** This support agreement establishes and defines the terms by which real estate support services will be provided to ANC by NAB. This is not an “inter-agency” agreement in context with the observation, but an “intra-agency” agreement between the Department of Defense and the Department of the Army department for real estate service to ANC.
5. **Arlington National Cemetery Program Acquisition—Overarching Integrated Project Team (A-OIPT) Standard Operating Procedures (SOP), July 10, 2012.** This standard operating procedure provides a general overview of roles and responsibilities across ANCP Acquisition—Overarching Integrated Project Team members and how to coordinate with the ANCP Contract Support Element to facilitate the execution of ANCP mission requirements.

6. **Department of the Army Memorandum, “Executive Report - Organizational Manpower and Equipment Assessment and Update of the Army National Cemeteries,” January 25, 2013.** This memorandum provides the results of an assessment conducted by the USAMAA, the USAFMSA, and the Executive Director, Army National Cemeteries Program for current and planned changes to ANC business processes and staffing requirements.
7. **Arlington National Cemetery, U.S. Army, “Table of Distribution and Allowances,” February 27, 2013.** This document establishes the personnel and positions required and authorized to operate and manage ANMC.
8. **Department of the Army, Complete Statement of Ms. Kathryn A. Condon, Executive Director, Army National Military Cemeteries, before the Subcommittee On Military Construction, Veterans’ Affairs and Related Agencies Committee on Appropriations, United States House of Representatives, First Session, 113th Congress, March 13, 2013.** This statement documents ANC progress and details challenges presented by fiscal constraints imposed by the Budget Control Act of 2011.
9. **Memorandum of Agreement Between George Washington Memorial Parkway, National Park Service, the United States Park Police, Women in Military Service for America Memorial Foundation, and Arlington National Cemetery, March 2013.** This memorandum of agreement establishes a formal agreement between the NPS, the USPP, Women In Military Service For America Memorial Foundation, and ANC regarding ANC’s use of Memorial Avenue and additionally formalizes NPS and USPP’s support to ANC.
10. **Fragmentary Order 1 to Annex A (ANC Strategy Map Details) to “Army National Cemeteries Campaign Plan 2012,” March 27, 2013.** This annex provides detailed definitions and descriptions of the major components of the Arlington National Cemetery 2013 Strategy Map, to include metrics and milestones.
11. **Executive Order 13327 of February 4, 2004, “Federal Real Property Asset Management.”** This policy directs the promotion of the efficient and economical use of America’s real property assets assures management accountability for implementing Federal real property management reforms.

United States Code and Hearings

Public Laws

12. Public Law 99-177, "Gramm-Rudman-Hollings Balanced Budget and Emergency Deficit Control Act of 1985."
13. Public Law 111-339, "Reports on Management of Arlington National Cemetery, 2010."
14. Public Law 112-25, "Budget Control Act, 2011."
15. Section 591, "National Defense Authorization Act of Fiscal Year 2013," January 3, 2013 Army National Military Cemeteries, chapter 446, title 10, United States Code (10 U.S.C. chapter 446 [2013]).
16. Army National Cemeteries, 32 CFR sec. 553 (2009).
17. Concession Contracts; Subpart B – General Definitions 36 CFR sec. 51.3 (2000).
18. Proposed Section 4727, title 10, United States Code (10 U.S.C. § 4727 [2013]) "Cemetery Concessions."
19. Proposed H.R. 1960, Section 592 "Authority to Enter into Concession Contracts at Army National Military Cemeteries," National Defense Authorization Bill of Fiscal Year 2014.

Statistical Analysis

20. *Sampling Techniques, 3rd Ed.*, William G. Cochran, 1977.

Appendix F

2013 National Defense Authorization Act Language

SEC. 591. INSPECTION OF MILITARY CEMETERIES UNDER THE JURISDICTION OF DEPARTMENT OF DEFENSE.

(a) DOD INSPECTOR GENERAL INSPECTION OF ARLINGTON NATIONAL CEMETERY AND UNITED STATES SOLDIERS' AND AIRMEN'S HOME NATIONAL CEMETERY.—Section 1(d) of Public Law 111-339 (124 Stat. 3592) is amended—

(1) in paragraph (1), by striking “The Secretary” in the first sentence and inserting “Subject to paragraph (2), the Secretary”; and

(2) in paragraph (2), by adding at the end the following new sentence: “However, in the case of the report required to be submitted during 2013, the assessment described in paragraph (1) shall be conducted, and the report shall be prepared and submitted, by the Inspector General of the Department of Defense instead of the Secretary of the Army.”

Language from original NDAA requiring the inspection and the adjusted language based on 2013 NDAA above:

REPORTS ON IMPLEMENTATION OF ARMY DIRECTIVE ON ARMY NATIONAL CEMETERIES PROGRAM.—

(1) IN GENERAL.—The Secretary of the Army shall submit to the appropriate committees of Congress reports on execution of and compliance with Army Directive 2010-04 on Enhancing the Operations and Oversight of the Army National Cemeteries Program, dated June 10, 2010. Each such report shall include, for the preceding 270 days or year (as applicable), a description and assessment of the following:

(A) Execution of and compliance with every section of the Army Directive for Arlington National Cemetery, including, without limitation, an evaluation of the sufficiency of all contract management and oversight procedures, current and planned information and technology systems, applications, and contracts, current organizational structure and manpower, and compliance with and execution of all plans, reviews, studies, evaluations, and requirements specified in the Army Directive.

(B) The adequacy of current practices at Arlington National Cemetery to provide information, outreach, and support to families of those individuals buried at Arlington National Cemetery regarding procedures to detect and correct current errors in burials at Arlington National Cemetery.

(2) PERIOD AND FREQUENCY OF SUBMITTAL.—A report required by paragraph (1) shall be submitted not later than 270 days after the date of the enactment of this Act, and every year thereafter for the next 2 years.

(1) IN GENERAL.—**Subject to paragraph (2), the**¹⁷ Secretary of the Army shall submit to the appropriate committees of Congress reports on execution of and compliance with Army Directive 2010-04 on Enhancing the Operations and Oversight of the Army National Cemeteries Program, dated June 10, 2010. Each such report shall include, for the preceding 270 days or year (as applicable), a description and assessment of the following:

(A) Execution of and compliance with every section of the Army Directive for Arlington National Cemetery, including, without limitation, an evaluation of the sufficiency of all contract management and oversight procedures, current and planned information and technology systems, applications, and contracts, current organizational structure and manpower, and compliance with and execution of all plans, reviews, studies, evaluations, and requirements specified in the Army Directive.

(B) The adequacy of current practices at Arlington National Cemetery to provide information, outreach, and support to families of those individuals buried at Arlington National Cemetery regarding procedures to detect and correct current errors in burials at Arlington National Cemetery.

(2) PERIOD AND FREQUENCY OF SUBMITTAL.—A report required by paragraph (1) shall be submitted not later than 270 days after the date of the enactment of this Act, and every year thereafter for the next 2 years. **However, in the case of the report required to be submitted during 2013, the assessment described in paragraph (1) shall be conducted, and the report shall be prepared and submitted, by the Inspector General of the Department of Defense instead of the Secretary of the Army.**

¹⁷ The red indicates how the NDAA of 2011 would read with NDAA 2013 language inserted.

Appendix G

Statistical Analysis

June 27, 2013

Memorandum for the Record

To: John Taylor Project Manager, SPO

From: [REDACTED], Audit-DPAO, QMD

Thru: [REDACTED], Audit-DPAO, QMD

Subject: Methodology for Evaluation of Arlington National Cemetery

Objective: The main objective of the sample is to test the quality of burial management and records keeping at Arlington National Cemetery (ANC).

Background and Population: The OIG received two files containing a combined 432,703 records for individuals interred or inurned at the ANC. These include 343,937 grave records and 88,766 columbarium records¹. The combined records are associated with 352,938 locations based on the GIS_grave_section and GIS_grave_location fields in the file provided.

Methodology: The approach for ANC differs from that for SAHNC. There have been prior audits of the management and records-keeping for ANC by the Army Audit Agency and Army Inspector General. SPO leadership and the project manager requested a design which would test overall quality rather than be used for estimating the overall error numbers. The SPO team consulted with QMD staff who developed a set of alternative scenarios based on hypothetical error rates and several confidence levels. SPO chose to conduct the internal controls sample at the 99 percent confidence level testing against an allowable error rate of one percent. Given the 352,938 locations and those parameters, QMD analysts determined the sample size would be 459, allowing no errors. Put in a different perspective, if there is less than one percent locations with errors in the population, 99 times in 100 our sample would have zero errors. The sample of 459 locations was designed and drawn for the internal controls test outlined above. It was not designed to quantify the error rate for the 352,938 locations. Because the expected error rate was

¹ Grave locations are identified by the GIS_grave_section field and the GIS_grave_location field information. Those for columbarium locations are based on court, section, column, and row information. The combined file uses two constructed values to identify location – type (grave or niche) and a one-column merge of the two grave columns' information or the four niche columns' information.

Statistical Analysis (cont'd)

low, given improvements made to ANC management and evaluations by the GAO, Army Inspector General, and Army Audit Agency, it would have required a much larger sample to get a reliable estimate.

Sample Results and Statistical Estimate: There was one sample location with one error. Since the test had a zero error tolerance level, the results of the sample show that we are 99 percent confident that the error rate for all locations is over one percent.

Statistical Analysis (cont'd)

June 27, 2013

Memorandum for the Record

To: John Taylor Project Manager, SPO

From: ██████████ DPAO, QMD

Through: ██████████ Audit-DPAO, QMD

Subject: Methodology for Evaluation of Soldiers' and Airmen's Home National Cemetery

Objective: Estimate the number of burials in the Soldiers' and Airmen's Home National Cemetery (SAHNC) with errors. These errors¹ involve: Name, Date of Birth, Date of Death, Date of Interment, Location, Photo, Headstone, and Someone interred in an identified empty plot. The error was counted if not previously identified by SAHNC staff.

Background and Population: The OIG received a file containing 15,724 records for individuals interred at the SAHNC. These records are associated with 15,038 locations based on the GIS_grave_section and GIS_grave_location fields in the file provided. The field work is based on a sample of 375 locations (graves) at SAHNC. The 375 locations are associated with SAHNC 386 records.

Methodology: The sampling objective was to be able to estimate the number of individuals interred at SAHNC with errors or inconsistencies in information about the individuals involved. OIG statisticians from the Quantitative Methods Division, based on discussion with the project management drew a simple random sample of 375 locations².

Sample Results and Statistical Estimates: There were errors involving six individuals at six of the 375 sample locations. The following table presents the results.

¹ If they are known, error testing applies to Date of Birth (DoB), Date of Death (DoD), and Date of Interment (DoI).

² QMD used an assumed attribute (pass/fail) design with a confidence level of 95 percent and precision of five percent for sampling the 375 locations. There is no historical data to use for a variable estimate standard deviation parameter.

Statistical Analysis (cont'd)

SAHNC Estimate

Locations	Records	Estimated Individuals (Records) with Errors		
		Lower Bound	Point Estimate	Upper Bound
15,038	15,724	52	241	429

The table is read in the following way. For the 15,038 SAHNC locations involving 15,724 records, we estimate there are 241 records of interments with errors. We are 95 percent confident that the true number of records with errors lies between 52 and 429.

Management Comments

Executive Director, Arlington National Cemetery



DEPARTMENT OF THE ARMY
ARLINGTON NATIONAL CEMETERY
ARMY NATIONAL MILITARY CEMETERIES
ARLINGTON, VIRGINIA 22211-5003

SAAC-ZA

02 OCT 2013

MEMORANDUM FOR Department of Defense, Office of the Inspector General, Deputy Inspector General Special Plans and Operations (Mr. John Taylor), 4800 Mark Center Drive, Alexandria, VA 22350-1500

SUBJECT: Request Command Comments for DODIG Draft Report Assessment of Arlington and Soldiers' and Airmen's Home National Cemeteries (13SPO-0113)

1. This is Arlington National Cemetery's response to the DoD Inspector General Draft Report "Assessment of Arlington and Soldiers' and Airmen's Home National Cemeteries" (Project No. D2013-D00SPO-113).
2. I thank you for the opportunity to provide comments on this report. Arlington National Cemetery concurs with the report's findings, including the assessment that notable progress has been made in many areas. Additionally, we acknowledge that there are areas that require additional attention and have already put processes and procedures in place to address these areas. The report's comments provide an opportunity for Arlington National Cemetery to outline our efforts to improve and enhance the operations, maintenance and accountability for all those resting in these hallowed grounds.
3. Thank you for your interest in Arlington National Cemetery. Honor – Remember – Explore.


PATRICK K. HALLINAN
Executive Director

Executive Director, Arlington National Cemetery (cont'd)

**DEPARTMENT OF DEFENSE OFFICE OF INSPECTOR GENERAL DRAFT REPORT
DATED SEPTEMBER 18, 2013**

**"ASSESSMENT OF ARLINGTON AND SOLDIERS' AND AIRMEN'S HOME
NATIONAL CEMETERIES"**

**ARLINGTON AND SOLDIERS' AND AIRMEN'S HOME NATIONAL CEMETERIES
RESPONSE**

Project: D2013-D00SPO-113

Audit Location: Alexandria, Virginia

**Objective Title: Assessment of Arlington and Soldiers' and Airmen's Home
National Cemeteries**

Observation 1. Organizational Stabilization

The Arlington National Cemetery (ANC) structure and processes were insufficiently mature, stable, and funded to execute the complete Army National Military Cemeteries (ANMC) mission set.

This occurred because ANC experienced a 3-year phase of frequent change, rapid growth, and substantial technological advances while maintaining a demanding operations tempo and coping with budget constraints.

As a result, the ANC organization was not resourced and ready to meet the growing demand, high standards, and constant workload of operating a national shrine and the larger ANMC enterprise.

Recommendations:

1.b. ANC Executive Director should:

**1.b.(1) Shift organizational focus from ANC proper to the Arlington National
Military Cemeteries enterprise.**

ANC Response: Concur. ANC is finalizing realignment and funding for five positions to support the ANMC Table of Distribution and Allowances (See Enclosure 1). Currently these requests are awaiting final approval by OAA. Military and Civilian manning of authorized positions should be accomplished by the end of 2nd Quarter, FY14.

- ANC submitted a FY14 UFR to OA22 for ANMC requirements. (See Enclosure 2)

**1.b.(2) Limit change and growth of the ANC enterprise to stabilize the current
organization.**

ANC Response: Concur with Comment. With the rapid increase in ANC's OPTEMPO, mission, and responsibility, leaders of the ANC enterprise need the opportunity to step back, evaluate, and adapt to recent transition. A pragmatic approach toward change

Executive Director, Arlington National Cemetery (cont'd)

and growth is imperative to the continued execution of ANC's mission as an active cemetery as well as a National Shrine.

ANC's ability to fill manpower requirements in a timely manner has been negatively impacted, causing excessive strain on current manpower. Until the ANC enterprise stabilizes and leadership is given the opportunity to assess and adjust processes as required to mitigate these constraints, ANC runs the risk of mission performance degradation due to attrition and mission overload. ANC continues to move forward with hiring actions and evaluation of mission priorities and monitoring the staff's ability to maintain the current tempo with the existing organization. Introducing any desired change and growth in a judicious manner will allow ANC to be flexible while maintaining the high standard of excellence that is expected of this organization.

1.b.(3) Assess the effectiveness of current process and manpower levels.

ANC Response: Concur. USAMAA and USAFMSA completed their manpower study of ANC on 1/25/2013.

- TDAs for ANC and ANMC were published effective 4/3/2013.

- Recommend this report direct the Army to conduct a follow up manpower study in the 2nd Quarter of FY15. This will allow sufficient time for the organization to mature, assess effectiveness and to pursue full manning of documented requirements.

1.b.(4) Identify risks and mitigations to sustaining the ANC enterprise.

ANC Response: Concur with comment. Sustaining the ANC enterprise at current levels of operations and standards incurs risk of mission degradation due to resource constraints. On 12 July 2013, ANC provided fiscal requirements to the Director of the Army Budget requesting ANC's baseline be reestablished using FY13's appropriated amounts (See Enclosure 3). Recommend this report address the current status of this request.

Overtaxing the staff to maintain current mission and manning levels could potentially result in higher attrition rates. This could impact ANC's ability to maintain the high standards now established at ANC.

Mitigation of these issues is essential to maintaining ANC as the standard of excellence for all military cemeteries. Continuing to grow the staff to meet the TDA required levels as well as providing necessary resources to maintain and expand the grounds ensures that the most accessible and visible face of America's honor and respect for Veterans and their Families will continue to be maintained at the National Shrine level.

1.b.(5) Pursue full authorization and filling of required positions as per U.S. Army Manpower Analysis Agency manpower study documented on the Table of Distribution and Allowances.

ANC Response: Concur. USAMAA and USAFMSA completed their manpower study of ANC on 1/25/2013.

- TDAs for ANC and ANMC were published effective 4/3/2013.

Executive Director, Arlington National Cemetery (cont'd)

- Recommend this report direct the Army to conduct a follow up manpower study in the 2nd Quarter of FY15. This will allow sufficient time for the organization to mature, assess effectiveness and to pursue full manning of documented requirements.

Observation 2. Interoperability Between Record Management Systems

The enterprise information systems used by the ANC, specifically the Remedy system by the Call Center and the ISS by the interment schedulers, were not integrated for efficient data management.

This occurred because ANC lacked an automated interface process between the two systems to support the accurate transfer of data.

As a result, the ANC burial service schedulers had to manually transfer data from the Remedy system to the ISS, resulting in the increased likelihood of errors and prolonging the interment process.

Recommendations:

2. Executive Director, ANMC, develop and implement a single data entry process and system for record management at the ANC that captures all the burial requirements needed from initial record creation intake through burial scheduling to final interment.

ANC Response: Concur with Comment. ANC recognized the dangers of transcribing errors between the Call Center intake, where initial data is currently captured in Remedy, and ISS, the system of record where the data will ultimately reside in order to facilitate the scheduling services and resources. To solve this issue, ANC is currently developing an in-house solution to extend ISS to the Call Center agents. Call Center agents will be trained on the proper use of ISS to include how decedent information and initial documentation are properly loaded. Once the solution is deployed, Remedy would then serve its original use as an ITSM (information technology service management) software solution. ANC would then be relieved of the need to move data from Remedy into ISS. The solution is being developed and will be fielded to the Call Center as soon as the development and testing process is completed. This process change, with the full backing of the Call Center leadership, would arrive at the single data entry process for records management recommended by the DAIG team.

Observation 3. Responsiveness to Burial Requests

The time for ANC staff to follow up on initial requests for burial exceeded ANC standards.

The overall time delay/wait for an initial call back was caused by higher demand for burial at ANC than current manpower could accommodate.

The burial demand resulted in a continuing backlog that was challenging for Arlington National Cemetery current manpower capability to eliminate and created a public perception of inefficiency and lack of responsiveness to family's burial needs at ANC.

Executive Director, Arlington National Cemetery (cont'd)

Recommendations:

3. The Executive Director ANC:

3.a. Optimize the use of overtime and borrowed military manpower to support existing schedulers in reducing the backlog of scheduled burials.

ANC Response: Concur with comment. ANC leadership initiated a three-phased surge effort to reduce the backlog of scheduled burials and ensure positive contact with approximately 1800 families with cremated remains awaiting burial services. First, the Executive Director initiated a special team of 4 military and 2 civilians drawn from existing manpower to establish initial contact over a 14 day period. The team sorted those meeting eligibility requirements and presenting all required documentation and then placed them in a queue for scheduling action. Second, the Executive Director authorized 80-90 overtime hours per week to reduce the number of "ready to schedule" in backlog from 1911 in July to 656 as of 1 October 2013. The current wait to schedule interment of cremated remains is approximately 12 weeks. The current wait to schedule interment of casketed remains is approximately 2 weeks. A Family's actual wait time may vary depending upon service honors and chapel availability. Third, the Executive Director sought and received support from the Secretary of the Army to hire additional personnel to meet the scheduling challenge. Since July 2013, ANC hired three additional schedulers despite the ongoing hiring freeze.

ANC continues to work aggressively to achieve the goal of significantly reducing the time between the initial request to schedule a service and actual conduct of the service. The wait time from first call to conducting the service for burial at Arlington is always dependent upon the Families' individual situation and willingness to wait for a particular time of year, level of military honors or chapel support. A particular challenge is an additional scheduling delay for full honors eligible US Navy Veterans due to constraints on availability of Navy personnel required to render these honors. See 3c for more information.

3.b. Assess the effectiveness of current process and manpower levels for schedulers and representatives and adjust as necessary.

ANC Response: Concur with comment. ANC staff is conducting a full assessment of the actual personnel and mission requirements to meet requests for burial expeditiously. The complex eligibility determination process, which is guided by the United States Code of Federal Regulations, must be handled by a sophisticated team capable of reviewing a multitude of historic and current discharge documents to determine active duty service and characterization of service rendered.

Continual monitoring of the daily metrics for productivity and efficiency has resulted in actions to streamline and more adequately queue requests so that those immediately eligible and ready to bury their loved one can do so more quickly. An assessment is underway to revise business processes and explore automation upgrade to reduce required steps to establish eligibility, schedule and finalize burial arrangements and coordination with military services.

3.c. Identify shortfalls in military funeral support and coordinate with the Military

Executive Director, Arlington National Cemetery (cont'd)

Services to mitigate.

ANC Response: Concur with comment. ANC staff meets monthly with representatives from the military services to discuss challenges and deconflict operational concerns. The informal inter-service coordination meeting ensures an open dialogue with the honor guards and bands from each of the military services to effectively utilize Honor Guards and maximize use of all available resources. These resources include available caissons for full military honors funerals, service bands, etc.

ANC requests monthly reports from each of the military services in order to coordinate dates and times of non-availability for each military honor guard for the next five months. This information establishes the available funeral service and support availability. ANC is working with the Naval District of Washington (NDW) to address the current challenges with the limited availability of US Navy honor guard. Navy band support, however, is not under the control of the NDW reports to the Chief of Naval Operations, which limiting their flexibility and availability for service support.

3.d. Assess alternative scheduling options that would allow expanding the number of burial services that can be accommodated, to include: increasing hours per day available for services, increasing numbers of days per week available for full military honors funerals, and increasing numbers of funeral services conducted per hour.

ANC Response: Concur with comment. ANC leaders continually assess opportunities to more efficiently and effectively conduct funeral services for Veterans and loved ones. All possible opportunities to increase services to inter Veterans and their loved ones in a dignified and respectful manner are being pursued while ensuring that the quality of each and every service is maintained on a small operational footprint. Currently ANC is the only national cemetery which inter on Saturday. Scheduling Saturday placements and inurnments of family members where military honors are not required creates additional opportunities to schedule services during the week.

ANC staff will continue to identify efficiencies and methods to provide dignified committal services beyond the current levels, identifying additional resource requirements to include funding for infrastructure upgrades and improvements to be able to manage a higher vehicle volume for funeral processions, adequately increasing manpower to ensure chain of custody for remains and escorting families during the committal service, requesting additional military chaplains to support multiple denominational committals simultaneously, and diligent monitoring of resource utilization to maximize availability of the honor guard and military band support.

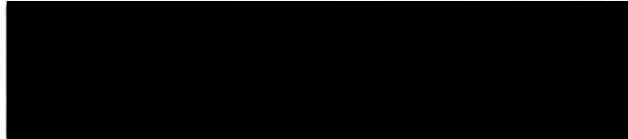
Expansion projects will provide the physical disbursement of locations for simultaneous above ground inurnments and in-ground interments to keep pace with current requests for burial at ANC for those meeting eligibility. A study of options available to extend hours would be useful to pursue as long as commensurate resource availability is identified.

ANC will continue the current effort to fill the available services on Saturdays and assess the cost benefits of extending the work day beyond the current service times. Factors which must be considered include the impacts to families who must traverse extreme traffic during the morning and evening rush hours in the nation's capital.

Executive Director, Arlington National Cemetery (cont'd)

Enclosure 1

From:
Sent:
To:
Subject:
Attachments:
Signed By:



Classification: UNCLASSIFIED
Caveats: NONE

-----Original Message-----



Subject: FW: ANMC Requests for Hiring Exceptions (UNCLASSIFIED)

Classification: UNCLASSIFIED
Caveats: NONE



Attached are ANMC's request for hiring exception. These are part of the 5 authorizations we're trying to coordinate for ANMC. I spoke to Mr. O'Keefe about these today.

Thanks

Director
OA22 Resource Services - Washington



Classification: UNCLASSIFIED
Caveats: NONE

Executive Director, Arlington National Cemetery (cont'd)

Enclosure 2

SECTION I: Identification of Unfinanced Requirement

Date Submitted:	2 Aug 2013	Command/ROC:	Arlington National Cemetery
UFR Type:		Funding Needed By:	
UFR Priority:	1	APPN:	2020
UFR Title:	Army National Military Cemeteries FY14 OMA Funding Request		

<u>FUNDING REQUIREMENT (\$K)</u>	<u>FY14</u>	<u>CURRENT UFR</u>
TOTAL REQUIREMENT:	\$ 652,851	
CURRENT FUNDING:	\$	
UNFUNDED REQUIREMENT:	\$ 652,851	\$ 652,851

SAG:	MDEP:	APE:	PEG COORDINATION:
131	VANC	131050VANC	

DESCRIPTION OF REQUIREMENT:

ANMC is requesting \$652,851 in FY14 OMA funding to continue Army Post Cemeteries accountability efforts. ANMC is responsible for all aspects of oversight and accountability at Army cemeteries which includes conducting staff assistance visits, policy enforcement and compliance inspections, and operational training. The Army-wide accountability effort is ongoing at 40 post cemeteries in the United States. Part of this effort includes the establishment and implementation of best practices. Subject matter experts from ANMC will conduct training and inspect the progress at these cemeteries to ensure compliance with best practices and business rules developed for Army cemetery operations. Support cost include, supplies, equipment, training (travel) funds and contract support to geospatially map, photograph grave markers, and analyze records which are required to maintain reasonable control.

The SA Memorandum "Enhancing the Administration, Operations and Maintenance of Military Cemeteries Under the Jurisdiction of the United States Army", dated 17 April, 2012, established the Executive Director of the Army National Cemeteries Program (since redesignated as the Army National Military Cemeteries (ANMC)) as the functional proponent for policies and procedures pertaining to the administration, operation and maintenance of all military cemeteries under the jurisdiction of the Army.

The memorandum went on to direct that the Executive Director, "to the maximum extent possible ensure that the automation tools, technology and programs that were developed and successfully implemented at the Army National Cemeteries are employed in conducting the accountability baseline at the military cemeteries under the jurisdiction of the Army."

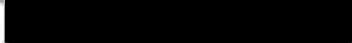
\$1.65M was provided in FY12 and \$550K was provided in FY13 to continue with the Army Post Cemeteries accountability effort. Request funding of \$102,851K be available for the 1st QTR and \$550K for the 4th QTR of FY14.

CAPABILITY GAP IF NOT FUNDED:

If ANMC does not receive these funds, ANMC subject matter experts will not be able to conduct periodic inspections of the Army cemeteries. The current process to implement and maintain accountability 40 different Army installations will be degraded.

This means that IMCOM, AMC, USAR and USMA will no longer be able to comply with the SECARMY directive to "implement [at the Post Cemeteries] an accountability baseline at the military cemeteries under the jurisdiction of the Army"- a SECARMY Top Ten priority.

Budget POC & PH Number:



Executive Director, Arlington National Cemetery (cont'd)

Classification: FOUO

Enclosure 3

-----Original Message-----

Subject: Cemeterial Expenses Army Baseline (UNCLASSIFIED)

Classification: UNCLASSIFIED
Caveats: NONE

Ma'am,
The Budget Control Act has limited our budget requests to the FY 11 enacted amount of \$45.8M.

With the enactment of H.R. 933, ANC received \$65.8M in O&M funds (before rescissions)--\$45.8M is for normal day-to-day operations and \$20M for SRM to address the backlog in SRM projects. We would like to establish this \$65.8M as our new baseline for POM 15-19 and the FY 15 BES.

Our Appropriations Committee provided the \$65.8M in the CEA account and would like to see future requests come within that account. The SAC-M PSM has already pushed back on the FY14 PB as to why \$25M is requested in Army O&M for SRM at ANC. We have explained the Budget Control Act limits our request to FY 11 enacted amount of \$45.8M.

We would be happy to come over and brief you if you require additional information.

v/r
[REDACTED]

U.S. Army Corps of Engineers Comments



DEPARTMENT OF THE ARMY
NORTH ATLANTIC DIVISION, US ARMY CORPS OF ENGINEERS
FORT HAMILTON MILITARY COMMUNITY
302 GENERAL LEE AVENUE
BROOKLYN, NEW YORK 11252-6700

CENAD-EX

1 October 2013

MEMORANDUM THRU Chief, Internal Review (CEIR/██████████), U.S. Army Corps of Engineers, 441 G Street, NW, Washington, DC 20314-1000

FOR Inspector General, Department of Defense, 4800 Mark Center Drive, Alexandria, VA 22350-1500

SUBJECT: Assessment of Arlington and Soldiers' and Airmen's Home National Cemeteries (Project No. D2013-D000SPO-113)

1. Reference Department of Defense Office of Inspector General draft report, September 18, 2013, Assessment of Arlington and Soldiers' and Airmen's Home National Cemeteries (Project No. D2013-D000SPO-0113).
2. No report recommendations are directed to the U.S. Army Corps of Engineers North Atlantic Division. The following comments are, however, provided:
 - a. On page 21, clarify reference to the Real Estate Agreement between the U.S. Army Corps of Engineers, Baltimore District and Arlington National Cemetery (ANC). This is not an "inter-agency" agreement in context with the observation, but an "intra-agency" agreement between the Department of Defense and the Department of the Army department for real estate service to ANC.
 - b. In the fifth paragraph on page 22, remove or clarify "The Complex parking garage is leased to the U.S. Army Corps of Engineers." Unlike the National Park Service contract bookstore and bus/shuttle services, the parking garage is operated under a Department of the Army, Title 10, Section 2667 real estate lease, administered by ANC through the real estate service provided by intra-agency agreement with Corps of Engineers – Baltimore District Real Estate Division. Under this lease authority, ANC is reimbursed all parking proceeds for its use. Also, ANC has complete control over the operations of the parking garage in close coordination with the Lessee. For instance, under the lease, a state of the art credit card and parking payment collection system was recently installed by the Lessee, designed to the specifications of ANC.
3. These comments are designed to improve the accuracy of the draft report statements related to the U.S. Army Corps of Engineers.

U.S. Army Corps of Engineers Comments (cont'd)

CENAD-EX
SUBJECT: Assessment of Arlington and Soldiers' and Airmen's Home National
Cemeteries (Project No. D2013-D000SPO-113)

4. Point of contact is [REDACTED] Deputy Chief Interagency, International and
Environmental, North Atlantic Division, [REDACTED]
[REDACTED]



KENT D. SAVRE
Brigadier General, USA
Commanding

OSD, Personnel and Readiness Comments



OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

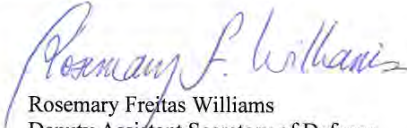
MEMORANDUM FOR DEPUTY INSPECTOR GENERAL (SPECIAL PLANS AND OPERATIONS)

SUBJECT: Assessment of Arlington and Soldiers' and Airmen's Home National Cemeteries (Project No. D2013-D000SPO-0113)

This is in response to your request for management comments to recommendations 4.a.(1) and 4.a.(2). We concur with 4.a.(1) and recommend that 4.a.(2) be redirected to the Office of the Under Secretary of Defense for Acquisition, Technology and Logistics since grounds maintenance/aesthetic of military cemeteries fall under their purview.

The Under Secretary of Defense for Personnel and Readiness, Military Community and Family Policy will continue to support Fiscal Year 2014 National Defense Authorization Act concerning the granting of concession authority to the Arlington National Cemetery (ANC). The Director, Resale Activities and Nonappropriated Fund Policy is interested in how this authorization is accomplished. For example, what are the funding rules; will we contract through nonappropriated funding; what is the disposition of the proceeds, etc.). However, the decisions about what to do and the need for these services primarily belongs with operational management which is currently provided by the Army.

My point of contact for this matter is [REDACTED]. She can be reached by telephone at [REDACTED] or by e-mail at [REDACTED].


Rosemary Freitas Williams
Deputy Assistant Secretary of Defense
(Military Community and Family Policy)

Secretary of the Army Comments



SECRETARY OF THE ARMY
WASHINGTON

05 NOV 2013

MEMORANDUM FOR THE DEPUTY INSPECTOR GENERAL, SPECIAL PLANS
AND OPERATION, DEPARTMENT OF DEFENSE, ATTN: KENNETH P.
MOOREFIELD

SUBJECT: Assessment of Arlington National Cemetery and the Soldiers' and Airmen's
Home National Cemetery (Project No, D2013-D000SPO-113)

1. The Department of Army is thankful for the opportunity to offer comments on the draft report which contains an assessment of the two national cemeteries operated and managed by the Army.
2. The Army is pleased that Part I of the draft report documents the significant progress that has been accomplished since Army Directive 2010-04 was issued. In particular, your noting that "while 100 percent information accuracy may be elusive, grave accountability at Arlington National Cemetery is assured" is appreciated. As you know, the Army is absolutely committed to restoring and maintaining the public trust with respect to its operation and management of these two national military cemeteries.
3. You asked specifically for Army comments on several recommendations contained in the report. These comments follow:

- **Recommendation 1.a.**

Secretary of the Army explore options to fund and allow budget growth to sustain modernization of Arlington National Cemetery enterprise.

Army Response: Concur with comment.

Comment: On 12 July 2013 Arlington National Cemetery (ANC) requested the Director of the Army Budget to reestablish ANC's baseline budget using FY13's appropriated amounts. This request runs contrary to the Budget Control Act of 2011 and subsequent guidance put out by the Office of Management and Budget (OMB) which would limit ANC's baseline budget to the FY11 appropriated level of \$45.8M vice the FY13 level of \$65.8M. This request will be forwarded to OMB for decision.



Secretary of the Army Comments (cont'd)

-2-

- **Recommendation 4.a.(1)**

Continue to express [their] support for the final proposed FY14 National Defense Authorization Act includes the developed legislative request granting concession authority to the Arlington National Cemetery.

Army Response: Concur with comment.

Comment: The Army believes that a statutory grant of concession authority is essential to the long-term ability of ANC to offer the American public and family members of those laid to rest in ANC the optimum opportunity to visit and pay their respects to those who gave so much for their country. The Army will continue to support the concession authority legislation currently proposed in the FY14 National Defense Authorization Act.

- **Recommendation 4.a.(2)**

Develop a legislative proposal requesting that Congress assign the U.S. Army as the senior agency within the Arlington National Cemetery Complex with the authority to establish interagency standards for the Arlington National Cemetery Complex.

Army Response: Non-Concur with comment.

Comment: The National Park Service (NPS) property which abuts ANC is maintained by the NPS to the standard for all NPS property along the National Mall, of which Arlington House and Memorial Drive are components. The operation of the nation's largest National Cemetery is significantly different from the care and maintenance of the National Mall. Although the Army does not oppose the establishment of interagency standards, the Army does not believe legislation is necessary or appropriate to force the NPS to meet standards established by the Army for ANC, a national military shrine. The Army maintains a close working relationship with the NPC and will continue to explore opportunities that will present a more seamless appearance for visitors to ANC and the surrounding NPS properties.

- **Recommendation 4.b.**

The Secretary of the Army, in coordination with the Office of the Secretary of Defense, coordinate with the Office of Management and Budget to implement interagency best practices for contracting services supporting Arlington National Cemetery to ensure efficient and effective operations.

Army Response: Concur with comment.

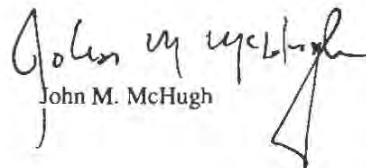
Comment: The Army supports the implementation of interagency best practices that would improve the efficiency and effectiveness of the operations at ANC.

Secretary of the Army Comments (cont'd)

-3-

Recognizing that ANC and NPS have different missions and that each agency should have the flexibility to determine how best to care for and maintain its facilities, the Army will continue to seek out interagency best practices that would improve ANC operations. The Army does not oppose informing the Office of the Secretary of Defense and the Office of Management and Budget when critical operational efficiencies are realized resulting from the adoption of an interagency best practice.

4. The Army once again appreciates the insight and recommendations contained in your assessment of ANC and the Soldiers' and Airmen's Home National Cemetery. Should you have any questions or concerns, please let me know. My principal point of contact for this report is [REDACTED] who can be reached at [REDACTED]


John M. McHugh



Acronyms and Abbreviations

ANC	Arlington National Cemetery
ANCP	Army National Cemeteries Program
ANMC	Army National Military Cemeteries
A-OIPT	Acquisition – Overarching Integrated Project Team
CFR	Code of Federal Regulations
DoD IG	Department of Defense Inspector General
FRAGO	Fragmentary Order
GIS	Geographic Information System
HQDA	Headquarters Department of the Army
ISB	Interment Services Branch
ISS	Interment Scheduling System
IT	Information Technology
MICC-B	Mission and Installation Contracting Command – Fort Belvoir
MOA	Memorandum of Agreement
NAB	Baltimore District
NDAA	National Defense Authorization Act
NPS	National Park Service
ODAM	Office of Director for Administration and Management
OIG	Office of Inspector General
OIP	Organizational Inspection Program
OMB	Office of Management and Budget
OSD	Office of the Secretary of Defense
POC	Point of Contact
SAHNC	Soldiers’ and Airmen’s Home National Cemetery
SECARMY	The Secretary of the Army
SOP	Standard Operating Procedure
TDA	Table of Distribution and Allowances
U.S.	United States (of America)
USACE	U.S. Army Corps of Engineers
USAFMSA	U.S. Army Force Management Support Agency
USAMAA	U.S. Army Manpower Analysis Agency
U.S.C.	United States Code



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U.S. DEPARTMENT OF DEFENSE

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